



## **Executive**

Date: Wednesday, 9 September 2020

Time: 2.00 pm

Venue: Virtual meeting - [https://manchester.public-i.tv/core/portal/webcast\\_interactive/485348](https://manchester.public-i.tv/core/portal/webcast_interactive/485348)

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

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

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

## **Membership of the Executive**

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### **Councillors**

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

## **Membership of the Consultative Panel**

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### **Councillors**

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

The Consultative Panel has a standing invitation to attend meetings of the Executive. The Members of the Panel may speak at these meetings but cannot vote on the decisions taken at the meetings.

## Agenda

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- 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 29 July 2020. 5 - 18
- 4. COVID-19 Monthly Update Report** **All Wards**  
The report of the Chief Executive will follow.
- 5. Manchester's Economic Recovery Plan & Update** **All Wards**  
The report of the Strategic Director (Growth & Development) is enclosed. 19 - 70
- 6. Fire Safety in High Rise Residential Buildings** **All Wards**  
The report of the Strategic Director (Growth and Development) is enclosed. 71 - 90
- 7. Private Rented Sector Strategy 2020-2025** **All Wards**  
The report of the Strategic Director (Growth and Development) is enclosed. 91 - 128
- 8. Clean Air Plan and Minimum Licensing Standards for Taxis and Private Hire Vehicles** **All Wards**  
The joint report of the City Solicitor and the Deputy Chief Executive is enclosed. 129 - 242
- 9. Extension to Selective Licensing Schemes - Public Consultation** **Cheetham;**  
The report of the Strategic Director (Neighbourhoods) is enclosed. **Clayton and**  
**Openshaw;**  
**Gorton and**  
**Abbey Hey;**  
**Harpurhey;**  
**Levenshulme;**  
**Longsight;**

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|--|--|--|
|  |  | <b>Moss Side;<br/>Rusholme<br/>243 – 272</b>   |
| <b>10. Draft Withington Village Framework for Consultation</b>             |  | <b>Old Moat;<br/>Withington<br/>273 - 366</b>  |
| The report of the Strategic Director (Growth & Development) is enclosed.   |  |  |
| <b>11. Charles Street &amp; Granby Row Development Framework</b>           |  | <b>Piccadilly;<br/>Rusholme<br/>367 - 382</b>  |
| The report of the Strategic Director (Growth & Development) is enclosed.   |  |  |
| <b>12. Housing Revenue Account Delivery Model - Northwards ALMO Review</b> |  | <b>Charlestown;<br/>Cheetham;<br/>Crumpsall;<br/>Harpurhey;<br/>Higher<br/>Blackley;<br/>Miles Platting<br/>and Newton<br/>Heath;<br/>Moston;<br/>Piccadilly<br/>383 – 400</b> |
| The report of the Chief Executive is enclosed.                             |  |  |
| <b>13. Capital Programme Update</b>  |  | <b>All Wards</b>   |
| The report of the Deputy Chief Executive and City Treasurer will follow.   |  |  |

## Information about the Executive

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

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

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

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

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

## Further Information

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

### Minutes of the meeting held on Wednesday, 29 July 2020

**Present:** Councillor Leese (Chair)

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

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

**Councillors:** Karney, Leech, M Sharif Mahamed, Sheikh and Taylor

**Apologies:** Councillors Ollerhead, Midgley, Ilyas and S Judge

#### Exe/20/79 Minutes

##### Decision

To approve as a correct record the minutes of the meeting of the Executive on 3 July 2020.

#### Exe/20/80 COVID-19 Monthly Update Report

The written report submitted by the Deputy Chief Executive was a compilation of documents and situation reports to give an overview of the recovery work in the city. It included an update on the 'Our Manchester Strategy' reset, progress reports on the 'Residents and Communities work-stream and the 'Future Council' work-stream, a summary of the Chancellor of the Exchequer's Summer Statement that had been delivered earlier in July, and a summary of projects that were included in bids for funding.

At the meeting the Director of Public Health reported that the overall situation in the city remained dynamic. The latest figures he had were that 20,174 people in Manchester had contracted the virus, with the latest weekly rate of infection being 22.2 people / 100,000, which was below the rates being experienced in other Greater Manchester boroughs. He stressed that the trends in cases in Manchester was increasing, that the virus had not gone away, and so it was very important to maintain the control measures of social distancing, hand washing, isolation of suspected cases. He also reported that the Council Outbreak Prevention Board had had its first meeting and would now meet regularly to develop the messages and communications with residents on how to control and limit the spread of the virus.

Other members of the Executive then gave updates on matters within their portfolio, including:

- the national shielding arrangements were coming to an end but the Council was to continue providing local support to those who needed it, with 1,300 households still being supported across the city;

- the hospitality industry was beginning to resume and thanks were given to all who had been involved in the planning and preparation for the reopening of those businesses;
- the Council and Greater Manchester Police were continuing to respond to unlawful social gatherings and raves when they were reported;
- work was continuing to ensure that victims and survivors of domestic violence still had access to support and help when they needed it;
- a campaign was underway to encourage people to wear masks when using public transport;
- it is the Council's desire to put zero-carbon at the heart of the city's recovery plans;
- the work of neighbourhood officers across the city on both recovery and on more routine matters such as the annual student exodus from the city;
- the work of children's social services during the pandemic and an increase in referrals that were coming back towards the levels experienced before the virus outbreak;
- the work that had been done to keep schools open for the children of key workers, and thanks were given to all who had played a part in that;
- the plans for the reopening of schools in the new term in September including the sending of a 'transition read' book to every child that was to start in secondary school in September;
- 95% of play areas in parks had been reopened after safety checks with guidance provided;
- work was underway to allow leisure centres to reopen safely, and they should start to reopen this week;
- work on the cultural recovery plan was also reported, and the recent funding announcements from the Arts Council and the Government;
- 109 people who had been supported by the 'everyone in' scheme for homeless people had now moved on to more stable and permanent accommodation, and the priority for the service remained for no one to have to return to the living on the streets;
- It was reported there had been an 89% increase of benefits claimants and it was estimated that a third of the workforce in the city was furloughed or in receipt of self-employment support, and there were concerns for how the situation would change as the furlough scheme was wound-down by the Government;
- construction activity in the city was still underway which was seen as a good indicator of the future health of the city's economy; and
- the Council's future finances were still of significant concern and it was felt that the risk that the Council would need to issue a Section 114 Notice was increasing. Such a notice would mean that no new Council expenditure would be permitted, with the exception of safeguarding vulnerable people and statutory services.

## Decision

To note the report.

**Exe/20/81 Revenue Budget Monitoring 2020/21**

The Deputy Chief Executive and City Treasurer presented a review of the 2020/21 revenue budgets. The report provided an overview of the Council's financial position as at the end of May 2020 and the work underway to develop a balanced budget for 2020/21. The report identified a projected deficit for 2020/21 of £5.476m. That was based on the financial implications of COVID-19, government funding confirmed to date, other identified budget changes, in year efficiencies and mitigations. The anticipated financial cost of the COVID-19 pandemic to the Council so far was £166.26m. It was anticipated the deficit could be met through the Council's share of the third tranche of emergency funding for income loss that had yet to be allocated by the Government. The report also anticipated that the consequences of the COVID-19 pandemic were expected to have a significant impact on the council's finances for a number of years. With the likely scale of funding pressures and future resource reductions, the report stressed that it would be important for the Council to hold a robust position on reserves, and to maintain the ability to deal with issues that might arise during the financial year. The overall revenue forecast for 2020/21 was:

2020/21 Budget Position as at May 2020	Original Approved Budget £000	Revised Budget £000	Forecast Outturn £000	Total P2 Forecast Variance £000
<b>Total Available Resources</b>	<b>(666,125)</b>	<b>(821,252)</b>	<b>(806,419)</b>	<b>14,833</b>
<b>Total Corporate Budgets</b>	<b>126,761</b>	<b>264,855</b>	<b>264,479</b>	<b>(377)</b>
Children's Services	130,320	130,485	137,164	6,679
Adult Social Care	221,253	229,213	237,578	8,365
Homelessness	15,285	15,306	22,450	7,144
Corporate Core	69,958	76,918	80,136	3,218
Neighbourhoods	93,802	94,306	102,802	8,496
Growth and Development	8,746	10,169	15,701	5,532
<b>Total Directorate Budgets</b>	<b>539,364</b>	<b>556,397</b>	<b>595,831</b>	<b>39,434</b>
<b>Total Use of Resources</b>	<b>666,201</b>	<b>821,252</b>	<b>860,310</b>	<b>39,058</b>
<b>Total forecast over / (under) spend</b>	<b>0</b>	<b>0</b>	<b>53,891</b>	<b>53,891</b>
COVID-19 Government grant income (tranche 1 and 2) -Confirmed				(33,367)
Proposed Corporate measures				(7,963)
<b>Sub-Total Pre July Funding Announcement</b>				<b>12,561</b>
COVID-19 Government grant income (tranche 3)				(7,085)
<b>Net forecast over / (under) spend</b>				<b>5,476</b>

And the means of addressing the impacts of COVID-19 in the current year were:

	<b>2020/21 £000</b>
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<b>COVID-19 Budget impact of Additional Costs and Net income losses</b>	<b>64,456</b>
P2 - Savings, mitigations and other changes	(10,565)
<b>COVID - Budget shortfall after in year measures</b>	<b>53,891</b>
<b>COVID 19 Emergency Funding Tranches 1 and 2</b> (Note £389k applied in 2019/20)	(33,367)
Corporate measures identified	(7,963)
Original budget shortfall	
<b>COVID - Budget shortfall after in year measures</b>	<b>12,561</b>
<b>Forecast COVID 19 Emergency Funding Tranche 3</b> (Confirmed to date)	(7,085)
<b>Budget shortfall after confirmed funding and mitigations</b>	<b>5,476</b>

However, the projected budget deficit for 2021/22 was much greater, £162.5m.

Should further tranche 3 funding be awarded it was proposed and agreed that authority to allocate that funding to services should be delegated to the Deputy Chief Executive and City Treasurer.

The report explained that the Council had been awarded £225k of the Local Authority Business Rates Grant Administration (New Burdens) funding. It was proposed and agreed that this is included in the Revenue and Benefits budget to contribute towards the costs of administering both the Small Business Grant Fund and Retail, Hospitality and Leisure Grant Fund schemes to provide support to businesses across the city.

The report included an appendix giving a more detailed breakdown of the current year's finances. Within that were a number of proposals that required authorisation.

### **Budgets to be allocated**

When setting the 2020/21 budget the Council has agreed to hold some funds for contingencies, and other money that was to be allocated throughout the year. The report proposed the use of some of these budgets to be allocated. These were agreed:

- £364,000 allocated to in-house foster care as a 2% inflation uplift to be applied as at 1 April 2020.
- £200,000 allocated to care provision as an inflationary uplift for residential care providers
- £805,000 allocated for the waste collection and disposal contract inflation increase
- £91,000 allocated for the annual inflationary increases on the Street Lighting PFI unitary charge

### **Use of an External Grant**

The report also explained that notification had been received in relation to a specific external grant, the use of which had not confirmed as part of the 2019/20 budget setting process. Approval was given to the use of £15,000 of 'pocket parks' funding to



improve accessibility of Fletcher Moss park and help support social subscribing for those with mild depression, social isolation or health problems.

### **Budget Virements**

The report proposed two funding virements which were both agreed.

- allocation £300K in each of 2020/21 and 201/22 from Neighbourhood Services to Communications in the Corporate Core
- allocation £600 of uncommitted inflation funding to Adult Social Care Services in 2020/21

### **Use of a Reserve**

The report also addressed the use of the Council's reserves. Three new draw-downs from the Adult Social Care reserve had been requested, totalling £1m. Those were approved, being: £550k to support the demand from increased placement costs within the Learning Disability Service, a further £300k to support the immediate implementation of a Brokerage function to embed new commissioning arrangements resulting from the implementation of the Liquidlogic IT system; and a further £150k due to the demand diagnostics work which will support the future funding work for Adult Social Care in 2021/22.

### **Decisions**

1. Note the global revenue monitoring report and a forecast outturn position of a £5.476m deficit, which it is anticipated will be balanced by government funding.
2. Approve the use of budgets to be allocated as set out above.
3. Approve the use of grants in addition to that already planned, as set out above.
4. Approve the proposed virements set out above
5. To approve an increase in Growth and Development Directorate budget of £0.957m for the Local Welfare Assistance Fund.
6. To approve an increase in the Corporate Core Directorate budget of £225k for New Burdens funding in respect of the costs associated with administering the business rates grants schemes (Small Businesses Grant Fund and Retail, Hospitality and Leisure Grant Fund).
7. To delegate to the Deputy Chief Executive and City Treasurer the allocation of the COVID-19 tranche 3 grant funding to individual services, in consultation with the Executive Member for Finance and Human Resources.
8. To approve, under the emergency provision of the Council Decisions on 25 March 2020 - "Constitutional Amendments and Other Matters for Council Business Continuity - Part 7", the use of £1m of reserves as set out above.

## Exe/20/82 Capital Budget Monitoring 2020/21

The Deputy Chief Executive and City Treasurer's report informed us of the revised capital budget 2020/21 to 2023/24 taking account of agreed and proposed additions to the programme, profiling changes, and the latest estimates of forecast spend and resources for the 2020/21 capital programme. The report explained the major variations to forecast spend, and any impact that variations had on the five-year Capital Programme.

The forecast of expenditure for 2020/21 for the Manchester City Council capital programme was £471.4m, compared to a proposed revised budget of £471.5m. Spend as of 2 July 2020 was £140.2m, which included financial support of £106.5m provided to the Manchester Airport Group, which had been agreed by the Deputy Leader of the Council in April 2020.

Appended to the report was a schedule of projects within the overall capital programme where the allocations needed to be revised and funding allocations vired between projects. The appendix showed the virement needed for each scheme and each project. We agreed to approve all the proposed virements, including those over £500,000.

The report also proposed changes to some of the capital expenditure, financing and borrowing prudential indicators. These changes were agreed.

Indicator	Original	Revised
Forecast Capital Expenditure (Non-HRA)	£339.6m	£453.7m
Forecast Capital Financing Requirement (Non-HRA)	£1,543.1m	£1,637.1m
Maturity Structure of Borrowing - Upper Limit for 10 years and above	40%	20%

A means of assigning relative priority to capital projects within the overall programme was put forward in the report so as to incorporate role that capital investment would play in the recovery plan for the City and the number of strategic priorities the Council was committed to. It was proposed that priority be given to projects that would:

- be catalytic for growth;
- support job creation;
- reduce of carbon emissions
- encourage housing development
- bring about place-based transformation of health, economic and social outcomes

These addition factors would also be taken into account:

- creating or supporting the delivery of revenue savings;
- avoiding additional revenue cost; or
- increasing revenue income through, for example, increasing the council tax or business rates tax base.

That proposal was supported.

## Decisions

1. To approve, under the emergency provision of the Council Decisions on 25th March 2020 - "Constitutional Amendments and Other Matters for Council Business Continuity - Part 7", the virements over £0.5m between capital schemes as set out in the appendix to these minutes.
2. To approve the revised prudential indicators as shown above.
3. To approve virements under £0.5m within the capital programme as set out in the appendix to these minutes.
4. To support the prioritisation process proposed in the report and to approve that these projects should proceed accordingly:
  - Piccadilly Gardens phase 1
  - Hammerstone Road depot redevelopment - subject to a full review of the requirements of what the Council needs from the depot and the scale of the office space to be reconsidered.
  - Medieval Quarter investment
  - Abraham Moss rebuild - it is estimated that there is an inflationary cost increase of £2.7m following the deferral and due to the impact of COVID-19. This is one of the proposals in the update report elsewhere on the agenda
  - Gorton Hub - subject to contract review to include provisions for COVID, and potential rescoping of the scale of the project with partners
  - West Gorton Park
  - Manchester Aquatic Centre - agree to progress to RIBA Stage 4, subject to review of potential maintenance costs if start date for works is deferred
  - National Cycling Centre - agree to progress to RIBA Stage 4
6. To note that approvals of movements and transfers to the capital programme, will reflect a revised budget total of £471.5m and a latest full year forecast of £471.4m. Expenditure to the end of June 2020 was £30.7m. Expenditure as at 2nd July 2020 was £140.2m which includes the support for Manchester Airport Group.
7. To note the prudential indicators at Appendix C of the report.

## Exe/20/83 Capital Programme Update

A report concerning requests to increase the capital programme was submitted. We agreed to make four change under emergency powers established by the Council in March 2020, and to make a further six changes under delegated powers. These changes would increase Manchester City Council's capital budget by £25.352m over the next three years, funded by a mixture of government grants, borrowing, 'Invest to Save' funds, and external contributions.

The report also set out details of an approval that the Deputy Chief Executive had made under delegated powers, being £352,000 for survey works at the Ancoats Dispensary funded by an external contribution.

## Decisions

1. To approve, under the emergency provision of the Council Decisions on 25th March 2020 - "Constitutional Amendments and Other Matters for Council Business Continuity - Part 7", the following changes to Manchester City Council's capital programme:
  - (a) Children's Services – EBN Special Educational Needs and Disability (SEND) Programme Additional Costs. A capital budget virement of £0.923m is requested, funded by unallocated Education Basic Needs Grant.
  - (b) Neighbourhoods – Indoor Leisure – Abraham Moss. A capital budget virement of £2.7m is requested from the Inflation budget, funded by borrowing.
  - (c) Neighbourhoods – Electric RCV Infrastructure – Additional costs. A capital budget increase of £0.150m is requested, funded by borrowing.
  - (d) Growth and Development – House of Sport. A capital budget increase of £8.420m is requested, funded by borrowing on an invest-to-save basis.
  
2. To approve the following changes to the City Council's capital programme:
  - (e) Highways Services – Chorlton to Manchester Scheme. A budget increase of £8.449m is requested, funded by Mayor's Challenge Fund.
  - (f) Highways Services – Northern Quarter Walking and Cycling. A budget increase of £8.183m is requested, funded by Mayor's Challenge Fund.
  - (g) Children's Services – St Peters RC High School Expansion. A capital budget virement of £0.383m is requested, funded by Unallocated Education Basic Needs budget.
  - (h) Neighbourhoods – Gateley Brook Pre-Development Fees. A capital budget virement of £0.116m is requested, funded by Parks Development Programme budget.
  - (i) Neighbourhoods – Angel Meadow. A capital budget increase of £0.150m is requested, funded by S106 External Contribution, and a capital budget virement of £0.042m is requested, funded by Parks Development Programme budget.

- (j) Adult Services - Technology Enabled Care (TEC) Digital Platform. A capital budget virement of £0.157m is requested, funded by ICT Investment budget.
3. To note the increase to the programme of £0.352m as a result of a delegated approval.

### **Exe/20/84 Northern Gateway: Progress Update & Housing Infrastructure Fund**

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

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

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

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

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

A report now submitted provided an update on the successful outcome of the City Council's bid for £51.6m into the Government's Housing Infrastructure Fund Programme. It also reported on progress with finalising the Joint Venture's Initial Development Area Business Plan. The £51.6m of Housing Infrastructure Fund money had been announced as part of the Budget in March 2020 and the report set out the terms and conditions for that funding to be made available. We agreed to delegate the final acceptance of those terms and conditions to the appropriate council officers.

### **Decisions**

1. To approve the Council entering into a Grant Determination Agreement with Homes England for the receipt of up to £51.6m Housing Infrastructure Fund grant to deliver major infrastructure in the Northern Gateway area, a high level summary of which is set out in the body of this report.
2. To delegate authority to the Strategic Director, Growth and Development, the Deputy Chief Executive and City Treasurer and the City Solicitor to finalise the terms of this Grant Determination Agreement to secure this funding.
3. To delegate authority to the City Solicitor to enter into and complete all necessary documents to give effect to the recommendations set out in i) and ii).
4. Subject to the finalisation of the Grant Determination Agreement, to approve a £51.6m increase to the Capital Budget to be expended on the delivery of infrastructure works that will facilitate the delivery of new homes.
5. To note overall progress being made towards the delivery of new homes as part of an Initial Development Area Business Plan in the neighbourhoods of Collyhurst, New Cross and New Town.
6. To note the approach being taken to identify and deliver social and economic benefits and the alignment with the broader piece of work being developed at a North Manchester level with partners leading on plans for the North Manchester General Hospital site.

### **Exe/20/85 Honorary Recorder to the City**

The Chief Executive reported to us on the retirement of His Honour Judge David Andrew Stockdale QC, the senior Judge in Manchester and Honorary Recorder of the city.

The Courts Act 1971 empowered the city to appoint a Court Recorder or a Circuit Judge to be Honorary Recorder of the City. The City Council has always exercised its power under the Act and invited the Senior Judge to be Honorary Recorder. The appointment of an Honorary Recorder for Manchester is recognition of the status of the city as a major legal centre.

The report explained that the Lord Chief Justice had appointed His Honour Judge Nicholas Dean QC, to be Senior Judge at Manchester Crown Court with effect from 6 July 2020. Accordingly we agreed to invite His Honour Judge Nicholas Dean QC, to accept the office of Honorary Recorder of the City.

### **Decisions**

1. That the City Council place on record its sincere appreciation of the services of His Honour Judge David Andrew Stockdale QC, as Honorary Recorder of the City from 20 November 2013 to 21 March 2020.

2. That the new Senior Judge at Manchester, His Honour Judge Nicholas Dean QC, be appointed to the office of Honorary Recorder of the City.

**Exe/20/86 Decisions of the GMCA and the AGMA Executive meetings on 26 June 2020**

**Decision**

To note the decisions made by the GMCA and by the AGMA Executive at their meetings on 26 June 2020.

**Exe/20/87 Appendix to the Minutes**

**Appendix**

**Minute Exe/20/82 – Capital Programme Virements from the Capital Programme Update**

<b>Project Name</b>	<b>2020/21 In year virement proposed £000</b>	<b>2021/22 In year virement proposed £000</b>	<b>2022/23 In year virement proposed £000</b>
Carriageway Resurfacing	836	8,385	
Footway schemes	-836	-3,561	
Carriageway Preventative		-4,824	
<b>Total Highways Programme</b>	<b>0</b>	<b>0</b>	<b>0</b>
Harpurhey Lathbury and 200 Estates external cyclical works		-13	
Harpurhey Shiredale Estate externals		-15	
External cyclical works Moston Estates (Chauncy/Edith Cliff/Kenyon/Thorveton Sq)		-2	
External cyclical works Cheetham Appleford estate		-2	
External cyclical works Higher Blackley South		-1	
External cyclical works Newton Heath Assheton estate		-27	
Electricity North West distribution network phase 4 (various)	162		
Delivery Costs			229
Newton Heath - Multi Internal Works	-87		
Higher Blackley - Liverton Court Internal Works	-13		
Various - Bradford/Clifford Lamb/Kingsbridge/Sandyhill Court Internal Works	-74		
Collyhurst - Mossbrook/Roach/Vauxhall/Humphries Court Internal Works	283	49	
Installations of sprinkler systems - multi storey blocks		-274	
ERDF Heat Pumps	108	391	101
Fire Risk Assessments	-758	-42	
Rushcroft and Pevensey Courts Ground Source Heat Pumps	13		
Delivery Costs	-81		
Delivery Costs	4		
Stock Acquisitions	2		
Delivery Costs	-10		



<b>Project Name</b>	<b>2020/21 In year virement proposed £000</b>	<b>2021/22 In year virement proposed £000</b>	<b>2022/23 In year virement proposed £000</b>
Northwards Housing Programme - Unallocated	451	-64	-330
<b>Total Public Sector Housing (HRA) Programme</b>	<b>0</b>	<b>0</b>	<b>0</b>
Brookside Road Moston		324	
North Hulme		266	
Roundwood Road		333	
Basic need - unallocated funds		-923	
Moston Lane Reroof	6		
Schools Capital Maintenance -unallocated	-6		
<b>Total Children's Services Programme</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Total Capital Programme</b>	<b>0</b>	<b>0</b>	<b>0</b>

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**Manchester City Council  
Report for Information**

**Report to:** Economy Scrutiny Committee – 3 September 2020  
Executive – 9 September 2020

**Subject:** Manchester’s Economic Recovery Plan & Update

**Report of:** Strategic Director (Growth & Development)

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### Summary

This report provides members with an overview of plans to develop an Economic Recovery Plan for the city, as a key part of the Council’s forward planning in response to the COVID-19 crisis. The Plan will set out a clear and detailed narrative on how the city is well-placed to use its strong assets in order to re-establish economic momentum over the next few years. It will be primarily directed at government, businesses and investors, and will aim to set out the city’s direction of travel about how we look to the future with a confident message that the city will rise to the challenges, and continue to focus on our drive for inclusive growth.

### Recommendations

Members are requested to:

1. Note the progress being made on preparing an Economic Recovery Plan as a key part of the city’s overall recovery programme;
  2. Note the focus in the Plan on inclusive growth, in particular, the investment in skills and employability, to enable local people to return to employment as opportunities are created;
  3. Provide feedback on the emerging key messages and format for the Plan; and
  4. Note the update given in the current Sitrep, which will follow this report.
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**Wards Affected:** All

<b>Environmental Impact Assessment</b> - the impact of the issues addressed in this report on achieving the zero-carbon target for the city
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The COVID-19 lockdown period has undoubtedly led to an unprecedented reduction in CO2 emissions and a huge improvement in air quality. The challenge for the recovery phase is how to urgently restart the city’s economy to protect the income and livelihoods of people whilst striving to capitalise on some of the positive environmental benefits enjoyed during the COVID-19 lockdown period and enable positive behaviour change that endures for the long term. Zero/low carbon is a key strand of the Economic Recovery Plan and a number of innovative projects are proposed which could have a significant impact on contributing to our zero carbon targets.
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Manchester Strategy outcomes	Summary of how this aligns to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The Economic Recovery Plan prioritises ensuring businesses are able to continue to operate in the short term and that investment and development can be kickstarted and supported. The longer term vision is for creating the conditions for high quality investment and development and the development of an inclusive and resilient economy, based around the Our Manchester and Industrial Strategy priorities and the city's key strengths.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Re-skilling Manchester's residents to be able to compete in the changed local economy is a fundamental element of the recovery work. This will include upscaling digital skills and tackling digital isolation, skills for a zero carbon economy and supporting cohorts most impacted by the COVID-19 lockdown such as young people, BAME residents and the over 50's.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Supporting Manchester's residents and communities at this time is one of the aligned recovery workstreams. This work will seek to build resilience as some emergency support begins to be withdrawn and will follow the Our Manchester approach principles. The skills and inclusion proposals within the Economic Recovery Plan will help to reskill residents to access job opportunities, including in low carbon and focused on those groups most affected by COVID-19.
A liveable and low carbon city: a destination of choice to live, visit, work	The COVID-19 lockdown has involved a significant short term reduction in CO2 emissions due to reductions in travel and energy use, but this has been at the expense of the economy. The work will take learning from this period about what elements can be sustained to support the Council's Climate Change Action Plan, through a lower carbon approach to economic growth going forward. The work will also seek to ensure that development schemes are restarted, which will include residential and mixed use development, including new public realm, to continue to develop high quality neighbourhoods.
A connected city: world class infrastructure and connectivity to drive growth	The Economic Recovery Plan includes proposals for major infrastructure improvement, including digital and low carbon infrastructure, The refresh of the City Centre Transport Strategy will be a key piece of work which will be concluded during the recovery phase. This presents a major opportunity

	to support continuing modal shift within the city to cycling and walking (active travel) and public transport. Investment in digital infrastructure is also an important part of developing a more economically resilient city and is a key element of the Our Manchester Industrial Strategy.
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**Contact Officers:**

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

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

Report to Executive - 3 July 2020: COVID-19 Update  
 Report to Executive - 29 July 2020: COVID-19 Update

## **1.0 Introduction & Context**

- 1.1 It is now widely recognised that the economic crisis resulting from the Covid-19 pandemic will lead to the most severe economic disruption experienced in modern times, with a significant impact on productivity, income and employment levels.
- 1.2 As well as the immediate impact, the nature and unprecedented scale of the crisis has the potential to have a medium-long term impact on the way the city performs and operates. The impacts will vary from sector to sector and over time.
- 1.3 Members will be aware from previous reports, and sitrep updates, that officers have been working on a response to the economic impact of the pandemic, both in terms of the short-term activity, and longer term forward planning. A key part of the response is the development of an Economic Recovery Plan (ERP) for Manchester, to help build confidence in the long term of future of the city. It is proposed that this forms a major part of our submission to the Government's Spending Review, planned for autumn. A briefing note on the Spending Review was provided at the last meeting, to accompany the sitrep.
- 1.4 A presentation will be made to Members at the meeting on the emerging narrative to be included in the Economic Recovery Plan, and an opportunity provided for discussion on some of the detail. Given the emerging stage of the work, the presentation will be published at or just after the meeting.

## **2.0 Purpose & Key Messages**

- 2.1 The ERP is intended to provide a forward plan for the city in response to the new pressures provided by Covid-19, and other significant factors such as Brexit, geo-political uncertainty and climate change, building on the city's strengths, in order to maintain confidence, re-establish economic momentum and enable continued inclusive growth.
- 2.2 Whilst the scale of the challenge in returning to strong growth is recognised, notably in terms of anticipated unemployment levels, the impact on young people and on a range of, especially smaller, businesses, the ERP will stress that the city is in a strong position to rise to these challenges. This strength is based on our track record of delivery; the spirit and continued resilience of the city (including a diverse economy with assets and strengths in major growth sectors and a young and diverse population); and mature and powerful partnerships.
- 2.3 The audience for the ERP will include government departments and national agencies but also business, development and investment communities, in order to drive confidence and investment.
- 2.4 The plan will focus on the 3 strategic aims identified in the Our Manchester Strategy and Our Manchester Industrial Strategy- People, Place and

Prosperity – and on the priorities of inclusive growth and the foundational economy and our zero carbon commitments.

- 2.5 Within the strategic aims, it is proposed that the plan is structured around the following key areas of strength and opportunity:
- People – young people & better prospects for Manchester communities.
  - Place – the city centre; thriving centres & neighbourhoods; urban fabric; and zero/low carbon.
  - Prosperity – science, technology, health & innovation; culture, creative, digital & media; Manchester Airport; business & new business ecosystem.
- 2.6 The plan will incorporate transformational schemes and key projects under these areas, which will form part of our ask to the Spending Review, highlighting how these can deliver new jobs, homes and leverage further investment. The narrative and projects will form a strong proposition to government, providing a clear plan for the city to come out of recession as powerfully and as quickly as we can, by building on our long-term strengths. It will reinforce the importance of regional cities such as Manchester as economic engines, particularly highlighting opportunities in the city centre, the Oxford Road Corridor, North Manchester and Airport City.
- 2.7 It is recognised that achieving inclusive growth will be more challenging than ever before with anticipated significant unemployment increases, business closures and the impact of education disruption on young people. There will, therefore, also be an emphasis on working with distressed businesses as new opportunities emerge; youth skills and encouraging young people to stay in education; graduate re-skilling; apprenticeships schemes; and support for Black, Asian and Minority Ethnic residents and the over-50's who have also been disproportionately impacted by Covid-19.

### **3.0 Next Steps**

- 3.1 Following feedback from Committee Members, the narrative and key project proposals will be further developed for wider discussion. The document will then be finalised in advance of the Comprehensive Spending Review (the deadline for submissions to the spending review is 24 September 2020) and the party conference season.
- 3.2 We will then work with government departments on opportunities for investment in the propositions included within the Plan. We are also proposing to undertake business engagement in the autumn, in order to seek support from the business community.

### **4.0 Recommendations**

- 4.1 Recommendations are included at the front of the report.

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# Manchester Economy Update

September 2020

Page 25

Appendix 1, Item 5

# Monitoring the economic impacts of Covid-19 in Manchester

- The 'sudden stop' in general economic activity resulting from the Government imposed lockdown has significantly impacted almost all parts of the economy - both nationally & locally
- In response, over the course of the pandemic, a number of significant interventions have been announced to try and limit the fallout from Covid-19 including:
  - Coronavirus Job Retention Scheme (furlough) - currently in place until the end of October
  - Various funding streams for businesses incl Coronavirus Business Interruption Loan Scheme and Business Rates Relief
- Despite these measures, on 12th August it was announced the country had officially entered the deepest recession record with GDP falling 20.4% between April and June 2020
- In Manchester, the development of an Economic Recovery Plan is well underway designed to proactively respond to economic challenges faced in the city and support residents, businesses and the economy
- This update is intended to be part of the Economic Intelligence workstream providing an evidence base to aid decision making throughout the development of this plan



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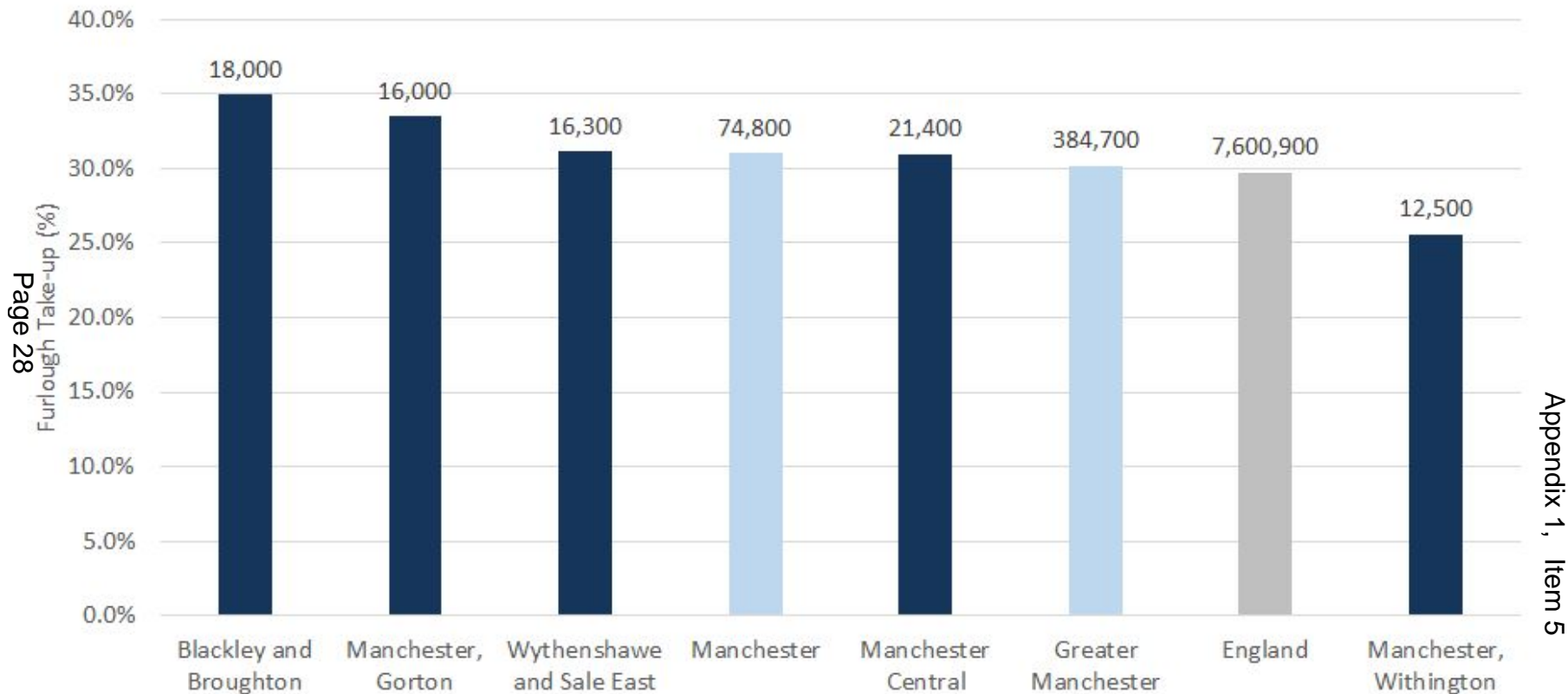
# Unemployment & Benefits

Page 27

Appendix 1, Item 5

# c.74,800 furloughed resident jobs in Manchester (June 2020)

*Represents 31% of total eligible jobs across Manchester - take-up higher in the North & East*

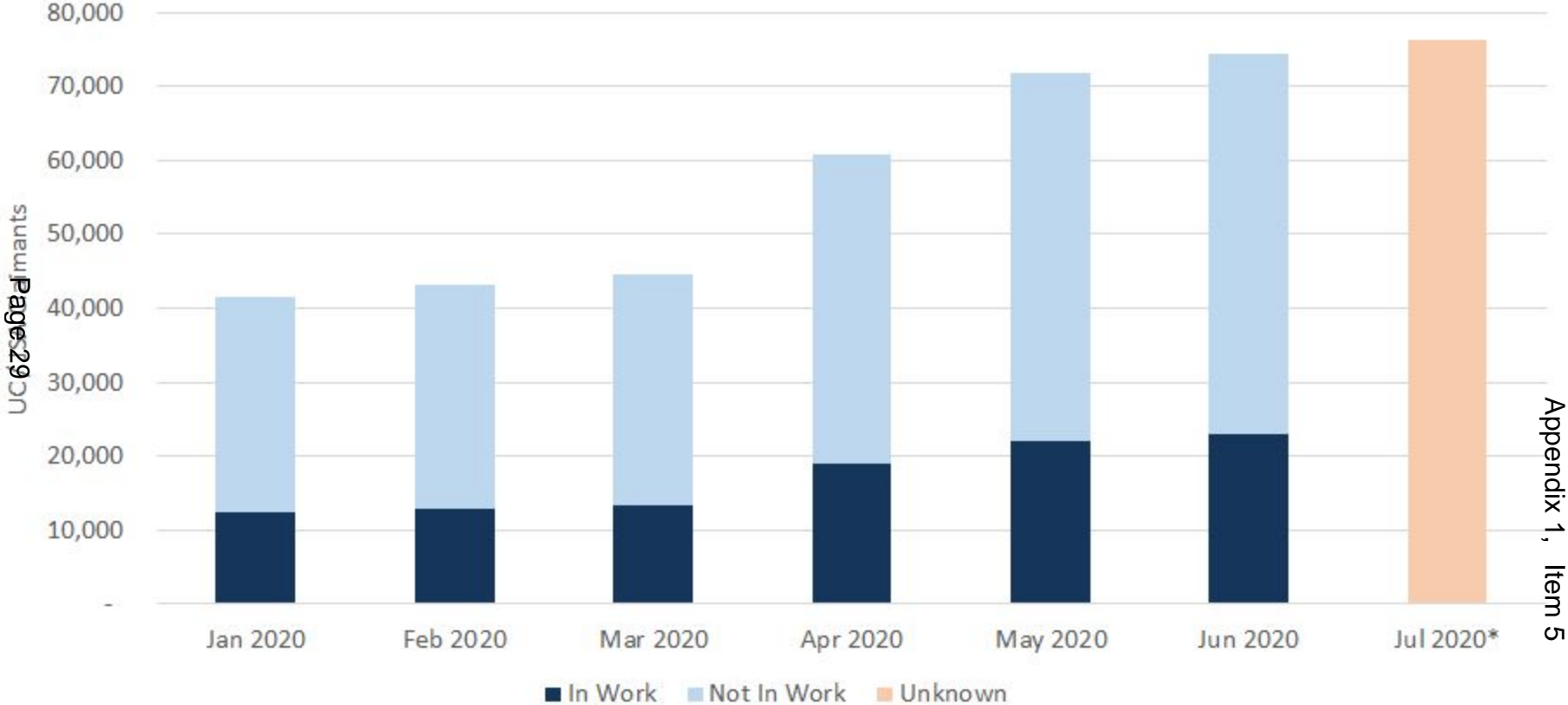


\*Numbers represent total number of jobs supported by furlough

Source: DWP / ONS (Geographical split only available at Parliamentary Constituency level)

# c.70% increase in Universal Credit / JSA claimants in Manchester since March 2020 (86% nationally)

Most new claimants not in work - c.51,000 claimants not in work in June compared to c.31,000 in March



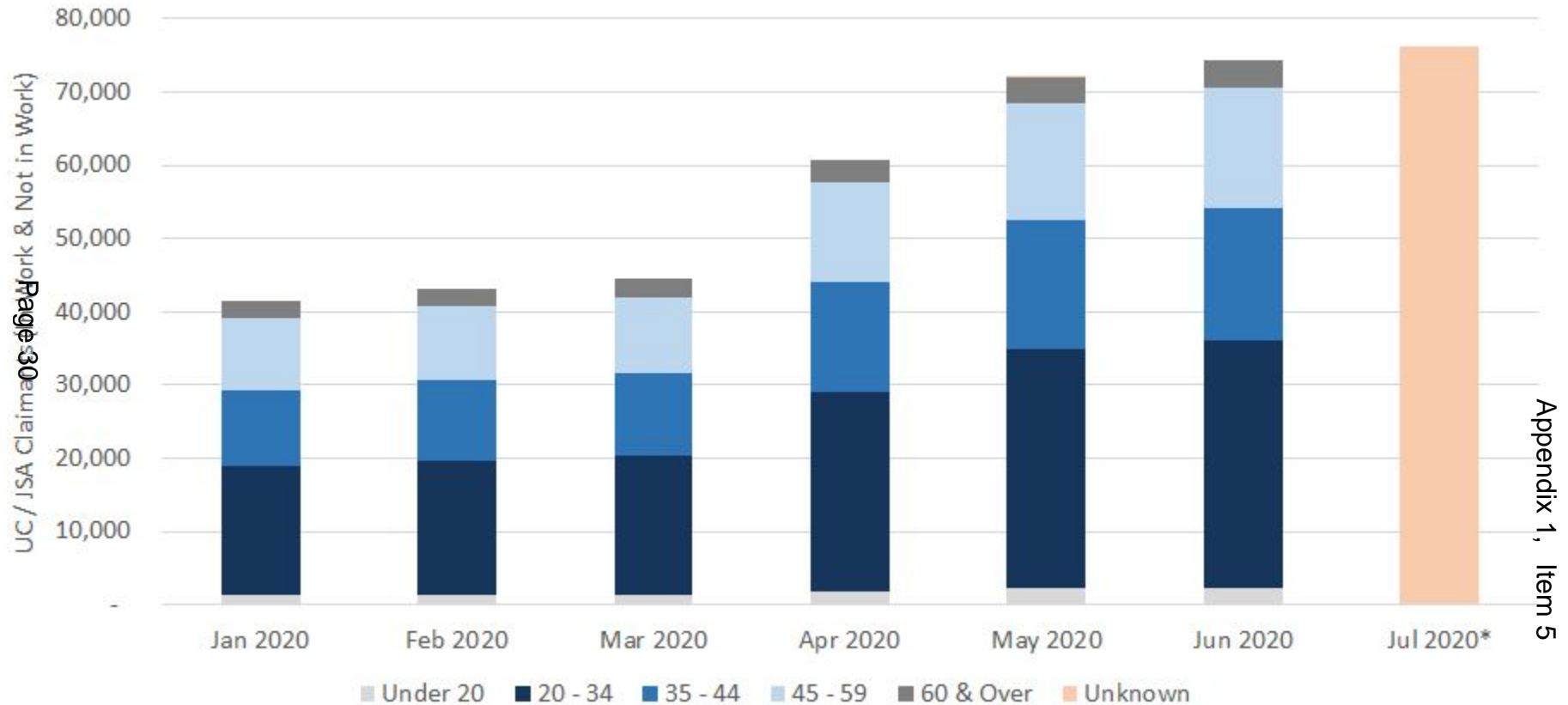
Appendix 1, Item 5

\*Age & employment status breakdown of claimants not yet available for July 2020

Source: DWP / ONS

# Increasing numbers of younger people (20-34) claiming Universal Credit / JSA in Manchester

*c.15,000 (79%) increase in number of 20-34 year olds claiming UC / JSA - other age groups increased by 50% - 60%*



Appendix 1, Item 5

\*Age & employment status breakdown of claimants not yet available for July 2020



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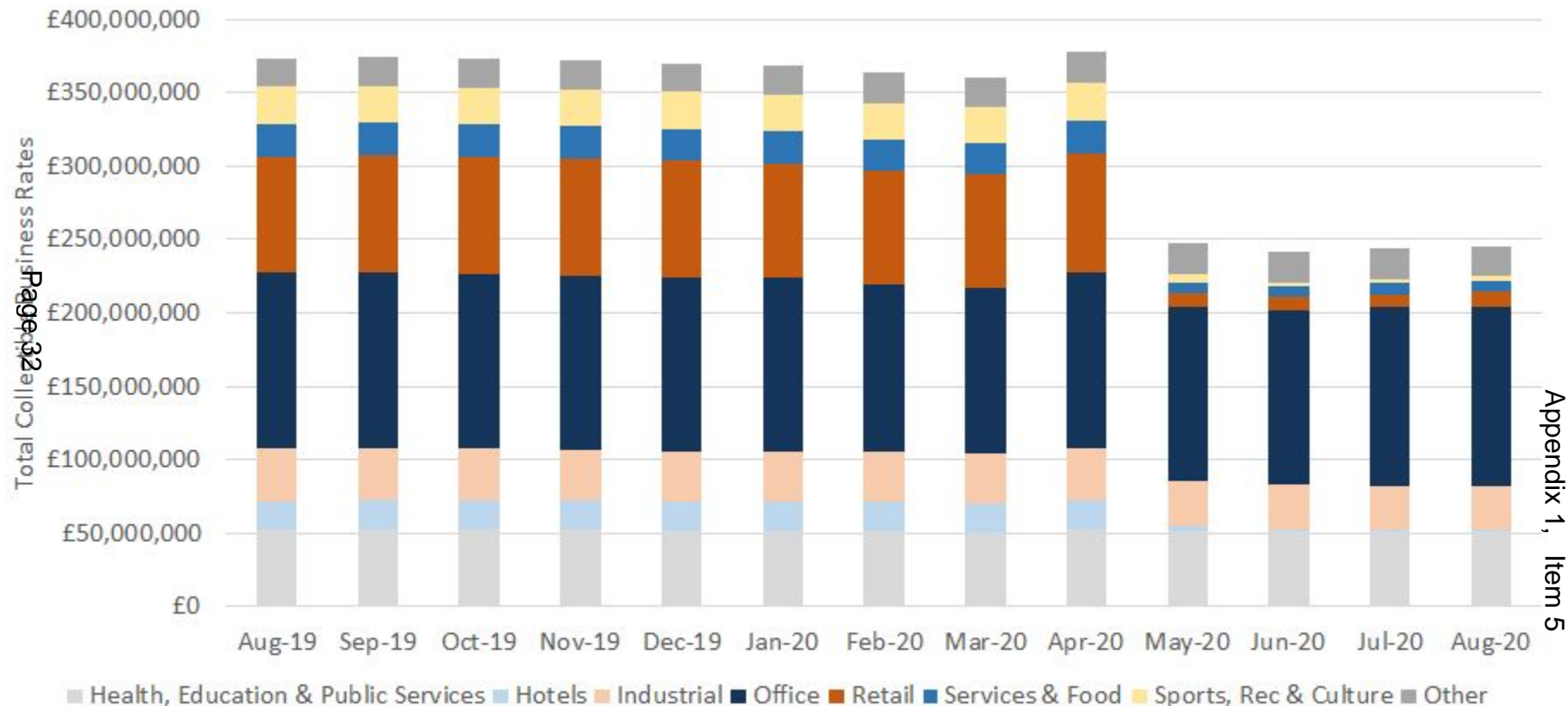
# Businesses & Business Rates

Page 61

Appendix 1, Item 5

# Total Business Rates charges have fallen from £378m to £245m (c.35%) since April 2020

*Linked to extended retail & nursery relief introduced as a result of Covid-19  
(excludes accounting adjustments for bad debt and appeals provision)*



Appendix 1, Item 5



# Over £245m of relief & grant funding awarded to businesses in Manchester

*Less than 10% of eligible businesses haven't claimed / are awaiting relief funding*

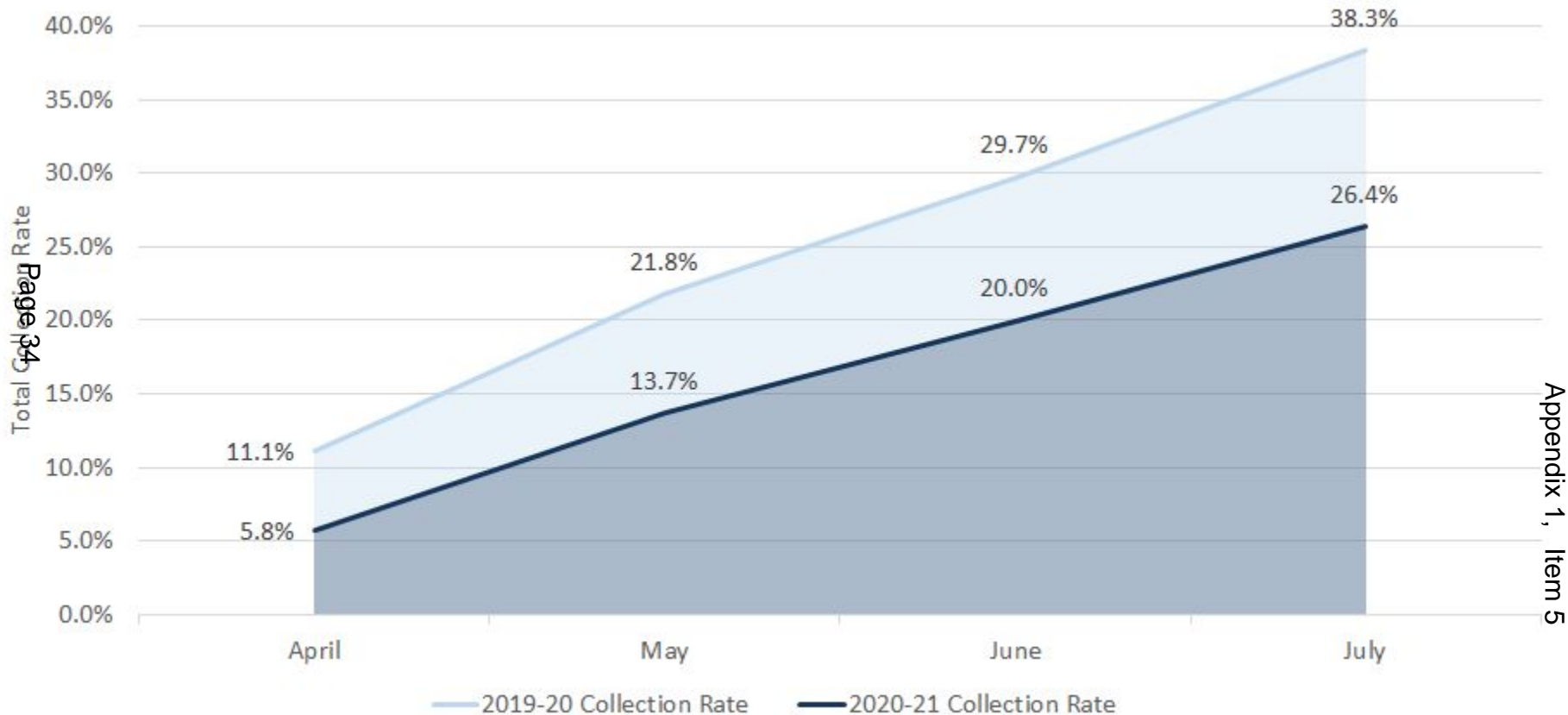
Covid-19 Business Support Measure	Eligible Businesses	Number Awarded (to date)	% Awarded (to date)	Total Amount Awarded
Retail Relief	4,351	4,351	100%	£144,422,980
Small Business Grant	6,761	6,171	91%	£61,710,000
Retail, Leisure & Entertainment Grant	2,224	1,935	87%	£39,660,000
Local Authority Discretionary Grant	949	949	100%	£4,960,000
Nursery Relief	91	91	100%	£1,048,600

Page 33

Appendix 1, Item 5

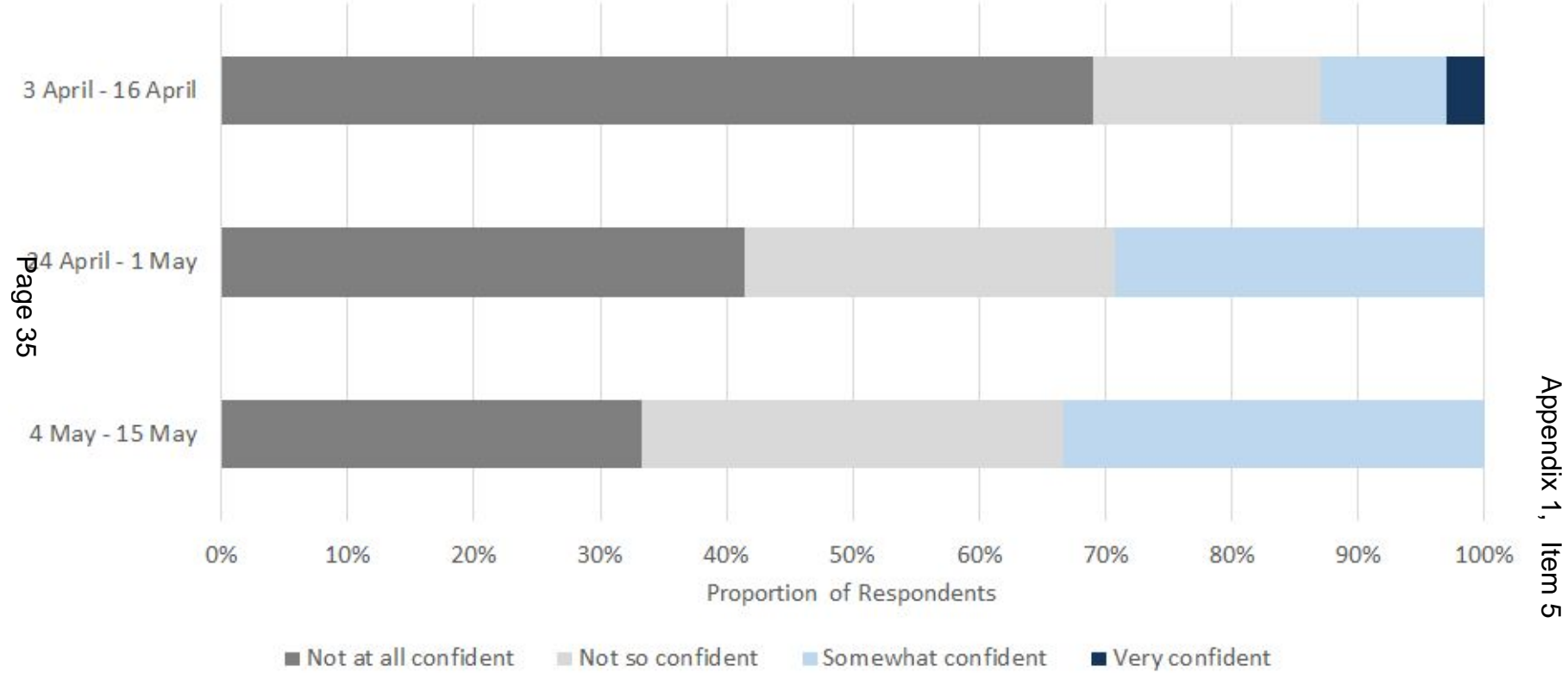
## Collection rates in 2020-21 around a third lower than the same point last year

*Not unexpected - due to suspensions to DD payments whilst grants & reliefs awarded - uptick in collection expected as repayment plans resumed from June*



# According to the GM Chamber of Commerce Business Tracker Mcr businesses slightly more optimistic than at the start of the Covid-19 crisis

*Albeit the business community remain broadly pessimistic - just 33% of businesses somewhat / very confident*

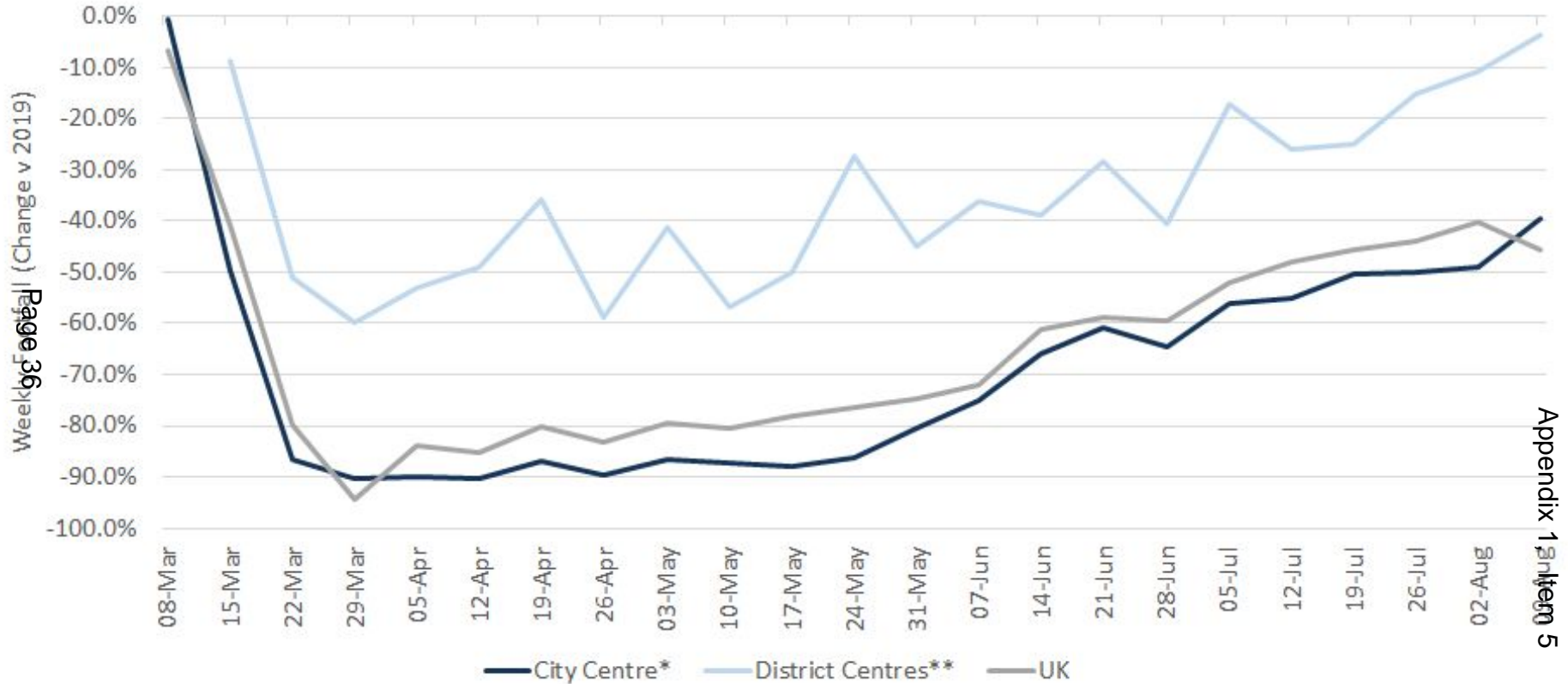


Page 35

Appendix 1, Item 5

# Footfall in district centres more resilient than in the city centre & nationally

*Location of city centre cameras only capturing certain types of city centre activity (predominantly retail trips)*



Appendix 1  
Table 5

Page 36

\* City Centre data on Market Street, Exchange Square, St Ann's Square and King Street

\*\* District Centre data in Cheetham Hill, Chorlton, Fallowfield, Gorton, Harpurhey, Levenshulme, Northenden, Rusholme, Blackley & Withington

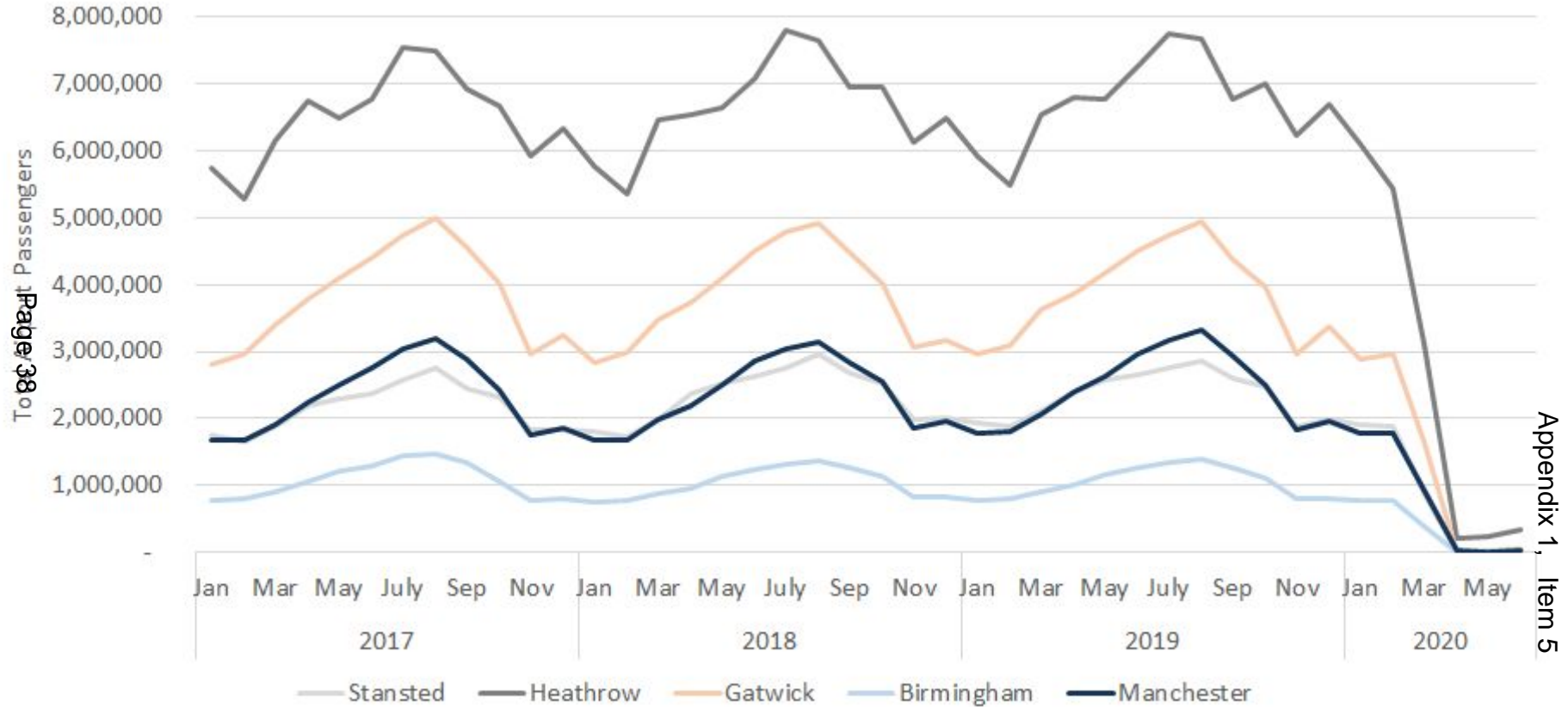


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# Visitor Economy

# Airport passenger numbers dropped by 99% in Q1 2020/21

*Continued restrictions on international travel (quarantine periods etc.) expected to continue to impact numbers*

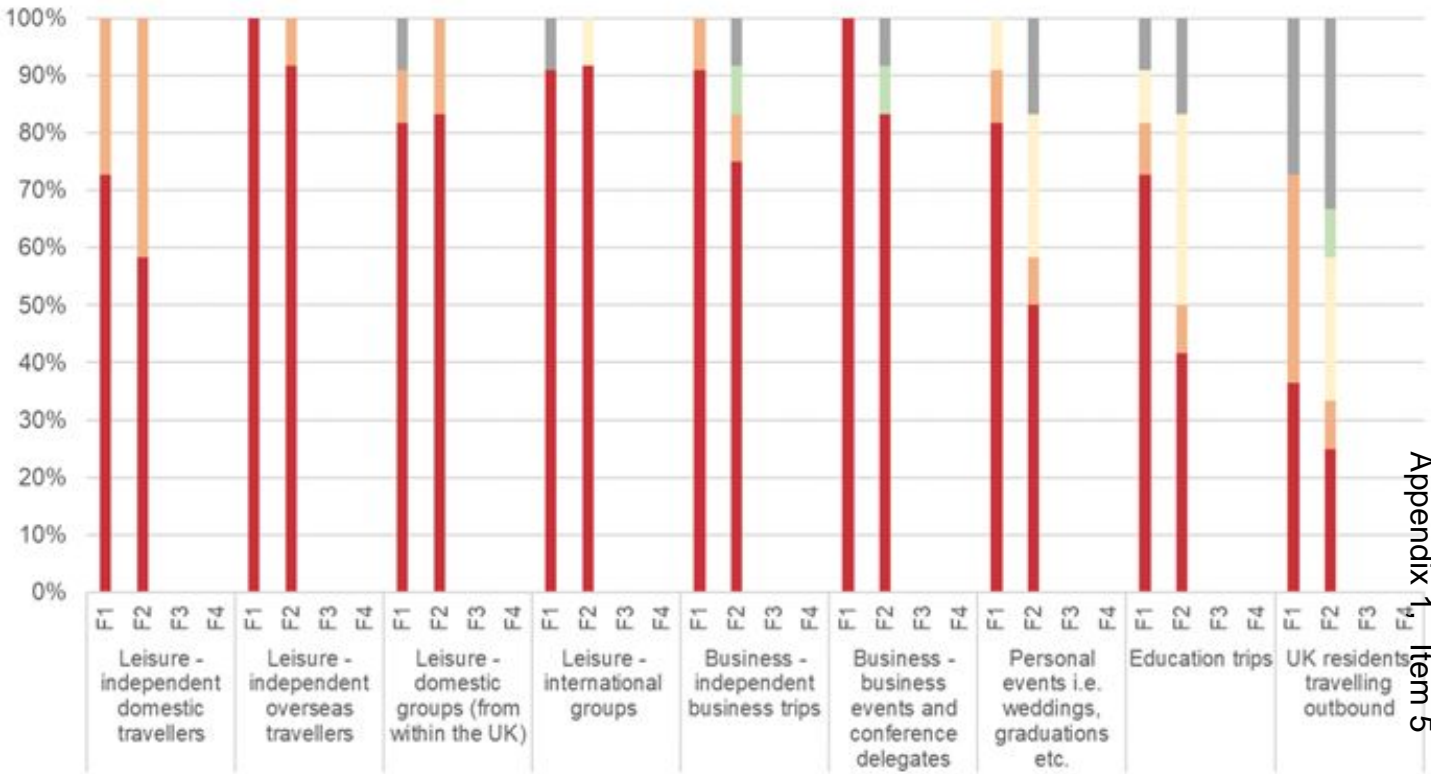


Appendix 1, Item 5

# Visitor economy businesses reporting decline in revenue across all markets

*Personal events & UK residents travelling outbound showing the most resilience*

- Not applicable to our business
- Considerable increase in revenue
- Small increase in revenue
- No change
- Small decline in revenue
- Considerable fall in revenue



Page 39

Appendix 1 Item 5

# Number of Airbnb listing fallen by 16% (540 listings) in Q2 2020

*Evidence of landlords advertising former short term lets on mainstream portals (eg. Rightmove / Zoopla)*



Appendix 1, Item 5





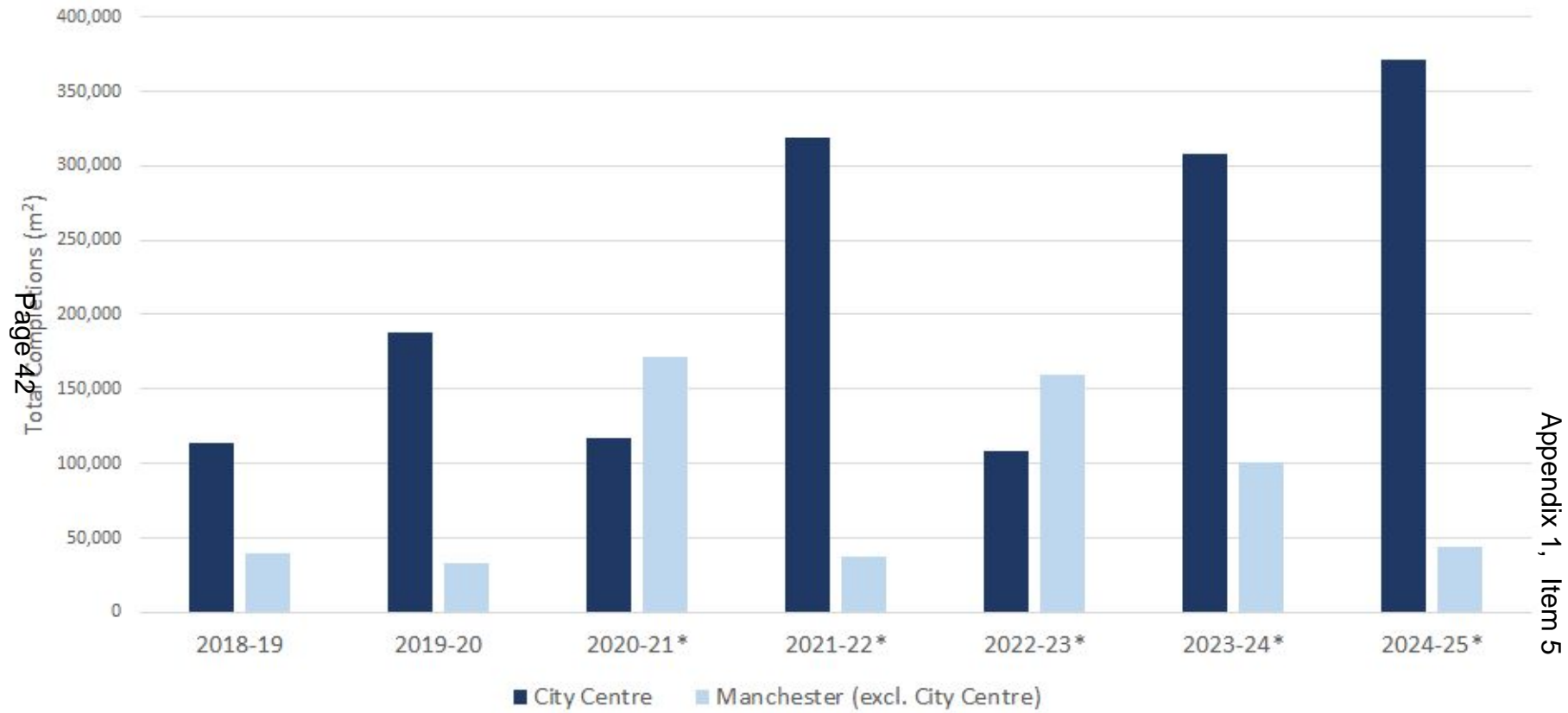
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Page 41

# Commercial Property

# Over 913,000m<sup>2</sup> of commercial floorspace expected to be delivered across Manchester by 2022/23

*Focused in the city centre & at the Airport - estimated to generate an additional c.£29m in Business Rates charges*



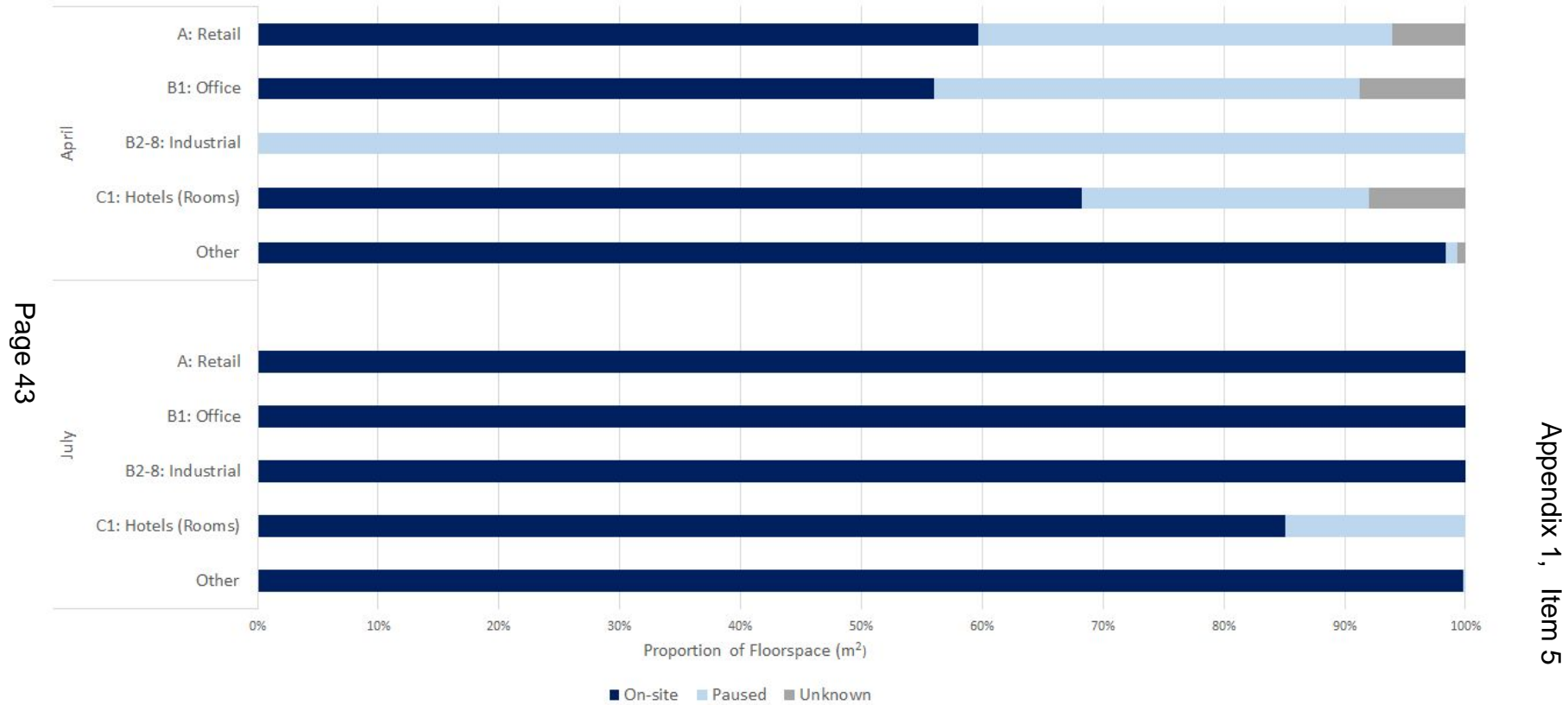
Appendix 1, Item 5

\*Completion figures from 2020-21 onwards are estimates - accurate as of 14<sup>th</sup> August

Source: MCC Commercial Development Tracker

# Construction activity has returned to 95% of major commercial developments (1,000m<sup>2</sup>+) *Back to pre-Covid levels albeit with extending completions schedules expected*

*Back to pre-Covid levels albeit with extending completions schedules expected*



Page 43

Appendix 1, Item 5

Number of Developments: Retail (23) / Office (17) / Industrial (3) / Hotels (14) / Other (18)

Note - developments may be counted in more than one category

# Planning activity returning to pre-Covid levels

*Applications submitted for over 5,800 homes & 32,000 m<sup>2</sup> of commercial space since the start of the year*





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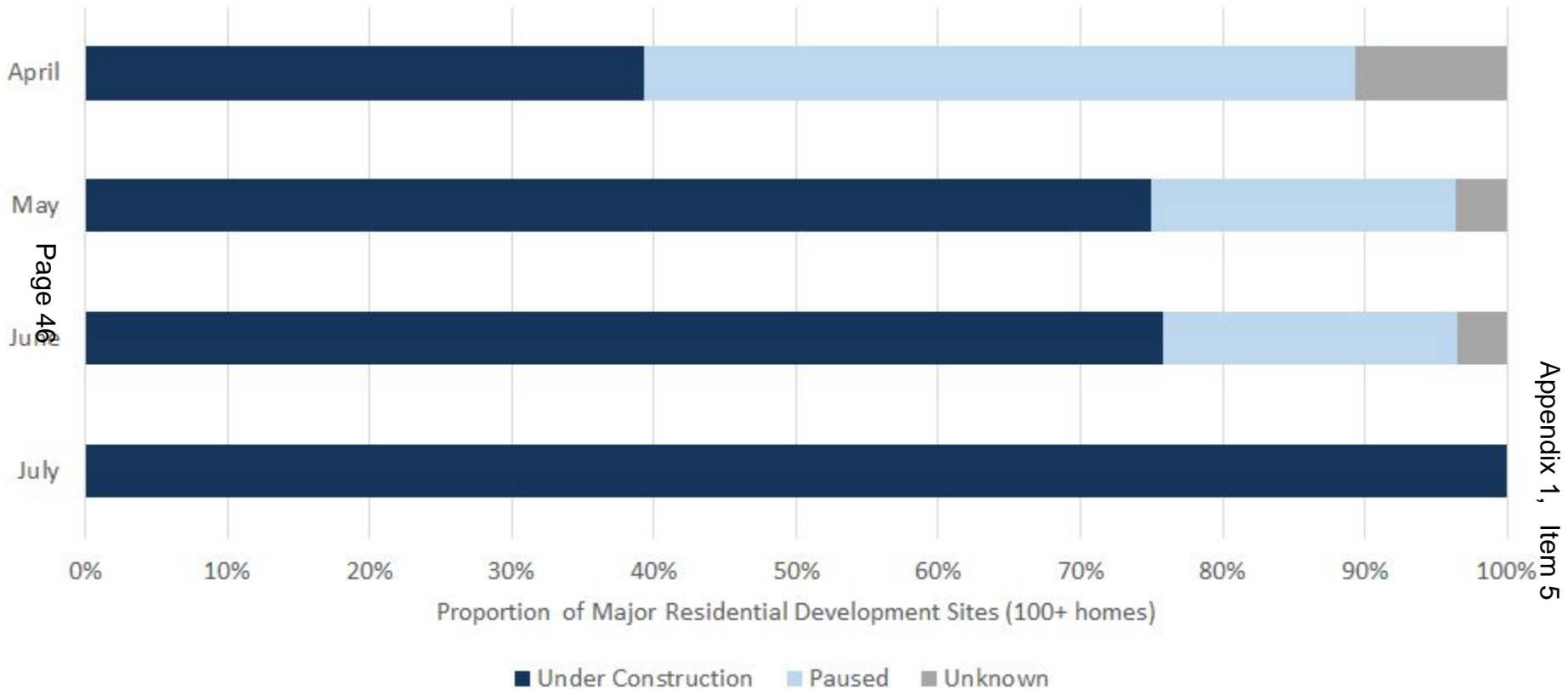
Page 45

# Residential Property

Appendix 1, Item 5

# Construction activity has returned to all major residential developments (100+ homes)

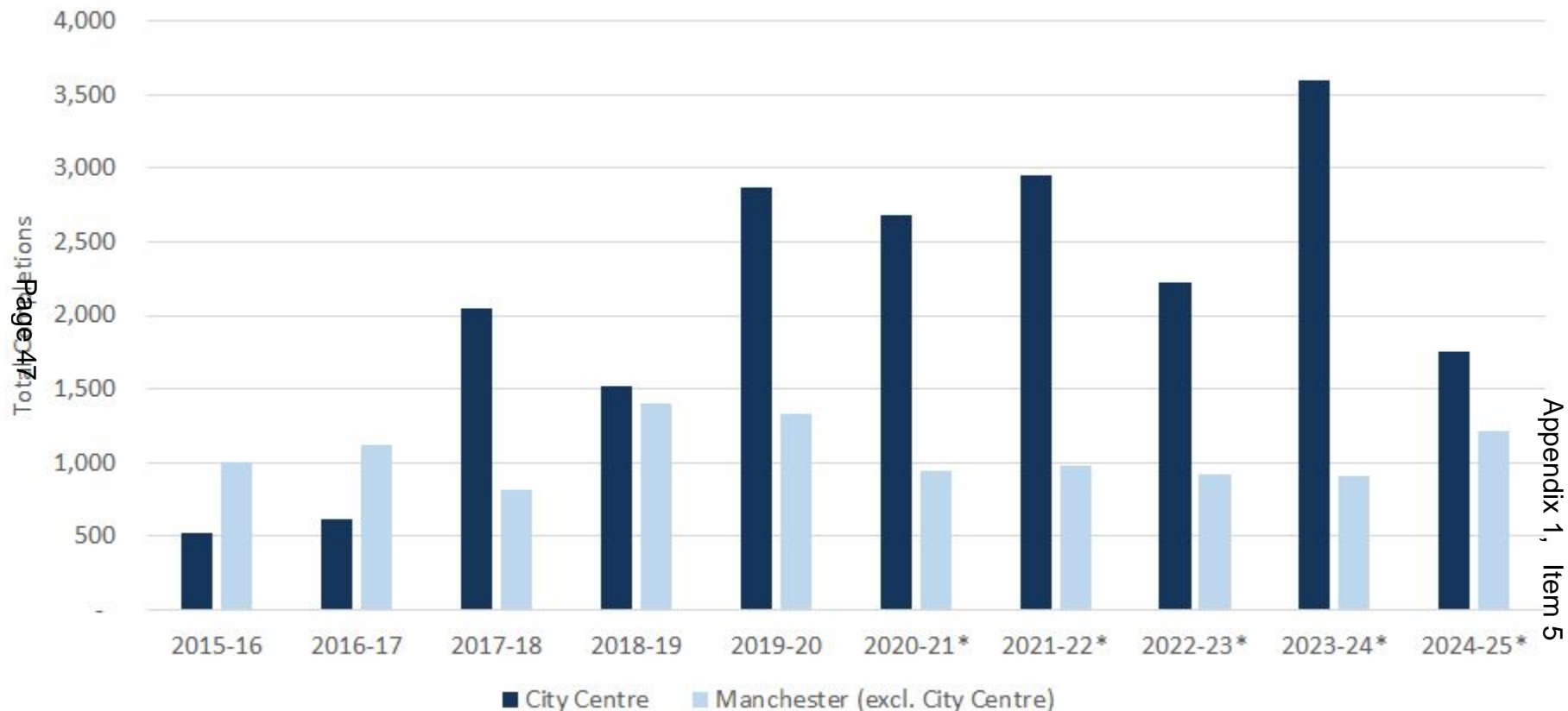
*Albeit completion schedules likely to be extended as firms adapt to social distancing guidelines*



Page 46  
Appendix 1, Item 5

# Over 10,000 new homes expected to be delivered across Manchester by 2022/23 (c.7,800 in the city centre & c.2,200 elsewhere)

*Estimated to create over 20,000 supply chain jobs<sup>+</sup> & generate an additional £14.7m in new Council Tax charges*



Appendix 1, Item 5

\*Completion figures from 2020-21 onwards are estimates - accurate as of 12<sup>th</sup> August

+ Based on an analysis of recent MCC residential planning applications

# Residential sales activity at a near halt following the outbreak of Covid-19

*Q1 2020/21 sales 95% lower than in 2019/20 in the city centre - 85% lower across the rest of the city*

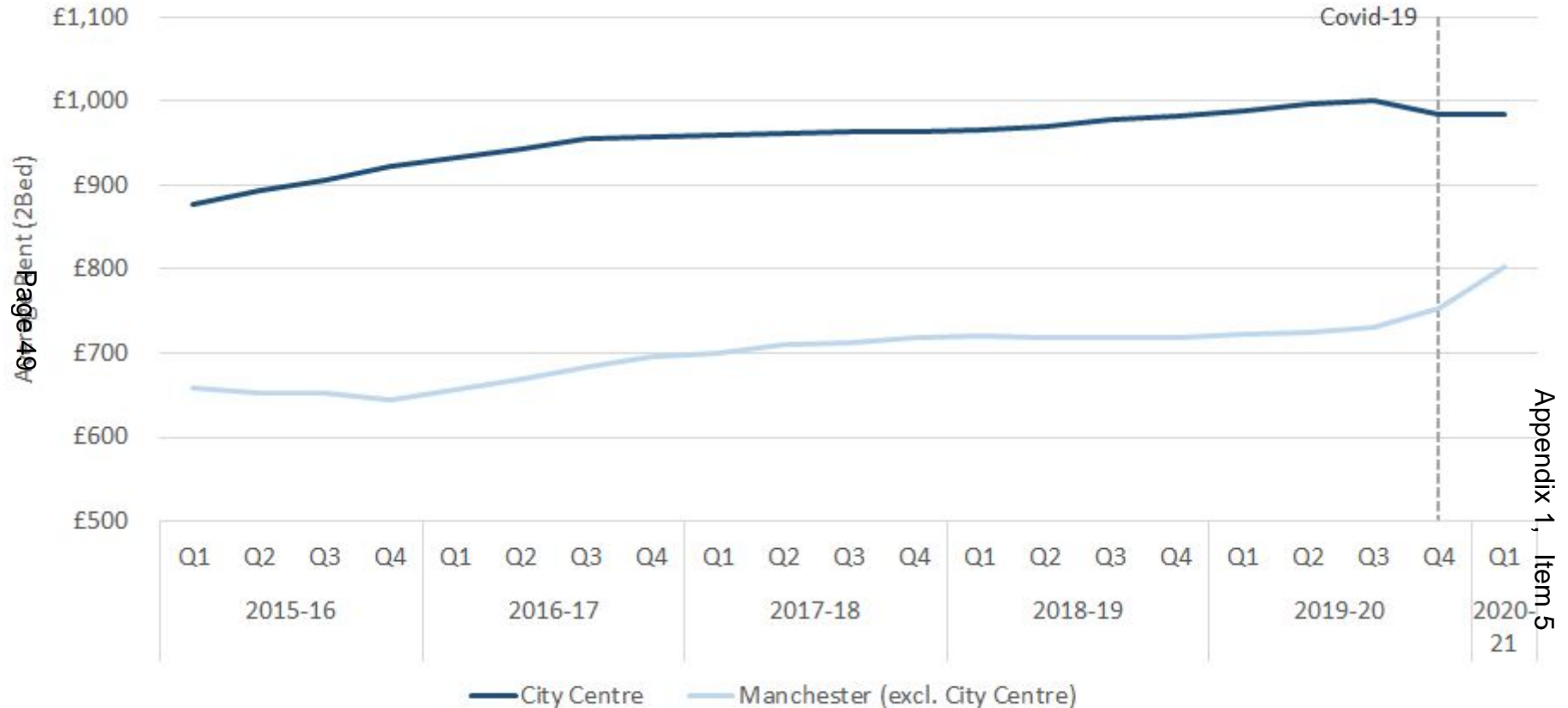


\*A large number of sales are regularly backdated in HM Land Registry releases so it is expected that total sales for current quarters may increase in future updates



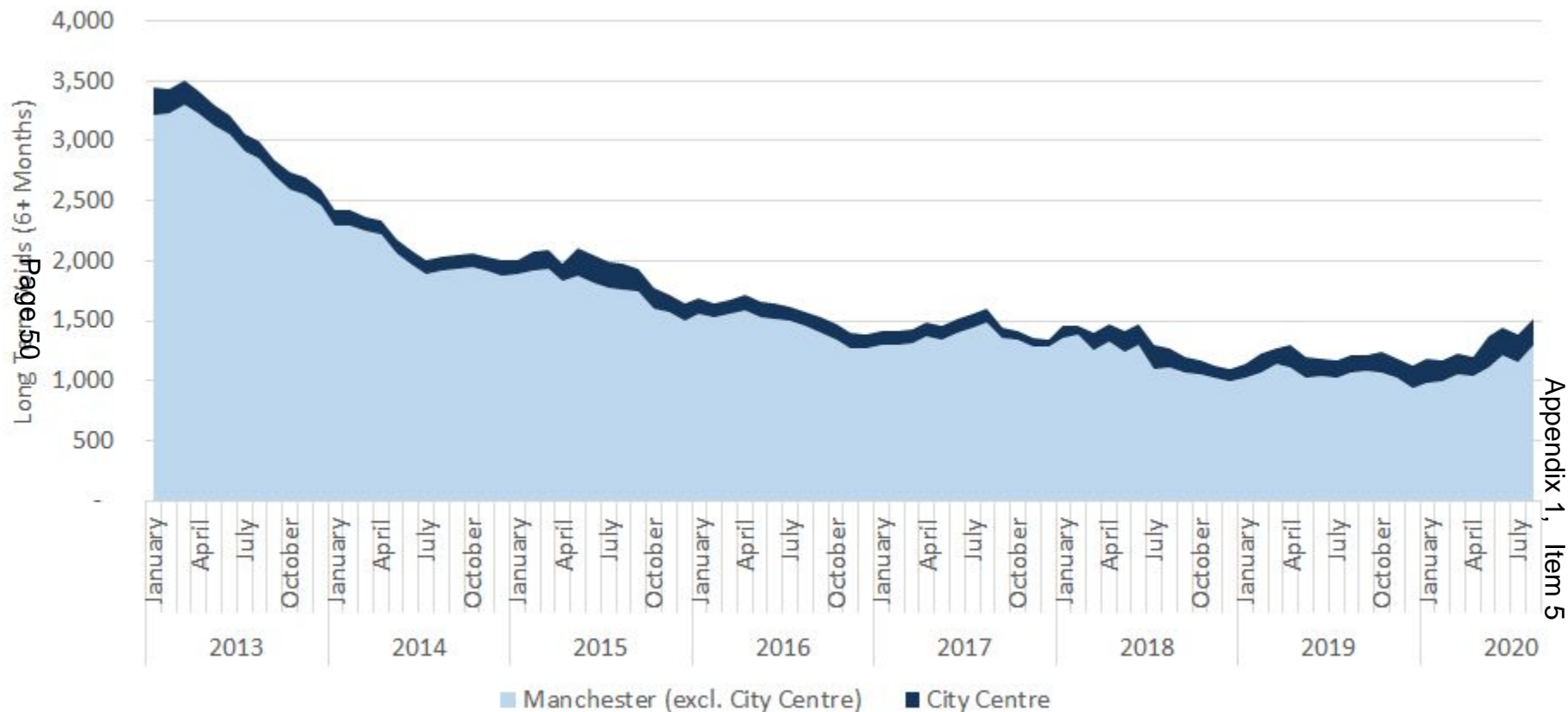
# Evidence of a slight correction in average rents in the city centre (2beds)

Average 2bed rents in the city centre currently £984pcm - 1.6% below Q3 2019-20 peak



# Long term void rate 0.59% in the city centre - 0.6% elsewhere

*Only 1 in 200 properties remain empty for longer than 6 months*



# Moving to a more integrated approach to economic monitoring

- It is clear that the effects of Covid-19 are only just beginning to emerge.
- However even at this relatively early stage increasing numbers of claimants, the continued use of furlough and changes to the housing market have created changes in the economic trajectory with wide ranging implications for residents and communities across the city
- Alongside this, the Government has announced a number of significant interventions such as the Coronavirus Job Retention Scheme (furlough) and a Stamp Duty Land Tax holiday which will have a significant impact on activity over the remainder of the financial year
- Against this backdrop, now may be an opportune time to rethink and strengthen the reporting methods across the full range of economic indicators and themes in a way that recognises the emerging challenges in light of the pandemic
- Looking forward it is proposed that information in this update is integrated with welfare and work & skills data to create a single, holistic product that responds to and better supports emerging priorities
- Comment and suggestions from committee members are welcomed

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## Economic Recovery Workstream- Sitrep Summary

As at 28/08/20: For Economy Scrutiny Committee on 03/09/20 (updated fortnightly)  
 Changes since last updated highlighted in yellow.

Issue/theme/ activity area	Impact/ challenges experienced	Key planning and response activity being undertaken
<p><b>Economic Overview:</b></p> <ul style="list-style-type: none"> <li>● <b>UK officially in recession-</b> The economy shrank 20.4% April-June compared to previous 3 months. First technical recession since 2009. On a month on month basis, economy grew by 8.7% in June (a sixth below level in Feb), after growth of 1.8% in May. (ONS/BBC 12/08)</li> <li>● <b>UK economic outlook- Mixed picture.</b> “Latest evidence points to a weaker economic performance this year with GDP contracting by between 10% and 13%. Progress in finding a vaccine increases the likelihood of an end to social distancing by May or Sept next year. This could see growth of up to 10% in 2021. However, recovery could be weaker due to uncertainties around future relationship with EU and significant dent the pandemic is having on the performance of the economy”. (KPMG 29/08)</li> <li>● <b>UK Purchasing Managers Index PMI-</b> shows sharp increase in private sector output in August. Both manufacturing and services continue to experience a recovery in consumer demand. (21/08)</li> </ul> <p><b>GM context:</b> Measures of GM business resilience have shown slight improvement in recent weeks (cashflow and reserves). However, measures remain at historically low levels and significant economic challenges remain, most immediately with the withdrawal of furlough scheme. 30% of eligible workforce on furlough during June. 88% rise in GM residents in receipt of unemployment benefits between March and June. 59% fewer online job postings week ending 18/07 compared with week ending 07/03. (GMCA 25/08)</p> <p><b>Manchester context:</b> See separate agenda item <i>Manchester’s Economy- Quarterly Update (September)</i> for further detail. Headlines include:</p> <ul style="list-style-type: none"> <li>- C 74,800 furloughed resident jobs, 31% of total eligible jobs (as at June)</li> <li>- Business rates revenue dropped by 35% since 04/20 (£378m- to £245 m)</li> <li>- No. of Airbnb listings fallen by 16% (540 listings) in Quarter 2</li> <li>- Commercial development tracker- over 913,000 m2 floorspace expected to be delivered 2022/23 (city centre and Airport focus)</li> <li>- Construction activity returned to 95% of major commercial developments and planning activity returning to pre-Covid levels. Construction activity returned to all major residential developments.</li> <li>- Residential sales at a near halt. 95% lower in city centre in Q1 20/21 than 19/20. 85% lower across Mcr.</li> </ul>		

<p><b>Sectoral Impact</b></p>	<p><b>General- Manchester Business Sounding Board and Real Estate Sub group-</b> continue to call for speedy return to city centre workplaces to support the economy (25/08). BBC survey reports 50 UK largest employers not planning to return all staff full time in near future (26/08).</p> <p><b>OBI The Return to our City Survey-</b> Over 100 city centre businesses surveyed across sectors to understand return to workplace position. Smallest companies have largest percentage of employees back in the office. Those with 1-10 employees have 63% back. Timescales for returning: 45% Sept/Oct, 11% Nov-Dec, 11% Jan, 30% other (many unsure). Key concerns:: commute, exposure to Covid in the workplace, childcare, corporate policy to working from home, landlord building guidance and protocol. Responses to encourage more businesses to reopen: Reopen schools, affordable parking, greater capacity and frequency of public transport, safer cycling routes and bike storage. 86% of those who have returned are using coffee shop, 58% using retail, 42% using restaurants, 40% using bars. (27/08)</p> <p><b>Homeworking in UK: before and during 2020 lockdown</b> report by Cardiff and Southampton universities. 88% of employees who worked at home during lockdown would like to continue doing so in some capacity, with 47% wanting to do so often or all the time. About two-fifths (41%) said they got as much work done at home as they did six months earlier when most, but not all, were in their usual places of work. More than a quarter (29%) said they got more done at home, while 30% said their productivity had fallen. Sample of 6000-7,000 workers.(28/08)</p> <p><b>Retail/Leisure-</b>Footfall slowly increasing week on week but well down on usual figures.</p> <p><b>City centre footfall-</b> week of 23- 25 Aug so far:  <b>Total -38% (year on year) +1% (week on week)</b>  St Ann's Square -41% +4%  Exchange Sq -67% -1%  King St -41% -5%  Market St -26% +4%  New Cathedral St -34% -4% (26/08)  Full week 33 (9th Aug) weekly footfall -45.7% (UK -39.2%)</p>	<ul style="list-style-type: none"> <li>• CBI UK raising concerns re impact on city centres- calling on gov't to use effective test and trace systems and encourage commuters back onto public transport (27/08).</li> <li>• Intelligence gathering from sector representatives continues, to understand impact, issues, opportunities and support needed. Ongoing intel gathering with businesses re return to workplace plans. Used to inform workstream plans and lobbying.</li> <li>• Newsletter issued each week- over 7500 businesses with updated guidance and opportunities.</li> <li>• Ipsos Mori commissioned to carry out detailed survey work of key sector impact/business needs.</li> <li>• Business Sounding Board meeting fortnightly- focusing on communications and confidence campaign, getting people back to work, venues/events.</li> <li>• Involvement in GM Groups, e.g. Economic Resilience Group, GM Tourism Industry Emergency Response Group &amp; Place Directors.</li> <li>• Feed into national lobbying work, e.g. Core Cities evidence gathering, Chief Executive meetings with HMT, BEIS etc.</li> </ul> <p>Support for retail workers and employers- range of services available via Employ GM, led by Growth Company, including skills support for employment and redundancy support.</p> <p>Retailers on Market Street joining in with 'Alternative Pride' Celebrations with window displays.</p>
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	<p>Monthly figures (year on year) July 20 -52.9%, June 20 -70%, May 20 -87%.</p> <p>Footfall in Mcr <b>district centres</b> (17-23 Aug)- Generally down and in some places quite a big reduction, probably due to adverse weather. -7.5% across the city week on week. -16.8% year on year. Gorton -20.4% week on week. Northenden -15.4%. Cheetham Hill- only area to see an increase 6.9%. Springboard (25/08)</p> <p>Week 34 <b>UK</b> -30.7% year on year/ +4.4% week on week. <i>“It seems that the increased quarantine measures imposed on a number of overseas destinations are having a positive impact on UK footfall. High streets remain adversely impacted by the lack of footfall in Central London and other UK regional cities, with smaller more local high streets and those appealing to holiday makers recovering to a greater extent.”</i>(Springboard 24/08)</p> <p>Major redundancy announcements continue- Marks and Spencers (7,000 UK wide over next 3 months), STA Travel (500 jobs at risk UK wide) (21/08), Wahaca- Corn Exchange (26/08), Pret a Manger (3,000 UK wide) (27/08)</p> <p>New openings: Hurlingham Polo on King Street (clothing store due to open soon). 202 Kitchen on Bridge Street (street food concept). Mecanica bar opens 28/08 in Northern Quarter</p> <p>Reopening: New Look (Arndale) 04/09, Wolf Italian (Arndale) preparing to reopen, Yo Sushi (Arndale) this week.</p> <p><b>Hospitality- Eat Out to Help Out-</b> local sector advisors report general feedback from restaurants that the scheme has been an incredible success but there are caveats. There is a worry for some that city centres benefited less than suburbs and rural sites, and that chains and larger groups did better than independents (as they are better able to staff and resource to open earlier in the week). Scheme did not help wet-led hospitality businesses and nothing for those not able to open viably under current restrictions (due to small spaces, lack of outdoor dining etc.)</p>	<p><b>Hospitality-</b> 137 pavement licence applications received and granted or are in the process of granting around 120. Licensing team is continuing to engage with a small 'third tranche' and will continue to explore options to assist them. Licenses granted in other areas: Ancoats and Beswick (16)- most around Cutting Room Sq, Didsbury (1), Clayton &amp; Openshaw (1), Levenshulme (2), Chorlton (5), Crumpsall (1), Ardwick (1).</p> <p>The Licensing and Out of Hours Team- Since easing of restrictions the teams have resumed shift working and operating from 0800 until 0430 Fridays and Saturdays and 0800 until 0100 Sunday through Thursday. The teams are actively responding to complaints regarding the operation of the hospitality trade and undertaking proactive interventions to ensure</p>
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	<p>Meeting the next rent quarter will be a concern for many. Concerns protections are being removed, including for unpaid rent for the last two quarters, which is a big issue (operators could be removed or legal action taken). Some landlords are being supportive, and in London major landlords are starting to switch to <b>turnover rent</b>. Considered to be the only viable way forward, at least for the short to medium term.</p> <p><b>Other issues: return of business rates, and the end of the tax reductions and holidays</b>, but more imminently the <b>end of furlough</b>. Sector experts raise major risk of mass closures amongst independents- though outside London this seems to be hitting sites owned by major casual dining groups. <b>Sector calling on MCC to focus support on independents.</b></p> <p>Brexit risks: further issues around staffing, produce/wine supply chains, currency fluctuations and impact on international tourism. Response to Growth Company survey suggest that many businesses across sectors are under-prepared (27/08)</p> <p><b>Visitor economy-</b> Hotels Association (27/08)- Understood those that opened in July had around 20% occupancy. Business improved in Aug to 30% to 35%. Weekends have been relatively strong with good leisure demand, however weekday is the opposite, largely due to a lack of events and corporate activity. Two main concerns for coming months: 1. City offices have not returned to normal and corporate business is unlikely to recover soon. 2. The events business is still struggling with local lockdown measures and major events can't start until at least Oct and even then demand is expected to be low.</p> <p>The local measures have resulted in a lack of confidence and holding back bookings and enquiries. Hoteliers hoping this will be released very soon. International business is also impacted with quarantine regulations affecting demand. The recent VAT changes and the 'Eat out to help out' schemes have helped the industry and the sector is hoping more such measures could be extended for the months ahead. Most hoteliers see low demand continuing in Sept, no real uptick until at least next Spring. (27/08)</p>	<p>compliance with current requirements. The approach is aimed at ensuring compliance with the current regulations and guidelines to create a safe environment for staff and customers. Officers are working alongside GMP and Health &amp; Safety colleagues to provide advice and guidance, where necessary formal action will be taken to ensure compliance where other interventions have not been successful or the requirements are being flouted putting public health at risk. 77 visits to licensed premises as a result of complaints. 1668 proactive visits to licensed premises. 3x Prohibition Notices ; served on premises that were found to be operating as nightclubs (City centre). 2x Direction Orders: served as a result of failure to implement sufficient controls (City Centre). 7x Improvement Notices; served on hospitality venues (not all licensed) as a result of failure to implement/insufficient risk assessment and/or failure to manage in accordance with risk assessment.(26/08)</p> <p>Plans for <i>Reopening High Street Safely Fund</i> being submitted for grant approval as part of ERDF requirements - focus on 1) pedestrianisation and changes to public realm and 2) communications across district centres. (See funding section below).</p> <p><b>Visitor economy-</b> #FindYourSpaceMCR (campaign targeted at tourism, hospitality, leisure and cultural sectors) 656,000 impressions on Twitter and 1.9 m impressions on Facebook. Adverts during the international test matches at Emirates Old Trafford last month. Some 15 million viewers watched across four days. 25/08 Campaign to be expanded to wider regional and national audiences in the Autumn. Short Breaks campaign- Hotels encouraged to run 'have a free night in Manchester offer via Marketing Manchester- MM to promote across UK and facilitate bookings'. (19/08)</p> <p>Space to Learn campaign (working with 5 GM universities) aims to attract UK students- runs throughout Aug and Sept. The University of Manchester campaign is live with adverts appearing on Ocean Outdoors big screens in several cities across the UK as well as at Piccadilly Station and along the Mancunian Way. 19/08</p> <p>Tourism and Hospitality Support Hub (Marketing Manchester)- continues to provide businesses with the most up to date information including reopening standards and guidance. Bespoke help and advice available via MM. DCMS Coronavirus Impact Business Survey- undertaking a second wave survey in order to better understand the impact on organisations in</p>
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	<p>Stock Exchange Hotel reopens 26/08. Edwardian Manchester reopens on 03/09. Manchester Central to manage event space at Runway Visitor Park and Concorde Conference Centre. UVM Expo 2020 to be held 1/10 as Manchester's first hybrid conference and exhibition event- organised by unique venues of Manchester. 01/09 Cricket international (Pakistan T20) at Old Trafford (behind closed doors) 4-5/09 GB Athletics at Regional arena (behind closed doors) Mid- Sept Premier League re-commences (behind closed doors)</p> <p>Visit Britain Weekly Consumer Tracker Week 11 (27-21/07) Main type of destination for summer holidays and short breaks is countryside/coastal. 1 in 4 adults have no intention of travelling- significantly up from 1 in 5 recorded in week 10. Period Oct 20- March 21- likely to see SW, London and Scotland dominate. Cities/large towns likely to be lead destinations. (11/08)</p> <p><b>Nat West North of England Tourism Business Barometer-</b> Measures tourism business environment including shifts in employment, trends in revenue and overall business confidence. Looks at how 200 businesses are performing as they re-open in 9 destinations. 85% of businesses trading at a loss year on year with 69% trading at over a 75% loss in revenue. Footfall figures are down 85% year on year. In the next month 31% of businesses expect to reduce permanent staff with 23% doing so significantly. 69% of businesses expect no adverse impact on permanent staff. 39% of businesses expect to reduce casual staff over the next month with 31% expecting to reduce significantly. 39% were expecting to take on additional staff over the next month. 62% of businesses expected things to return to pre-Covid levels by July 2022 and all businesses expected full recovery by 2023. (05/08) Second data set has been received, revealing some subtle shifts. Marketing Manchester are monitoring shifts and will provide further detailed analysis in the coming weeks. 19/08</p> <p>Marketing Manchester report messages from partners, expressing some confusion and concerns about business</p>	<p>the digital, culture, media, sport, gambling, telecoms, and tourism sectors and what needs to be done to support businesses. Deadline 08/09</p>
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understanding of the Test, Track and Trace system. Business Growth Hub guidance being shared. (25/08)

**Culture- Planned/actual reopening dates:**

Halle St Peter's (wedding venue and restaurant only) - opened in July/ National Football Museum - opened 23/07/ Manchester Craft & Design Centre - open on Fridays and Saturdays in Aug/ Elizabeth Gaskell's House - opened on 12/08/ Museum of Science & Industry - opened on 14/08/ Central Library (in addition to City Library opened 04/07) - opened on 20/08- visitor numbers: Thurs 20th 547, Sat 22nd 478, Mon 24th - 438/ Art Gallery - opened on 20/08 visitors numbers Thurs 20th - 206, Fri 21st - 196, Sat 22nd - 246, Sun 23rd - 432 / People's History Museum - 01/09/ The Portico Library - 01/09/ Centre of Contemporary Chinese Art - 02/09/ HOME - 04/09 (cinemas, bars and restaurant)/ The International Anthony Burgess Foundation 08/09/ The Whitworth - 14/09/ Manchester Museum - 14/09/ Castlefield Gallery 16/09/ ZArts planning to reopen for participatory activities - 28/09

**Grass Roots Music Emergency Fund - ACE announced successful applicants 22/8. 11 successful applicants in Manchester received total £262,114. Originally fund value was £2.25m (England) but £3.36m has been awarded. Recipients: Deaf Institute, Gorilla, Jimmy's Manchester, Matt & Phred's Jazz Club, Niamos Radical Arts and Cultural Centre, Night People, Off the Square, Retro, Soup Kitchen, The Peer Hat, The Stoller Hall.**

**Covid-19 Culture Recovery Board - Met 13/8. Key points:**

- ACE Covid Recovery Fund £500m: Action - to maximise opportunities supporting individual applicants and joint projects through collaborative approaches.
- Discussed role of Libraries & outdoor events in the recovery strategy building confidence and audiences.
- Interface between MCC Events Recovery Plan and cultural sector.

**Re-opening of cultural venues & libraries-** Partnership of cultural organisations reviewing and piloting reopening strategies for participatory activities. (21/8)

**Manchester Culture Recovery Plan - need forecast- £72m**

Consultation with sector task groups is ongoing. Recovery Strategy includes: Learning & Skills needs (Culture and Work and Skills teams looking at how existing programmes can support entry-level roles and digital skills needs. Manchester Music City plans advancing for: commissioning music economy study; formation of industry body and leadership talent development and international project; bespoke support on property law to support music venues; and exploring concept for temporary pop-up outdoor stages for the autumn/ winter.

**Culture Recovery Fund (CRF) Grants - £500m for England currently live-** Being delivered by ACE for Cultural organisations (inc profit/ not for profit & charities) in 2 rounds to 21st Aug and 4th Sept. Funding decisions to be made by Oct. Applications will be principal assistance to support the stabilisation element identified in the Manchester Culture Recovery Plan. It is estimated that Mcr organisations need to secure over £20m of stabilization funding in 2020/21. We are aware of at least 13 of the larger cultural organisations applying for funding, but anticipate that a large number of the city's cultural and music venues will put forward applications.

**Collaborative projects-** The fund does not allow for place based project applications - only for organisations in imminent financial difficulty. Cultural Leaders group has coordinated two collaborative projects so that multiple partners can feature in their applications to the CRF towards:

- **Education Partnership** - being led by ZArts and the Manchester Culture Education Partners supporting schools and children.
- **Culture Campaign** - Venue audience engagement and confidence building campaigns. 13 leading venue partners have signed up.

	<p><b>Aviation- Terminal 2 closing</b> until further notice from 02/09. All flights to operate from T1 and T3 to align operations with passenger demand. (21/08) July traffic statistics- Passengers: -89.5% year on year (-86.5% MAG). Cargo: -73.5% (year on year). Traffic figures at all MAG airports still severely impacted, as travel restrictions and dramatic reduction in demand for flights impacted the Group's passenger numbers. (14/08)</p> <p>Portugal added to the 'travel corridors' list last week. Four countries were removed from the 'travel corridors' list, including Croatia and Austria. (25/08) Switzerland, Jamaica and Czech Republic also removed- travellers will need to quarantine from 29/08 (27/08).</p> <p>A number of airlines are continuing to reintroduce routes and increase capacity to popular destinations, including some which aren't currently subject to automatic quarantine requirements on your return to the UK such as Italy, Turkey, Cyprus and now Portugal. Also, this week Hi Fly is commencing flights to Islamabad. 25/08</p> <p><b>Higher Education Institutions-</b> Following the A-level results and changes in grades, UoM has met its targets and will have a larger than expected number of admissions.</p>	<p>Culture Recovery Fund applications- Officers providing 1-2-1 support (MCC &amp; GMCA Cultural leads) and business advisers at the Business Growth Hub with the support of the Work &amp; Skills team.</p> <p><b>DCMS Culture Recovery Fund includes £120m to support existing arts &amp; heritage capital projects</b> that have experienced delays to build programmes. £55m to be distributed via ACE. Eligible projects will demonstrate an urgent need for additional capital funding that is considered essential to the delivery of the intended benefits outlined in their original application. Deadline 10/9, decision 10/11.</p> <p><b>Events Strategy and Recovery planning-</b> Revising MCC approach to event programme, channelling original event investment assigned to cancelled events to support five identified areas of event development. To give clear direction to event organisers and partners for phase 2- transitional phase (Aug 20- March 21) and plans for next year as phase 3. (24/07) Manchester Food and Drink Festival confirmed for 24 Sept- 5 Oct with Festival Hub at Cathedral Gardens.</p> <p><b>Aviation-</b> Engagement with MAG to understand the impact on Manchester Airport. MAG undertaking ongoing recovery planning and tracking of confidence to fly. MA aim is to protect jobs wherever possible. MCC supporting lobbying by MAG to call for an aviation support strategy to aid recovery.</p> <p>Work &amp; Skills Team in discussion with the Airport re any support needed for staff on furlough or whose jobs are likely to be at risk.</p> <p><b>Higher Education Institutions-</b> UoM is working hard on visa applications, organising flights into Mancr and issuing regular messages to international students.</p>
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	<p>Final numbers are still settling down. Intention is to offer blended learning experience with lectures online but some campus activity with face-to-face teaching including laboratory classes for all students. Numbers of UK/EU postgraduate students and international students (whose contribution is critical financially), are not yet clear. Will be clearer in late Oct when fee payments are due (UoM 25/08)</p> <p><b>Financial Services-</b> The Co-operative Bank has announced proposals to reduce around 350 roles, including the closure of 18 branches (not Mancr). Aside from the specific branches affected, the reduction is expected to focus on middle management positions and head office roles. (25/08)</p> <p><b>Health Innovation-</b> Molecular Diagnostics firm, Hologic expanding testing/production capacity at its Wythenshawe site (24/08)</p> <p><b>Public Sector-</b> Public Health England to be abolished- regional hub at Piccadilly Place (18/08).</p> <p><b>Inward investment-</b> Steady flow of new enquiries- majority are high quality projects with high end jobs across sectors: fintech, adv man, life sciences &amp; logistics. Increasing number of UK based relocation enquiries incl from London. Hosted large investor in-visit last week. Continuing virtual events to promote message that Mancr is open for business. (MIDAS 13/08)</p>	<p>University is working on innovation initiatives to support economic recovery, including ID Manchester and a new accelerator for spin-outs, the Manchester Graphene Company. (University of Mancr 25/08)</p> <p>Alliance Business School to lead Productivity Institute (£32m ESRC). Aim is to develop long term policy recommendations to improve productivity and living standards. Partnership with 8 other institutions. Will create 8 regional productivity forums across UK to work with businesses and policy makers. 21/08</p> <p>MIDAS have ongoing contact with local account managed/large employers to understand challenges and future plans. Exploring opportunities around: north shoring and re-shoring of business critical functions (esp food manufacturing &amp; life sciences. Planning underway on target markets and sectors ie ecommerce, cyber security, digital technologies, healthcare and biotech. From Sept digital campaigns will be deployed incl webinars in key locales within target markets (eg medtech in Boston; ecommerce in Bangalore; advanced materials in Seattle).</p>
<p><b>Development</b></p>	<p>Stimulating development &amp; investor confidence, including:</p> <ul style="list-style-type: none"> <li>● Understanding current impact through intelligence gathering.</li> <li>● Assessing sources and levels of investment, and any obstacles (access to debt).</li> <li>● Seeking financial and other support needed to enable early start of key projects</li> <li>● Understanding supply chain issues and identifying appropriate support measures. It is becoming increasingly apparent that the appetite of</li> </ul>	<ul style="list-style-type: none"> <li>● <b>Planning Reforms-</b> The government has introduced a number of changes to the system of permitted development rights and to the use classes order which regulates changes between different uses. A Planning White Paper was also published to consult on significant changes to the planning system in England (consultation ends 29/10/20)- emphasis on simplifying the system; a consultation on “Changes to the current planning system” has also been launched that contains a number of proposals that would be applied within the existing framework of planning legislation and guidance. (13/08) <b>Officers undertaking detailed analysis to fully understand implications.</b></li> </ul>

	<p>contractors to bid for apartment led residential schemes has been significantly impacted in the short term due to issues in the supply chain (i.e. loss of subcontractors and access to materials). This concern has also been raised by developers of commercial schemes.</p> <ul style="list-style-type: none"> <li>● Developing guidance/share good practice for safe operation of sites</li> <li>● Expediting design &amp; planning phases of projects.</li> <li>● Productivity increased across most major sites- 97% of infrastructure and construction sites now operating. Social distancing measures impacting on programmes. Issues re supply chain/access to materials. Infrastructure sites are now achieving 89% of pre-Covid productivity. Housing sites 93% of sites now open. Reports that contractors are planning to reduce workforce by 11 % within the next 3 months.</li> </ul>	<ul style="list-style-type: none"> <li>● Announcement of Government approval on 04/08 for Getting Building Funding for BASE Manchester Innovation Activities Hub at MSP (£4M) and Mayfield (£23M). Still awaiting grant approval letters, with full conditions (expected end of Aug/early Sept).</li> <li>● Discussions continuing with GMCA about potential projects for Round 1 of the £81m Brownfield Land Fund for schemes that start on site before 31 March 2021. 6 schemes/packages have been put forward in Northern Gateway, New Cross and St Michael's, totalling around £19m. Proposals are expected to be submitted to Leaders in the next few weeks, following receipt of detailed criteria from Government. Further projects have been put forward for an additional 10% allocation from the Fund which GMCA have been invited to bid for. These include 2 Eastern Gateway schemes and a further phase at Northern Gateway.</li> <li>● Detailed business cases being prepared for schemes included within the Economic Recovery Plan, which will be submitted to Government by 24 Sept for the autumn Spending Review (see narrative section).</li> <li>● Pre contract discussions have been held with Homes England on Northern Gateway, with a view to entering in a contract in September, securing £51.6m in Housing Investment Fund grant that must be fully expended by March 2024.</li> <li>● Community consultation on the first phase of the delivery of Collyhurst will be restarted in advance of planning applications for the delivery of approximately 270 homes (including up to 130 new Council properties) in Collyhurst Village and Collyhurst South and the first phase of a new park. The intention is that this consultation exercise will lead to the submission of planning applications in the autumn of 2020. Subject to achieving planning consent the scheme could commence in the spring of 2021.</li> <li>● Consultation on the former Central Retail Park Development Framework and the Ardwick Green Neighbourhood Development Framework has begun and will run until 25/09 and 21/08 respectively. The consultation on the updated NOMA Strategic Regeneration Framework started on 18/08 and runs until 29/08.</li> <li>● NOMA: Following the announcement on 28/07 of new office speculative development at 4 Angel Square, with potential to create 2,000 permanent and 500 temporary jobs, the site has been cleared and enabling works are starting. Main works are due to start in October.</li> <li>● Planning Committee (27/08) approved: Land to the south of Store St - residential scheme in Piccadilly.</li> </ul>
<p><b>Affordable Housing</b></p>	<p>Risk to developer and investor confidence.</p>	<ul style="list-style-type: none"> <li>● Regulator for Social Housing (RSH) has called for RP's to provide revisions of their business plans by September. This will identify</li> </ul>

	<ul style="list-style-type: none"> <li>● Working with RP's and other developers to understand current impact and forward plans.</li> <li>● Assessing sources and levels of investment, and any obstacles</li> <li>● Investigating grant funding, financial and other support needed to enable early start of key projects</li> <li>● Understanding supply chain issues and identifying appropriate support measures.</li> <li>● Developing guidance/share good practice for safe operation of sites</li> <li>● Expediting design &amp; planning phases of projects.</li> <li>● Risk of registered providers slowing down or pausing programmes to consolidate finances/liquidity</li> <li>● Ensure Zero Carbon and Fire safety provision are part of the programmes.</li> <li>● Potential flooding of the PRS sector as the short term let market shrinks.</li> </ul>	<p>any viability risks but should also identify progress on development programmes.</p> <ul style="list-style-type: none"> <li>● Managing existing onsite, pipeline and planned development with RP's. These were referenced in the June Executive report. <ul style="list-style-type: none"> <li>○ 398 homes under construction and anticipated in the 2020/21 year. Re-mobilization of sites now underway.</li> <li>○ 252 homes currently in the programme for 2021/22.</li> <li>○ New projects emerging.</li> <li>○ The scheme with Clarion has been finalised to deliver shared ownership homes for the full development</li> </ul> </li> <li>● Silk Street <ul style="list-style-type: none"> <li>○ Silk Street funding has been approved and will be progressing through the Capital Strategy Board. The project team being established to take this through to delivery with Rowlinson Construction.</li> </ul> </li> <li>● Progressing the establishment of a Local delivery vehicle. Looking to start on site with key projects and novate across. <ul style="list-style-type: none"> <li>○ Approval at Exec 3 June. Detailed work programme now underway to accelerate progress.</li> <li>○ £1.5m from Housing Investment Reserve secured</li> <li>○ External support being commissioned.</li> <li>○ 5-year supply of land to develop 2000-2500 rented homes through the delivery model. Land assembly workshop scheduled for 8 July.</li> <li>○ Professional support for site master planning and massing will be appointed by the end of July</li> <li>○ CBRE will be appointed on 31/07/2020 to undertake master planning and cost build up of the proposed sites for the vehicle. It is anticipated that this will take approx 4 weeks which will then feed into the financial modelling and business case scheduled to be included in the report to Oct Executive</li> </ul> </li> <li>● Project 500 progressing. Will deliver 500-600 homes. <ul style="list-style-type: none"> <li>○ The P500 RP development group have reviewed the sites and provided a list of indicative partners to deliver across the sites (includes community led housing, off-site and modular proposals and low carbon/zero carbon pilot projects). Work is underway to break the delivery down into 3 phases that will potentially support the development of off-site and modular construction, Community Led Housing and provision of temporary accommodation for rough sleepers. The phasing will be completed by the end of Aug and ward members will be contacted about the sites within their wards in Sept. (13/08)</li> </ul> </li> </ul>
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<p><b>Transport and Infrastructure</b></p>	<p>Work with TfGM to agree a broad overall transport plan to support gradual opening up of the city with a focus on pedestrian movement and safe use of public transport linked to an agreed package of measures to support safe pedestrian access.</p>	<p><b><u>Additional Support Announced to Support Bus and Metrolink Networks</u></b></p> <ul style="list-style-type: none"> <li>• 08/08 Government announced additional £256 m to support local bus and tram services across UK during the period when social distancing measures are impacting on capacity and patronage levels are still very depressed.</li> <li>• £218million for bus services for the next 8 weeks</li> <li>• £37.4 million for tram services over the next 12 week period. Total government funding to support Metrolink during the pandemic will have amounted to £44 million. From 24/08 Metrolink services will be extended to run until midnight (11 pm Sundays).</li> </ul> <p><b><u>Additional Funding Made Available to support additional school bus services.</u></b></p> <ul style="list-style-type: none"> <li>• £2.249m to support additional school bus services during the autumn term as a result of the capacity of existing services having limited capacity as a result of social distancing measures.</li> <li>• Education colleagues are working with TfGM to identify pressure points where additional capacity may be required.</li> </ul> <p><b><u>TfGM Survey of Attitudes to Future Transport Use</u></b></p> <ul style="list-style-type: none"> <li>• Analysis of predicted transport requirements- TfGM undertaken a ‘Future Travel’ Survey” to gather the public’s views on using public transport after lockdown.14,000 responses received and initial findings have been shared with members of this group and the Business Reopening Analysis group (including MCC reps).A summary of the complete results from the survey is attached for members’ information.</li> </ul>

**Recent Manchester Specific Transport Usage Data**

**Bus**

Patronage +1.6% (770,773) trips from the previous week (vs. +1.6% GM-wide).

Network mileage -13.9% from the same month last year (vs. -17.2% GM-wide)

**Metrolink**

• Metrolink Network patronage had a week on week decrease of 1.3% GM-wide. East Didsbury line was -2.7% (848) trips

**Highway**

• In Manchester, the weekly average private vehicle trips was -24% from the same period last year (vs. -16% GM-wide)

**Rail**

- Piccadilly footfall close to 50,000 per day (-60% from last year though)
- Victoria daily footfall around 5,000 (+30% from the start of month)

**Cycling & Walking**

• Cycle volumes were -3% from last week and 3% above the annual average.

**GM Wide Data**

Data from the last week shows the following differences with the position on 09/03 and end of July/ early Aug showing a **gradual but slow increase in public transport usage across GM, with car travel still reduced but much closer to pre lockdown levels.**

- o Metrolink patronage 9/3/20 = 122,613  
14/7/20= 31884  
4/8/20= 37,625

o Bus 9/3/20	515,309
14/7/20	191,093
4/8/20	202,700
Rail 9/3/20	104,795
14/7/20	28,700
4/8/20	34,062
GM Highway 9/3/20	5,082,000
14/7/20	4,032,000
31/7/20	4,385,916

Data from NCP on year on year changes in car park usage for the period until the end of July demonstrates that some car parks eg King Street



		<p>West, are now seeing usage comparable with last year's level while others eg Spinningfields, still seeing user numbers some way below last year.</p> <p><b>Face Coverings-</b> Compliance across the transport network remains around 70% on bus and is now between 90-95% overall on rail. Compliance on Metrolink last week was near 89% in the AM peak, but fell to just below 77% in the evening peak</p> <p><b>Emergency Active Trave Fund</b> MCC has obtained £180k from the first phase of the Government's Emergency Active Travel Fund (EATF) to contribute to funding of work undertaken at Deansgate and Stevenson Square.</p> <p>Proposals have been submitted by TfGM to Government for phase 2 of EATF. A bid to the value of £14 m was submitted on 7th Aug and £5.5 m of this was for proposals to support active travel within Mcr. A decision on the funding award is expected by the end of Aug..</p>
	Analysis of businesses' plans for reopening, working with TfGM, CA, Chamber, Growth Company	TfGM linked into Day Time Economy recovery group work
	Identify and implement interventions that support social distancing and support business reopening and procure necessary equipment to facilitate this.	A presentation on outline proposals for the re - purposing of more city centre streets and open spaces to support hospitality businesses was given to the City Centre Infrastructure Working Group on 23rd July. These initial ideas are now to be developed further in consultation with members to support businesses over the late summer and early Autumn period. The proposals seek to draw on best practice from other cities in the UK and abroad.
	Continue with highway works that can be undertaken during lockdown	<ul style="list-style-type: none"> <li>Continuing with all our major projects that are on site and continuously monitoring government guidance about construction</li> <li>Finding ways to accelerate all our programme of walking and cycling schemes aiming to have early starts on all our programmed projects</li> <li>Maintaining our roads at business as usual levels by inspecting them and making repairs</li> <li>Resurfacing and treating many more main roads than originally planned to take advantage of lower traffic levels</li> <li>Working with TfGM to review bus stops and increase pedestrian phasing at signalised crossings.</li> </ul>
<b>Skills, Labour Market and Business Support</b>	<p>Significant growth in the number of Manchester residents claiming Universal Credit. Evidence base for THINK work shows:</p> <ul style="list-style-type: none"> <li>89% rise in claimant count in Manchester during April &amp; May - 33,825 claimants;</li> <li>affects every LSOA in the City &amp; all age ranges;</li> </ul>	<ul style="list-style-type: none"> <li>THINK have produced their report on skills &amp; labour market recommendations (shared with Scrutiny Committee Members at the last meeting) with 6 key priorities: <ul style="list-style-type: none"> <li>(1) minimise the number of Manchester residents moving from furlough to redundancy as the job retention scheme winds down;</li> </ul> </li> </ul>

- particular impact on young people which has seen an increase of 98% (national fig 109%) & over 50s (73%);
- concentrations in areas with large Black, Asian and ethnic minority communities e.g. Longsight, Moss Side, Cheetham
- 32% of Manchester residents are either furloughed (62,200) or receiving self-employment support (15,900);
- Job losses compounded by significant drop in levels of vacancies;
- 800 16-18 year olds who would normally pursue apprenticeships or move into employment at risk;
- 74% national decline in apprenticeships
- circa 10,000 graduates who would normally stay in the City will struggle to get graduate level work.

ONS release 11 Aug- July figs for Manchester:

- Claimant count : 34,750 all ages ; 7005 - aged 18-24; 21,445 -aged 25 to 49 and 6290 aged over 50. Of the 34,750, men account for 21,465 and women 13,285. Unemployment in Manchester is now 6.5% of all 16-64 year olds
- The increase in claimant count numbers of over 1,200 over the last month represents a large increase but not as sharp an increase as in April & May.

4.4% of 16 & 17 year olds were NEET in July and 3.6% were unknown, giving a combined fig of 8% which is above national & GM averages.

The majority of post-16 providers are registering on line this year which may impact on school leavers taking up their offer.

UOM and MMU have raised concerns about the employment outcomes for their class of 2019 as well as 2020. Also an impact on students employability from the loss of work experience and internships.

Digital exclusion correlates strongly with social exclusion and its effect on residents has been exacerbated by the Covid crisis.

- (2) support unemployed Manchester residents to re-enter work as quickly as possible especially young people, those aged over 50 and BAME;
- (3) maximise new job creation, increasing overall labour demand in the City;
- (4) minimise the number of young people who become unemployed after leaving education and training in Manchester;
- (5) support apprenticeships & other training opportunities to better equip employers with the skills to survive & grow, while helping more residents to progress & upskill in their careers;
- (6) improve the support available to unemployed, long-term inactive residents to reduce the risk that they are "crowded out" of the jobs market with the influx of new claimants

- Chancellor announcements on Kickstart, traineeships and apprenticeship grants will provide support for young people in particular although we are still awaiting the details. Lobbying through GMCA, Core Cities for local involvement in the design & delivery of Kickstart. Manchester's CEX sits on the Local Economic Recovery Group for skills & labour market & is making the case. DWP has indicated that there will be local involvement within nationally set parameters
- 4,553 young people which is 79.7% of the Year 11 cohort have a September guarantee, as compared with 6.7% in 2019. 3549 or 67.7% of Year 12 have a September guarantee. Post-16 education and training providers in the City are working hard and have summer programmes to engage young people e.g. TMC's from Couch to College. Focus in last 2 weeks has been supporting schools & colleges to navigate results and the transition of learners, with a heavy focus on young people identified as at risk of becoming NEET. Results day CEIAG (Careers Education Information Advice & Guidance) was produced for schools & colleges.
- We have put in place a local support partnership for residents at risk of redundancy /newly unemployed with the aim of ensuring there is no wrong door. GDPR measures being put in place and landing page on MCC website being updated
- Employ GM website is in the process of being updated by GMCA
- Meeting regularly with the Hut Group to agree an approach to their proposed volume apprenticeship recruitment at the Airport site over the coming months. Up to 200 opportunities available and the Hut Group is interested in working with the City to develop a skills

	<p>The latest <b>Business Growth Hub</b> survey w/c 24 Aug</p> <ul style="list-style-type: none"> <li>• The main three impacts facing businesses remain: decreased sales (67% vs 55% in previous reports), cashflow problems(28% vs 32%), and business travel to visit clients (36% vs 28%)</li> <li>• 61% (66% previously) of respondents said they had furloughed some of their staff. Of those furloughing staff 61.5% of firms said they furloughed more than half of the workforce.</li> <li>• 69% of firms said they were not planning to make redundancies at all, however 5% said they had made redundancies (but will make no more), 1% said they had made redundancies and were considering making more. &amp; 17% hadn't made redundancies but were considering it</li> <li>• 20% of firms were currently recruiting staff. 22% of firms said they partly had the right skills to match their current business plans, and 5% said they didn't have the right skills</li> <li>• Brexit is an issue but there are relatively low levels of awareness amongst businesses of the recent guidance from Government that will affect business &amp; lack of capacity to engage</li> </ul>	<p>academy, with an initial focus on Wythenshawe. Opportunities are at all levels. Also apprenticeship opportunities for young people with CAB in contact centre and advice &amp; guidance roles.</p> <ul style="list-style-type: none"> <li>• Work has begun with Hewlett Packard Enterprise on apprenticeship opportunities for Manchester young people age 18 plus.</li> <li>• Working with MMU and UOM to understand their offer for graduates and connecting with the wider City offer. There will be a specific ask from Government for unemployed graduates, as part of the MCC Comprehensive Spending Review ask.</li> <li>• The Manchester Adult Education &amp; Skills Partnership is working together on a Comms plan to better promote learning &amp; skills opportunities to employers, residents &amp; community organisations;</li> <li>• Manchester Digital Device Scheme has been set up &amp; a steering group established to manage the roll out and evaluation of the device scheme.</li> <li>• The Work &amp; Skills, MAES &amp; Commissioning teams are working with Manchester's home care providers to connect unemployed residents to the employment opportunities and agree future approaches to training &amp; progression within the sector.</li> <li>• Employ GM website has been developed to include a specific retail campaign. The site has seen over 25000 visitors and there were 1,454 unique visitors to the site in the last week.</li> <li>• The discretionary business grants scheme to support small &amp; micro businesses received 1261 applications by 10 June closing date. Most of the £5.4m grant has now been paid to businesses &amp; charities. Ongoing business enquiries are being linked to support available through the Business Growth Hub, Enterprising You and BIPC which is providing additional programmes funded through Business Library Bounce Back funding</li> <li>• Strive &amp; Thrive - last week 411 delegates from 225 businesses registered to attend the Strive &amp; Thrive workshop programme, which supports business recovery from the impact of Covid</li> <li>• GMCVO have a loan fund of £1.5m to support social enterprises to recover from the effects of Covid and are prioritising their support for organisations in the sector delivering employability &amp; skills support and working with BAME communities</li> </ul>
<p><b>Funding</b></p>	<p>No specific known impacts on current external funding bids caused by C19 as yet. Known bids progressing through funding approval processes as expected.</p>	<p>The City Policy team is continuing to track new funding opportunities from a range of sources including Government and European programmes which remain open to UK applicants.</p> <p><b>European Regional Development Fund (ERDF) Programme- Unlocking Clean Energy in GM has now secured its in-principle</b></p>

	<p>Team in City Policy developing a funding action plan based on C19 recovery and Corporate priorities</p>	<p><b>approval from MHCLG.</b> It brings in significant investment of £1.2m into a key part of our MCC Climate Change Action Plan with £8m of grant into GM as a whole. MCC playing a central role in delivery of that wider GM programme as well as the Manchester specific elements.</p> <table border="1"> <thead> <tr> <th></th> <th>TOTAL</th> <th>ERDF</th> </tr> </thead> <tbody> <tr> <td>Hammerstone Road</td> <td>£724,228</td> <td>£298,162</td> </tr> <tr> <td>Velodrome</td> <td>£2,155,367</td> <td>£926,808</td> </tr> </tbody> </table> <p><b>Biohealth Accelerator</b> (MCC working with Health Innovation Manchester and UofM) has now been approved by MHCLG and is securing its final grant funding agreement approvals over the coming weeks</p> <p><b>Build a Business in GM</b> Libraries (MCC with GM Districts) - still being appraised by MHCLG Project</p> <table border="1"> <thead> <tr> <th></th> <th>TOTAL</th> <th>ERDF</th> </tr> </thead> <tbody> <tr> <td>Biohealth accelerator</td> <td>£5,523,516</td> <td>£2,786,252</td> </tr> <tr> <td>Build a Business in GM</td> <td>£3,058,572</td> <td>£1,529,286</td> </tr> </tbody> </table> <p><b>ERDF Reopening High Streets Fund-</b> All Local Authorities have received an allocation of ERDF from MHCLG to support the reopening of high streets. The MCC allocation is £488k. A work programme proposal for use of these funds was submitted to MHCLG for eligibility and approval checking and this has now been approved. Our proposals include communications and public information activity to ensure the reopening of the local economy in district centres and temporary public realm changes to ensure that reopening of local economies can be managed successfully and safely.</p>		TOTAL	ERDF	Hammerstone Road	£724,228	£298,162	Velodrome	£2,155,367	£926,808		TOTAL	ERDF	Biohealth accelerator	£5,523,516	£2,786,252	Build a Business in GM	£3,058,572	£1,529,286
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<p><b>Strategy &amp; Economic Narrative Review</b></p>	<p>C19 has necessitated a review of existing strategies to understand whether they are fit for purpose given the predicted exacerbation of existing inequalities. This will inform the Economic Recovery Plan &amp; Our Manchester Strategy reset. Formal refreshes would not take place until 2021 when the Our Manchester Strategy has been reset and the full impact of C19 is known.</p>	<p>Work on Manchester’s Economic Recovery Plan with Ekosgen and Metro Dynamics is developing. The developing narrative was discussed at 14 EMG Aug Recovery Workstream and is being presented to Economy Scrutiny on 3 Sept. This will be worked up into a full Economic Recovery Plan with a positive and forward thinking narrative about Manchester’s future economy. The work is underpinned by projects under ‘People, Place and Prosperity’ headings and Strategic Outline Business Cases have been developed for over 50 projects which are being assessed and finalised. Key themes that run throughout the work are an inclusive economy, zero carbon and science, tech and innovation.</p> <p>The Economic Recovery Plan will be submitted to Government ahead of the Comprehensive Spending Review deadline on 24 September and a</p>																		

		session with civil servants/SPADs is being arranged in advance to discuss the draft Plan.
<b>External Influencing &amp; Lobbying</b>	The Government's economic response to C19 has been fast moving and feeding in Manchester's priorities has required a coordinated approach.	<p>The Local Economic Recovery Group Labour Markets and Skills task and finish group met on 14/08- co-chaired by Joanne Roney and Frank Rodgers (Liverpool City Region CA Chief Exec) - focused on proposed delivery models for the Government Kickstart Programme.</p> <p>Comprehensive Spending Review submissions the Council is contributing to include: the Local Government Association, Convention of the North, Core Cities and the Greater Manchester Combined Authority. These will be supplemented with a MCC submission, covering the Economic Recovery Plan, funding and public service reform. Officers from the Greater Manchester Combined Authority have been invited to the Recovery Group chaired by the Deputy Chief Executive &amp; City Treasurer on 2 Sept.</p>
<b>Economic Intelligence</b>	<ol style="list-style-type: none"> <li>1. Need to engage with Manchester Businesses and Key sectors to understand current status re Covid related impacts</li> <li>2. Understanding of businesses in rented spaces and analysis to support the Business Rates Discretionary Grants</li> <li>3. Need to understand status of development pipeline across the city</li> <li>4. Need to update population modelling (MCCFM), reflecting both the impacts on and from the economy</li> <li>5. Demand appraisal for residential lettings market in Manchester post pandemic</li> <li>6. Challenge re the scale of analytical capacity required to support this, other Covid-19 workstreams and Business as Usual activities</li> </ol>	<ol style="list-style-type: none"> <li>1. Ipsos Mori appointed to undertake business survey work - looking at cross sector economic impact and sector specific issues. Survey went live mid-July. As at 12/08 681 surveys had been completed (507 telephone, 174 online). Officers have worked with Ipsos Mori to promote the survey widely. Good representation achieved from most sectors but there are some sectors with fewer responses than anticipated. Survey closed 14/08. Awaiting initial analysis.</li> <li>2. Working with Leeds Council and Data City to commission / create a dataset to support allocation work in Manchester - dataset arrived informing initial Business Rates Grants work, further analysis of the dataset taking place currently to draw out wider insights.</li> <li>3. Tracking underway - pipeline used to support Financial Resilience work - including forecasting potential council tax &amp; business rates revenues - drafts for forecast CT / BR revenues from new development with Finance colleagues for comment</li> <li>4. Update of the MCCFM is in progress, more difficult and time consuming than normal due to macro uncertainties. ONS Mid Year Estimates released recently to support this work.</li> <li>5. Data sweep complete - work now underway to collate trends across sub-sectors (mainstream, students, short term lets) to contribute to overall appraisal.</li> <li>6. Ongoing discussions to re-prioritise work areas and understand</li> </ol>

		where the gaps may be. Risk we could run out of internal capacity. Future format for economic monitoring currently being considered.
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**Manchester City Council  
Report for Resolution**

**Report to:** Neighbourhoods and Environment Scrutiny Committee - 2 September 2020  
Executive - 9 September 2020

**Subject:** Fire safety in high rise residential buildings

**Report of:** Strategic Director (Growth and Development)

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### **Summary**

This report provides the Neighbourhoods and Environment Scrutiny Committee and Executive with;

1. The latest information on the removal of unsafe Aluminium Composite Material (ACM) cladding;
2. An update on the collection of data on all External Wall Systems;
3. Information on other fire safety issues in High Rise Residential Buildings;
4. An update on work undertaken on council-owned High Rise Residential Buildings;
5. A description of the Council's interdepartmental Fire Safety Group;
6. An update on the Council's work with residents and, in particular, the Cladiators;
7. A description of the Council's role as an Early Adopter of the Dame Judith Hackitt recommendations; and
8. An introduction to the Building Safety Bill and Fire Safety Bill and the implications for Manchester.

### **Recommendations**

The Neighbourhoods and Environment Scrutiny Committee is asked to note and comment on the contents of the report.

The Executive is recommended to:

1. Note this report
  2. Delegate to the Strategic Director (Growth and Development) in consultation with the Executive Member for Housing and Regeneration responsibility to develop a process for Mandatory Occurrence Reporting as detailed in section 9.10
  3. Agree that the Accountable Person for buildings in scope is the Council of the City of Manchester as described in section 9.16.
- 

**Wards Affected:** All

<b>Manchester Strategy outcomes</b>	<b>Summary of the contribution to the strategy</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The Council has continued to work with partners to drive forward major development schemes that provide safe accommodation, stimulate economic growth and job creation.
A highly skilled city: world class and home grown talent sustaining the city's economic success	The City aims to provide safe accommodation which encourages people worldwide to visit, keeping those with the skills the City needs, keeping our home grown professionals.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Everyone will have the same opportunities and life chances no matter where they're born or live in safe accommodation. Voluntary and community groups will find new ways to reach those as yet untouched by Manchester's success to create resilient and vibrant communities.
A liveable and low carbon city: a destination of choice to live, visit, work	The right mix of quality safe accommodation is needed to support growth and ensure that our growing population can live and work in the city and enjoy a good quality of life.
A connected city: world class infrastructure and connectivity to drive growth	The City's transport system has an enormous influence on the lives and prospects of Manchester's residents. To enable people to access jobs we are creating efficient transport systems that link residential communities to employment centres.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

**Financial Consequences – Revenue**

The Council owns 36 high rise buildings. The new Building Safety regime requires owners to employ Building Safety Managers to ensure all relevant buildings are managed safely and residents are kept fully engaged.

At this stage the number of managers required and the cost of employing Building Safety Managers has not been established.

**Financial Consequences – Capital**

There are no specific capital requirements as a result of this report

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

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

Reports to Executive

28 June 2017 - Grenfell Tower – The Implications for Manchester  
13 September 2017 - Grenfell Tower - Update on the Implications for Manchester  
13 December 2017 - Grenfell Tower - Update on the Implications for Manchester  
14 November 2018 - Sprinkler and fire safety works update

## 1.0 Introduction

- 1.1 The Grenfell Tower fire happened over 3 years ago on the evening of 14 June 2017 resulting in 72 deaths. Following this tragic event owners of high rise residential buildings (over 18m) have been required to identify the cladding materials on those buildings and to remove any which do not meet the current fire safety standards.
- 1.2 In Manchester, the Council and Greater Manchester Fire and Rescue Service (GMFRS) identified over 200 private high rise buildings and 12 which had material which had to be removed. Where such material existed GMFRS, in almost all cases, required the owner to undertake Interim Measures (usually a waking watch) until the material was removed
- 1.3 14 high rise buildings owned by Registered Providers (Housing Associations) were also identified as having similar cladding to that on Grenfell Tower.

## 2.0 Progress

- 2.1 At the end of August 2020 all of the dangerous ACM cladding has been removed from the blocks owned by Registered Providers.
- 2.2 Work has been completed at 2 of the 12 privately-owned high rise buildings (Cypress Place and Vallea Court).
- 2.3 Work to 4 buildings is ongoing although it has been delayed as a result of the Covid-19 pandemic.
- 2.4 It is unclear when work will begin at the other 6 buildings.
- 2.5 The table below shows the 10 buildings where the cladding still needs to be replaced and the current works status:

Building name	Address	Work started?
One Smithfield Square	122 High Street	Yes
Pall Mall House	18 Church Street	Yes
Vita Student – First Street	13 Jack Rosenthal Street	Yes
Wilmslow Park	Hathersage Road	Yes
Citygate 1	1 Blantyre Street	No
Citygate 2	3 Blantyre Street	No
Citygate 3	5 Blantyre Street	No
The Quadrangle	1 Lower Ormond Street	No
X1 Eastbank Tower	Advent Way	No
Travelodge – Manchester Central Arena	Great Ducie Street	No

- 2.6 Information obtained by the Council's Building Control section suggests that plans are in place to submit Building Regulations applications for 5 of the 6 in the next 2 months, with the intention to begin work as soon as possible

thereafter. Though much will depend on the ability to access the government remediation fund.

2.7 The owners of the Travelodge have not responded.

### **3.0 Other External Wall Systems**

3.1 Last year the government asked local authorities to contact all private high rise building owners again and to ask them to identify all of the external wall systems on each building they owned. Owners were asked to identify the type and amount (percentage) of insulation and cladding on each elevation and the material on any balconies on the building.

3.2 Officers contacted the owners or managers of just over 200 high rise buildings and, to date, have received detailed information from all except 5.

3.3 There is only one high rise residential building where the information has not yet been provided. However, the agents responsible for the building have commissioned surveys and we expect the information in the next few weeks.

3.4 Whilst most owners and manager provided the information when requested, some have been much less responsive and the Council has had to inform them that it would publish the addresses of the buildings and the agent responsible if they failed to respond.

3.5 Referrals were made to the Housing Enforcement and Compliance Team in Neighbourhood Services who began the initial stages of the enforcement process using section 235 of the Housing Act 2004, which requires the provision of documents reasonably required by the authority.

It is an offence to fail to do anything required by notice served under section 235 of the Housing Act 2004. Such offence is liable, on summary conviction, to a fine not exceeding £5000.

It appears that this course of action will not now be necessary, as long as the information is provided soon on the 3 remaining buildings.

3.6 In February 2020 the government included student accommodation and hotels in the list of buildings required to provide external wall system information

The response from owners and managers has been positive and to date they have provided the relevant information on 64 of the 71 buildings in scope.

There are 26 student blocks in scope and we have information for all of them  
There are 43 hotels and we have information on 39  
The owners of 3 of the 4 remaining hotels have committed to provide the information as soon as possible and have engaged surveyors to assist them.

There is only one building - The Works Aparthotel, 33 Withy Grove, M4 – where we have not been able to contact the owner and they have not responded to any correspondence.

The Housing Enforcement and Compliance Team do not have power to take any action as this is not classed as a residential building. The Council will, therefore, work with GMFRS to try to get the owner to engage.

The government has extended the deadline for providing information to 30 October 2020 so there is some time left for the owner to respond.

#### **4.0 Other Fire Safety concerns**

4.1 Many other high rise buildings were found to have fire safety issues when they were inspected by GMFRS following the Grenfell fire. All were instructed to adopt interim safety measures, which most often included employment of 24-hour waking watches. 49 high rise residential buildings are still subject to Interim Measures over 3 years after the Grenfell fire.

4.2 During 2020 the Government announced that High Pressure Laminate (HPL) cladding should also be removed and identified a further fund which owners could apply to for assistance. However, it excluded those buildings where remedial work was underway, penalising those owners and leaseholders who had been more active in getting their problems resolved. In Manchester residents in Skyline Central had agreed to take out a loan, from their building owner, to cover the cost of cladding replacement. Because they had signed up to this before the fund was announced the owners are unable to qualify for any government support. Legal action is being taken by the leaseholders to attempt to overturn this decision.

4.3 It should be noted that there are other multi-occupied buildings in Manchester, which are below the 18m height threshold, which also have Interim Measures. Unfortunately there isn't an accessible database of buildings so the total number is unknown. GMFRS simply know about the buildings that they have actually visited and inspected but there has been no requirement to inspect buildings below 18m to date.

#### **4.4 EWS1 forms**

People living in high rise buildings have had significant problems when trying to sell flats since the Grenfell disaster. In order to try to stimulate the market the Royal Institute of Chartered Surveyors (RICS) designed a form for completion by a competent person confirming details of the External Wall System on a building. This form, EWS1, is intended for recording, in a consistent manner, what assessment has been carried out for the external wall construction of residential apartment buildings where the highest floor is 18m or more above ground level or where specific concerns exist.

4.5 The form is in use now but there has been some criticism about the length of time taken to complete a form, the cost of producing it and the lack of suitably

qualified fire engineers, or others, with sufficient liability insurance to undertake the work.

- 4.6 The Council is not required to produce an EWS1 form for all of the blocks it owns but it is recommended by RICS to help people who want to buy or sell an apartment in a relevant building.
- 4.7 Northwards Housing have commissioned a contractor to identify the external wall insulation on one of the tower blocks that they manage and to complete an EWS1 form to understand the likely time and cost involved. Once this is completed they will develop a programme of work in order to produce an EWS1 form for all of the relevant blocks, which will assist leaseholders to market their property.

## **5.0 Work to Council-owned buildings**

- 5.1 Following inspections after the Grenfell fire, none of the high rise residential buildings owned by the Council had ACM cladding on them. However, the detailed fire risk assessments did identify a number of other issues which needed to be resolved.
- 5.2 Brunswick PFI
- 5.3 In Brunswick a more detailed inspection, by the Council's Building Control service, of an empty flat which had been damaged by a previous fire, identified a potential breach of the compartmentation in 3 of the 4 tower blocks. Building Control informed the PFI contractor and Greater Manchester Fire and Rescue Service (GMFRS) and it was agreed that fire marshals (waking watch) should be deployed in each of the 4 tower blocks 24 hours per day and, for the 3 tower blocks affected, the Stay Put policy was amended to an Evacuate policy.
- 5.4 The contractor has now satisfactorily completed all of the work to remedy this defect.
- 5.5 Miles Platting PFI
- 5.6 There are 7 tower blocks in Miles Platting which have had external wall insulation applied between 2008 and 2011. The Council's Building Control section assessed the plans and specification for Building Regulations and are satisfied that it is not the same type as that used on Grenfell Tower and that the system that was specified meets the current Building Regulations with regard to fire safety.
- 5.7 Further detailed fire risk assessments identified that the front door to each flat was of the same, or similar, type as that used on Grenfell Tower. Whilst the door met the Building Regulations at the time it was installed, the contractor has decided to replace all of them ahead of the scheduled replacement date in the PFI contract. Work started in August 2020 as contractors mobilised again following the Covid 19 lockdown.

- 5.8 Plymouth Grove PFI
- 5.9 There are no buildings in scope on this estate.
- 5.10 West Gorton
- 5.11 Five 4-storey apartment blocks were built for the Council in 2010 and all have some external render and cladding. Whilst these buildings are not within the scope of the Hackitt proposals (much lower than 18m) the Council is working to identify the type of cladding to determine whether any action is required.
- 5.12 Northwards Housing
- 5.13 Northwards Housing commissioned Type 4 fire risk assessments at each of the high rise building it manages for the Council following Grenfell. Whilst none of the buildings featured cladding similar to that on Grenfell Tower, it was discovered that there were high pressure laminate (HPL) panels on Whitebeck Court. Whilst the panels were suitable under the Building Regulations in force at the time the work was undertaken, the main contractor, Wates (a Hackitt Early Adopter – see section 8.0) decided to replace the cladding and insulation at their own expense.
- 5.14 Sprinklers
- 5.15 Work began before lockdown on installing sprinklers in tower blocks managed by Northwards Housing. The Executive will be aware that the installation was offered free of charge to leaseholders but also it was an option for tenants to have sprinklers installed. In the four tower blocks in Collyhurst a significant number of tenants have refused to have sprinklers installed. This has not been repeated in other blocks where Northwards have started work. Sprinklers will be fitted whenever a property becomes empty.
- 5.16 Now that the Council has some experience of the issues in fitting sprinkler systems we are discussing the installation with the PFI contractors in Miles Platting (7 blocks) and Brunswick (4 blocks). Sprinklers will also be installed in Woodward Court as part of a wider programme of work.

## **6.0 Fire safety group**

- 6.1 In the days immediately following the Grenfell Tower fire the Director of Housing and Executive Member for Housing and Regeneration established a group of key people to enable the Council to respond appropriately.
- 6.2 The group included representatives from Housing, Building Control, Neighbourhood Services, Legal and GMFRS
- 6.3 This group has met regularly during the past 3 years to monitor progress on remediation and to respond to the Hackitt report and the Grenfell Tower public inquiry.

- 6.4 Following our decision to become an Early Adopter it has been agreed that this group is reviewed and other key personnel have joined including senior officers from the Capital Programmes team and Procurement.
- 6.5 The resource requirement to undertake our role as an Early Adopter should not be underestimated. There are likely to be serious demands on colleagues within Housing, Planning and Building Control and elsewhere in the Council and officers are currently attempting to quantify this.
- 6.6 The Council is also a member of the Greater Manchester High Rise Task Force led by Paul Dennett, City Mayor, Salford City Council (and portfolio holder for Housing, homelessness and infrastructure at the Combined Authority).

## **7.0 Work with residents, including the Cladiators**

- 7.1 Residents in a number of high rise residential buildings in Manchester have been working together and with the Council to lobby the government for either extra resources to resolve fire safety issues or to make the owners of buildings pay for the works rather than passing this burden onto leaseholders. One group, representing a number of mainly city centre blocks, has created a campaigning body known, nationally, as the Cladiators.
- 7.2 The Executive Member for Housing and Regeneration, along with colleagues from Strategic Housing and Neighbourhoods, meets the Cladiators regularly to offer advice and support.
- 7.3 The Cladiators, along with the Council, have been successful in ensuring that the government identify funding for the removal of the type of panels (ACM) used on Grenfell Tower and other dangerous types of external wall coverings. However, the funding provided is clearly insufficient to deal with the known problems and excludes remedial work to deal with other fire safety issues which are not related to the external walls. The Council and the Cladiators, along with the GM High Rise Task Force and others across the country, have made it clear to the government that there is insufficient funding to remedy the defects but, to date, they have refused to offer any more.
- 7.4 The Council will continue to support residents and work with them to lobby the government for more resources to deal with all fire safety issues in multi-occupied buildings. The Council will continue to argue that leaseholders should not be made to pay to remedy problems in poorly constructed buildings. The Council will also support Greater Manchester Fire and Rescue Service and residents in lobbying the government to provide funding to remedy all fire safety issues in multi-occupied buildings irrespective of the arbitrary 18m height definition.

## **8.0 Early Adopters**

8.1 In December last year the Council joined a government-led group (Early Adopters) looking at how to practically implement the recommendations from Dame Judith Hackitt's review of the Grenfell Tower tragedy.

8.2 The eight industry organisations who are the Early Adopters are:

Barratt Developments, Kier, Wates, Willmott Dixon, United Living (Developers)  
L&Q, Peabody, Salix Homes, (Registered Providers).

The Local Authority Early Adopters are:

Birmingham City Council,  
London Borough of Camden,  
Manchester City Council  
London Borough of Richmond  
London Borough of Wandsworth.

8.3 The purpose of the **Early Adopters Scheme** is to lead industry change and ensure buildings are safe for residents.

The government is keen for industry to take advantage of opportunities identified in the Hackitt Report, *Building a Safer Future – Independent Review of Building Regulations and Fire Safety*, to drive action on building safety to improve practice and behaviour in the industry in advance of legislation.

8.4 The aims of the scheme are for Early Adopters to:

- Lead and drive forward Hackitt recommendations to champion building safety and share best practice to encourage culture change across industry.
- Implement changes across their organisations to ensure that building safety is considered upfront so that buildings they are working on are safer for residents, prior to changes in regulations and legislation.
- Support the government and play an active role in the development of building safety policy.

8.5 The government has developed, alongside the Early Adopters, a Building Safety Charter. The Charter is intended to support and align with the new Building Safety Regulator and focuses on putting safety first through independent verification and benchmarking. The Council, along with the other Early Adopters and the Combined Authority, has signed this Charter.

8.6 The Building Safety Charter sets out five commitments:

1. Collaborate to spearhead culture change and be a voice of building safety across our sector.



2. Be transparent in the interests of safety, sharing key information with residents, clients, contractors, and statutory bodies in a useful and accessible manner in the design, construction and occupation phases of the process.
3. Make safety a key factor of choice in who we work with, ensuring that building safety is placed at the centre of selection decisions without compromising quality or value for money.
4. Ensuring the voices and safety of residents, visitors, staff and employees are central in our decision-making process.
5. Set out and communicate clear responsibilities within our organisation and with our partners, ensuring everyone with a stake in the building during design, construction and occupation understands their role and has the time and resources they need to achieve and maintain building safety.

## **9.0 Building Safety Bill and Fire Safety Bill**

### **9.1 Introduction**

The Government has accepted all 53 of the Hackitt recommendations contained in the “Building a Safer Future” report and, in some instances, intends to go even further than the report set out. The Government will legislate for these reforms in new primary legislation through the Building Safety Bill and further secondary legislation where necessary. .

Together, measures in the draft Building Safety Bill, Fire Safety Bill, and Fire Safety Order Consultation are aimed at improving safety standards for residents of all blocks of flats of all heights, with even more stringent approaches and oversight for buildings in scope.

Main elements of the Fire Safety Bill include a clarification that the scope of the Regulatory Reform (Fire Safety) Order 2005 (‘RRFSO’) ‘includes the external walls of the building, including cladding’ as well as ‘fire doors for domestic premises of multiple occupancy’. This places a legal requirement on building owners to inspect cladding, balconies, windows and fire doors in blocks of flats. All residential buildings over six storeys will be covered by this new fire safety regime, while sprinklers will be required on all buildings above 11 metres.

### **9.2 Buildings in scope of the new regulatory system**

Buildings in scope will initially be all multi-occupied residential buildings of 18 metres or more in height, or more than six storeys, but this will be extended to include other premises. Factors such as numbers of residents and vulnerability of occupants will be considered, alongside height, with the type and use of buildings in scope being extended further. There will be a staged transition period for existing buildings in scope. The Building Safety Regulator will take into account the information available to the Accountable Person (defined in paragraph 9.5) at the time of the application. Before the end of each

transitional stage (design, construction, occupation and refurbishment), it will be the responsibility of the Accountable Person to register the building with the Building Safety Regulator and to produce a Building Safety Case report for assessment. Failure to do so will be considered an offence by the Accountable Person. The transition period will be staged in a planned and phased way, the details of which will be set out later this year.

### 9.3 New Regulator

Government will establish a new, national Building Safety Regulator. The new Building Safety Regulator will be responsible for all major regulatory decisions made at key points during the design, construction, occupation and refurbishment of buildings in scope. The Building Safety Regulator will be established in the Health and Safety Executive (HSE) and report to the Secretary of State for Housing, who will retain overall responsibility for the regulatory system. As a priority, the Building Safety Regulator will appoint a Chief Inspector of Buildings to prepare the necessary infrastructure within the HSE. The Building Safety Regulator will establish a national register of buildings in scope. The Building Safety Regulator will ensure that resident complaints about safety issues that have been escalated to the regulator are investigated and dealt with in a timely and effective manner. The Building Safety Regulator will oversee and publish reports on the performance of Building Control, with sanctions available where Building Control services are failing.

Dame Judith Hackitt will provide independent advice to the government on how best to establish the Building Safety Regulator.

### 9.4 The Duty Holder/Accountable Person

When buildings are designed, constructed or refurbished duty holders (including duty holders in existing Construction, Design and Management regulations) will have responsibilities for formal compliance with Building Regulations. A duty holder will typically be an organisation and legal entity but could be a single, named individual. In all cases a named individual, with responsibility for building safety should be identified.

### 9.5 The Accountable Person - Occupied Buildings

The Accountable Person is the duty holder for occupation and will be responsible for applying for, and meeting, the conditions of the Building Registration Certificate. The Accountable Person will be the individual, partnership or corporate body with the legal right to receive funds through service charges or rent from leaseholders and tenants in the building. The Accountable Person will also be identifiable by their legal responsibility for the upkeep and maintenance of the structure and outside of the building, and the plant room and common parts within. The Accountable Person will, therefore, in most cases, be the freeholder or head lessee, including overall landlord or a management company, such as those with responsibility under the lease for collecting and discharging service charges or a right to manage company.

The Government will produce comprehensive guidance to help identify and support the Accountable Person where there is a complex ownership structure, such as buildings with residential and commercial occupants.

#### 9.6 Building Registration Certificate

To register a building, the Accountable Person will be required to provide specified information such as the core details identifying the building, the details of the Accountable Person and the details of the Building Safety Manager to the Building Safety Regulator. The Accountable Person will be obliged to comply with any specific conditions attached to their Building Registration Certificate, or face penalties including possible criminal sanction. Without a valid Building Registration Certificate, a building in scope cannot legally be occupied.

#### 9.7 Building Safety Manager

The Building Safety Manager will be appointed by the Accountable Person and can either be a legal entity or a person. In both scenarios, the Accountable Person will be obliged to make adequate resources available (including time and funding) to allow the Building Safety Manager to comply with a number of functions. The Building Safety Manager will maintain the building's safety case and ensure the conditions in the Building Registration Certificate are complied with to the satisfaction of the Accountable Person and the Building Safety Regulator. The Building Safety Manager will ensure those employed in the maintenance and management of the building's fire and structural safety have the necessary competence requirements to carry out the role they are undertaking. The Building Safety Manager will engage with residents in the safe management of their building, through producing and implementing a Resident Engagement Strategy. The Building Safety Manager will undertake several functions on behalf of the Accountable Person, with whom the legal responsibility remains. It is, therefore, essential that the Building Safety Manager has the necessary skills, knowledge, experience, time and resources to carry out these functions.

#### 9.8 Safety case

Submitting a safety case report to the Building Safety Regulator will be a mandatory requirement. The Building Safety Manager will be required to keep the safety case up to date as a way of providing themselves, and their residents, with the assurance that they understand the fire and structural risks in their buildings. The safety case should refer to the totality of the building safety information and include all supporting evidence identifying how fire and structural risks are being managed. This is consistent with the approach undertaken for fire risk assessments under the Fire Safety Order. The Government will issue a template demonstrating how to compile and complete a safety case report.

#### 9.9 Golden thread

Duty holders will be responsible for creating and maintaining the golden thread of building information related to fire and structural safety. The golden thread will be held digitally to ensure that the original design, intent and any subsequent changes to the building are captured. The Government will publish guidance and standards setting out what digital requirements the golden thread of information would have to meet, including specifications regarding the sharing of and access to information.

#### 9.10 Mandatory occurrence reporting

The Building Safety Regulator will establish a system of mandatory occurrence reporting for duty holders. In the occupation phase, it will be a statutory function of the Building Safety Manager to set up a framework to report occurrences. The Building Safety Regulator will be made a prescribed person under the Public Interest Disclosure Act 1998. This will afford workers protection from detrimental treatment or victimisation from their employer when making disclosures in the public interest; more commonly known as whistleblowing protection. The Duty holder and Accountable Person will also be encouraged to report structural and fire safety occurrences, which are not classified as mandatory occurrences under this new reporting regime, to a voluntary reporting scheme.

As a member of the Early Adopters group, and in support of our pledge to make our buildings safe to live in, work in and visit, we have looked at this task and recommend that the Council goes further than the Hackitt recommendations and introduce a system of building safety occurrence reporting for all of our buildings, regardless of their use.

Attached, at Appendix 1, is a copy of a draft on-line reporting form that will inform the Council about any serious safety related incidents and concerns and is intended to be used by the managers of Council-owned buildings. However, its use is not restricted to managers alone and residents and occupants of our buildings can also use this form, particularly where attempts to raise concerns with a building manager has not resulted in a satisfactory outcome.

The type and nature of the building and the safety concern reported will dictate who will investigate the matter. However, the system we are proposing to introduce will, eventually, be used to report safety concerns to the Building Safety Regulator for those buildings that will come under the regulator's control.

The Council expects that the reporting of safety concerns by those responsible for managing our buildings becomes a culture to be embraced and not to be stigmatised by fear of reprisal or retribution. As such, reporters of serious safety concerns should feel safe in the knowledge that they will not be treated unfairly by making such reports. Conversely, as Hackitt recommends, not reporting serious safety concerns, when these are known, by those responsible for managing buildings, will be treated as a breach of a manager's

duty and may result in sanctions being imposed for not reporting a serious safety concern to either the Council or, in the future, the regulator.

The government's expectation is that building safety occurrence reports will be made available to the residents and occupants of our buildings.

#### 9.11 Building refurbishment

Before a building in scope undergoes any defined refurbishment, the Building Safety Manager will need to engage with residents on their proposals and update the safety case on any changes that might affect the fire and/or structural safety of the building. If the refurbishment is subject to the building regulations and being commissioned or undertaken by the Accountable Person or the Building Safety Manager, then the Building Safety Manager or the Accountable Person will be required to submit an application for the building work to the Building Safety Regulator. Work cannot start before Building Safety Regulator approval. Depending on the scale of the refurbishment, the Building Safety Regulator will have the power to request any other relevant information. Residents proposing a refurbishment to their own property will be required to notify the Building Safety Manager. If required, the Building Safety Manager will need to update the safety case and confirm to the resident whether or not the refurbishment can be undertaken (having regard to the safety case). If the changes might affect the fire or structural safety of the building, or are subject to building regulations, the resident, or contractor undertaking the refurbishment on behalf of the resident, will be required to notify the Building Safety Regulator prior to, and on completion of the work. Any application for, or notification of, building work must be accompanied by an updated safety case (or part, or parts thereof) or a declaration from the Building Safety Manager that the proposed work has no foreseeable impact on fire and/or structural risk.

#### 9.12 Resident engagement

The Building Safety Manager will be required to produce and implement a Resident Engagement Strategy, setting out how they will inform and engage residents and involve them in decision making. This will be reviewed alongside the safety case by the Building Safety Regulator to ensure that it is robust, and the Building Safety Manager will be held to account for poor performance. Residents will have a transparent process to complain to their Building Safety Manager about fire or structural safety issues.

#### 9.13 Residents' responsibilities

The Government will introduce a new statutory duty requiring residents to cooperate with the Building Safety Manager in the fulfilment of their functions. This general duty to cooperate will be supported by a set of specific duties, which will mean that residents have legal responsibilities to avoid actions that could pose a risk to the fire and structural safety of the building. The Building Safety Manager will have a route to enforce resident responsibilities that balances individual residents' rights with the need for effective, timely

enforcement where there is a risk to the safety of other residents. The Building Safety Manager will have the ability to enforce the statutory duty through the courts.

#### 9.14 Industry Safety Steering Group

The Industry Safety Steering Group (ISSG) was formed in September 2018 to report on the progress of the construction industry in delivering culture change and to challenge, and hold industry to account, on behalf of the Secretary of State for the Ministry of Housing, Communities and Local Government. It is chaired by Dame Judith Hackitt.

Their second report provides an update on the work of the ISSG from July 2019 to June 2020. During this time the group have heard from 40 organisations and have explored the following issues and themes:

- Building Ownership and Building Management
- Competence
- Building Control
- Mortgage Lending
- Professional Indemnity Insurance
- Commissioning and Procurement
- Standard Forms of Contracts
- Culture Change and Collaboration

The report highlights many areas of good practice but finds that there is a need for further change and progress by industry now, ahead of the legislation.

The government has welcomed the ISSG's report, in particular the progress it demonstrates in some parts of industry to deliver culture change. The government also recognises that more work needs to be done and that the ISSG has a continuing and vital role in ensuring that change is made to support better building safety.

Below is the Foreword from the report by Dame Judith Hackitt along with a link to the full report:

*As Chair of the Industry Safety Steering Group I am pleased to present our second annual report. Over the last year our work has continued to encourage the whole industry to make progress with change ahead of legislation and we have also extended our work to look at how other associated sectors such as insurance, finance and contractual arrangements impact upon the behaviours of the sector.*

*I want to thank all of the members of ISSG for their ongoing commitment to this challenging work. Our bi-monthly meetings are always very well attended, every single member makes a significant contribution to the debate and to challenging those who we invite to attend our meetings and when they have been asked to commit more time to the work of the group they have all done*

*so willingly because they care about delivering the outcome we were tasked with – driving culture change and identifying ways to overcome blockages to progress in delivering safer buildings.*

*In the last year it has become clear that some parts of the industry are making real progress but it has been equally frustrating for me and my colleagues on ISSG to keep hearing that others are waiting to see what the new regulatory regime looks like before they take action.*

*Given the clear evidence that continues to emerge of concerns about high rise building safety which go beyond ACM cladding, we believe that there is a moral obligation on the industry to step up to a different approach. In the last few months my thoughts have often turned to those who are locked down in buildings where they know there is rectification work that needs to be done and my heart has gone out to them. We are determined to continue our work to deliver change.*

*Such is the commitment of the members of the ISSG that this year they have taken the decision to continue to meet beyond the originally envisaged two year time frame and to push even harder to drive change. The group will continue to operate until such time as we feel we can hand over our role to the new Building Safety Regulator. In my capacity as Chair of the Transition Board to establish the new regulator I am able to ensure that our work is fed into the new regulator and I am pleased that the Director of Building Safety and Construction of the new regulator has joined the ISSG so that we can share our knowledge and intelligence of the industry.*

*In the next year one important task which we will undertake is to look for ways to recognise and accredit those who are leading the industry in the right direction. We believe that consumers deserve to know who they can trust and those who are showing the right commitment should be recognised.*

*We all acknowledge that the coming year is going to be challenging for our economy as a whole and that will include the built environment. There remains a pressing need for new homes and for dwellings that are compatible with achieving Net Zero but there can be no question of trade-offs – ensuring that residents feel safe and are safe in their homes remains constant.*

*Dame Judith Hackitt DBE FREng 20 July 2020*

The full report can be found at the link below:

<https://www.gov.uk/government/publications/building-safety-industry-safety-steering-group-second-report-on-culture-change-in-the-construction-sector>

#### 9.15 Enforcement and sanctions

The Building Safety Regulator will have a range of tools available, applicable to any duty holder or Accountable Person, including reviewing the Building Registration Certificate, which could ultimately lead to revocation and, where

appropriate, the ability to prosecute the duty holder and/or the Accountable Person as appropriate, potentially leading to an unlimited fine. The new regulatory regime will sit alongside the enforcement powers local authorities have under this legislation. The Accountable Person may be the responsible person under the Fire Safety Order, but it will be on the relevant duty holder to demonstrate that their actions have met both the requirements of the new regime and the existing Fire Safety Order requirements. Where a building is mixed-used, the Government will introduce duties of cooperation between the responsible person(s) under the Fire Safety Order and the Accountable Person(s) under the new regime in order to ensure that the building as a whole is effectively managed.

#### 9.16 Roles and responsibilities in Manchester

There are differing views on the identity of the Accountable Person but it can be a corporate entity rather than an individual.

It is recommended, therefore, that for Council-owned High Rise Residential Buildings the Accountable Person is the Council of the City of Manchester.

The Council owns 36 high rise buildings which are currently in scope.

20 are managed by Northwards Housing  
 4 are managed by Avro Hollows Tenant Management Organisation  
 7 are managed by Renaissance Miles Platting Limited (Jigsaw Homes is the housing management contractor)  
 4 are managed by Solutions 4 Brunswick (Onward Homes are the housing management contractor)  
 1 is managed by Corporate Estates

Each building will require a Building Safety Manager

Officers are working closely with Northwards Housing and the PFI contractors to determine how many buildings one Building Safety Manager could manage effectively.

In some cases, local authorities and other high rise building owners are considering employing Building Safety Managers directly. In others, the owners are intending to employ consultants who will be able to access a range of support from specialists within their organisations (such as fire engineers) and who will carry professional liability insurance.

#### 9.17 New versus existing buildings

Once the Bill is enacted the regulations will come into force immediately for buildings under construction. In fact, as referred to above, Dame Judith Hackitt is expecting the construction industry to adopt her recommendations voluntarily before the Bill becomes law.



There is an acknowledgment, by the government, however, that the new regime cannot be imposed on all existing High Rise Residential Building owners immediately and that there will have to be a phased implementation for these buildings. To date there are no details, however, on how long this phase might last.

## **10.0 Contributing to the Manchester Strategy**

### (a) A thriving and sustainable city

The delivery of providing safe accommodation could provide the opportunity for an increase in employment across the various schemes.

### (b) A highly skilled city

The provision of safe accommodation will encourage young people and graduates, to be attracted to apprenticeships and work placements

### (c) A progressive and equitable city

The planning process of the schemes will encourage residents to get involved and influence decision making for providing safe accommodation.

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

The right mix of quality safe accommodation is needed to support growth and ensure that our growing population can live and work in the city and enjoy a good quality of life.

### (e) A connected city

Implementation of safe accommodation across the City. The work will reinforce the City's role as the centre of providing safe accommodation.

## **11.0 Key Policies and Considerations**

### (a) Equal Opportunities

Adopting the recommendations made following the Grenfell fire should ensure that all residents in relevant buildings are as safe as possible.

### (b) Risk Management

Implementing the recommendations made following the Grenfell fire is intended to manage the risks in High Rise Residential Buildings.

The City Council's Short Term Financial Strategy includes an assessment of budget risk for implementing fire safety measures.

### (c) Legal Considerations

As this work develops we may need to work with legal colleagues to ensure that contractors can gain access to undertake any necessary inspections and fire safety works that may be required.

**Manchester City Council  
Report for Resolution**

**Report to:** Neighbourhoods and Environment Scrutiny Committee - 2 September 2020  
Executive - 9 September 2020

**Subject:** Private Rented Sector Strategy 2020-2025

**Report of:** Strategic Director Growth and Development

### Summary

This report provides an overview of the new Private Rented Sector Strategy 2020-25 and action plan attached as appendix 1 & 2.

### Recommendation

The Executive is asked to approve the Private Rented Sector Strategy 2020-25 and delivery plan.

### Wards Affected:

All wards.

<b>Supporting the Manchester Strategy</b>	<b>Summary of the contribution to the strategy</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	An efficient and well functioning housing market is essential for the economic wellbeing of the City and delivery of the Greater Manchester Strategy.  If Manchester is to meet the needs of the forecast population and employment projections there is an urgent requirement to increase the supply of good quality housing of all tenures, including a good quality PRS.
A highly skilled city: world class and home grown talent sustaining the city's economic success	The delivery of the housing opportunities will have major economic benefits for the City creating jobs across the supply chain and the development cycle, providing a positive impact on the performance of the local economy and the availability of local employment.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Good quality housing of all tenures supporting successful neighbourhoods have helped to develop a sense of self-esteem and mutual respect amongst communities

A liveable and low carbon city: a destination of choice to live, visit, work	Good quality homes including those that are energy efficient are very important to the City and residents, this strategy will closely align to the Councils zero carbon strategy.
A connected city: world class infrastructure and connectivity to drive growth	n/a

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

### **Financial Consequences – Revenue**

There are no direct financial implications

### **Financial Consequences – Capital**

None

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

- Market Rental Strategy 2015 - 2020
- Residential Growth Prospectus - 2016
- Manchester Housing Strategy 2016-21
- Manchester Affordability Strategy 2018
- Selective Licensing update report March 2020

## **1.0 Introduction**

- 1.1 The Private Rented Sector (PRS) Strategy 2020-25 attached to this report as appendix 1 sets out how the council along with its partners will support the improvement of housing standards within the sector over the next 5 years (2020-25).
- 1.2 The main focus of the strategy is to improve housing and management standards at the lower end of the private rented sector market and ensuring fire safety issues are addressed in all relevant buildings. Assisting landlords and residents to meet their individual responsibilities by providing advice and information will support both of these objectives.

## **2.0 Background**

- 2.1 The PRS across the UK continues to grow in size and importance. It provides 4.7 million households with a home including 1.7 million families - 3 times as many as a decade ago.
- 2.2 In Manchester the sector's growth has continued at pace, with it now overtaking owner occupation as the largest sector (38%) in the city, expanding outside of the city centre and student markets.

## **3.0 Developing the strategy**

- 3.1 Public consultation was carried out late last year to understand what the PRS means to residents and stakeholders and what is important to them. To inform the new strategy, meetings and workshops were also organised to engage directly with key stakeholders:
  - Member consultation
  - Northwards Housing
  - North, Central and South Place Group meetings
  - Manchester Housing Providers' Partnership
  - Northern Housing Consortium
  - Four drop-in events and online consultation for Tenants, Landlords and Representative Bodies
- 3.2 Common themes emerged out of the conversations and consultation and these themes have forged the main objectives of the strategy.
  - Information for Health colleagues
  - Issues with poor property condition
  - Concerns about lack of security of tenure and choice
  - Training and support needed for tenants and landlords
  - Improved communications with the sector
  - Mixed tenures and RP intervention
  - Concentrations of temporary accommodation.

#### **4.0 Private Rented Sector Strategy 2020-25 - Vision**

- 4.1 The vision for the strategy was developed using the feedback from residents and discussions with members:

*“Manchester’s Private Rented Sector will provide a high quality, low carbon, affordable and sustainable offer so that Manchester’s residents have a good choice of quality homes in clean, safe and vibrant neighbourhoods.”*

#### **Strategy Themes and Objectives**

- 4.2 There were three clear themes that emerged from the consultation and these have formed the strategic objectives within the strategy and underpin the interventions and actions within the strategy delivery plan

#### **Theme 1: Improve Property and Management Standards**

- 4.3 Target and focus intervention and proactive enforcement on the very worst properties, landlords and agents and improvement of neighbourhoods

#### **Theme 2: Increase Opportunities within the Sector for Low Income Households**

- 4.4 Narrow the quality gap between the lower end and that of the middle and higher end of the market so that people on lower incomes have greater access and more choice.

#### **Theme 3: Greater Communication Across the Sector**

- 4.5 Raising awareness of landlord, agent and tenant responsibilities; sharing good practice and an enhanced role for the relevant professional bodies will help ensure standards continue to be met at all levels of the market.

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

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

One of the key aims of the Strategy is to improve the quality and choice of the PRS market to benefit and support those who contribute to Manchester’s economic success.

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

Via the delivery plan one of the aims is to work more closely with teams around the neighbourhoods, this will include improving homes so people can thrive and become more skilled.

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

Previously there has been limited data available to accurately quantify the impact of interventions in the private rented sector, either economically, socially or on health and wellbeing.

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

The strategy supports the delivery of increasing low carbon homes within the sector to meet the Council's ambitious 2038 zero carbon target.

**(e) A connected city**

None

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

We will attempt to develop a number of key performance indicators to measure the success of our interventions within the strategy. These will include reductions in crime, improvements in health, reductions in fuel bills and improved resident satisfaction.

**(b) Risk Management**

Not at this stage but a risk assessment will be carried out alongside the delivery of the strategy action plan.

**(c) Legal Considerations**

None.



## Private Rented Sector Strategy 2020-25

### *Insert Foreword (Cllr Richards)*

#### Coronavirus Pandemic

During the Covid-19 crisis the Government intervened in our lives in unprecedented ways from March 2020 onwards. Lockdown restrictions put in place from the 23<sup>rd</sup> March effectively put a freeze on the housing market, halting transactions in both the sales and lettings market and slowing construction activity. Legislation was hastily put in place to prevent evictions, initially for three months, then extended to five months, and landlords were allowed mortgage holidays to help their cash flow.

Following an initial pause, most developments across the city returned to site after the Easter weekend as contractors began to adopt new practices to work more safely in line with social distancing guidelines and as the more stringent restrictions began to be lifted from May onwards, sales and lettings market activity increased. By the end of Summer the courts are due to begin to consider rent arrears cases once more.

At the time of writing it is unclear how the private rented sector will respond but there is a genuine concern that landlords will immediately seek to evict tenants in arrears leading to a serious spike in homelessness.

As referenced later, the short-term lettings market adapted rapidly to the changing demand (i.e no visitors) with many landlords switching properties back into traditional private lets.

As this strategy is being drafted the Council does not know how long this pandemic will continue and whether it will return. What it does know, however, is that a disproportionate amount of people living in poorer quality housing have been directly affected by this virus. It has also disproportionately affected specific groups, particularly those from Black, Asian and Minority Ethnic (BAME) communities, many of whom live in extended families in, often, overcrowded housing. This strategy must do everything it can to improve the quality of accommodation and the life chances for those communities who have suffered most.

#### Private Rented Sector - Vision

*“Manchester’s Private Rented Sector will provide a high quality, low carbon, affordable and sustainable offer so that Manchester’s residents have a good choice of quality homes in clean, safe and vibrant neighbourhoods.”*

#### Introduction

This Private Rented Sector (PRS) Strategy sets out how the council, along with its partners, will support the improvement of housing standards within the sector over the next 5 years (2020-25). The main focus of this strategy is improving housing and

management standards at the lower end of the market, and assisting landlords and residents to meet their individual responsibilities by providing advice and information.

Over the last 5 years the approach and delivery of the previous Market Rental Strategy has been, in part, successful. A report on progress was presented to the Council's Neighbourhoods and Environment Scrutiny Committee in March 2020 and can be found here:

<https://democracy.manchester.gov.uk/documents/s16166/PRS%20Strategy%202020-25.pdf>

However, the continuation of welfare reform, and the issues around housing supply, affordability, homelessness and no fault evictions has seen a further polarisation of the sector. This has led to a review of the strategy to make sure the Council can effectively refocus its priorities to meet the challenges affecting the sector, specifically at the lower end of the market.

This strategy will sit alongside the Housing Strategy and Residential Growth Plan which sets out the wider overarching strategic objectives for housing and growth across the city.

### **Wider Strategic Context**

The 'Our Manchester' strategy has established a series of high level aims to secure the 2025 vision for the city, in particular the need to build well designed, energy efficient, sustainable and affordable homes to rent and buy. Creating more homes to meet the needs of a growing population and economy is a significant priority.

The Residential Growth Strategy (2015-2025) sets out the city's approach to providing the right mix of housing for all residents. One of the six key principles set out in the Residential Growth Strategy is "developing a quality private rented sector" and the Market Rental Strategy (2015) set out how the Council would meet this commitment.

The key strands of this strategy were:

1. Promote greater self-regulation of the sector.
2. Target and focus intervention and proactive enforcement on the very worst properties, landlords, agents and neighbourhoods.
3. Enhance the role of partners.

### **Background**

There has been a significant growth in the number of homes in the private rented sector in Manchester over the past two decades, growing from 18.8% of total stock in 2001 (c.25,000 homes) to 38% of total stock today (c.88,000 homes). This growth has been concentrated in areas of highest population growth and new job creation - principally the city centre and inner city areas.

The city has undergone a period of significant post-industrial economic restructuring, with the emergence of a new and diversified employment market in a number of important sectors across the city including digital, tech and media. This has resulted in c.100,000 new jobs created across the city between 2011 and 2019, attracting new residents and fuelling rapid population growth<sup>1</sup>.

Between 2001 and 2011, Manchester was the fastest growing city and third fastest growing Local Authority in the UK and recent evidence shows no signs of this pace of growth slowing. According to the latest in-house population estimates, there are currently c.586,000 people living in Manchester - including over 65,000 in the city centre - a 15.8% increase on 2011<sup>2</sup>.

The majority of the growth in the city centre is attributable to new graduates and young professionals coming into the city to access jobs and housing in close proximity across the central area. In response to this, newer Build to Rent products have emerged which have helped to professionalise the lettings market with higher management credentials, additional amenities and a greater sense of community (and a lower risk of rogue / absentee landlords).

This growth in new supply of higher quality products for rent combined with a sustained period of demand has driven average rents in the city centre to c.£1,000 pcm (2bed). Whilst this is higher than the city average (£730), options for sharers mean that the city centre market remains an attractive and affordable rental option for many residents and this is reflected in the proportion of households of 2+ people in the city centre which currently stands at over 70%.

Outside the city centre, the private rented sector has grown fastest in areas which have seen the highest levels of inward migration, such as Crumpsall (45.8% of stock) and Longsight (34.2% of stock). A recent study by The Migration Observatory found that three in four (76%) migrants who have moved to the UK in the last 5 years find accommodation in the private rented sector<sup>3</sup>. Recent migrants rely on the private rented sector because of its relative flexibility and ease of access. In Manchester this is almost certainly the case with the evidence suggesting many new migrants find rented accommodation through well established cultural and community connections.

Unlike the growth in the city centre however, many of these new residents are on lower incomes and as such, the private rented sector in these areas - principally North and East Manchester - remains concentrated in poorer quality existing stock and is pitched at lower price points. Properties in this part of the market are characterised by disparate ownerships, varied management and issues linked to property condition and criminality. They are owned either by absentee landlords or landlords who simply fail to respond when tenants report problems.

This polarisation of the private rented sector has led to the emergence of a series of submarkets across the city representing the full suite of price points, property types, location and quality. There is no accepted methodology to determine different types

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<sup>1</sup> Greater Manchester Forecasting Model (GMFM) 2019

<sup>2</sup> Manchester City Council Forecasting Model (MCCFM) W2018

<sup>3</sup> The Migration Observatory, "Migrants and Housing in the UK: Experiences and Impacts" (October 2019)

of PRS accommodation operating within the market. However, broadly speaking there are roughly 6 PRS submarkets operating at present in Manchester (see Appendix 1).

This strategy does not focus on the middle and premium end of the lettings market which will need to continue to be monitored separately. Similarly, the homelessness agenda is covered by a separate strategy. However, there are clear strategic links and actions that this strategy will directly contribute towards with regards to providing affordable housing to prevent homelessness and provide good quality move on accommodation.

This refreshed strategy will, therefore, focus on the areas that are most challenging, targeting resources to improve housing outcomes for some of our most vulnerable residents (the submarkets outlined in red in Appendix 1). It will also consider how best to respond to the emerging short-term lettings sector and, crucially, sets out our approach to developing a zero carbon strategy and a fire safety strategy within the private rented sector.

### **Market Context**

Manchester's combination of relatively low property prices and strong rental growth presents a very attractive opportunity for prospective buy-to-let investors. Recent research by MCC found that landlords in North and East Manchester, in particular, could achieve yields upwards of 10% - which is amongst the highest in the country. This has also meant that, unlike parts of the country with very high property prices such as in central London, landlords in Manchester were not put off by the 3% Stamp Duty Land Tax (SDLT) surcharge on second home purchases introduced in April 2016. This coupled with the low value of sterling, high levels of demand and driven by unprecedented post-war levels of population growth, has continued to make Manchester amongst the most attractive cities in the UK for residential investors both at home and abroad.

There are no longer any areas of low demand in Manchester. Historically, Manchester's population growth has been absorbed through backfilling previously empty properties, however, sustained high demand has led to long term void rates remaining between 0.5% and 1% across all wards in the city.

As demand has continued to increase, landlords are no longer having to look to low income UC/HB claimants to fill properties and as a result the composition and make up of the sector has transformed to an overwhelmingly middle/high income in-work tenant base. As the number of working households living in the private rented sector has increased - c.43,000 in Manchester in 2011 (70% of PRS households) to c.81,000 in 2018 (93% of total PRS households) - the areas with high numbers of claimants has become concentrated in a minority of North and East Manchester wards. This step change is represented by the fact that fewer than 1 in 10 PRS households are currently out of work and fewer than 1 in 5 are claiming Housing Benefit or Universal Credit however there's still a large number of lower paid workers living within the sector.

Alongside this, limited availability has led to a period of sustained rental inflation in both high and low value neighbourhoods. As a result the number of wards with average rents at LHA levels has reduced and housing options for lower income residents has become more limited. Since the introduction of the Coalition Government's programme of welfare reforms, Manchester's LHA market has become increasingly concentrated in certain neighbourhoods. The impact of these changes is still being felt and whilst the announcement of the end to the freeze of the LHA rates was welcome, issues remain about the scale of the gap between market rents and the LHA rates linked to dysfunctional Broad Rental Market Areas<sup>4</sup> in Manchester which are out of sync with current housing market dynamics in Manchester and Greater Manchester.

### **Non-traditional online lettings portals and word of mouth**

Whilst the average rent in most Manchester wards is currently above the LHA rate, this does not mean that there isn't property affordable to claimant households. In 2019, 1.7% of properties advertised on the property website Zoopla across Manchester were under the local LHA rate and a further 2.3% were affordable to claimants able to "top-up" by up to £50pcm. In more affordable areas of the city this increases to between c.10% of properties available within the LHA rate and a further c.25% accessible to households able to "top-up".

Alongside Zoopla, there is an active lettings market which appears to transact through non-traditional portals and word of mouth. Recent research undertaken by the Council found that there were c.350 properties advertised for rent on non-traditional portals, however the majority of these (72%) were rooms (as opposed to full properties) in HMO-style accommodation. This even more lightly regulated lettings market mirrors a trend evident across the city, of landlords letting out properties on a per room basis to maximise rental income, in many cases in some of the smallest and poorest quality housing options in the city.

This, combined with a lack of recent new supply in areas where this market is most prevalent (Longsight and Cheetham) has led to an increasingly intensive use of property, particularly in lower end PRS stock. An increase in single person claimant households and larger / multi-generational claimant households has led to average household size of LHA claimant households increasing from 2.27 in 2012 to 2.75 in 2018 (compared to an increase from 2.34 to 2.45 in the mainstream market over the same period).

Where products in this market are comparable to mainstream portals, the evidence suggests that properties let through non-traditional portals / word of mouth don't provide a significantly cheaper alternative and in many cases, adverts were found to specify that tenants must not be in receipt of housing benefit. In addition, whilst these portals can provide a low cost model to landlords and agents, there are concerns around property condition and quality of management due to the unregulated nature

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<sup>4</sup> The pace of change in the lettings market in Manchester has led to the BRMA framework in Manchester bearing little resemblance current housing market dynamics. For example, the Central GM BRMA covers the neighbourhoods where rents range from £350pcm to over £2,500pcm (2beds) and in Wythenshawe (which is covered by the Southern BRMA) where LHA levels are dictated by rents in Trafford and Stockport

of the market. Despite this, it is clear that this market remains popular and continues to provide housing options for some residents.

### **Existing and Emerging Challenges**

As we have seen over recent times the sector is constantly developing and this strategy has been written with this in mind. As the sector develops, the strategy and associated work streams will have to adapt to provide an evidence base to support decision makers tasked with increasing the supply of good quality affordable homes in clean and safe neighbourhoods.

### **Homelessness and Temporary Accommodation**

Across Manchester an increasing number of individuals and families are becoming homeless and are at greater risk of homelessness. The main reason for statutory homelessness is the no fault loss of a private rented sector tenancy through the issue of a Section 21 notice, which has become the leading cause ahead of loss of lodgings, relationship breakdown and domestic abuse. Government welfare changes, which include capping personal benefits and limiting the amount payable in rent via the LHA, have had a major impact in contributing to the loss of tenancies. However, the buoyant housing market in the city is also a significant factor as landlords replace those who can't by those who can afford to pay the increase in rents.

Evicted tenants, who present as Homeless are often initially placed in emergency temporary accommodation (residential hotels). This accommodation is inappropriate for households and as such families with children, should only be placed in hotels for a maximum of 42 days, although for single people no such cap exists. The Council and the Greater Manchester Combined Authority (GMCA) are striving to improve the quality of such accommodation across the city region, and have made some progress in recent years, however there is still work to do. A number of specialist landlords acting at this level are responsible for Houses of Multiple Occupation (HMOs). Others provide accommodation on a larger scale - sometimes on a room by room basis. These suppliers consist of an assortment of hotels, hostels, and other multi-let operations.

The resident profile is mixed, with families who have lost their PRS property through no fault of their own, other than the landlord requiring possession of the property, showing limited support needs, to single people often suffering from multiple complex needs including poor health, financial and social exclusion. Tenants can have poor housing histories, including exclusion from social housing registers as well as having a history of criminal convictions, including acquisitive crime, drug related offences, violence and sexual offences. Many residents seek the use of hostel and hotel B&B accommodation following discharge from prison or having been asked to leave supported accommodation. There is evidence that demand for this type of Unsupported Temporary Accommodation (UTA), is increasing in the City and across Greater Manchester (GM). (NB - UTAs are not part of the Council's Homelessness offer).

Changes to welfare and benefit caps, including the change in age requirements for shared accommodation rates for housing allowance, is likely to force many single

people to live in shared accommodation in the future. For this reason the shared PRS is likely to come under immense pressure. The situation is particularly difficult for single people under the age of 35. Government rules mean they are only awarded enough housing benefit to cover the cost of a single room in accommodation with shared facilities. To make matters worse, many young people find that this kind of accommodation isn't easily accessible – leaving them with a stark choice between homelessness and paying for rent shortfalls out of some of the lowest incomes in the city.

### **Short Term Lets**

Over the last ten years there has been a huge growth in online platforms which facilitate the short-term letting of rooms or whole domestic properties as an alternative form of visitor accommodation. As demand has grown, the market-place has developed and professionalised, evolving alongside residents renting out spare rooms towards a more professional entire property model, increasingly dominated by landlords.

Short-term lets are available across a variety of platforms (e.g. Homes Away, Booking.com etc), although Airbnb is by far the largest actor – estimated to be over 75% of the short-term lettings market in Manchester. Prior to the Covid-19 pandemic, Manchester had experienced a period of exceptionally rapid growth with well over 3,000 active Airbnb listings in the city (of which c.50% are for entire properties), comparable to other similar UK cities but much smaller than major European tourist destinations.

There are a wide range of different typologies of short-term lets operating in Manchester covering the full range of quality and management standards and carrying different levels of risk from a local authority perspective. At the lowest end of the risk spectrum is a large proportion of the city centre market (predominantly in and around the Northern Quarter) which makes up c.50% of total Airbnbs and is of high quality and generally well managed. Whilst there are some issues linked to antisocial behaviour, noise complaints and waste disposal there is evidence that, in some instances, professional management is beginning to remedy these problems.

Outside of the city centre however, whilst the total numbers of properties are smaller, and principally concentrated in relatively small pockets of Central, East and South Manchester, the issues faced are much more acute and the market is dogged by instances of poor property condition and / or unprofessional management. There is also evidence of a small but significant “HMO model” short-term lets market focused in Moss Side and Rusholme where multiple guests separately rent individual rooms within a property despite clear issues with safety, quality and management in some instances.

This portion of the short-term lettings market has generated a growing number of problems for residents nearby linked to poor waste management practices, noise and anti-social behaviour as well as, in some instances, criminal activity which has damaged the reputation of the city. These issues are exacerbated by the fact that in many cases entire home short-term lettings are taking family homes out of the mainstream market. In order to avoid the loss of any more family housing, MCC is

seeking legal advice to identify whether it can avoid properties built on Council-owned land being used as short term lets. An example of where this has worked well and had a real impact ensuring family homes are actually let to families can be found in Brunswick; where, to achieve this objective, clauses and restrictive covenants are included within the lease and freehold transfer, that provide for strict and controlled lettings within the neighbourhood.

## **Fire Safety**

Following the Grenfell Tower disaster in June 2017, the government asked the former Chair of the Health and Safety Executive, Dame Judith Hackitt, to undertake a review of building regulations and fire safety. This review specifically relates to High Rise Buildings. The Council has worked alongside Greater Manchester Fire and Rescue Service to identify the relevant buildings in Manchester (over 200). The Council is working with owners and managing agents to identify the type of cladding and other features, such as balconies, on each building. The Council is also working with residents in some of those buildings to put pressure on the owners to carry out work to ensure their homes are safe whilst, at the same time, lobbying the government to make sure that individual leaseholders do not have to pay huge service charge bills.

The Council has been selected as an Early Adopter following the review and is working with government departments to test and develop new ways of working to ensure high rise building safety in the future. New legislation, in the form of a Fire Safety Bill and a Building Safety Bill, is being drafted and a new regulatory regime will be introduced which will formalise and professionalise high rise building safety management.

As an Early Adopter the Council is committed to implementing the recommendations made in the Hackitt review before legislation is introduced, doing everything within its powers to ensure that residents are safe in their homes. The Council's Building Control team, along with the Health and Safety Executive and Fire Risk assessors will play a key role in ensuring new, and existing, buildings are as safe as they can be for residents.

## **Health and Housing**

The interrelationship between poor quality housing and health conditions is well documented and in Manchester there is a clear correlation between areas with high levels of poor quality PRS properties and long term physical and mental health issues.

Property conditions such as excess cold, damp and mould, excess heat and lack of ventilation, and lack of space and overcrowding all contribute to a decline in health outcomes within the sector and increasing costs to the health sectors. This was one of the major themes that came out of the consultation and this strategy will identify interventions with health colleagues to improve health outcomes for residents within the sector. This will include:

- Joint-working within and across Local Authorities in Greater Manchester, and with local health and social care providers.



- Improving the information provided to Health and Social Care around property standards within the sector and how and where to report issues
- Supporting landlords to make homes more energy efficient and explore working with RPs to assist with retrofitting homes.

## **Zero Carbon**

Greater Manchester has declared a target of a carbon-neutral city region by 2038, and is taking action to tackle the residential component of carbon emissions. Expert support is needed to develop a method to model the need and opportunity for domestic retrofit in Greater Manchester and, through this, support the development of business cases to unlock investment opportunities and implement cost-effective pathways to retrofit existing homes. However this will be expensive and the council will need to identify investment and funding opportunities to meet these challenging targets and to be able to support landlords.

Discussions are underway with the Red Coop and Carbon Coop regarding methods for reducing fuel poverty and domestic carbon emissions. Funding opportunities are being explored for pilot projects including a potential loan product for domestic retrofit of private rented sector homes. The aim would be to create warm, energy efficient, healthy homes and to share knowledge from the pilots.

## **Developing the Strategy**

Along with identifying existing and emerging challenges within the sector, to assist with the development of the strategy, stakeholder engagement has been undertaken to understand the issues facing residents, landlords and other key stakeholders.

### **Stakeholder Engagement**

Detailed consultation was undertaken with Registered Providers, Neighbourhood place based groups (made up of local neighbourhood services and includes health and social care, GMP, the fire service and representatives from various council services), Greater Manchester Combined Authority and the Northern Housing Consortium. Alongside this, four drop-in events and an online consultation for tenants, landlords and representative bodies was also carried out.

Rent levels and property conditions were consistently raised as the most important issues for tenants. Indeed, high rents were three times more likely than any other issue to be listed as one of the things respondents don't like about the sector and 68% reported experiencing at least one problem with their private rented sector property over the last 6 months (with fewer than half saying the issue was fixed satisfactorily). The other main issue raised by tenants was the insecurity of the tenure (linked to Section 21 evictions) and more than a quarter of respondents said they had been subject to the threat of unlawful eviction.

Feedback was received from landlords and managing agents representing over 10,000 properties across Manchester. The most important issue to landlords was ensuring the ability of tenants to pay their rent. A number of landlords highlighted concerns around letting to tenants in receipt of housing benefit or Universal Credit,

due to delays in tenants receiving benefits, increasing the likelihood of defaulting on their rent. In contrast to the tenants' responses, all landlords responded saying that any problems or issues raised with their properties over the last 6 months had been resolved satisfactorily.

Other issues raised during the consultation included:

1. The need for more, open dialogue with health colleagues about property condition and health issues
2. A request for training and support for both tenants and landlords
3. A desire for improved communication between the Council and landlords and agents
4. Concern about the concentrations of temporary accommodation for homeless families
5. The potential for Registered Providers to take a more active role in neighbourhoods through ownership or management

Full analysis can be found on the city council's website: [access the download directly here](#)

In response to the consultation we have developed a number of strategic themes and objectives and a clear set of actions described in Appendix 2.

## **Strategic Themes & Objectives**

### **Objective 1: Improve Property and Management Standards**

*“Target and focus intervention and proactive enforcement on the very worst properties, landlords and agents and improvement of neighbourhoods”*

The improvement of property condition and management standards across the private rented sector has been a key area of focus over the past 5 years with progress made on a number of fronts through both MCC interventions, work with Registered Provider partners and private initiatives. Continuing these approaches will remain a factor within this strategy as well as new initiatives.

#### Selective Licensing

Selective licensing is intended to respond to problems of poor property condition, management, crime and anti-social behaviour (ASB) within a defined geographical area. All privately rented properties within a designated area require a licence with some exemptions, for example, property rented to family members.

Manchester currently has four Selective Licensing areas, encompassing approximately 2,000 private rented properties. Further areas will be identified and consulted upon for future designation within a rolling programme.

#### Build to Rent Family Housing

Build to Rent is predominantly a city centre apartment product, however over the past 5 years the sector has expanded across the rest of the city including a lower density family housing product. The Council entered into a joint venture with the Greater Manchester Pension Fund (GMPF) to build 120 new homes for rent in Chorlton, Wythenshawe and Gorton under the Matrix Homes brand. Alongside this, Sigma Capital Group and Countryside Properties developed a 59 home scheme in Charlestown under the DifRent PRS brand.

The continued growth of this well managed lettings product, targeting families, is key to enabling access to good quality accommodation that meets the aspirations of Manchester residents on a range of incomes.

#### Registered Provider-led market rent schemes

The Manchester Housing Providers Partnership (MHPP) Growth and Affordable Homes workstream coordinates developments with the Council to deliver its target of a minimum of 6400 affordable homes by 2025.

In 2018-19, One Manchester completed c.170 new homes across two sites at Leaf Street and Royce Road in Hulme and, more recently, Your Housing Group's development at Amberley Drive includes an element of market rent alongside homes for Shared Ownership. These new developments are increasing the provision of well managed private rented sector homes in Manchester.

Alongside these new build developments, One Manchester have also announced the planned acquisition and refurbishment of around 300 existing properties in North and East Manchester which would have otherwise likely transferred into the sector - almost certainly towards the lower end of the PRS.

#### Short Term Lets

The Council expects good quality management of short-term lets and to encourage this within the sector we are working with the Short Term Accommodation Association (STAA) to develop a Considerate Short Term Letting Charter which defines parameters and sets out best practice for property owners, managing agents and hosts engaging in this activity, emphasising the shared responsibility of them and their guests.

#### Interim Management Orders (IMOs) and Empty Dwelling Management Orders (EDMO)

Empty dwelling management orders (EDMOs) are a legal device which enable local authorities to put an unoccupied property back into use as housing. There are a number of occasions where management orders may be necessary: as a sanction in Selective Licensing areas and to deal with long term empty properties. Funding for this scheme will need to be identified and a proposal developed.

#### Rent Repayment Orders (RRO)

RROs require repayment of rent, or housing benefit, or the housing costs element of universal credit paid in respect of a tenancy or licence, by a landlord/agent who has committed a particular offence listed in the legislation. The Housing Compliance and Enforcement team will pursue such cases and if an RRO is granted, this can require the repayment of rent.

### Zero Carbon

The Council is currently working with the GMCA on a project modelling the characteristics of the current housing stock across Manchester and GM in order to identify the estimated cost of retrofitting properties to meet the Council's ambitions for Zero Carbon by 2038. It is anticipated that the final results of this work will become available from early 2021.

### Fire Safety

The Council has been selected as an Early Adopter following Dame Judith Hackitt's review of the construction industry (link to review below). The Council is committed to doing everything within its powers to ensure that residents are safe in their homes. The Council will ensure that managing agents and owners carry out relevant works to make their buildings safe and ensure that they undertake the new duties which will come into force following Dame Judith's report and the Grenfell Tower Inquiry recommendations.

<https://www.gov.uk/government/publications/independent-review-of-building-regulations-and-fire-safety-final-report>

## **Objective 2: Increase Opportunities within the Sector for Low Income Households**

*“Narrow the quality gap between the lower end and that of the middle and higher end of the market so that people on lower incomes have greater access and more choice”*

The success of Manchester's growth over the past twenty years has created a number of challenges for lower income households in Manchester linked to increasingly limited housing options. There are a number of key programmes of work currently underway which are looking at ways to improve access to high quality housing for residents across a range of incomes.

### Local Housing Company

The establishment of a Local Delivery Vehicle for the delivery of new homes in Manchester will be an intrinsic part of the City's economic recovery post Covid-19. It will be more important than ever for the Council to lead the recovery of the Manchester housing market and out of the recession.

A new vehicle will increase delivery capacity for new homes, at a time when major housebuilders may be reticent to bring forward large volumes of property for sale. Creating a long term stable investment proposition will provide confidence and

certainty for the wider Manchester market. The scalability and long term ambitions of the Council proposition will allow suppliers, and those in the supply chain, to make confident long term decisions to invest and innovate both in respect of social value outcomes and technology to support the low carbon objectives of the Council.

### Registered Providers

RPs are becoming the lead developers in many neighbourhoods for mixed-tenure housing including PRS. The Council are proactively working with RP partners to tackle some of the issues in the private rented sector across the city. Growth programmes by a number of RPs are developing new homes for a range of tenures across Manchester with the aim of bringing better quality properties into the affordable and private rented sector.

The purchase and refurbishment of empty properties within the private sector in partnership with RPs will continue. Where possible these homes will include a zero carbon refit and provide affordable housing options for first time buyers and people on lower incomes.

### GM Ethical Lettings Agency

Over the last 18 months, the GMCA has been developing initiatives towards improving the sector. A partnership of GM Housing Providers has set up the Ethical Lettings Agency to work with the GMCA to enable greater access to private rented sector properties and offer an alternative to landlords who do not want to let their properties through high street letting agents. The agency has secured funding to create a portfolio of 800 properties across GM over the next two years. Manchester will work with the agency to focus on solutions around homelessness prevention (for people threatened with homelessness) and move on accommodation for households moving out of temporary accommodation.

### **Objective 3: Improve Communication across the Sector**

*“Raising awareness of landlord, agent and tenant responsibilities; sharing good practice and an enhanced role for the relevant professional bodies will help ensure standards continue to be met at all levels of the market”*

The online consultation highlighted the importance of the Council’s website as a valuable resource for providing advice and information for both tenants and landlords. It is important that this is recognised along with ways to further improve communication within the sector at the national, regional and local level including the use of modern methods of communication to raise awareness of the rights and responsibilities of landlords, agents and tenants.

#### Social media takeover days

Social media takeover days will raise awareness and provide information about how the Council is developing and delivering solutions to meet the city’s wide ranging housing needs. The takeover days will include posts on Facebook and Twitter, with links to the housing advice pages of the Council’s website. This also enables residents to retweet and share so that the messages are disseminated further.

Messages can be focussed on a range of issues, such as the rights of those in private rented accommodation, action taken against non-compliant landlords and signposting tenants to other advice and support.

#### Considerate Short Term Letting Charter

We are working with the Short Term Accommodation Association (STAA) to develop a Considerate Short Term Letting Charter. This will define parameters and set out best practice for property owners, managing agents and hosts active within this market, emphasising the shared responsibility of them and their guests.

#### Improving Landlord and Tenant Interactions

The online consultation highlighted the feelings of many private sector tenants in Manchester that the balance of power weighed too heavily towards landlords. It is important therefore to work with partners to continue to provide information to residents on their rights and responsibilities and empower them to become more discerning tenants. Opening these lines of communication could provide a key source of insight into the lower end of the market.

Similarly, an appropriate framework to engage private sector landlords and encourage good practice could provide a vehicle through which to identify and grow the good quality parts of the sector - particularly outside the city centre. During the consultation process, landlords expressed support for the reintroduction of forums and the overwhelming majority were in favour of better training and provision of advice. A landlord "hub" will be created, in partnership with other stakeholders, to provide up to date advice and information for landlords and residents.

#### Greater Working with Health Colleagues

Work is underway to improve communication between the Council and Public Health colleagues to help identify where poor housing is having a significant impact on residents' health and ensure GPs and Health Visitors are aware of how to report concerns of poor property condition. The importance of this is highlighted by the outbreak of Covid-19 with initial evidence suggesting those living in overcrowded conditions (including HMOs and larger households - particularly BAME residents) are more adversely affected.

#### Greater Manchester Private Rented Sector Strategy

The Council is working closely with GMCA in the development of a GM-wide Private Rented Sector Strategy. The strategy will have significant emphasis on lobbying the Government for greater levels of resource and autonomy to improve the sector.

Issues currently under consideration include:

1. Greater influence over the welfare system.
2. Additional powers to intervene in issues of safety and security of our residents at risk from the effects of poor housing or rogue landlords and

3. An opportunity to pilot the Rugg Review proposal for 'property MOTs' for PRS properties.

Work with GM will also include identifying and attracting investment for zero carbon objectives.

### **Future Workstreams**

Against this background, an action plan has been developed in conjunction with key partners which sets out a series of workstreams aligned to the objectives set out above.

Underpinning this action plan will be a programme of work focused on continuing to utilise the Council's data resources to monitor key housing market and demographic indicators in order to understand how the private rented sector continues to evolve across the city. This will be used to inform evidence based policy making and ensure that the Council's resources to effectively intervene are maximised. Alongside this baseline monitoring, work is underway to monitor and respond to emerging national policy & legislation including new regulations around Assured Shorthold Tenancies and Section 21 notices and changes to welfare provision.

### **Governance and Reporting Structure**

The PRS Strategy will be delivered by a newly formed delivery group. The membership of the group will be made up of the Action Plan leads and will meet monthly, each lead will report on the progress of their specific actions.

The delivery group will report to the Strategic Housing Board which meets monthly.

### **Conclusions**

This strategy sets out the current challenges faced by tenants and landlords in the private rented sector - specifically at the lower end of the market - and begins to outline the Council's plans to work collaboratively with key partners and stakeholders to continue the progress made over the past 5 years and identify new areas of opportunity.

Large elements of the private rented sector self regulate and are delivering an attractive housing offer for residents. However where there are instances of poor practice the Council will continue to use its enforcement powers to ensure quality and management standards are upheld. Part of the role of the Council over the period of this strategy will be to promote and facilitate the growth of the good quality parts of the sector and, working with both public and private sector partners, create the right conditions to address the poor quality and resource intensive parts of the market.

The private rented sector will continue to play a major role in providing housing for a large proportion of Manchester residents and is only likely to grow as the city continues to attract new residents from home and abroad. The limited public sector resources will be appropriately targeted to improve the lower end of the market and to deal with any fire safety issues.





## Appendix 1 - Submarkets Within the Private Rented Sector in Manchester

Market Segment	Common Characteristics
Premium Market	<ul style="list-style-type: none"> <li>• Houses &amp; apartments in affluent areas</li> <li>• Asking rents £1,200 pcm for a 2 bed</li> <li>• Good quality &amp; professionally managed</li> <li>• Professionals (and potential owner occupiers) in the top 10% of highest earners</li> </ul>
Middle or Mainstream Market	<ul style="list-style-type: none"> <li>• Conurbation Core &amp; South Manchester</li> <li>• Asking rents £850 - £1,200 pcm for a 2bed</li> <li>• Good quality &amp; professionally managed</li> <li>• Professionals (and potential owner occupiers) with higher than average salaries</li> </ul>
Student Market	<ul style="list-style-type: none"> <li>• A range of products (apartments/HMOs/shared houses) covering a range of markets:</li> <li>• High Price International – Premium market (Conurbation Core)</li> <li>• Low Price International – Including families (Conurbation Core)</li> <li>• High Price Domestic – Central / South (higher rents)</li> <li>• Low Price Domestic – Limited Choice Sharing in Central / South</li> </ul>
Lower End – Professionally Managed	<ul style="list-style-type: none"> <li>• Concentrated in North &amp; East Manchester</li> <li>• Asking rents c.£600 pcm for a 2 bed</li> <li>• LHA claimants and sharers</li> <li>• Large scale professional landlords – engaged with the City Council</li> </ul>
Lower End – Unprofessionally Managed	<ul style="list-style-type: none"> <li>• Unregulated with absent landlords and possible criminality</li> <li>• Asking rents c.£600 pcm for a 2 bed</li> <li>• Little credible intelligence</li> <li>• Poor property conditions and management</li> <li>• Intensive use of property by vulnerable tenants</li> </ul>
Bottom End	<ul style="list-style-type: none"> <li>• Almost exclusively LHA claimants</li> <li>• Poorest quality and management</li> <li>• Temporary Accommodation, Bed and Breakfast hotels and other Homlessness temporary housing.</li> <li>• Various precarious housing options / borderline homeless</li> </ul>

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**PRIVATE RENTED SECTOR STRATEGY**  
**Delivery Plan 2020-25 (Revised Annually)**

<b>Theme 1 - Improve Property and Management Standards</b>						
<b>1. Target and focus intervention and proactive enforcement on the very worst properties, landlords &amp; agents and improvement of neighbourhoods</b>						
	<b>Objectives</b>	<b>Description</b>	<b>Time scales</b>	<b>Lead Officer</b>	<b>Key Actions</b>	<b>Measuring success</b>
1.1	<b>Designate further areas of Selective Licensing across the city (a rolling programme) to respond to problems of poor property management, crime and anti-social behaviour (ASB) within a defined geographical area.</b>	Evaluation of the success of Selective Licensing (SL) in four pilot areas of the City was shared at Scrutiny Committee (March 2020). The Committee expressed support for further targeted SL areas, in consultation with local councillors. Schemes of around 400 properties enable a focused and effective approach. Specific areas will be selected based on data analysis showing areas which are experiencing higher levels of poor property management, crime	May 21	<b>Breige Cobane</b>	<ul style="list-style-type: none"> <li>● PRI team to analyse data and identify areas which meet the criteria.</li> <li>● Produce ownership lists using Land Registry/ Council Tax data.</li> <li>● Carry out statutory consultation.</li> <li>● Carry out external and some internal inspections of properties</li> <li>● Create an online questionnaire.</li> <li>● Organise drop-in sessions.</li> <li>● Liaise with existing residents groups/ community groups/Registered Providers.</li> <li>● Update SL web pages.</li> <li>● Report to the Executive on the outcome of consultation.</li> <li>● If approved, move on to the Designation phase.</li> </ul>	10,000 more licensed properties by end 2025 at approx 2,000 per year.

		and anti-social behaviour (ASB).				
1.2	<b>Maintain Proactive Rogue Landlord resource to target the poorest property and management standards across the city.</b>	Continue proactive work using area based initiatives, working with partners in Immigration Enforcement as well as neighbourhood colleagues. Identify and systematically review portfolio landlords' stock working with HMRC and GMP to tackle illegal activity.	Mar 21	<b>Breige Cobane</b>	<ul style="list-style-type: none"> <li>Proactive work targeting locations with known high risk properties with poor and unsafe conditions.</li> <li>Tackling rogue portfolio landlords who demonstrate continued unsafe and/or illegal practice.</li> <li>Identify funding for Rogue Landlords Team if Civil Penalty Notice (CPN) income decreases.</li> </ul>	Average of 150 inspections carried out per year.
1.3	<b>Identify baseline health data of people living within the PRS to enable initiatives to improve health outcomes for residents.</b>	Work with Public Health colleagues to identify where poor housing is having a significant impact on residents' health. Ensure all key health personnel (GPs/Health Visitors/Care Navigators/Health Development Coordinators) are aware of how to report concerns re property conditions.	Dec 20	<b>James Greenhedge</b>	<ul style="list-style-type: none"> <li>Approach services to identify baseline data</li> <li>Update information for health organisations.</li> <li>Work with national landlord and agent organisations to raise awareness of safeguarding issues.</li> <li>Link into the "Be Well" service focussing in on the Moss Side SL area initially as a pilot.</li> <li>Link to the Nesta 100 day challenge - work across boundaries with the integrated neighbourhood team (including health colleagues) to try something new and to work in a different way to meet the needs of local people.</li> </ul>	Baseline data obtained (Dec 20) for analysis.

1.4	<b>Use rent repayment orders (RRO) to strengthen the enforcement against problematic landlords</b>	Housing Compliance & Enforcement have developed a process for use. Will be employed where certain offences have been committed and where housing benefit has been used for payment of rent. If an RRO is granted, this can require the repayment of rents received by the landlord back to the Council.	Mar 21	<b>Breige Cobane</b>	<ul style="list-style-type: none"> <li>● Track use of RROs and impact on landlords' behaviours.</li> <li>● Track recovered income to the Council to demonstrate savings for the Council.</li> <li>● Publicise information of rent recovered for housing offences to send a clear message to landlords.</li> <li>● Determine income that could be potentially returned to the council</li> </ul>	2 RROs served by March 2021.
1.5	<b>Improve the standards of property management and letting agency practices</b>	<p>Compliance &amp; Enforcement undertake proactive work as part of the rogue landlord team to engage with partners at Immigration Enforcement, GMP, HMRC and Electricity North West to have a multifaceted approach to tackling criminal landlords.</p> <p>Establishing links with landlord groups to understand what advice and support landlords</p>	Mar 24	<b>Breige Cobane</b>	<ul style="list-style-type: none"> <li>● Continue to use CPNs to take direct action against landlords who do not meet required standards.</li> <li>● Identify funding sources for training to simplify regulation.</li> <li>● Re-form links with landlord forums and link to any GM work.</li> <li>● Consider a "paid for" advice service for Landlords re property standards.</li> <li>● Consult on proposal to introduce Selective Licensing to address issues with problematic flats above shops.</li> </ul>	<p>Landlord forum re-established and/or regular attendance at existing landlord forums. <b>Intangible</b> at this time however measuring this will be established following reintroduction.</p> <p>This will include:</p> <p>Number of Landlords provided with advice.</p> <p>Number of Landlords provided with training.</p>

		<p>need to understand their duties.</p> <p>Continue to tackle poor housing conditions in all workstreams (Responding to complaints, identifying issues as part of programmed licensing work as well as proactive work).</p>				<p>Number of Landlords engaged with through forums.</p> <p>Reduction in number of Landlords with repeat compliance issues.</p>
1.6	<b>Provide a coordinated approach to place-based neighbourhood management</b>	<p>Integrate with the “Bringing Services Together” hubs working with RP partners on a range of projects and initiatives as part of a place-based approach specifically around neighbourhood management.</p>	Mar 22	<b>James Greenhedge/ Jude Millet</b>	<ul style="list-style-type: none"> <li>• Discuss with RPs how neighbourhood and property management expertise can be potentially expanded into service delivery within the PRS and place-based neighbourhood services.</li> <li>• Progress potential initiatives into workstreams and projects for delivery.</li> </ul>	<p>Deliver 1 pilot neighbourhood management hub by March 2022.</p>
1.7	<b>Implement and use Empty Dwelling Management Orders (EDMOs) and Interim Management Orders (IMOs)</b>	<p>There are a number of occasions where management orders may be necessary: as a sanction in Selective Licensing areas and to deal with long term empty properties.</p> <p>We have had agreement in principle from RPs to take on the</p>	Mar 22	<b>Breige Cobane</b>	<ul style="list-style-type: none"> <li>• Funding proposal for EDMOs to be considered by the Executive.</li> <li>• Compliance &amp; Enforcement to contact MHCLG regarding potential capital funding for this.</li> </ul>	<p>EDMOs and IMOs process in place by March 2021.</p>

		management of properties that will be subject to the Management Orders.				
1.8	<b>Launch Short Term Lettings Charter</b>	Agree content for a Charter for Landlords, Letting Agents and the Council.  Encourage landlords/letting agents to sign.	Dec 20	<b>Fiona Sharkey / Gary Sullivan</b>	<ul style="list-style-type: none"> <li>A task group is working with the Short Term Accommodation Association (STAA) to develop a Considerate Short Term Letting Charter. Target date: Dec 2020.</li> </ul>	<p>Charter launched Dec 2020.</p> <p>Baseline data of complaints of ASB and waste analysed to review improvements.</p>
1.9	<b>Increase the number of properties within the PRS that meet energy efficiency standards to assist the City with its commitment to reduce carbon emissions</b>	Exploring options to reduce carbon emissions in the PRS, to improve energy efficiency and reduce fuel poverty. Pilot projects to assess retrofitting options and working with national landlord organisations to draw up a 'road map' to assist landlords in understanding potential improvements they can make.	Mar 21	<b>Breige Cobane</b>	<ul style="list-style-type: none"> <li>Extrapolate information from the Northwards/GM stock condition surveys.</li> <li>Lobby government (GM) for funding for zero carbon/retrofitting measures.</li> <li>Pilot projects - consider the use of equity loans for pilot projects in the private sector to demonstrate what can be done to retrofit existing housing.</li> <li>Add reducing carbon emissions to any landlord training developed.</li> </ul>	<p>Calculate potential cost of improving PRS properties by Jan 2021.</p> <p>Undertake pilots to identify cost of measures by March 2021.</p> <p>Include zero carbon strategy in landlord training by June 2021.</p>
1.10	<b>Enforcing Minimum Energy Efficiency Standards in the PRS -</b>	From 1 April 2020, all domestic private rental properties must be a minimum Energy Performance Certificate	Timescale missing	<b>Breige Cobane</b>	<ul style="list-style-type: none"> <li>Identify EPCs below E through investigations at requests for service.</li> <li>Request EPC certification as part of HMO and Selective Licence application process.</li> </ul>	Review data held on the public register of properties below E rating.

	<p><b>contributing to the Council commitment to be carbon neutral by 2038.</b></p>	<p>(EPC) band E, unless a valid exemption is in place.</p>			<ul style="list-style-type: none"> <li>• Enforcement action requiring remedial works to be carried out (e.g. Improvement Notice) to ensure properties meet the minimum domestic energy efficiency standards.</li> <li>• Issuing penalty notices for non compliant properties of up to £4000, with a further £2000 to be added to those that do not comply with bringing properties up to the minimum standard.</li> <li>• In addition to or as an alternative to a financial penalty, issuing a publication penalty, which registers details of the landlord breach(es) on the National PRS exemption register.</li> </ul>	<p>Identify properties where action is required.</p> <p>Number of properties engaged with and action taken.</p> <p>Number of Penalty notices issued.</p>
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2.	<p><b>Theme 2 - Increase Opportunities within the Sector for Low Income Households</b></p> <p><i>Narrow the quality gap between the lower end and the middle / higher end of the market so that people on lower incomes have greater access and more choice.</i></p>						
	<b>Objective</b>	<b>Description</b>	<b>Time scales</b>	<b>Lead Officer</b>	<b>Key Actions</b>	<b>Measuring success</b>	
2.1	<p><b>Deliver opportunities in the PRS for move-on from temporary accommodation</b></p>	<p>Working with RPs and other housing organisations to deliver tangible projects to increase the number of move on properties within the PRS.</p>	<p>Mar 2022</p>	<p><b>Gareth Clarke / James Greenhedge</b></p>	<p><b>Continue to work with RP partners to purchase larger homes for settled accommodation.</b></p> <ul style="list-style-type: none"> <li>• 6 RPs have committed £9.3M</li> <li>• Will purchase approx 63 units of settled accommodation, to meet demand for larger properties by families currently in temporary accommodation.</li> </ul>	<p>Over 60 homes purchased and families rehoused by 2022.</p>	



					<ul style="list-style-type: none"> <li>MCC have match-funded £5M.</li> </ul> <p><b>Princess Road Project</b></p> <ul style="list-style-type: none"> <li>The proposal is to refurbish an empty 8 bed property to bring it back into use for move-on accommodation.</li> <li>The property is owned by One Manchester (OM).</li> <li>Refurbishment work will be carried out via funding from OM and MCC.</li> <li>This will be an annex site to the Longford Centre and will provide support to people who need help to move on to fully independent living.</li> </ul>	Property refurbished and occupied, 8 - 11 bed spaces to be provided (there are three double rooms) by Dec 2020.
2.2	<b>Develop investment opportunities to increase the level of affordable PRS homes in Manchester</b>	Work with Homes England, private investors and RP partners to identify funding streams to build more affordable housing as part of mixed tenure developments.	Mar 24	<b>Steve Sheen</b>	<ul style="list-style-type: none"> <li>Monitor/research new funding streams being introduced.</li> <li>Establish acceptable Sale and Leaseback model(s) for Manchester.</li> <li>Create a Local Housing Development and Management Company to deliver affordable housing.</li> </ul>	<p>A preferred Sale and Leaseback model established by March 2021.</p> <p>Local Delivery Vehicle created and properties bought, leased and built 2024.</p>
2.3	<b>Introduce a range of good quality affordable homes to rent in Manchester</b>	RP partners in Manchester are making the transition to acquiring and managing new homes in the PRS via the MHPP Growth Group. This is linked to the development of their	Mar 24	<b>James Greenhedge</b>	<ul style="list-style-type: none"> <li>Continue work with RPs to ensure that any potential disposals stay within the social rented sector.</li> <li>Refer to Let Us as a potential alternative option to retain properties for affordable rent.</li> <li>Share learning/good practice examples where RPs are intervening in the PRS.</li> </ul>	<p>2019/20 no homes transferred from social rent to the PRS - target is to maintain this.</p> <p>300 new homes built by RP partners as part of a multi tenure</p>

		business and role in placemaking.				newbuild programme 2024.
2.4	<b>Invest the Council's Housing Affordability Fund (HAF) to increase supply of affordable homes for rent in the PRS</b>	Provide funding through Manchester's HAF for a range of schemes and products that will deliver affordable homes for rent in Manchester	Mar 22	<b>Steve Sheen</b>	<ul style="list-style-type: none"> <li>Review the Cheetham Rent to Purchase scheme and establish a lessons learned log for future use.</li> <li>Identify further opportunities to roll out the Rent to Purchase scheme.</li> <li>Explore the use of the government's 'Affordable Private Rented' product and how this could be developed for Manchester.</li> <li>Set out a rolling investment plan for new affordable homes in the PRS market.</li> </ul>	<p>Second rent to purchase scheme developed (subject to positive feedback from the pilot) 2022.</p> <p>Financial support provided for the delivery of 100 affordable homes in the PRS March 2022.</p>
2.5	<b>Reduce Empty Homes</b>	Continue to use intelligence to identify empty homes and get them back into use as quickly as possible.	Mar 24	<b>James Greenhedge</b>	<ul style="list-style-type: none"> <li>Use recycled grant funding to acquire and refurbish approximately 14 long term empty properties for sale to first time buyers/ owner occupiers. Sales receipts will be reinvested for a further phase.</li> <li>Use MCC funding from the HAF to bring empty properties back into use for affordable home ownership via a Section 22 agreement with a RP. New technologies to reduce carbon emissions will be trialled and learning to be shared. Sales receipts will be recycled and reinvested. approx 40-60 properties depending on costs.</li> <li>Compliance officers to take enforcement action as necessary.</li> </ul>	<p>14 homes bought, refurbished and sold by Jan 2022.</p> <p>30-60 properties brought back into use by using the s22 if piloting low carbon retrofit. March 2024.</p>

3. Theme 3 - Develop Greater Communication across the Sector						
<i>Raising awareness of landlord, agent and tenant responsibilities; sharing good practice and an enhanced role for the relevant professional bodies will help ensure standards continue to be met at all levels of the market</i>						
	Objective	Description	Time scales	Lead Officer	Key Actions	Measuring success
3.1	<b>Continue to share information and good practice with trade bodies and regional and GM Local Authorities to benchmark and develop specific interventions</b>	Continue to work collaboratively to address the following issues:  - Data and information sharing that will support our collaborative working across Leeds, Liverpool and Manchester - Raising standards - share good practice - Improving the lower end of the rented market through innovation - Attracting investment into high quality market rental new build e.g. Build To Rent - Policy development and lobbying - joint responses to legislative	Mar 21	<b>James Greenhedge</b>	<ul style="list-style-type: none"> <li>Working group to agree list of priority areas for future meetings, to be shared with trade bodies and core cities for input.</li> <li>Share information and good practice in relation to post Covid-19 work.</li> </ul>	Undertake 4 meetings per year with the PRS regional group.  Obtain 2 areas of working practice that can be utilised within Manchester from one of the key issues identified.

		and operational changes.				
3.2	<b>Strengthen PRS landlord and resident forums</b>	During consultation on the strategy, tenants and landlords expressed support for forums, to share good practice and enable a closer relationship with the Council. Strengthen presence at existing forums.	Mar 21	<b>Breige Cobane/ James Greenhedge</b>	<ul style="list-style-type: none"> <li>Identify existing and relevant forums for tenants/residents and landlords and engage with them.</li> <li>Link the forums into the “virtual hub” with a range of information, advice and links to other support organisations.</li> </ul>	Introduce 3 new landlord forums (North Central & South) by March 21.
3.3	<b>Increase visibility of the PRS through modern methods of communication</b>	Maximise use of MCC communications resources: web pages, social media, Neighbourhood Twitter accounts, campaigns, and relevant networks to raise awareness of rights and responsibilities of landlords, agents and tenants.	Mar 21	<b>James Greenhedge / Breige Cobane</b>	<ul style="list-style-type: none"> <li>Continue to run social media “takeover days”.</li> <li>Develop a Communications strategy for the PRS over the year.</li> <li>Develop a tagline for refresh of the strategy and use this to raise awareness (branding of the strategy).</li> </ul>	<p>Deliver 4 media campaigns per year.</p> <p>Increase in engagement following successive media campaigns.</p>
3.4	<b>Introduce Tenant and Landlord training</b>	Identify potential funding to set up training for tenants and landlords.	Dec 21	<b>James Greenhedge / Breige Cobane</b>	<ul style="list-style-type: none"> <li>Investigate whether this could be part of a GM initiative using Fair Housing Futures funding.</li> </ul>	Training programme introduced by Dec 2021.

<b>Emerging Workstreams/Projects to be scoped, and Overarching Analysis.</b>					
	<b>Activity</b>	<b>Description</b>	<b>Times cales</b>	<b>Lead Officer</b>	<b>Key Actions</b>
<b>a</b>	<b>Monitor market intelligence in PRS</b>	Use market intelligence to monitor the overall market rent in	Qtrly	<b>Nick Cole / Steve Sheen</b>	Provide themed reports and intelligence updates on a quarterly basis and upon request

		<p>Manchester including:</p> <ul style="list-style-type: none"> <li>- City Centre and city centre fringe</li> <li>- LHA markets</li> <li>- Impact of new purpose built supply in the city centre and secondary markets.</li> <li>- Sales and rent prices</li> <li>- Mortgage market</li> <li>- Voids</li> <li>- Homelessness and mediated tenancies</li> <li>- Segmentation of PRS</li> <li>- Short term lets</li> <li>- Affordability</li> </ul>			
<b>b</b>	<b>Monitor and Influence government policy / lobbying in relation to housing legislation</b>	<p>An ongoing assessment of emerging policy and legislation including:</p> <ul style="list-style-type: none"> <li>● Homes (Fitness for Habitation) Act 2018</li> <li>● Welfare reform</li> <li>● Reforms within PRS legislation including new</li> </ul>	Continuous	<b>James Greenhedge</b>	Work with GM PRS Strategic Partnership.

		<p>regulations around ASTs and Section 21 notices</p> <ul style="list-style-type: none"> <li>● EPC Minimum Energy Efficiency Standards (MEES) Regulations</li> <li>● MCC Housing Affordability Policy</li> <li>● Homelessness Reduction Act</li> <li>● Fire Safety Bill</li> <li>● Building Safety Bill</li> <li>● Monitor Greater Manchester Mayoral housing activities</li> </ul>			
<b>c</b>	<b>Respond to the impact of Covid-19 on the sector</b>	<p>Assess the impact of Covid-19 within the PRS in particular on BAME communities. Monitor the behaviour of landlords with regard to rent arrears and intervene where appropriate. Identify opportunities to use empty PRS properties to support</p>	Sept 20	TBC	<p>Working group to draw up post Covid-19 plans including:</p> <ul style="list-style-type: none"> <li>● Joint work with GM regarding assistance to tenants facing potential eviction.</li> <li>● Comms to landlords and tenants around responsibilities and working together to manage arrears.</li> <li>● Monitoring risks across compliance and homelessness around increased illegal evictions and harassment. Need to coordinate support and prevention work.</li> <li>● Landlords to ensure non urgent repairs are carried out, when restrictions are lifted.</li> <li>● Analyse whether short-term lets will continue to offer long term PRS options.</li> </ul>

		homelessness rehousing.			<ul style="list-style-type: none"> <li>Assess whether some vacant student accommodation could offer opportunities to relieve homelessness.</li> <li>Assess outcomes from Parliamentary Inquiry into Impact of COVID-19 (Coronavirus) on homelessness and the private rented sector.</li> </ul>
<b>d</b>	<b>Introduce a “virtual” PRS “Hub”</b>	“PRS Hub” will be a partnership website where residents and landlords can obtain advice, information, training and guidance. It will also carry links to associated organisations across GM for the sector as well as information from national landlord bodies - this will be linked into social media platforms.	TBC	<b>James Greenhedge</b>	<ul style="list-style-type: none"> <li>Develop a project brief/business case including resources and any associated cost and timescales and outcomes for success.</li> <li>Set up a tenant and landlord “hub” with a range of information, advice and links to other support organisations.</li> <li>Map help available for tenants and landlords in Manchester.</li> <li>Following implementation of the virtual PRS Hub explore other IT solutions i.e Local Pad and how this could be integrated to the hub.</li> </ul>
<b>e</b>	<b>Fire safety</b>	Implement the recommendations from the Hackitt Review and the Grenfell Tower Public Inquiry.	TBC	<b>Martin Oldfield/ Wayne Timperley</b>	<ul style="list-style-type: none"> <li>Ensure that managing agents and owners carry out relevant works to make their buildings safe.</li> <li>Ensure that managing agents and owners undertake the new duties which will come into force following hackitt and the Grenfell Inquiry.</li> <li>Continue to collect data on high rise buildings.</li> <li>Work with the Building Safety Regulator (currently the Health and Safety Executive) to ensure all relevant buildings are as safe as they can be.</li> <li>Consider whether it is appropriate to have fire sprinklers in all shared accommodation - ie flats of any height.</li> </ul>

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**Manchester City Council  
Report for Resolution**

**Report to:** Executive - 9 September 2020

**Subject:** Greater Manchester Clean Air Plan – Tackling Nitrogen Oxide Exceedances at the Roadside and Greater Manchester Minimum Taxi Licensing Standards – Agreement to Consult

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

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## **PURPOSE OF REPORT**

To set out the progress that has been made on the development of Greater Manchester's Clean Air Plan following the decision that the GM Local Authorities will move to a statutory public consultation on the GM Clean Air Plan as soon as reasonably practicable in light of COVID-19 restrictions, and the link to taxi and private hire common minimum licensing standards. The report also considers the formal governance mechanisms that will underpin the delivery of a GM Clean Air Zone (CAZ) and the supporting measures.

This report is not seeking a decision on whether to introduce a scheme as that has been mandated by the Secretary of State. It is setting out a position for consultation on the daily charge, discounts and exemptions of a Category C GM Clean Air Zone, and the proposals for the supporting funds that have been developed taking stakeholder engagement and statistical modelling into account. It is seeking agreement to consult and endorsement of the policy for consultation. The policy will be reviewed in line with the findings from the statutory consultation.

## **RECOMMENDATIONS:**

1. Note the progress of the Greater Manchester Clean Air Plan;
2. Note that TfGM have confirmation that the funding award for Bus Retrofit should be distributed as soon as possible as per arrangements put in place for the Clean Bus Technology Funds;
3. Note the update on the possible impacts of COVID-19 on the GM Clean Air Plan;
4. Agree that Manchester City Council along with the other nine GM local Authorities hold an 8-week public consultation on the GM Clean Air Plan commencing in October 2020;
5. Note that the GM local Authorities intend to consult on GM's proposed Minimum Licensing Standards, alongside the Clean Air Plan consultation;
6. Agree that TfGM act as the Operating Body for the GM CAZ and supporting measures as set out at paragraph 7.5;
7. Agree that Manchester City Council along with the other nine GM Authorities individually be a 'charging authority' for the purposes of the CAZ, pursuant to the Transport Act 2000;

8. Endorse the GM Clean Air Plan Policy for Consultation at Appendix 3;
9. Note the Equalities Impact Assessment on the Clean Air Plan, as set out at Appendix 5;
10. Note that further reports will be brought forward to set out the formal governance mechanisms that will underpin the delivery of a GM Clean Air Zone (CAZ) and the supporting measures, including the full scope of the suite of powers that will be needed to be delegated to the Operating Body;
11. Agree a delegation to Chief Executive in consultation with the Executive member for Planning Transport and the Environment to approve the submission of the cases for measures to the Government's Joint Air Quality Unit to support the GM Clean Air Plan;
12. Agree a delegation to the Chief Executive, in consultation with the Executive member for planning, Transport and the Environment to approve the GM Clean Air Plan consultation materials, to include the Equalities Impact Assessment on the consultation; and
13. Note that response to DfT's Decarbonising Transport – setting the challenge, as set out at Appendix 1, has been submitted to Government.

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**Equalities Implications:** Initial Equality Impact Assessment is attached at Appendix 5.

**Climate Change Impact Assessment and Mitigation Measures:** The GM Clean Air Plan is a place based solution to tackle roadside NO<sub>2</sub> 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.

**Risk Management:** Initial risk register set out in Clean Air Plan OBC (March 2019)

**Legal Considerations:** legal considerations are set out in the body of the report.

### **Financial Consequences – Revenue and Capital budgets**

1. 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.
2. 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.

3. 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.
  4. 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.
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**Number of attachments to the report:** 7 (seven)

**BACKGROUND PAPERS:**

- 29 May 2020, report to GMCA: Clean Air Plan Update
- 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 EXECUTIVE SUMMARY

- 1.1 The severe and long-lasting health implications of poor air quality as well as the legal obligations placed on Greater Manchester local authorities means that authorities need to act decisively and swiftly to reduce harmful air pollutants, and nitrogen oxides in particular.
- 1.2 Greater Manchester authorities in deciding to work together to respond to this vital issue are demonstrating collective leadership, which is essential to help clean the air for our combined population of nearly three million residents. Greater Manchester authorities have been formally directed by the Secretary of State under section 85 of the Environment Act 1995 to take steps to implement a local plan for compliance with limits for nitrogen dioxide, as analysis revealed that locations of damaging roadside nitrogen dioxide concentrations can be found in every district.
- 1.3 Given that air pollution does not respect boundaries, this coordinated approach is also the most effective way to deal with a problem that affects all parts of Greater Manchester, and cannot be remedied on a site by site or district by district basis.
- 1.4 This report provides an update on recent developments of the GM Clean Air Plan including the Light Goods Vehicles (LGV) and hackney carriage funding position, and interaction with the strategic route network and Highways England. It confirms arrangements for distributing funding received for bus retrofit and highlights separate discussions with DfT about funding for bus replacement.
- 1.5 It also sets out the results of the public conversation that was held last year and the key points from a number of focus groups that were held with key impacted stakeholders.
- 1.6 It then sets out a proposal for consultation, within current Government COVID-19 guidelines, over an eight-week period starting in October 2020. It then sets out the positions for consultation on the daily charge, discounts and exemptions, and the proposals for the supporting funds that have been developed taking stakeholder engagement and statistical modelling into account. Key highlights here include:
- A revision to the proposed daily charges, including a reduction in the charge for HGVs and buses from £100 per day to £60, an increase in the charge levels for LGV and minibuses from £7.50 to £10 as modelling has shown this will have a greater impact in behavioural responses to the charge, and the taxi and private hire charge has been held at £7.50 per day;
  - That the Clean Air Zone (CAZ) will be implemented in Spring 2022;
  - That the Government has accepted an exemption for LGVs and minibuses to 2023;
  - Details of the vehicle finance offer;

- Details of temporary exemptions, including a temporary exemption to 2023 for wheelchair accessible taxi and private hire vehicles licensed with a Greater Manchester authority, and a temporary exemption to 2023 for coaches registered within Greater Manchester. Additionally, owner-drivers of GM-licensed PHVs (and PHVs leased full-time by 1 person), will be offered a discounted weekly charge of 5/7 of the total from implementation as these vehicles are used for personal use and private cars are not charged under the CAZ.
- 1.7 There are details of a “Try Before You Buy” scheme that will give the opportunity for GM-licensed Hackney drivers to trial an electric hackney vehicle.
  - 1.8 The report then sets out the proposed funding offer for each of the supporting funds – the Clean Commercial Vehicle Fund for HGVs, LGVs, Coaches, and Minibuses that are not a licensed private hire vehicle, the Clean Bus Fund, the Clean Taxi fund for GM-licensed taxi and private hire vehicles, and the Vehicle Finance offer.
  - 1.9 The report then considers the proposed Governance arrangements for the CAZ and that TfGM will act as an ‘operating body’ responsible for day to day operation of the CAZ in particular and the implementation of other GM CAP measures.
  - 1.10 The report also highlights the link to taxi and private hire vehicle common minimum licensing standards (MLS). 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.
  - 1.11 At that time, the primary driver for this work was to ensure public safety and protection, but vehicle age and emission standards in the context of the Clean Air and the decarbonisation agendas are now also major considerations. MLS is an important mechanism that permits the systematic improvements to taxi and private hire services across Greater Manchester.
  - 1.12 Finally, there are six appendices to the report, these are:
    - Response to DfT Decarbonising Transport Policy Paper – TfGM’s response to the Government’s proposals for decarbonising the transport system.
    - 2020 Ministerial Direction – the most recent ministerial direction from Government.
    - Policy for Consultation – the detailed policy proposals including the charge levels, discounts and exemptions, and the supporting funds.
    - Vehicle Finance Measure – further detail of the proposed vehicle finance offer.
    - Equalities Impact Assessment – the initial equalities impact assessment of the proposed CAZ and supporting measures.

- Operating Body & Responsibilities – further details of the proposed arrangements.

## 2 BACKGROUND (*all but Oldham, Rochdale and Wigan*)

- 2.1 In July 2017 the Secretary of State issued a Direction under the Environment Act 1995 requiring seven Greater Manchester local authorities, including Manchester City Council, to produce a feasibility study to identify the option which will deliver compliance with the requirement to meet legal limits for nitrogen dioxide *in the shortest possible time*.
- 2.2 In accordance with this Direction [Council Name] has been developing the study collectively with the other 9 Greater Manchester local authorities and the GMCA, coordinated by TfGM in line with Government direction and guidance and an Outline Business Case (OBC) was duly submitted in March 2019.
- 2.3 Manchester City Council along with the other 9 Greater Manchester local authorities is now subject to a Ministerial direction dated 16 March 2020 requiring the submission of an Interim Full Business Case (FBC) (along with confirmation that all public consultation activity has been completed) as soon as possible and by no later than 30 October 2020. Under this direction Manchester City Council along with the other 9 Greater Manchester local authorities is under a legal duty to ensure that the GM CAP (Charging Clean Air Zone Class C with additional measures) is implemented so that NO<sub>2</sub> compliance is achieved in the shortest possible time and by 2024 at the latest and that human exposure is reduced as quickly as possible.

## 2 INTRODUCTION

- 2.4 Poor air quality is the largest environmental risk to the public's health. Taking action to improve air quality is crucial to improve population health.
- 2.5 Whilst air quality has been generally improving over time, particular pollutants remain a serious concern in many urban areas. These are oxides of nitrogen (NO<sub>x</sub>) and its harmful form nitrogen dioxide (NO<sub>2</sub>), and particulate matter (PM).
- 2.6 In Greater Manchester road transport is responsible for approximately 80% of NO<sub>2</sub> concentrations at roadside, of which diesel vehicles are the largest source.
- 2.7 Long-term exposure to elevated levels of particulate matter (PM<sub>2.5</sub>, PM<sub>10</sub>) and NO<sub>2</sub> may contribute to the development of cardiovascular or respiratory disease and may reduce life expectancy<sup>1</sup>. The youngest, the oldest, those living in areas of deprivation, and those with existing respiratory or

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<sup>1</sup> Air Quality – A Briefing for Directors of Public Health (2017), <https://www.local.gov.uk/air-quality-briefing-directors-public-health>

cardiovascular disease are most likely to develop symptoms due to exposure to air pollution<sup>2,3</sup>.

- 2.8 Public Health England estimate the health and social care costs across England due to exposure to air pollution will be £5.3 billion by 2035 for diseases where there is a strong association with air pollution, or £18.6 billion for all diseases with evidence of an association with air pollution<sup>4</sup>.
- 2.9 The Secretary of State has instructed many local authorities across the UK to take quick action to reduce harmful Nitrogen Dioxide (NO<sub>2</sub>) levels, issuing a direction under the Environment Act 1995 to undertake feasibility studies to identify measures for reducing NO<sub>2</sub> 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”, have worked together to develop a Clean Air Plan to tackle NO<sub>2</sub> Exceedances at the Roadside, referred to as GM CAP.
- 2.10 The core goal of the GM Clean Air Plan is to address the legal requirement to remove ALL concentrations of NO<sub>2</sub> that have been forecast to exceed the legal Limit Value (40 µg/m<sup>3</sup>) identified through the target determination process in the “shortest possible time” in line with Government guidance and legal rulings.
- 2.11 Throughout the development of the plan, GM has considered a range of options to deliver compliance, overseen by the GM Steering Group<sup>5</sup>, and to understand the type and scale of intervention needed to reduce NO<sub>2</sub> to within legal Limit Values in the “shortest possible time” across Greater Manchester.
- 2.12 A best performing option was recommended within an Outline Business Case (OBC) for further consideration and discussion with stakeholders and the public to aid the development of the Full Business Case.
- 2.13 In March 2019 the GM Authorities agreed the submission of the OBC that proposed the following package of measures that was considered would deliver compliance in the shortest possible time, at the lowest cost, least risk and with the least negative impacts. They were:
- 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 and minibuses from 2023 (i.e. a CAZ C with a van exemption until 2023). It was assumed at OBC stage that the

<sup>2</sup> Air Quality – A Briefing for Directors of Public Health (2017), <https://www.local.gov.uk/air-quality-briefing-directors-public-health>

<sup>3</sup> RCP and RCPCH London, Every breath we take lifelong impact of air pollution (2016), <https://www.rcplondon.ac.uk/projects/outputs/every-breath-we-take-lifelong-impact-air-pollution>

<sup>4</sup> <https://www.gov.uk/government/news/new-tool-calculates-nhs-and-social-care-costs-of-air-pollution>

<sup>5</sup> Members include Directors or Assistant Directors from each GM authority.

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.

2.14 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.

2.15 The GMCA – Clean Air Update report on 29 May 2020<sup>6</sup> detailed that 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.
- A 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.

2.16 It also set out the Government's response providing initial funding of £41m for clean vehicle funds to award grants or loans to eligible businesses: £15.4m for bus retrofit, £10.7m for Private Hire Vehicles, £8m for HGVs, £4.6m for coaches and £2.1m for minibuses. [These figures include JAQU estimated delivery costs at 5%].

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<sup>6</sup> Also considered by the GM Authorities through their own constitutional decision-making arrangements.



- 2.17 In addition, Government has accepted the need for vehicle replacement funds for Hackney Carriages, and Light Goods Vehicles, but requested further development of shared evidence on the needs within that complex sector before responding to the specific ask.
- 2.18 The Report considered the implications of pandemic management policies for the 10 Greater Manchester (GM) local authorities in relation to the schedule of work and statutory consultation on the Clean Air Plan. The link to taxi and private hire common minimum licensing standards (MLS) was also highlighted.

### 3 PROGRESS SINCE LAST UPDATE

- 3.1 Hackney Carriages & LGV fleet support – as reported in May 2020, Government has accepted the need for vehicle replacement funds for Hackney Carriages, and Light Goods Vehicles, but requested further development of shared evidence on the needs within this complex sector before responding to the specific ask. GM have submitted this information, however at the time of writing the Government have not made an offer of funding. GM will therefore need to consult on the financial position at the date of consultation. Currently the ask is £80m and for Hackney Carriages it is £10.4m, plus delivery costs.
- 3.2 Strategic Road Network managed by Highways England – In December 2019, TfGM wrote to JAQU to formally set out the concerns of the 10 Greater Manchester (GM) Local Authorities, that Highways England has not been directed to act in relation to tackling NO<sub>2</sub> exceedances in the same way as GM has been and that this will leave some publicly accessible areas of GM which are adjacent to the Strategic Road Network (SRN) managed by Highways England, with NO<sub>2</sub> exceedances that are not being addressed by the Highways England plan and therefore are not being addressed at all. The letter set out GM's observations and concerns regarding the consistency of the directions applied by JAQU to Local Authorities and Highways England.
- 3.2.1 In April 2020 Tameside's Chief Executive also wrote to JAQU highlighting that the inconsistency in approach is leaving many of their most vulnerable residents unprotected, particularly, around the A628/A57, a strategically important trans Pennine route that passes through the villages of Hollingworth and Mottram as a single carriageway. This route, managed by Highways England, will be left with NO<sub>2</sub> exceedances that are not being addressed, despite the area being declared as part of GM's Air Quality Management Area with annual average nitrogen dioxide concentrations regularly in excess of 55 µg/m<sup>3</sup>.
- 3.2.2 This was also echoed in Councillor Western's letter to Rebecca Pow stating that there remain outstanding issues regarding specific locations on the Highways England trunk road network that will be crucial to a coherent consultation proposal.
- 3.2.3 Officers continue to press to include the route in the GM Clean Air Zone and on 21 July 2020 a meeting was held between Rachel MacLean –

Parliamentary Under Secretary of State for Transport, Councillor Brenda Warrington, Councillor Andrew Western, Jonathan Reynolds MP and Robert Largan MP. Minister MacLean listened to the concerns of GM politicians and committed to reviewing the options to deal with this issue.

- 3.3 Clean Bus Fund – Retrofit – TfGM have confirmation that the funding award for Bus Retrofit should be distributed as soon as possible as per arrangements put in place for the Clean Bus Technology Funds.
- 3.4 Clean Bus Fund – Replacement – it was assumed at OBC stage that an estimated 350 buses could not be retrofitted and that it would be for the market to find a solution. GM is looking to secure funding from the £5 billion of new funding for buses and cycling announced in the March budget. [Budget 2020 suggested c.£2 billion/4,000 zero-carbon buses nationally.] Alongside this, GM is proposing to the Government that it requires circa £9m of funding plus delivery costs to support the replacement of non-compliant vehicles operating on registered bus services in GM that cannot be retrofitted. Separate discussions are underway with DfT to secure funding from the national fund.
- 3.5 Work to assess the possible impacts of COVID-19 – The GM CAP team are working to prepare the assessment of the possible impacts of COVID-19 to inform a technical briefing note for decision makers to consider with the outcome of the consultation. To date GM have developed a broader plan of analysis and sensitivity testing to assess the possible impacts of COVID-19 on the CAP; this plan has been agreed with JAQU.
- 3.5.1 The Government have been working with local authorities, including Greater Manchester, to review the impacts of COVID-19 on local delivery plans and NO<sub>2</sub> levels. Unless there is specific local evidence to show an alternative plan would be as effective, the Government's overall approach is to expect local authorities to continue with existing work. On 14 July the Government wrote to Greater Manchester leaders to instruct them that, based on their assessment, the proposed Category C Clean Air Zone measures are still required to bring forward compliance in Greater Manchester.
- 3.5.2 Members may have seen that it has recently been reported that Leeds City Council has suspended the city's Clean Air Zone for the foreseeable future and Bristol City Council are looking for an alternative option to improve air quality without the introduction of a charging Clean Air Zone. What hasn't been widely reported is that both areas have been asked by Government to continue with their preparations for Clean Air Zones. The Government's Joint Quality Air Unit (JAQU) have confirmed that they are currently working with both Leeds and Bristol to confirm whether Clean Air Zones are still required or if compliance can be achieved and maintained in the long-term in other ways. In both cases, Government expects decisions to be made in the Autumn on whether their proposed Clean Air Zones remain the best way of achieving and maintaining compliance. This follows confirmation from the Government that implementation of Clean Air Zones will be postponed until at least January 2021 as a result of the pandemic.

- 3.5.3 As far as the position in Greater Manchester is concerned JAQU has confirmed its continued commitment to delivering the GM CAP and have asked GM to continue to develop the CAP and refrain from incorporating any possible economic impacts into the analysis prematurely.
- 3.5.4 Accordingly, GM is continuing to progress interim deliverables as set out in the 2020 Ministerial Direction – delivery plans by 31<sup>st</sup> July 2020 and interim FBC by 30<sup>th</sup> October 2020<sup>7</sup> – towards the production of the Full Business Case (FBC) based on existing modelling and assumptions whilst work to assess the possible impacts of the COVID-19 pandemic is underway. JAQU have set out initial guidance on sensitivity tests that should be carried out by local authorities to assess the potential impact of the COVID-19 pandemic on their plans; these have been incorporated into GM’s plans.
- 3.5.5 GM is also working with other local authorities to share knowledge as it emerges.
- 3.5.6 The GM CAP has been developed based on a number of reasonable assumptions, derived from data and evidence, about traffic and travel patterns, vehicle ownership, the costs of living and doing business, and economic circumstances. The COVID-19 pandemic has affected many of these in the short term and may lead to longer term changes, for example, the following impacts are possible:
- Revised ‘Do Minimum’ position – it is considered more likely that this would be worse rather than better by 2023/2024 as the impact of delayed/cancelled vehicle purchases on the age of the fleet may outweigh the emissions benefits from any traffic reductions;
  - A change (likely to be an increase) in the proportion of vehicles therefore in scope for charging;
  - Changes to behavioural responses, reflecting changes in the cost and availability of compliant vehicles / retrofit options and changes in the economic circumstances of those affected (for example, reduced turnover / profitability, loss of equity, greater indebtedness);
  - Increased requirements for support or changes to the number and needs of those in scope for the proposed support packages; and
  - Possible delays to, or revisions of, related policies and strategies that affect GM CAP assumptions and predicted behavioural responses.
- 3.5.7 The impacts will change over time. In the short term (next 6 months), there may still be considerable uncertainty about the trajectory of the pandemic

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<sup>7</sup> The 2020 Ministerial Direction sets out submission dates for consultation, delivery plans and FBC. Notably, the Direction requires conclusion of all public consultation activity and submission of the Interim FBC by the end of October 2020. The direction is 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 these dates. JAQU have indicated these submission dates maybe reviewed in due course.

and economic recovery. GM is therefore carrying out an assessment of what factors are most influential for the CAP.

3.6 Response to Government's Decarbonising Transport Document – As reported on 29 May 2020 - In March this year the Government published its "Decarbonising Transport – Setting the Challenge" document. GM's response to this document is set out at Appendix 1 which gives GM's views on the actions required to put the UK's entire transportation system on a plausible pathway to deliver the greenhouse gas reductions urgently needed to achieve carbon neutrality. The summary of the response is:

- Whilst new vehicle technologies are important, delivering carbon neutrality will not be possible without a significant change in travel behaviours and a fundamental shift in the way people and goods are moved. The DfT Plan to Decarbonise Transport, whilst a welcome initiative in principle, does not yet set out a set of measures that are realistically capable of achieving the changes in the required timeframe.
- Rapid and urgent action is needed to put the UK on the trajectory necessary to achieving carbon neutrality in 2050 – the next five years are critical to set us on the right path to meet our carbon budgets.
- If active travel and public transport are to be the first, natural choice, then they must also be the most convenient and cost-effective ways to travel.
- A reduction of passenger kilometres travelled is needed and whilst local polices can influence this, it is Government policy that will underpin its delivery. The Transport Decarbonisation Plan needs to set a consistent National Policy aligned with international agreements, that regions and localities can deliver to make rapid, meaningful progress in reducing transport's contribution to the climate emergency.
- Policies to tackle carbon emissions must be integrated into wider policy-development to reduce the possibility of unintended consequences and to ensure a holistic approach is taken. Embodied carbon in infrastructure and vehicles; and the need for low-carbon electricity generation must all be included in the final strategy.
- The next stage in the Government's approach to decarbonising transport, scheduled for autumn 2020, will be crucial. Whilst Government may have fairly assessed the scale of the challenge to date, the final plan will need to set out a clear set of tangible actions and measures of the scale and impact required for implementation in the shortest time possible, so that all stakeholders can play their full role in the challenge to decarbonise transport.

#### **4 THE RESULTS OF THE PUBLIC CONVERSATION AND FOCUS GROUPS**

- 4.1 GM held a public engagement exercise known as the 'conversation' between early May and mid-June 2019 to help inform the GM CAP, and this was supplemented by more targeted stakeholder engagement with affected groups and businesses.
- 4.2 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.
- 4.3 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.
- 4.4 When it came to air pollution, individuals were generally concerned about air pollution (75%) and felt it needed to be improved (80%) and businesses were less concerned about air pollution (54%) and were less inclined to feel it needs improving (55%).
- 4.5 When asked about the impact of the proposals individuals were generally quite positive about the proposals and their potential impact on health (79%), air quality (76%) and quality of life (67%). However, businesses thought the proposals would have a negative effect on the economy (54%), and two-thirds felt they would have a negative impact on their business.
- 4.6 The survey asked about the proposed Clean Air Zone, including the boundary and the timescales for introducing the zone. The views on the daily charges for non-compliant vehicles to enter the zone were split, with roughly a third of individuals saying they were about right, a third saying they were too low and a third saying they were too high. Businesses were more likely to say they daily charges were too high (around two thirds responding with that answer).
- 4.7 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 would not 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.
- 4.8 Scrappage schemes, loans and additional support were suggestions made by respondents on how we 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.
- 4.9 More than half of all respondents thought it was important to provide support and advice to help people use less-polluting transport. Almost half of

respondents thought travel planning and events at schools would encourage the use of sustainable transport.

- 4.10 60% thought installing more electric vehicle charging points across Greater Manchester was important. The top suggested locations were: public car parks, service stations, taxi ranks, Retail centres and workplaces.
- 4.11 Overall, 68% of individuals and 38% of businesses supported the proposal. When asked on a scale of 1 – 10, where 10 was fully supporting the proposals, 41% of individuals gave the proposals a score of 10.
- 4.12 The full report from the conversation can be found online at <https://cleanairgm.com/technical-documents>.

## 5 THE CONSULTATION

- 5.1 In May 2020, the ten GM local authorities and the GMCA set out that they needed to be mindful of moving the Clean Air Plan forward given the direction to act but also the need to balance this against the impact of COVID-19.
- 5.2 It further recognised that any consultation conducted in a time of COVID-19-related restrictions will be different to previous consultations and GM would have to do everything it reasonably can to ensure that the consultation is fair.
- 5.3 Subject to the considerations detailed in paragraph 6.6, is now proposed to move forward to consultation on the Clean Air Plan starting in October 2020 as there is a plan for the easing of restrictions and moving to the next phase of the COVID-19 response through the Government's COVID-19 recovery strategy<sup>8</sup> published on Monday 11 May 2020. In this document the Government published a staged plan for the reopening of the economy and the gradual easing of restrictions following the introduction of national lockdown measures on 23 March 2020.
- 5.4 In his televised address on Sunday 10 May 2020, the Prime Minister outlined plans for the easing of national lockdown restrictions and the reopening of some businesses. This was organised into three main steps:
- **Step one** was initiated on **Wednesday 13 May 2020** and required all workers who could not work from home to travel to work if their workplace was open. It also eased restrictions on social contact, allowing people to meet one other person in an outdoor public place. Restrictions on exercise were eased to allow people to exercise as many times as they choose each day and to travel as far as they wish to do so (providing no borders between UK nations are crossed).

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[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/884760/Our\\_plan\\_to\\_rebuild\\_The\\_UK\\_Government\\_s\\_COVID-19\\_recovery\\_strategy.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/884760/Our_plan_to_rebuild_The_UK_Government_s_COVID-19_recovery_strategy.pdf)

- **Step two** began on **Monday 1 June** 2020 and allowed some non-essential retail to open including outdoor markets and car showrooms. The Government also clarified that homeware stores were permitted to remain open. This step also included a phased return of early years settings and schools beginning with reception, year one and year six pupils and further relaxing of social restrictions. The second phase of Step Two will begin on **Monday 15 June** 2020 and will permit the opening of all other non-essential retail.
- **Step three** began on **Saturday 4 July** 2020 and included the opening of many remaining businesses including hospitality, leisure and personal care businesses.

5.5 Each of the steps is contingent on the current risk posed by COVID-19 and the status of the Government's five tests. The Government has indicated that if it sees a sudden and concerning rise in the infection rate then it may have to re-impose some restrictions and that it would seek to do so in as limited and targeted a way as possible, including reacting by re-imposing restrictions in specific geographic areas (local/regional restrictions) or in limited sectors where it is proportionate to do so, possibly at short notice.

5.6 It is noted that as at 31<sup>st</sup> July 2020, parts of the North of England, including the 10 Greater Manchester local authorities, were placed under additional regional restrictions prohibiting people who do not live together from meeting in a private home or garden (except for limited exceptions)<sup>9</sup> which are enforceable from 5<sup>th</sup> August 2020 under The Health Protection (Coronavirus, Restrictions on Gatherings) (North of England) Regulations 2020 (SI 828). Although within Greater Manchester regional social distancing measures are in place from 31<sup>st</sup> July 2020 (to be initially reviewed by 19<sup>th</sup> August 2020 at the latest), under these measures the majority of businesses remain open and it is not considered at this time that the situation in terms of ability of consultees to engage in any meaningful consultation activity has materially changed from that which was in place prior to 31<sup>st</sup> July 2020. Nevertheless, the GM authorities recognise the changing landscape and the situation regarding the consultation (to include any equalities impact considerations) is being kept under constant review. Should the Greater Manchester local authorities consider it necessary to do so, they may make adjustments to the consultation process or consider pausing it. GM will need to conduct a consultation that will adhere to the Government guidance around social distancing and any regulations in place and undertake engagement activity that will enable residents, businesses and visitors to engage with the consultation materials and respond in a meaningful way, taking into account that Government guidance and stage of recovery both nationally and locally regionally can change very quickly. It is proposed that:

- Consultation will take place within the COVID-19 Secure guidelines in place at the relevant time and run for 8 weeks from early October 2020. A commencement date of early October 2020 will enable the GM Authorities

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<sup>9</sup> <https://www.gov.uk/government/collections/local-restrictions-areas-with-an-outbreak-of-coronavirus-covid-19>

to consider the matters reported here through their own constitutional decision-making arrangements between August 2020 and September 2020.

- 5.7 It is considered that an 8-week consultation is a reasonable period of time and will provide an opportunity for meaningful feedback on the proposals for the following reasons:
- the GM Authorities will undertake pre-consultation engagement around the proposals explaining why a GM CAP is important for GM;
  - since the 7-week public conversation, impacted groups have been regularly informed of the development of the GM CAP proposals;
  - the consultation will be conducted primarily through digital channels with specific arrangements to ensure that there is parity of access for all groups; and
  - the full detail of the proposals will have been in the public domain for 10 weeks prior to the consultation launch.
- 5.8 The GM Authorities engagement activity will use the CleanAirGM visual identity and will be coordinated by TfGM at a Greater Manchester-wide level and each GM authority will be supported to implement their own delivery plans for consultation with their residents and businesses.
- 5.9 The GM Authorities will use both online and offline channels to promote the consultation, (including social media, digital advertising, out of home advertising, media and PR, working with stakeholders and other routes). It is not thought likely that traditional consultation-style events and drop-in sessions will be able to be hosted due to the restrictions on large gatherings and therefore online events, webinars, and social media will be used in order to answer questions and engage.
- 5.10 A delegation is sought to give the Chief Executive, in consultation with the Executive member for Planning, Transport and the Environment the necessary authority to approve the GM CAP consultation materials which will include the consultation summary document, survey questions and Equalities Impact Assessment on the consultation activity.
- 5.11 Alongside this engagement activity, GM Authorities will also undertake qualitative research looking at the impact of the clean air proposals on the most impacted groups – which may include small and micro businesses, taxi and private hire trade, the freight and logistics trade, public transport users, those with respiratory conditions and others. This research will be conducted whilst the consultation is ongoing and will be reported within the consultation findings report.

## **6 THE CONSULTATION PROPOSALS**

- 6.1 The GM authorities have been directed by Government to introduce a Category C Clean Air Zone across the region. There is a requirement under the Transport Act 2000 to consult 'such a local persons as [the GM



authorities] consider appropriate about the charging scheme'. The statutory nature of the consultation affords a large degree of discretion to the consulting authorities about the manner in which such persons are consulted, but it will need to address the contents of the scheme and how it will promote relevant local transport policies and explain the fundamentals of the CAZ, i.e. 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 likely that the charges, discounts and exemptions may 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 – see Appendix 2.

- 6.2 The supporting measures, the detail of proposals of the funds and vehicle finance, should also be set out to enable consultees to respond fully to the GM CAP proposals. The measures are also subject to state aid restrictions.
- 6.3 The tables set out at paragraphs 7.14 to 7.21 indicate the GM CAP measures that will be the subject of consultation. The main changes to highlight from the public conversation are highlighted in the list below and detailed in paragraphs 7.4 to 7.13. The full Policy for Consultation can be found at Appendix 3.

- Clean Air Zone Daily Charges
- Clean Air Zone Implementation Date
- Clean Air Zone Exemption for LGV's and minibuses to 2023
- Vehicle Finance Offer
- Temporary exemption for Wheelchair accessible taxis licensed in GM (hackney carriages and private hire vehicles)
- Temporary exemption for GM registered coaches
- Personal Use Discount for Private Hire Vehicles licensed with one of the ten Greater Manchester Local Authorities
- Try Before You Buy Hackney Scheme
- Licensed Hackney carriage/Private hire vehicle i Electric Vehicle Infrastructure
- Removal of Sustainable Journeys and Electric Vehicle Infrastructure

#### 6.4 Clean Air Zone Daily Charges

- 6.4.1 Daily charges would apply for each day a non-compliant vehicle is used within the GM CAZ, with one charge imposed per vehicle, per 'Charging Day' (midnight to midnight), however much a vehicle drives within the GM CAZ in that 24-hour period. The aim of the daily clean air zone charges is to:
- reduce NOx emissions sufficiently (and not to target other pollutants, although benefits are likely) by encouraging drivers to upgrade to a cleaner vehicle.

- for as few people as possible to choose to 'stay and pay', accepting that this may remain the best choice for infrequent visitors.
- be as low as possible whilst achieving these objectives.

6.4.2 Why have the proposed charges been modified since the initial conversation in 2019?

- Better understanding of the vehicle fleets and markets in GM and nationally.
- Better understanding of the likely behavioural response to the charges.
- A range of options have been tested to identify the lowest, most effective charge.

6.4.3 It is proposed to base the consultation on a revised charge for LGV's and minibuses, set at £10 compared to £7.50 per day in the conversation. The reason for this increase is that since the conversation the data and modelling that underpins the development of the GM CAP has been significantly updated particularly in terms of the behavioural changes GM expects to see. In the analysis used to assess the effectiveness of different charge levels for LGVs, a CAZ charge set at £7.50 delivered upgrades of under 48%, meaning that over half of non-compliant vehicles were choosing to stay and pay the charge or switch to a car, whereas the analysis suggested that increasing the charge to £10 would increase the upgrade to around 70%. At a lower charge level, the risk is that the scheme imposes costs through charges without delivering the necessary benefits of emissions reductions. It is assumed that minibus operators would respond in a similar way, but this could not be modelled because there was not sufficient information available to reliably assess cost sensitivity in the minibus sector.

6.4.4 It is proposed to base the consultation on a revised charge for HGV's, buses and coaches of £60 compared to £100 per day in the conversation. The reason for this decrease is that since the conversation the data and modelling that underpins the development of the GM CAP has been significantly updated particularly in terms of the behavioural changes GM expects to see. In the analysis used to assess the effectiveness of different charge levels for HGVs, a CAZ charge set at £60 per day was shown to deliver very similar upgrade responses and benefits to compliance as a charge of £100 per day. £60 was assessed to be the lowest possible charge delivering equivalent benefits. It is considered that coach and bus operators would respond in a similar way, but this could not be modelled because there was not sufficient information available to reliably assess cost sensitivity in these sectors. It is therefore recommended that the same charge of £60 per day is applied to all heavy vehicles.

6.4.5 The proposed daily charge for licensed Hackney carriages and licensed Private Hire Vehicles remains at £7.50 per day.

6.5 Clean Air Zone Implementation Date

- 6.5.1 In the May GMCA report GM advised that the implementation of a GM-wide CAZ was delayed. It can now be confirmed that the programme is now working to an implementation date of Spring 2022.
- 6.5.2 GM anticipates that once implemented the Clean Air Zone will remain in full operation until at least the second half of 2026. If it is demonstrated by the second half of 2026 that two consecutive years' of compliance with legal limit value for NO<sub>2</sub> of an annual mean of 40 µg/m<sup>3</sup><sup>10</sup> has been met, and there is confidence that compliance will continue to be maintained then, subject to GM governance processes, GM will notify the Secretary of State of its intention to revoke the Charging Scheme Order and commence the decommissioning of the GM Clean Air Zone.
- 6.6 Clean Air Zone Exemption for LGVs and minibuses until 2023
- 6.6.1 The Government have accepted GM's case for exempting LGVs and minibuses to 2023.
- 6.7 Vehicle Finance Offer
- 6.7.1 In its Outline Business Case (OBC) Greater Manchester said it would investigate a scheme to offer loans at preferential rates for those taking advantage of the Clean Air funds.
- 6.7.2 The Clean Air conversation in 2019 showed that vehicle finance is needed to help owners upgrade their vehicle as introduction of the GM Clean Air Zone is disrupting vehicle renewal cycles and some will need help in getting access to finance.
- 6.7.3 In response to this, Greater Manchester (GM) has developed a Vehicle Finance measure to address and reduce the adverse impacts on individuals, companies and organisations of financing an upgrade to a compliant vehicle without reducing the effectiveness of the Clean Air Zone.
- 6.7.4 This measure has been designed to facilitate access to vehicle finance to a wider range of applicants than would ordinarily be the case, and, where access to credit isn't normally an issue the cost of the monthly finance will be more affordable.
- 6.7.5 Vehicle Finance will utilise the GM CAP Clean Commercial Vehicle Fund and Clean Taxi Fund to offer eligible owners of a non-compliant vehicle the option to seek funding as either a lump sum grant or as a contribution towards vehicle financing, they will be able to choose the option which best suits their individual circumstances.
- Lump sum grant contributes to the cost of replacement – the applicant funds the remaining costs with private purchase or their own financing arrangements.

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<sup>10</sup> as set by the Ambient Air Quality Directive (2008/50/EC)

- Vehicle finance contributes to the cost of financing a replacement vehicle through GM's arrangements either a lease or Hire Purchase – the applicant pays monthly for an agreed finance period.
- 6.7.6 The measure will be available to small, micro businesses, sole traders, self-employed, charities & and social enterprises, registered<sup>11</sup> in GM and in ownership of a non-compliant vehicle (HGVs, LGVs, Coaches, Minibuses, Hackneys and Private Hire Vehicles). More information on the measure can be found at Appendix 4.
- 6.8 Temporary exemption for Wheelchair accessible taxis
- 6.8.1 Wheelchair accessible (WAV) Hackney Carriages and Private Hire Vehicles (PHV) offer a vital service for disabled people and are often the only mode of travel available to them. 26% of taxi users, compared to 9% of users of other modes, report that they have a health problem or disability that limits their day-to-day activities, and 26% of over 65s say that they cannot use buses due to a disability – both demonstrating the importance of taxis in providing accessibility for disabled and elderly people<sup>12</sup>. To maintain accessibility for disabled people and mitigate a risk of a reduction in the number of WAV Hackney Carriages and PHVs operating in the region, GM licensed Wheelchair Accessible Hackney Carriages & PHVs will be given a temporary exemption until 2023. Other areas have offered exemptions for WAV taxis on this basis and the temporary exemption for WAV Hackney Carriages and PHVs does not affect the year of compliance with NO<sub>2</sub> legal limits.
- 6.9 Temporary exemption for GM registered coaches
- 6.9.1 Compliant Euro 6 coaches have been available since 2013, however the majority of the fleet registered and believed to be operating in GM is non-compliant, with Euro 3 the most common age category. This is because coaches have a long running life and upgrade to a compliant vehicle is very expensive, at up to £280k for a new vehicle. Most coach operators are small businesses and have very small fleets of 1-5 vehicles, operating within tight margins. Coaches provide services for vulnerable groups, particularly children, elderly people and those on low incomes. To maintain accessibility for these groups and mitigate a risk of reduced coach operations, coaches registered to a business address within GM will be eligible to apply for a temporary exemption until 2023, subject to legal review including state aid implications. Vehicles that are used on a registered bus service in GM are not eligible for this exemption. A temporary exemption for coaches does not affect the year of compliance with NO<sub>2</sub> legal limits.
- 6.10 Personal Use Discount for Private Hire Vehicles licensed with one of the ten Greater Manchester Local Authorities

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<sup>11</sup> taxi & PHV need to be licensed in GM

<sup>12</sup> November 2019 Hatch Regeneris “CAZ Commercial Vehicle Socio-Economic Impacts Research“

6.10.1 The Clean Air conversation in 2019 showed that a proportion of PHVs are used as a private car when not acting as a PHV. Private cars are not included in GM's Clean Air Zone and therefore owner drivers of GM-licensed PHVs (and PHVs leased full-time by 1 person), will be offered a discounted weekly charge of 5/7 of the total from implementation. This is in line with the position taken in other cities e.g. Leeds and can be facilitated through the Government's Hackney Carriages and PHV Centralised Database which forms part of the wider digital infrastructure that is being developed to support the introduction of charging Clean Air Zones.

#### 6.11 Try Before You Buy Hackney Scheme

6.11.1 The GM CAP will require Hackney Cabs and PHVs to meet stricter emissions standards, which will mean a significant proportion of the trade will need to upgrade their vehicles to meet these emissions standards to avoid a charge. There is also the ambition in the GM Five-Year Environment Plan (5YEP) for GM to be carbon neutral by 2038.

6.11.2 To invest in Zero Emission Capable<sup>13</sup> vehicles, taxi proprietors also require long term confidence in the local policy landscape, including future interventions and supporting infrastructure. GM has recently agreed to introduce a position for consultation on when GM Taxi/PHV ZEC should be ZEC. The MLS further proposes that all Hackney Carriages must be London-style wheelchair accessible vehicles. Due to the lack of second-hand ZEC Hackney Carriages on the market, all operators looking to upgrade to electric would likely to have to purchase new vehicles.

6.11.3 Deliberative research undertaken in October 2019 identified that Hackney and PHV drivers and operators noted the attractiveness of EVs, but showed concern about whether EV taxis were suitable, and whether there would be sufficient dedicated charging infrastructure available. To be persuaded to upgrade to an EV, it is likely participants would need to be confident that use of the vehicles is demonstrably feasible. Measures will need to target affordability and other barriers to switching to an electric vehicle, as well as the current lack of charging infrastructure.

6.11.4 GM are proposing a 'Try Before You Buy' initiative for GM-licensed Hackney Carriage drivers to address uncertainties such as operating costs, range anxiety and availability of charging infrastructure. Nottingham City Council have run a trial of 3 EV Hackney's for 1-month periods and since its launch in January 2019 have covered 43 trials and have successfully converted 20 of those drivers to electrified Hackneys. The GM scheme would aim to encourage a 40% increase in drivers moving to EV. Support to drivers will be further enhanced in this transition to EV with the Hackney EV running cost grant.

#### 6.12 Taxi Electric Vehicle Infrastructure

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<sup>13</sup> This means having CO<sub>2</sub> emissions of no more than 50g/km and a minimum 30 mile zero emission range.

6.12.1 As set out above research has shown taxi drivers are concerned about the ability to charge EVs when out and about on shift. Therefore, electric vehicle infrastructure will be key in supporting the transition to ZEC taxis.

6.12.2 GM are proposing a network of 40 taxi only rapid electric vehicle charging points, tailored to locations to support ZEC taxis to operate across GM. This measure is complementary with the financial support offered through the Clean Taxi Fund, within which one of the proposed financial support mechanisms is a running-costs grant for those who upgrade from a non-compliant vehicle to a ZEC vehicle.

### 6.13 Removal of Sustainable Journeys and Electric Vehicle Infrastructure

6.13.1 In the update report on 29 May it was detailed that the Government does not support the Sustainable Journeys measure as it only contributes to a minimal amount of NOx reduction in key locations. It also set out that Electric Vehicle Infrastructure is not needed for compliance and so would not be supported by implementation fund monies but government have committed to work with GM on securing alternative funding. The Office for Low Emission Vehicles (OLEV) were allocated £500m in the 11 March 2020 budget and TfGM on behalf of GM will be developing a business case to make the case to OLEV/Department for Transport.

6.14 **Proposals for the Clean Air Zone** – Government has awarded GM £36m for the preparatory implementation and contract arrangements that need to be undertaken to deliver the CAZ and other GM CAP measures.

Clean Air Zone: Boundary	Primarily aligned with the administrative boundary of Greater Manchester Authorities excludes the Strategic Road Network (SRN) <sup>14</sup> . <a href="https://cleanairgm.com/which-roads-are-affected/">https://cleanairgm.com/which-roads-are-affected/</a>
Clean Air Zone: Times of Operation	24 hours a day, 7 days a week
Clean Air Zone: Vehicles Affected	<ul style="list-style-type: none"> <li>• Licensed Hackney Carriage</li> <li>• Licensed Private Hire Vehicle</li> <li>• Bus</li> <li>• Coach</li> <li>• Minibus</li> <li>• LGV and HGV</li> </ul>

6.15 **Proposals for Licensed Hackney Carriages** – GM has asked for £10.4m of funding plus delivery costs.

Clean Air Zone: Exemptions	Wheelchair Accessible (WAV) Hackney Carriages which are licensed by one of the 10 Greater Manchester Authorities, as of the [end date of GM CAP consultation] will be eligible for a temporary exemption until 31st December 2022.
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<sup>14</sup> The SRN consists of roads which are not managed by local and regional GM authorities, namely motorways and trunk roads managed by Highways England. The SRN is illustrated on the Highways England Network Management Map available at: <https://www.gov.uk/government/publications/roads-managed-by-highways-england>

Clean Air Zone: Discounts	None
Clean Air Zone: Daily Charge	£7.50 per charging day (midnight to midnight)
Clean Vehicle Funding	<p>A one off grant of £10,000 towards the running costs of a Zero Emissions Capable Vehicle OR access to vehicle finance, offering an average subsidy of £10,000 with the total subsidy capped at £14,000.</p> <p>OR a grant of £5,000 towards the LPG retrofit of a Euro 5 vehicle less than ten years old.</p> <p>Funding ask of £10.4m would provide funding to upgrade around 1,050 vehicles. Total in-scope non-compliant fleet is estimated to be 1,200 vehicles at the point of CAZ implementation.</p>

6.16 **Proposals for Licensed Private Hire Vehicles** – Government has awarded GM £10.2m as an initial tranche of funding. Further funding is required to support delivery costs.

Clean Air Zone: Exemptions	Wheelchair Accessible (WAV) Private Hire Vehicles which are licensed to one of the 10 Greater Manchester Authorities, as of the [end date of GM CAP consultation] will be eligible for a temporary exemption until 31st December 2022.
Clean Air Zone: Discounts	PHVs (owned or leased full-time by 1 person) licensed to one of the 10 GM Local Authorities and also used as a private car - Registered keepers of non-compliant PHVs which are also used as a private car will be eligible to apply for a discounted charge of 5/7 of the weekly total from 2021.
Clean Air Zone: Daily Charge	£7.50 per charging day (midnight to midnight)
Clean Vehicle Funding	<p>Private Hire WAV or minibus: A grant of £5,000 for a compliant 6+ seater vehicle OR access to vehicle finance, offering an average subsidy of £5,000, with the subsidy per vehicle capped at £7,000.</p> <p>Non-wheelchair accessible Private Hire Vehicles: A grant of £1,000 for replacement with a compliant internal combustion engine vehicle OR access to vehicle finance, offering an average subsidy of £1,000, with the subsidy per vehicle capped at £2,000.</p> <p>OR a grant of £2,000 for replacement with a compliant hybrid or plug-in hybrid OR access to vehicle finance, offering an average subsidy of £2,000, with the subsidy per vehicle capped at £3,000.</p> <p>OR a grant of £2,500 towards the running costs of a Zero Emissions Capable vehicle.</p>

	Funding ask of £10.2m would provide funding to upgrade around 4,600 vehicles. Total in-scope non-compliant fleet is estimated to be 5,300 at the point of CAZ implementation.
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- 6.17 **Proposals for Buses** – Government has awarded GM £14.7m as an initial tranche of funding. As set out at paragraph 3.7 alongside this, GM is proposing to the Government that it requires circa £9m of funding plus delivery costs to support the replacement of non-compliant vehicles operating on registered bus services in GM that cannot be retrofitted.

Clean Air Zone: Exemptions	None
Clean Air Zone: Discounts	None
Clean Air Zone: Daily Charge	£60 per charging day (midnight to midnight)
Clean Vehicle Funding	Bus retrofit - Up to £16,000 towards retrofit to a compliant standard via a Clean Vehicle Retrofit Accreditation Scheme (CVRAS) certified system Bus replacement - Up to £16,000 for purchase or lease of a compliant vehicle Funding ask would provide funding to retrofit or towards upgrade of all non-compliant buses operating in GM, around 1,500 vehicles in total (noting that a further c350 are being retrofitted under the CBTF).

- 6.18 **Proposals for Coaches** – Government has awarded GM £4.4m as an initial tranche of funding.

Clean Air Zone: Exemptions	Coaches registered to a business address within GM and not used on a registered bus service within GM will be eligible for a temporary exemption until 31st December 2022.
Clean Air Zone: Discounts	None
Clean Air Zone: Daily Charge	£60 per charging day (midnight to midnight)
Clean Vehicle Funding	A grant of £16,000 per vehicle for replacement OR access to vehicle finance, offering an average subsidy of £16,000, with the subsidy per vehicle capped at £23,000.  OR a grant of up to £16,000 towards retrofit to a compliant standard via a Clean Vehicle Retrofit Accreditation Scheme (CVRAS)  Funding ask of £4.4m would provide funding to upgrade around 275 vehicles.

- 6.19 **Proposals for Minibuses** – Government has awarded GM £2m as an initial tranche of funding.



Clean Air Zone: Exemptions	Community Minibuses – Those operating under a permit under section 19 or section 22 of the Transport Act (1985), issued by a body designated by the Secretary of State are eligible for a permanent exemption.  Minibuses which are not used as a licensed taxi, PHV or on a registered bus service, will be eligible for a temporary exemption until 31st December 2022.
Clean Air Zone: Discounts	None
Clean Air Zone: Daily Charge	£10 per charging day (midnight to midnight)
Clean Vehicle Funding	A grant of £5,000 per vehicle OR access to vehicle finance, offering an average subsidy of £5,000, with the subsidy per vehicle capped at £7,000.  Funding ask of £2m would provide funding to upgrade around 400 vehicles.

6.20 **Proposals for LGV** – GM has asked for £80m of funding plus delivery costs.

Clean Air Zone: Exemptions	Light Goods Vehicles (LGVs) will be eligible for a temporary exemption until 31st December 2022.
Clean Air Zone: Discounts	None
Clean Air Zone: Daily Charge	£10 per charging day (midnight to midnight)
Clean Vehicle Funding	A grant of £3,500 per vehicle OR access to vehicle finance, offering an average subsidy of £3,500, with the subsidy per vehicle capped at £5,000.  Funding ask of £80m would provide funding to upgrade around 23,100 vehicles, around 40% of the in-scope non-compliant fleet.

6.21 **Proposals for HGV** – Government has awarded GM £7.6m as an initial tranche of funding.

Clean Air Zone: Exemptions	Specialist Heavy Goods Vehicles – Certain types of heavily specialised HGVs, such as those used in construction or vehicle recovery.  Non-road-going vehicles – Certain types of non-road going vehicles which are allowed to drive on the highway such as agricultural machines; digging machines; and mobile cranes (T1, T2 or T3 vehicle types)
Clean Air Zone: Discounts	Registered keepers of privately-owned commercial vehicles (<3.5t)), and registered to an address in GM, will be eligible to apply for a discounted charge of that of an LGV.

Clean Air Zone: Daily Charge	£60 per charging day (midnight to midnight)
Clean Vehicle Funding	<p>A grant of up to £5,500 per vehicle, dependent on vehicle size OR access to vehicle finance, offering an average subsidy of up to £5,500 with the subsidy per vehicle capped at £8,000.</p> <p>OR a grant of up to £16,000 towards retrofit to a compliant standard via a Clean Vehicle Retrofit Accreditation Scheme (CVRAS)</p> <p>Funding ask of £7.6m would provide funding to upgrade around 2,000 vehicles, around half the in scope non-compliant fleet.</p>

6.22 An Equalities Impact Assessment that considers the draft proposals at a GM level, can be found at Appendix 5.

## 7 GOVERNANCE

7.1 TfGM has been leading on the development of the GM CAP on behalf of the ten GM local authorities. However, the duty to secure compliance with the March 2020 ministerial direction falls on the 10 GM local authorities. The latest direction by the Secretary of State under section 85 of the Environment Act 1995 places a duty directly on each of the GM authorities to take steps to implement the relevant local plan for NO<sub>2</sub> compliance.

7.2 Once the GM CAZ is operational there will be a number of aspects which will require continued joint working across the GM Authorities, which may be achieved through delegations, agreements, memoranda of understanding or a combination of these. The CAZ will incur operating costs and generate revenues, any net surplus of which must be applied in accordance with restrictive rules in the TA 2000, in facilitating the achievement of local transport policies.

7.3 Some aspects of the delivery of the CAZ will require formal arrangements to be put in place. This section of the report considers the formal governance mechanisms to underpin the delivery of a GM Clean Air Zone (CAZ) and the supporting measures, namely;

- the GM 'Operating Body', a public sector body which will be responsible for day to day operation of the CAZ in particular, the implementation of other GM CAP measures.

### Operating Body

7.4 The 'Operating Body' should be a public sector body which will be responsible for day to day operation of the CAZ in particular, and the implementation of other GM CAP measures. Appendix 6 sets out further detail on the assumed responsibilities / activities of the 'Operating Body'.

- 7.5 The GM Clean Air Steering Group have reviewed a number of options – see Appendix 6 – and this options analysis has concluded that TfGM should act as the Operating Body and take on responsibilities for the CAZ integrating GM CAP delivery within their wider strategic GM responsibilities to operate the GM Clean Air Service.
- 7.6 Given that the ten GM local authorities are to cooperate and put in place arrangements with a view to achieving objectives they have in common no particular public procurement implications are anticipated from the proposal to appoint TfGM as the Operating Body.
- 7.7 Further information on the assumed responsibilities of the Operating Body can be found at Appendix 6.
- 7.8 A further report will be submitted in due course setting out the details of the proposed delegations to the Operating Body.

#### Charging Authorities

- 7.9 The relevant powers for ensuring compliance with the Direction also rest with the 10 GM local authorities as the “local plan for NO<sub>2</sub> compliance” referred to in the Direction involves “a Charging Clean Air Zone Class C,” which in legal terms is a charging scheme under the Transport Act 2000 (TA 2000).
- 7.10 Such a charging scheme may be made by an authority (known as a ‘charging authority’) in respect of roads for which it is the local traffic authority or jointly by a number of them. It can also be made by one or more such authorities with a combined authority.
- 7.11 It is proposed that a further report will be brought forward to set out the formal governance mechanisms that will underpin the deliver a GM Clean Air Zone (CAZ) and the supporting measures.

#### Political oversight

- 7.12 If the GM local authorities agree that TfGM will act as the Operating Body it is considered prudent and good practice for an ‘Authority’ to act as an oversight body in respect of the GM CAP, responsible for holding the Operating Body to account and also to exercise functions relating to the oversight of the CAZ including monitoring and policy setting.
- 7.13 It is proposed that a further report will be brought forward to set out the formal governance mechanisms that will underpin the deliver a GM Clean Air Zone (CAZ) and the supporting measures.

#### Management Group

- 7.14 To ensure that each participating authority retains Strategic Management of the GM Clean Air Service as it impacts on them, it is proposed that a “Clean Air Management Group” is established to have responsibility for management oversight of the GM Clean Air Service in line with the policies and decisions of the participating authorities. It would comprise senior nominated officers of

the participating authorities who would have responsibility for day to day liaison with the service. Appendix 6 sets out further detail on the assumed responsibilities of the Clean Air Management Group.

## **8 MINIMUM LICENSING STANDARDS AND THE GM CLEAN AIR PLAN**

- 8.1 Taxi/PHV services are a significant part of GM's transport offer. 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.
- 8.2 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.
- 8.3 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 with an ambition for a zero-emission capable fleet); Vehicle ages (under 5 years at first licensing, no older than 10 years); Vehicle colour (Black for Taxi/Hackney, white for Private Hire Vehicles); 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 license expiry; Once determined, license 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.
- 8.4 Given the decarbonisation challenge, highlighted elsewhere in this report, sectors such as transport need to take very significant action now to reduce carbon emissions. For taxis and PHVs to contribute will require them to switch to zero-emission capable (ZEC) vehicles. To invest in ZEC vehicles, taxi proprietors also require long term confidence in the local policy landscape, including future interventions and supporting infrastructure.
- 8.5 Therefore, the following dates for ZEC adoption are proposed as part of the MLS consultation:
- From 2025 all new to license 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.
- 8.6 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 developed policy proposals that can meet these needs as far as possible, which is why parallel consultations will be undertaken for MLS and GM CAP, and that charging, funding, and licensing policy positions are coherent and joined-up.
- 8.7 On 3<sup>rd</sup> August 2020, the GM local authorities received a letter from the Greater Manchester Taxi Trade Coalition requesting that the GM CAP and MLS consultations be delayed until such time as the full impact of COVID-19 on the taxi trade can be assessed. A copy of this letter is attached at Appendix 7. As at the time of the drafting of this report, a response is being prepared, but it is noted that the 10 GM authorities remain under a legal duty to comply with the ministerial direction dated 16<sup>th</sup> March 2020 which requires them to consult on the GM CAP proposals as soon as reasonably practicable and requires the implementation of a category C clean air zone (with additional measures) so as to achieve NO<sub>2</sub> compliance in the shortest possible time, and by 2024 at the latest. Given the overlap of proposed MLS vehicle age and emission standards with the Clean Air plan agenda, there is a need for parallel consultations to be undertaken for MLS and GM CAP so that charging, funding, and licensing policy positions are coherent and joined-up. The wider points raised by the Coalition, including COVID-19 impacts, will be considered as part of the GM CAP and MLS consultations as set out in section 6 above.
- 8.8 Ultimately the collaborative approach that the MLS represents will help achieve the vision of a strong, professional and healthy taxi and private hire sector providing safe and high-quality services to residents and visitors across the whole of Greater Manchester. This vision sees taxis and Private Hire as a crucial part of the overall transport mix, that can consistently deliver safe and high-quality services for the public. The proposed MLS will help deliver improved safety, customer focus, higher environmental standards and accessibility.
- 8.9 In addition, GM understands that, like many parts of the economy, and in particular the transport sector, the taxi and private hire trade have been severely impacted by COVID-19, lockdown and the effects of social distancing policies. Therefore, the MLS consultation, which is a matter for the 10 district councils, will include questions designed to elicit a fuller and more informed understanding of the wider effects of COVID-19 on the economic health and sustainability of the taxi and private hire trades.

## **9 NEXT STEPS**

- 9.1 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 move to a statutory public consultation on the GM Clean Air Plan;
- Continue work to understand the possible impacts of COVID-19 on the GM CAP; and
- Prepare further reports to set out the formal governance mechanisms that will underpin the delivery of a GM Clean Air Zone (CAZ) and the supporting measures.

## **10 RECOMMENDATIONS**

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

## APPENDIX 1 – GM RESPONSE TO DFT’S DECARBONISING TRANSPORT – SETTING THE CHALLENGE

1. Greater Manchester welcomes the opportunity to feedback on DfT’s Decarbonising Transport – Setting the Challenge [‘the document’] and give our views on the actions required to put the UK’s entire transportation system on a plausible pathway to deliver the greenhouse gas reductions urgently needed to achieve carbon neutrality. GM broadly agrees with the 6 strategic priorities and welcomes the opportunity to participate in the workshops to help develop these further.
2. Greater Manchester agrees with the acknowledgement in the document that the decarbonisation of transportation is not optional and that urgent action is needed to put the UK on a trajectory of becoming carbon neutral by 2050. It is encouraging that Government, in addition to identifying freight and logistics as playing a key role, has recognised within its strategic priorities the need to accelerate modal shift to public transport and active travel and that many of the solutions lie within the localities where unique opportunities and challenges lie. As mentioned throughout the document, delivering carbon neutrality will not be possible without a major change in travel behaviours and a fundamental shift in the way people and goods are moved.
3. Greater Manchester aims to be a carbon neutral city-region by 2038. The pathway to the Greater Manchester 2040 Transport Strategy’s Right Mix vision focuses on changing travel behaviour towards public transport, active travel, more local travel, and more travel to town and city centres in order to reduce car mode share from 61% of trips in 2017 to no more than 50% of trips in 2040. Although the Right Mix takes us some way towards Greater Manchester’s carbon neutral target, more challenging reductions in car travel are likely to be necessary if Greater Manchester is to meet the carbon budgets that underlie the target. Central Government will need to take the lead if Greater Manchester is to achieve those major changes in travel behaviour.
4. It is disappointing to note that Government policies and strategies do not appear at present to be joined up. The document explicitly states that embodied carbon is out of scope, as is that of the power generation and distribution for transport and construction of infrastructure, as these are considered elsewhere by Government. Whilst GM recognises that travel energy carbon costs are often most easily understood and addressed in the near-term, the carbon costs of infrastructure is a necessary component for a coherent decarbonisation strategy. The need for joined-up thinking was identified in HMT Infrastructure Carbon Review<sup>1</sup> which states “the overarching recommendation is that Government and industry clients should work together to make carbon reduction a requirement on all infrastructure projects and ....real value will come from joining up the value chain and unleashing innovation”. PAS 2080<sup>2</sup> mirror these aspirations and

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<sup>1</sup>

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/260710/infrastructure\\_carbon\\_review\\_251113.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/260710/infrastructure_carbon_review_251113.pdf)

<sup>2</sup> PAS 2080:2016 Carbon Management in Infrastructure – BSI Group

promote carbon reduction in the value chain and it is recommended that a similar PAS be developed for transport.

5. The apparent lack of a joined-up approach may lead to inappropriate technologies and solutions being pursued and implemented; as was the case with the promotion of diesel vehicles over petrol to help reduce carbon emissions where siloed decision-making resulted in much higher traffic-generated emissions of nitrogen dioxide (NO<sub>2</sub>) and contributed to the UK Government's failure to meet the 2010 legal limit for roadside NO<sub>2</sub>. In addition, an urgent review of the Bus Service Operators' Grant<sup>3</sup> (BSOG) is needed, as it is based on annual fuel consumption and therefore is actively encouraging the use of fossil fuels: instead, subsidy ought to be encouraging and stimulating the adoption and use of electric vehicles for bus, the most heavily used public transport mode in GM and throughout the country. Additionally the 2011 Budget saw a freeze on fuel duty which has meant that its real value is currently the lowest since November 1994.<sup>4</sup>
6. Finally, the valuation of carbon in transport appraisal is not raised within the consultation document. The economic value of reducing carbon as contained in the DfT Transport Appraisal Guidance is in need of urgent revision to ensure that it plays a driving role in the economic case for transport interventions and investments. Indeed, it is questionable whether we have sufficient information about the social costs of carbon emissions to justify trading-off those costs against other benefits in a transport appraisal. If that practice is to continue, a precautionary approach should be used to valuing carbon, reflecting uncertainty about its true long-term costs.

## **Moving People**

7. The principle focus of the document in its discussion of carbon neutrality by 2050 is around the shift to the use of electric vehicles. Although it accepts that car travel will need to be reduced, the work undertaken for the GM Environment Plan by the Tyndall Centre has demonstrated that it is not plausible that such a reduction in carbon could be achieved without a substantial reduction in total kilometres travelled, if the UK is to remain within its carbon budgets. The omission of a range of impactful actions that realistically will enable the carbon reductions to be made is a serious shortcoming and must be addressed in the Plan. Changes to mode of transport alone will not be enough; changes to the pattern of trip origins and destinations will also be needed. It is surprising that in fig 6 an EV is identified as zero carbon yet an electric train is not.
8. Greater Manchester has a significant strategic road network comprising approximately 170km of mostly motorway, carrying around 5.5million kilometres of vehicle traffic per annum. There is a greater length of strategic road network in GM than in any other City Region area. It is for this reason that GM needs a joined-up approach to managing local and strategic roads and clear policy alignment around highway capacity enhancements which could lead to more car travel. The cost of travel plays an important role in the choice of transport mode

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<sup>3</sup> BSOG is a grant paid to operators of eligible bus services and community transport organisations to help them recover some of their fuel costs.

<sup>4</sup> Petrol and diesel prices – House of Commons Briefing Paper, Number 4712, 16 June 2020



and as a result of freezing fuel duty, this has meant that once a vehicle has been purchased it is relatively cheap to run, making this a challenge for public transport to compete.

9. It is also important to recognise that there is concern over the potential increase in non-exhaust fine particulate matter generated by EVs, when compared to the equivalent conventional vehicle. The Air Quality Expert Group (AQEG) identified that EV's can weigh up to 24% more than a conventional ICE equivalent, resulting in more brake, tyre and road wear<sup>5</sup>. The AQEG have recommended an immediate priority that non-exhaust emissions are recognised as a source of ambient concentrations of airborne particulate matter, even for zero exhaust emissions vehicles.<sup>6</sup> It is these fine particulates that have been linked to the poor health outcomes and loss of life years.
  
10. The document identifies the fact that most journeys are made for leisure purposes and that for 87% of car users, their current lifestyles mean that they need to own a car. Again, it is not realistic that simply nudging people into “the purchase of a new type of vehicle, moving to greater sharing of transport to increase utilisation, or switching modes” will be sufficient to achieve the behaviour changes that in turn will enable the very challenging carbon reduction targets to be met. In the short term there may be merit in providing more information to the public on the real cost of vehicle ownership and comparing this to other more sustainable modes of transport. Beyond this, the Transport Select Committee and others have identified the need for future policies, as the shift to electromobility will no longer provide even the limited road transport pricing impact that fuel duty currently provides to encourage behaviour change. Any national policy to encourage more journeys by active travel or public transport modes will need to consider how best to shift the relative pricing of transport to more fully take into account the carbon costs in the absence of current motoring duties and taxes. A similar approach is also required in the context of future transport interventions, particularly for large scale transport infrastructure.
  
11. For Greater Manchester to decarbonise transport to meet its 2038 target, it is estimated that 63% of cars will need to be zero-tailpipe-emission by 2025. Based on current car ownership, that is a shortfall of 800,000 vehicles, out of a current car/van fleet of 1.3 million. With global production of passenger EVs projected to be 8.5m by 2025 (10% of total vehicle sales) and 54m (58% of sales) by 2040<sup>7</sup>, the carbon neutral aspirations of GM and the UK Government cannot rely on only EVs as the solution. Work undertaken by Anthesis<sup>8</sup> for GM has suggested that by 2030 a reduction of 25% in passenger-kms travelled is needed in addition to decarbonising transportation by 51%. Place-based solutions are fundamental to delivering this, creating attractive walkable residential areas that encourage shorter walk-trips instead of longer car-trips.

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<sup>5</sup> Air Quality Expert Group – Non-Exhaust Emissions from Road Traffic

<sup>7</sup> Bloomberg’s New Energy Finance – Electric Vehicle Outlook 2019 <https://about.bnef.com/electric-vehicle-outlook/>

<sup>8</sup> Scatter for GMCA – Technical Annex June 2019

12. Rapid and urgent action is needed to put the UK on the trajectory necessary to achieving carbon neutrality in 2050 and meeting its agreed carbon budgets. Early work undertaken by Greater Manchester has shown that delaying action by 5 years would adversely affect the achievement of its cumulative carbon budget to the extent that our target would not be met.
13. The infrastructure needed to support the decarbonisation agenda of both transportation and heat requires the electricity grid to be fit for purpose. The document refers to installing EV charging points in new-build, however there is no reference to retrofitting these to existing property other than by grants applied for by EV owners, nor the ability of the substations to sustain the power needed to charge EVs and the projected electricity needed to heat homes. The document makes no reference to the insight used to determine the best location for EV charging points and the suitable mix of fast/rapid and ultra-rapid chargers. There needs to be joined up thinking to ensure that suitable locations are chosen, particularly given the heavy reliance on on-street parking in many residential areas. Research underpinning our draft Electric Vehicles Charging Infrastructure (EVCI) strategy identifies that whilst the private sector contribution to the network will be valuable, there is limited evidence of it delivering the network needed to meet our clean air and low carbon targets and to support the ambitions of the 2040 transport strategy. Government must support a robust and widespread network of alternative fuel infrastructure necessary to accelerate the uptake of zero tailpipe emission vehicles, to facilitate the move away from ICE vehicles.
14. Furthermore, if active travel and public transport are to be the first, natural choice, then it must also be the most convenient and cost-effective method to travel. Insight is needed to determine the appropriate mix of EV charger types and location to ensure the early uptake of EVs but also support the promotion of modal shift to active and sustainable transport. EVs are not carbon neutral, with embodied carbon accounting for 50% less life-time carbon than a typical internal combustion engine car<sup>9</sup>. Therefore, it is important to achieve the right mix of modes of transport early on, to ensure future carbon budgets are not put at risk.
15. It is disappointing that Government does not have a current carbon target for buses and that it has left that to the Confederation for Passenger Transport (CPT). The Document misquotes the CPT's strategy, suggesting that all buses are to be ultra-low or zero emission by 2025 (2023 in some urban areas), when in fact the commitment from the CPT is only to purchase next generation ultra-low or zero emission buses from 2025 (but starting from 2023 in some urban areas). With buses operating for at least 15 years from purchase, this risks excessive delay and further carbon costs. Moreover, with buses providing the primary source of NOx emissions in a number of our town centres and contributing an average of 822g/km<sup>10</sup>; GM is very concerned about the very slow adoption of zero emission vehicles in the bus industry. At the current rate of progress it will take 300 years

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<sup>9</sup> ICCT – Effects of battery manufacturing on electric vehicles life-cycle greenhouse gas emissions - February 2018

<sup>10</sup> [Carbonindependent.org using DEFRA's carbon calculator](https://www.carbonindependent.org/20.html#:~:text=the%20CO2%20emissions%20relate%20purely,buses%20is%20822%20g%20%2F%20km)

<https://www.carbonindependent.org/20.html#:~:text=the%20CO2%20emissions%20relate%20purely,buses%20is%20822%20g%20%2F%20km>

before the UK bus fleet is fully composed of zero emission vehicles, according to the Low Carbon Vehicle Partnership<sup>11</sup>.

16. If a shift to public transport is a strategic priority, then it is concerning to see that Government is waiting for a natural renewal of the fleet; and that is even more the case given the likely impact of the Covid pandemic on fleet replacement plans. Additionally, current policies that support retrofitting buses to Euro VI are also counter-intuitive and although they will help improve the quality of the air locally, they will not improve the efficiency of the vehicles, instead reducing their efficiency by up to 3%<sup>12</sup> in an urban setting and consequently increasing carbon emissions. Carbon emissions need to be considered holistically together with local air quality. Furthermore, the current policy to subsidise bus operators' use of fuel through the Bus Service Operators Grant (BSOG) is counter-intuitive. It is however encouraging that a National Bus strategy is to be launched in 2020 and that the BSOG is to be reviewed by Government to ensure that it supports the environment.
17. The Greater Manchester 2040 Transport Strategy identifies that the bus network plays a vital role in tackling congestion and providing access to work, leisure and other destinations and that there is a need to increase bus patronage. The Strategy proposes Quality Bus Transit corridors where whole-route upgrades of key bus corridors, with a strong focus on quality and reliability will attract new users.
18. There is also no reference to the role that light rail or long-distance bus/coach travel can play in decarbonising leisure travel, especially (in the latter case) since the majority of long-distance journeys are for leisure purposes.
19. The document does little to progress the decarbonisation agenda for rail and largely reflects a direction of travel set by existing Government policy. Despite a clear manifesto commitment by the Government for "more electrification", details on the scale, design and location of such programmes remain vague, although there is an industry expectation that more will be known following the publication of the Traction Decarbonisation Strategy, which Network Rail are leading, later this year. The document is right to state that rail is a relatively low-carbon form of transport and efficient in moving high volumes into city centres and for long distance trips. Heavy rail moves the highest volume of people into Greater Manchester's regional centre during the am peak. Data on carbon dioxide (CO<sub>2</sub>) emissions per passenger km in GM estimated that rail produces 60.9g CO<sub>2</sub> per passenger kilometre, bus in comparison was estimated at 102.9g CO<sub>2</sub> per passenger kilometre<sup>13</sup>. However, rail tends to have longer term investment requirements for rolling stock and infrastructure compared to other modes, so there is a risk that technological development in other modes of transport could

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<sup>11</sup> TfGM research

<sup>12</sup> Bus retrofitting with diesel particulate filters: Real world fuel economy and road worthiness.

<https://www.sciencedirect.com/science/article/pii/S1001074217317643>

[https://ars.els-cdn.com/content/image/1-s2.0-S1001074217317643-fx1\\_lrg.jpg](https://ars.els-cdn.com/content/image/1-s2.0-S1001074217317643-fx1_lrg.jpg)

<sup>13</sup> Carbon Footprinting of Policies, Programmes and Projects – AEA Technology 2009

undermine rail's comparative advantage in relation to carbon if decisions regarding the decarbonisation of rail are not made soon.

20. The document highlights the need for coordinated investment in both rail infrastructure and rolling stock which will be key to meeting decarbonisation targets. Crucial to this will be the ability to identify the right interventions for the right locations as innovation in hydrogen and battery power cannot be relied upon to deliver the scale and pace of change needed.
21. There is widespread support for electrification both politically and within the rail industry, as it is considered a proven technology and has several benefits, such that electrification<sup>14</sup>:
- means 60% lower carbon emissions than diesel trains;
  - is 35% cheaper than diesels to operate;
  - has 20% lower lease costs;
  - offers better reliability - between 140% and 230% increase in distance travelled between failures;
  - delivers improved passenger comfort;
  - enables faster journey times due to superior braking and acceleration; and
  - ensures quieter operation<sup>15</sup>.
22. Government must also consider that the UK finds itself with a shortage of suitable diesel trains and electrics are available for cascade from other franchises. Given the Government's aspiration to reduce, and ultimately end, the use of diesel trains by 2040, companies will struggle to justify investment in diesel stock even where the lack of infrastructure requires them. Conversely, electrification could allow for a closer alignment between the banning of diesel and petrol cars by 2035 and new diesel trains in a similar timeframe.
23. Government must reconsider the role of cycling and walking if they are to be a serious contender to replace car journeys. The transport authorities have been implementing the activities discussed within the document to promote these modes of transport for many years and appreciates that much more is needed to support carbon neutrality. Greater Manchester's Bee Network contributes is one such activity with a vision for the city region to become the very first to have a fully joined up cycling and walking network, covering over 1000miles.
24. Government need to actively introduce policies to enable significant and rapid change at levels that we have not seen to date. The light touch approach taken throughout the document may not be enough to ensure that cycling and walking are the preferred option. Policies, strategies and decision-making need to be joined up with comprehensive, interlinked, cross- boundary infrastructure that is suitable to make cycling and walking the easiest option for travel; where people are given priority over cars, rather than the other way around. In this context, regulatory reform that equips local transport and highway authorities with the right powers to plan and deliver safe walking and cycling routes is crucial, for example

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<sup>14</sup> RIA electrification Cost Challenge (2019)

<sup>15</sup> RIA electrification Cost Challenge (2019)

[https://www.riagb.org.uk/RIA/Newsroom/Stories/Electrification\\_Cost\\_Challenge\\_Report.aspx](https://www.riagb.org.uk/RIA/Newsroom/Stories/Electrification_Cost_Challenge_Report.aspx)

in terms of innovative road layouts including measures such as implied zebra crossings, and enforced where appropriate, for example in relation to moving traffic offences. Most importantly, holistic land-use and transport planning is needed in order to create the conditions suitable for the shorter journeys for which active travel is relevant and not designed around the car. Will the Government's proposed speeding-up of the planning system in England reflect the need for holistic planning of land-use and transport to achieve rapid reductions in GHG emissions from transport? Or will it accelerate the creation of car-dependent development, undermining alternatives to car travel?

## **Moving Goods**

25. Although freight is identified as a key player in decarbonising transport, there is no clear direction on how this will be achieved. The current approach to voluntary reductions in GHG emission of 15% by 2025 and the introduction of regulations to set binding CO2 emission reductions, are too little too late. As identified earlier, to meet the targets set by Government, urgent action is necessary. Investing in technology that only reduces emissions by 15% risks locking those vehicles into the fleet for 10-15 years to come. Rather, the accelerated advancement in alternative technologies such as hydrogen is necessary or, alternatively, the acceptance that in the short term there is no alternative to diesel power for freight vehicles and that the associated carbon emissions must be offset elsewhere. E-cargo bikes for last mile delivery are a sustainable solution to the increased popularity of vans. Micro-consolidation centres do not appear within the document, nor the recognition that out-of-town consolidation centres give the opportunity of greater efficiency for the distribution of goods to the final customer by low carbon means. This leads to the need for a national freight strategy with enough resilience to make a difference and reduce -tonne-km moved.
26. Freight trains makes a significant contribution to the economy and environment of Greater Manchester because each freight train replaces up to 60<sup>16</sup> HGVs that would need to be operated in their place, according to the Rail freight Group (RfG). The RfG also highlights that rail freight reduces CO2 emissions by up to 76% compared to road transport, produces ten times less small particulate matter and as much as fifteen times less nitrogen oxide for the equivalent mass hauled.
27. Rail freight is wholly in the private sector and operated on purely commercial terms (by independent businesses with long term investments and commitments in capital, people, terminals and rail network access); therefore, the aspirations of the industry are not always shared in a wider strategy domain. The vast majority of freight trains are currently hauled by diesel locomotives. Only a very few freight trains operated into Greater Manchester are hauled by electric locomotives and the freight terminals and routes are largely not electrified and historically it has made more economic sense for the Freight Operating Companies (FOCs) or Rolling Stock Companies (ROSCOs) to invest in diesel locomotives.
28. If the Government commits to greater electrification, then the sector will be incentivised to invest in new equipment (circa £3 million per loco). Electric

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<sup>16</sup> <http://www.rfg.org.uk/rail-freight/facts-figures/>

locomotives are a tried and tested existing technology. They are able to haul longer aggregates trains, thereby improving the economics for both FOCs and ROSCOs and potentially mitigate the need for some additional paths; there appears to be no reason railways serving quarries might not also be electrified. Government must work closely with the freight industry to provide assurance for the long-term investment in electric locomotives and to ensure the business is viable by guaranteeing freight paths under a mixed-use network.

29. Neither of the alternative technologies of battery or hydrogen have the energy density, range or sustained power capability to match the performance of diesel trains on freight services. This means that it is essential that electrification is extended to include all freight routes if there is any chance of achieving decarbonisation. With the small profit margins of the freight operators and limited network capacity, there is no option to reduce the length or weight of freight services to match other technologies. There is a possibility that battery technology may be suitable for last mile haulage or for shunting in freight terminals, but this will need to support rather than replace the need for electrification.

### **Aviation & Maritime**

30. Greater Manchester recognises the challenges faced by both the aviation and maritime sectors in decarbonising their fleet, from both a weight and range perspective and that further research and development is needed. Regarding aviation, Greater Manchester's five-year Environment Plan recognises the carbon emissions as a national issue, with an assumption that emissions nationally from all flights should hold steady to 2030 and then reduce to zero by 2075 and that such emissions are monitored.

### **Summary**

31. Whilst new vehicle technologies are important, delivering carbon neutrality will not be possible without a significant change in travel behaviours and a fundamental shift in the way people and goods are moved. The DfT Plan to Decarbonise Transport, whilst a welcome initiative in principle, does not yet set out a set of measures that are realistically capable of achieving the changes in the required timeframe.
32. Rapid and urgent action is needed to put the UK on the trajectory necessary to achieving carbon neutrality in 2050 – the next five years are critical to set us on the right path to meet our carbon budgets.
33. If active travel and public transport are to be the first, natural choice, then they must also be the most convenient and cost-effective ways to travel.
34. A reduction of passenger kms travelled is needed and whilst local polices can influence this, it is Government policy that will underpin its delivery. We need the Transport Decarbonisation Plan to set a consistent National Policy aligned with international agreements, that regions and localities can deliver to make rapid,

meaningful progress in reducing transport's contribution to the climate emergency.

35. Policies to tackle carbon emissions must be integrated into wider policy-development to reduce the possibility of unintended consequences and to ensure a holistic approach is taken. Embodied carbon in infrastructure and vehicles; and the need for low-carbon electricity generation must all be included in the final strategy.
36. The next stage in the Government's approach to decarbonising transport, scheduled for autumn 2020, will be crucial. Whilst Government may have fairly assessed the scale of the challenge to date, the response outlined in their approach to date is insufficient. The final plan will need to set out a clear set of tangible actions and measures of the scale and impact required for implementation in the shortest time possible, so all stakeholders can play their full role in the challenge to decarbonise transport.

### **Actions GM recommends are needed to be addressed in the Transport Decarbonisation Plan**

#### Policy

- A clear and binding framework is needed for joined up policy and strategic decisions, where whole life carbon is considered, to include embodied carbon and carbon from power production not just carbon in use, together with a review of the national roads investment strategy to take into account the impact on carbon.
- Planning policy must change to ensure that future developments do not encourage the increased need to travel, particularly by car. (There are worrying signs that proposed changes in planning policy by the Government could have the opposite effect).
- National plans are needed to ensure that investment in cycling and walking infrastructure is joined up and effective.
- Policies that encourage employers to allow employees to work from home.
- Policies that make the cost of travelling by car relatively more expensive than sustainable and public transport modes.
- The economic value of reducing carbon as contained in the DfT Transport Appraisal Guidance is in need of urgent revision to ensure that it plays a driving role in the economic case for transport interventions and investments.

#### Behavioural

- There needs to be less travel, with active and sustainable transport becoming the first choice because it is easier, cheaper, or faster than non-sustainable modes. This may only be possible by increasing the cost of using non-sustainable modes of transport or reducing the relative cost of sustainable modes.
- Active Travel must be convenient with due regard given to the need for shower facilities at places of work and difficulties of storing bikes at home, when living in high rise buildings. In addition, means of securing valuable e-bikes at transportation hubs need to be available when using mixed-mode travel options.
- E-bikes can play an important role in filling the gap in suburban areas where public transport may not be an option. Carefully planned and robust EV charging infrastructure will help support and encourage the uptake.

- New and emerging modes such as E-scooters are also important in bridging gaps and connecting transport modes.

### Rail

- Emerging technologies (battery and hydrogen) might help with the reach of the solutions but will not act as a silver bullet to the problems and will not replace the need for significant additional electrification.
- Evidence from the rail industry suggests that electrification can be delivered at a lower cost if design and funding methods are improved.
- A national rolling programme of electrification is needed to enable the rail industry to deliver schemes at significantly lower cost, through supply chain certainty, while retaining learning and skills and incentivising investment and innovation.
- Replace bi-mode trains with full electric trains where possible and cascade bi-modes to other routes without continuous electrification as a medium-term solution.
- Don't forget the significant commercial incentives required to attract longer term sustainable investment in the freight industry.
- This needs to happen quickly to meet the timescales – lots of network still to be electrified.

### Car

- Appreciation that EVs alone are not the solution and that a reduction in miles travelled is also necessary.
- Early and rapid electrification of the car fleet is needed.
- Sustainable infrastructure that allows recharging of vehicles in a way that supports behaviour and transport mode change and the reduction in distance travelled.
- There is a need for standardisation of charging connectors (Universal Plug/socket) for EV charging to simplify charging and make all charging points suitable for any vehicle – at the moment there are several types in use.

### Bus

- The consultation paper notes that 5% of journeys were made by bus in the UK but that these journeys only accounted for 3% of GHG emissions. (Paragraph 2.21 of the consultation document). Bus is already comparatively green and Battery Electric Bus technology is now a reality on our streets that can make the industry even greener. Unfortunately, up-front costs of investment are far higher than for diesel buses while the BSOG system reduces the operating cost differential in favour of retaining diesel operation. As a result, at the current rate of conversion, it will take over 300 years before the entire UK fleet is converted.
- Therefore, the investment announced so far (funding for 4,000 zero emission buses) is very welcome, GM would like to see more details on how this money will be made available to the industry and over what time period.



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D I R E C T I O N

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## ENVIRONMENT ACT 1995

### Environment Act 1995 (Greater Manchester) Air Quality Direction 2020

The Secretary of State, in exercise of the power conferred by section 85(5) of the Environment Act 1995(a), gives the following direction.

In accordance with section 85(6) a copy of this direction will be published in the London Gazette.

The Secretary of State makes this direction having determined that it is necessary in order to meet obligations placed upon the UK under the EU Ambient Air Quality Directive(b).

#### **Citation, commencement and application**

1.—(1) This direction may be cited as the Environment Act 1995 (Greater Manchester) Air Quality Direction 2020 and comes into force on the day after it is made.

(2) This direction applies to—

- (a) Bolton Metropolitan Borough Council;
- (b) Bury Metropolitan Borough Council;
- (c) Manchester City Council;
- (d) Oldham Metropolitan Borough Council;
- (e) Rochdale Borough Council;
- (f) Salford City Council;
- (g) Stockport Metropolitan Borough Council;
- (h) Tameside Metropolitan Borough Council;
- (i) Trafford Metropolitan Borough Council;
- (j) Wigan Metropolitan Borough Council.

#### **Interpretation**

2. In this direction—

“the 2000 Act” means the Transport Act 2000(c);

“the authorities” means —

- (a) Bolton Metropolitan Borough Council;
- (b) Bury Metropolitan Borough Council;
- (c) Manchester City Council;

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(a) 1995 c.25.

(b) 2008/50/EC OJ No. L 152, 11.06.08, p.1.

(c) 2000 c.38.

- (d) Oldham Metropolitan Borough Council;
- (e) Rochdale Borough Council;
- (f) Salford City Council;
- (g) Stockport Metropolitan Borough Council;
- (h) Tameside Metropolitan Borough Council;
- (i) Trafford Metropolitan Borough Council;
- (j) Wigan Metropolitan Borough Council.

“AQP” means the UK plan for tackling roadside nitrogen dioxide concentrations 2017, drawn up by the Secretary of State in accordance with regulation 26(1) of the Air Quality Standards Regulations 2010(a);

“full business case” means a document that sets out the commercial and contractual arrangements, affordability, and management arrangements to ensure successful delivery of the scheme detailed in the local plan for NO<sub>2</sub> compliance;

“interim full business case” means a full business case that has not completed all local level sign-offs by the authorities;

“local plan for NO<sub>2</sub> compliance” means the detailed scheme (excluding any associated mitigation measures) which the authorities identified as part of the AQP to deliver compliance with the legal limit value for nitrogen dioxide in the shortest possible time that was considered by the Secretary of State on 16 March 2020 the approved measures of which are summarised in Schedule 1;

“local transport policies” has the meaning given by section 108(5) of the 2000 Act(b).

#### **Duty to implement the local plan for NO<sub>2</sub> compliance**

3.—(1) The authorities must take steps to implement the local plan for NO<sub>2</sub> compliance for the areas for which they are responsible.

(2) The authorities must ensure that the local plan for NO<sub>2</sub> compliance is implemented so that—

- (a) compliance with the legal limit value for nitrogen dioxide is achieved in the shortest possible time, and by 2024 at the latest;
- (b) exposure to levels above the legal limit for nitrogen dioxide are reduced as quickly as possible.

#### **Duty to submit additional documentation**

4. The authorities must submit to the Secretary of State a delivery plan that sets out the strategic, economic, commercial, financial and management detail of each individual measure in the local plan for NO<sub>2</sub> compliance as soon as possible and by 31 July 2020 at the latest.

#### **Duty to prepare a full business case and submit an interim full business case**

5.—(1) The authorities must continue with the work necessary to prepare a full business case for the areas for which they are responsible.

(2) An interim full business case must be submitted to the Secretary of State as soon as possible and by 30 October 2020 at the latest.

(a) S.I. 2010/1001. A copy of the plan is available at: <https://www.gov.uk/government/publications/air-quality-plan-for-nitrogen-dioxide-no2-in-uk-2017>.

(b) Section 108(5) was inserted by section 7(1) and (2) of the Local Transport Act 2008 (c.26).

**Inquiry in respect of a full business case or interim full business case**

6.—(1) The authorities must only exercise their power to hold a local inquiry, whether under section 170(2)(a) of the 2000 Act or otherwise, in relation to any scheme in their interim full business case or full business case in accordance with this Article.

(2) The authorities may only hold a local inquiry if it is necessary to do so, notwithstanding any other opportunities which the authorities have or could have provided for representations to be made in relation to the scheme.

(3) Before an inquiry is held in accordance with paragraph (2), the authorities must consult the Secretary of State and—

- (a) submit to the Secretary of State reasons why the authorities believe an inquiry is necessary,
- (b) submit a proposed timetable for the completion of the inquiry, and
- (c) inform the Secretary of State whether the inquiry will be in addition to or instead of any other opportunity to make representations about the scheme identified in the full business case.

(4) Where the authorities consult the Secretary of State under paragraph (3), the authorities can only begin the inquiry if it has received consent from the Secretary of State including for the timetable for the completion of the inquiry.

(5) In this direction, a reference to holding a local inquiry includes a reference to causing a local inquiry to be held.

**Submission of the interim full business case to the Secretary of State**

7. When submitting the interim full business case, the authorities must provide the Secretary of State with the following information—

- (a) the date on which it is proposed that the scheme identified in the interim full business case will come into effect;
- (b) confirmation that all public consultation necessary in respect of the scheme identified in the full business case, has been completed (including where applicable consultation in accordance with section 170(1A), (1C) or (5)(a) of the 2000 Act(a));
- (c) a summary of any responses received in response to any consultation and of the changes (if any) made or proposed to the scheme identified in the interim full business case following that consultation (if this information is not available it can be submitted in a further report by 30 November 2020 at the latest);
- (d) where the interim full business case proposes a scheme in connection with which the authorities intend to exercise powers under the 2000 Act, confirmation that the scheme facilitates the achievement of the local transport policies (where applicable) which apply in the authorities' area;
- (e) confirmation—
  - (i) that no local inquiry has been held or is due to be held, or
  - (ii) that a local inquiry has taken place in accordance with the consent and timetable agreed by the Secretary of State under Article 6 of this Direction.
- (f) the date by which a full business case will be delivered to the Secretary of State.

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(a) Section 170(1A) and (1C) were substituted, for subsection (1) as originally enacted, by section 111(2) of the Local Transport Act 2008. Section 170(1A) was amended by paragraph 110(2) of Schedule 6 to the Local Democracy, Economic Development and Construction Act 2009. Section 170(5) was amended by paragraph 6(2) of Schedule 5 to the Local Transport Act 2008.

**Revocation of previous direction**

8. The Environment Act 1995 (Greater Manchester) Air Quality Direction 2019 is hereby revoked.

**Variation, revocation or suspension**

9. The authorities must not vary, revoke or suspend their implementation of the local plan for NO<sub>2</sub> compliance pursuant to Article 3, without the prior written consent of the Secretary of State.

**Guidance**

10. The authorities, in taking steps under this direction, must have regard to relevant guidance issued by the Secretary of State.



Parliamentary Under Secretary of State for the Environment  
Department for the Environment Food & Rural Affairs

Rebecca Pow MP

16<sup>th</sup> March 2020

**SCHEDULE 1**

Article 3

**Summary of local plan for NO<sub>2</sub> compliance measures**

<i>Measures description</i>	<i>Deadlines</i>
Charging Clean Air Zone Class C with additional measures.	To be implemented as soon as possible and at least in time to bring forward compliance to 2024.

**EXPLANATORY NOTE**

*(This note is not part of the direction)*

This direction directs Bolton Metropolitan Borough Council; Bury Metropolitan Borough Council; Manchester City Council; Oldham Metropolitan Borough Council; Rochdale Borough Council; Salford City Council; Stockport Metropolitan Borough Council; Tameside Metropolitan Borough Council; Trafford Metropolitan Borough Council; Wigan Metropolitan Borough Council, for the purposes of this direction are referred to as “the authorities”, to implement their local plan for NO<sub>2</sub> compliance and to prepare and submit to the Secretary of State certain further documentation and an interim full business cases. These steps need to be taken in respect of air quality under Part 4 of the Environment Act 1995 and as part of the UK plan for tackling roadside nitrogen dioxide concentrations 2017. The authorities’ local plan for NO<sub>2</sub> compliance was considered by the Secretary of State on 16 March 2020, and the approved measures must now be implemented to ensure compliance with the legal limit value for nitrogen dioxide is achieved in the authorities’ areas in the shortest possible time. Under section 85(7) of the Environment Act it is the duty of a local authority to comply with a direction given to it. A copy of this direction is available for inspection at Seacole Building, 2 Marsham Street, London, SW1P 4DF.

# Greater Manchester's Clean Air Plan to Tackle Nitrogen Dioxide Exceedances at the Roadside

## Policy for Consultation



**Bolton**  
Council



Salford City Council



**Bury**  
COUNCIL



STOCKPORT  
METROPOLITAN BOROUGH COUNCIL



MANCHESTER  
CITY COUNCIL



**Tameside**  
Metropolitan Borough



Oldham  
Council



TRAFFORD  
COUNCIL



ROCHDALE  
BOROUGH COUNCIL



**Wigan**  
Council

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<b>Version Status:</b>	DRAFT FOR APPROVAL	<b>Prepared by:</b>	ARUP
<b>Reviewed by:</b> <b>Date:</b>	MEGAN BLACK JULY 2020		

## 1 Purpose of this document<sup>1</sup>

- 1.1 Government has instructed many local authorities across the UK to take quick action to reduce harmful Nitrogen Dioxide (NO<sub>2</sub>) 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 NO<sub>2</sub> Exceedances at the Roadside, referred to as GM CAP.
- 1.2 This is the GM CAP Policy. This document sets out the proposed policy position at consultation for each of the proposed measures to enable key audience groups who will be most affected by the proposed measures to engage with the consultation and respond in a meaningful way.
- 1.3 It provides the proposed policy positions for each of the measures, which together constitute the GM CAP. This document includes reference to specific technical materials which are published as part of the consultation. In doing so, it is intended to assist consultees in navigating the different materials published as part of the consultation.
- 1.4 This document does not and is not intended to provide detailed information on the processes that underpin the delivery of the Policy for the GM CAP, e.g. how discounts and exemptions will be applied for.
- 1.5 The intention is that GM CAP Policy will be reviewed in line with the findings from the statutory consultation.
- 1.6 The proposals set out within this document reflect analysis undertaken prior to the coronavirus (COVID-19) pandemic. Therefore, in addition to consultation feedback, the future development of this policy will be informed by further assessment of the impacts of COVID-19 on the GM CAP.
- 1.7 The public sector body which will be responsible for day to day operation of the CAZ, the implementation of other GM CAP measures, is assumed to be TfGM. An options appraisal concluded that TfGM should take on responsibilities for the CAZ integrating GM CAP delivery within their wider strategic GM responsibilities to operate the GM Clean Air Service.

## 2 Background

- 2.1 As a result of elevated NO<sub>2</sub> concentrations in major urban areas, since 2010 the UK has been in breach of the legal Limit Value for annual mean concentrations of nitrogen dioxide (NO<sub>2</sub>)<sup>2</sup>, as set by the European Ambient Air Quality Directive (2008/50/EC), which incorporates many World Health Organisation air quality standards into European Law. This legislation is transposed into English law through the Air Quality Standards Regulations 2010.

<sup>1</sup> Yellow highlights indicate where cross references/links to wider consultation documents will need to be added once approved.

<sup>2</sup> The legal Limit Value for annual mean concentrations of NO<sub>2</sub> is 40µg/m<sup>3</sup>

- 2.2 The UK Government's Air Quality Plan<sup>3</sup> requires local authorities with persistent exceedances of the legal Limit Value, including those within GM, to undertake local action to consider the best option to meet legal NO<sub>2</sub> limits in the shortest possible time.
- 2.3 GM submitted an Outline Business Case (OBC) setting out the GM CAP proposals to the Government at the end of March 2019. In July 2019 a ministerial direction under the Environment Act 1995, the Environment Act 1995 (Greater Manchester) Air Quality Direction 2019 was made, which requires all ten of the Greater Manchester (GM) local authorities to implement a charging Clean Air Zone Class C across the region, hereafter referred to as the Greater Manchester Clean Air Zone (GM CAZ).
- 2.4 The OBC included six measures to support implementation of the GM CAZ and to reduce the adverse impacts identified:
- Clean Bus Fund
  - Clean Commercial Vehicle Fund
  - Clean Taxi Fund
  - Vehicle Finance
  - Electric Vehicle Infrastructure
  - Sustainable Journeys
- 2.5 GM held a public engagement exercise known as the 'conversation' between early May and mid-June 2019 to help inform the GM CAP, and this was supplemented by more targeted stakeholder engagement with affected groups and 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 package of measures.
- 2.6 These forms of engagement and dialogue have all informed the policy positions set out in this document. The full report from the conversation can be found online at <https://cleanairgm.com/technical-documents>.
- 2.7 In March 2020, a further ministerial direction, the Environment Act 1995 (Greater Manchester) Air Quality Direction 2020<sup>4</sup> was made, requiring all ten of the Greater Manchester (GM) local authorities to implement a charging Clean Air Zone Class C across the region so that:
- (a) Compliance with the legal limit value for nitrogen dioxide is achieved in the shortest possible time and by 2024 at the latest,
  - (b) Exposure to levels above the legal limit value for nitrogen dioxide are reduced as quickly as possible

<sup>3</sup> Department for Environment, Food & Rural Affairs. 2017. UK plan for tackling roadside nitrogen dioxide concentrations. Available at: <https://www.gov.uk/government/publications/air-quality-plan-for-nitrogen-dioxide-no2-in-uk-2017>

<sup>4</sup> Environment Act 1995 (Greater Manchester) Air Quality Direction 2020. Available at: [\[Insert link to where the March 2020 Ministerial direction letter is published on the GM Clean Air website\]](#)

The March 2020 ministerial direction supersedes the July 2019 ministerial direction<sup>5</sup>.

- 2.8 In March 2020, GM were advised that the Government does not support the Sustainable Journeys measure as it would only contribute to a minimal reduction in emissions of nitrogen oxides (NO<sub>x</sub>) in key locations. Government also provided feedback that Electric Vehicle Infrastructure is not needed for compliance and so would not be supported by implementation fund monies, but that they would commit to working with TfGM on securing alternative funding. The Office for Low Emission Vehicles (OLEV) was allocated £500m in the 11 March 2020 budget. TfGM, on behalf of GM, will be developing the case for funding electric vehicle charging infrastructure within GM for submission to OLEV/Department for Transport.
- 2.9 Since submission of the OBC, GM has done further analysis to understand who is likely to be who economically vulnerable to the impacts of the GM CAZ. It may also be the case that the proposed amount of grant funding set out in this document to help upgrade to a compliant vehicle, may not be enough to adequately mitigate the potential adverse economic impacts for all those most vulnerable by the GM CAZ. GM is addressing this through the introduction of a Hardship Fund.
- 2.10 This document sets out the policy position at consultation for each of the proposed measures, which together constitute the GM CAP, namely:
- Greater Manchester Charging Clean Air Zone (Section 3)
  - Clean Bus Fund (Section 5)
  - Vehicle Finance (Section 6)
  - Clean Commercial Vehicle Fund (Section 7)
  - Clean Taxi Fund (Section 8)
  - Hardship Fund (Section 9)

### **3 Greater Manchester Charging Clean Air Zone (GM CAZ)**

- 3.1 GM has been directed by the Government to introduce a charging Clean Air Zone Class C across the region. This means that owners or registered keepers of the following vehicle types will be required to pay a daily charge for driving within the zone, if the vehicle does not comply with the vehicle emission standards in the Government's Clean Air Zone Framework<sup>6</sup>:
- Licensed Hackney Carriages
  - Licensed Private Hire Vehicles (PHVs)

<sup>5</sup> Environment Act 1995 (Greater Manchester) Air Quality Direction 2019. Available at: [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/817395/air-quality-direction-greater-manchester.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/817395/air-quality-direction-greater-manchester.pdf)

<sup>6</sup> Department for Environment, Food & Rural Affairs and Department for Transport. 2020. Clean Air Zone Framework. Available at: [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/863730/clean-air-zone-framework-feb2020.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/863730/clean-air-zone-framework-feb2020.pdf)



- Buses
- Coaches
- Minibuses
- Light Goods Vehicles (LGVs)
- Heavy Goods Vehicles (HGVs)

Vehicles which meet the emissions standards will not be subject to charges. The CAZ vehicle categories and minimum emission standards as set out in the Clean Air Zone Framework<sup>7</sup> are provided in **Appendix 1**.

- 3.2 A central government database (vehicle checker) will determine if a vehicle is in scope for a charge. This vehicle checker is primarily linked to the Driving and Vehicle Licensing Agency (DVLA) database holding information on the classification of vehicles (often found on a V5C document). The vehicle checker can be accessed online at: <https://www.gov.uk/check-clean-air-zone-charge>. Any queries relating to the classification of vehicles is a matter for the registered keeper and the DVLA.
- 3.3 The GM CAZ will be implemented through a Road User Charging Scheme Order<sup>8</sup> with an estimated start date in Spring 2022.
- 3.4 GM anticipates that once implemented the Clean Air Zone will remain in full operation until at least the second half of 2026. If it is demonstrated by the second half of 2026 that two consecutive years' of compliance with the Legal Limit value for NO<sub>2</sub> of an annual mean of 40 µg/m<sup>3</sup> has been met, and there is confidence that compliance will continue to be maintained then, subject to GM governance processes, GM will notify the Secretary of State of its intention to revoke the Charging Scheme Order and commence the decommissioning of the GM CAZ.
- 3.5 **Table 1** provides a summary of the key characteristics of the proposed GM CAZ.

<sup>7</sup> Department for Environment, Food & Rural Affairs and Department for Transport. 2020. Clean Air Zone Framework, Annex A – Clean Air Zone minimum classes and standards. Available at: [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/863730/clean-air-zone-framework-feb2020.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/863730/clean-air-zone-framework-feb2020.pdf)

<sup>8</sup> Secondary legislation which empowers traffic authorities to charge road users, in accordance with the Transport Act 2000.

**Table 1: Key Characteristics of the GM CAZ**

Clean Air Zone: Boundary	Primarily aligned with the administrative boundary of Greater Manchester Authorities, excludes the Strategic Road Network (SRN) <sup>9</sup> . <a href="https://cleanairgm.com/which-roads-are-affected/">https://cleanairgm.com/which-roads-are-affected/</a>
Clean Air Zone: Times of Operation	24 hours a day, 7 days a week, 365 days per year
Clean Air Zone: Vehicles Affected	Licensed Hackney Carriages Licensed PHVs Buses Coaches Minibuses LGVs HGVs
Clean Air Zone: Exemptions	Certain vehicle types may be eligible for exemptions as detailed in para 3.8
Clean Air Zone: Discounts	Certain vehicle types may be eligible for discounts as detailed in para 3.8
Clean Air Zone: Daily Charges	<p>Daily charges would apply for each day a non-compliant vehicle is used within the GM CAZ, with one charge imposed per vehicle, per 'Charging Day' (midnight to midnight), however much a vehicle drives within the GM CAZ in that 24-hour period.</p> <ul style="list-style-type: none"> <li>• Licensed Hackney Carriages – £7.50 per 'Charging Day'</li> <li>• Licensed Private Hire Vehicles – £7.50 per 'Charging Day'</li> <li>• Buses – £60 per 'Charging Day'</li> <li>• Coaches – £60 per 'Charging Day'</li> <li>• Minibuses – £10 per 'Charging Day'</li> <li>• LGVs – £10 per 'Charging Day'</li> <li>• HGVs – £60 per 'Charging Day'</li> </ul> <p>Owners or registered keepers of non-compliant vehicles used within the GM CAZ will be required to pay the relevant charge via a Central Government Payment Portal. The Government intends that a user can pay 7 days in advance, including the journey date (Charging Day), or 7 days retrospectively including the journey date (Charging Day).</p>
Penalty for non/late payment of CAZ charge	£120 (in addition to the daily charge) will be applied to all relevant vehicles (reduced to £60 plus the daily charge if paid within 14 days of Penalty Charge Notice being issued)

<sup>9</sup>The SRN consists of roads which are not managed by local and regional GM authorities, namely motorways and trunk roads managed by Highways England. The SRN is illustrated on the Highways England Network Management Map available at: <https://www.gov.uk/government/publications/roads-managed-by-highways-england>

- 3.6 **Enforcement** of the GM CAZ will be undertaken in accordance with the prescribed process set out within Road User Charging Schemes (Penalty Charges, Adjudication and Enforcement) (England) Regulations 2013.
- 3.6.1 The GM CAZ will use a network of automatic number plate recognition (ANPR) cameras to identify vehicles which are non-compliant. Where non-compliant vehicles are identified by the ANPR system to be travelling within the GM CAZ and charges have not been paid, owners or registered keepers will be notified of a penalty charge via a Penalty Charge Notice (PCN). Data collected through the ANPR system will be used for the purposes of managing the GM CAZ and will be handled in accordance with the General Data Protection Regulations (GDPR) and Data Protection Act 2018.
- 3.6.2 If the person or organisation named on the PCN pays the amount specified on the PCN within 14 days, the amount payable is reduced to £60 (in addition to the daily charge).
- 3.6.3 If the person or organisation named on the PCN does not either pay the amount specified on the PCN (known as a 'representation') within 28 days of it being issued, then a Charge Certificate would be issued and the penalty charge would be increased to £120 (in addition to the daily charge).
- 3.6.4 A representation to challenge a PCN cannot be made once the Charge Certificate has been served. However, the person or organisation named on the Charge Certificate can make a Statutory Declaration if they did not receive the PCN or they have not received a response to a representation. Failure to pay the cumulative fine specified on the Court Order may result in enforcement agents being instructed to recover the monies owed.
- 3.7 **Discounts and Exemptions** – whilst there is a general presumption that the requirements for charging CAZs will apply to all vehicles according to the relevant zone class, there will be certain circumstances where discounts or exemptions from a charge will be appropriate.
- 3.7.1 The Government's Clean Air Zone Framework<sup>3</sup> sets out the permanent exemptions i.e. those which will be exempt from charges for all CAZs including the GM CAZ. These are in place due to some types of vehicle being particularly difficult or uneconomic to adapt to comply with the framework's requirements. They also cover vehicles that are engaged in particularly unique or novel operations. National, permanent exemptions that apply to all CAZs are set out in **Table 2**.

**Table 2: Permanent Exemptions to CAZ Charges, set by the Government**

Permanent exemptions	Description	Rationale	Further Information
Historic vehicles	Vehicles with a 'historic' vehicle tax class (vehicles built or first registered more than 40 years ago)	Exempt due to age and unsuitability for compliant retrofitting	A database of these nationally exempt vehicles will be managed via the Central Government Payment Portal, so vehicles will be automatically exempt with no additional action required by the owner or registered keeper.
Military vehicles	Vehicles in use by UK Armed Forces	Exempt from charges by virtue of Section 349 of the Armed Forces Act 2006	
Disabled Passenger Vehicle	Vehicles within the DVLA Disabled Passenger Vehicle tax class, used by organisations providing transport for disabled people.	This group of vehicles may include a range of specialist and/or novel or adapted vehicles, where it may generally not be practical to upgrade to a vehicle compliant with the emission standards of the GM CAZ.	
Specialist Emergency Service Vehicles	Specialist vehicles in use by emergency services, such as aerial ladders and major incident command vehicles.	This group of vehicles may include a range of specialist and/or novel or adapted vehicles where it may generally not be practical to upgrade to a vehicle compliant with the emission standards of the GM CAZ.	

3.8 In addition to stipulating national exemptions, the Government's Clean Air Zone Framework<sup>3</sup> makes provision for local authorities to consider allowing additional exemptions or discounts based on particular local circumstances, specifically highlighting the need to liaise with emergency services operating in the area to understand the type of vehicles in their fleets and the activities for which they are used. Further local exemptions and discounts can be proposed on this basis so long as they do not undermine the ability to achieve compliance in the shortest possible time.

3.9 GM is proposing the following local exemptions and discounts for the GM CAZ. These exemptions and discounts fall into three categories:

- Permanent local exemptions (set out in **Table 3**);
- Temporary local exemptions<sup>10</sup> (set out in **Table 4**); and
- Permanent local discounts (set out in **Table 5**).

<sup>10</sup> A temporary local exemption is time limited exemption, applied for a fixed period. Within this temporary local exemption period, eligible vehicles would not pay a charge. Following the expiry of a temporary local exemption, non-compliant vehicles will be charged. Note there may be a requirement to apply for discounts and exemptions.

**Table 3: Permanent local exemptions proposed by Greater Manchester**

Permanent local exemptions	Description	Rationale	Further Information
Specialist Heavy Goods Vehicles	Certain types of heavily specialised HGVs, such as certain vehicles used in construction or vehicle recovery.	This group of vehicles includes certain novel or adapted road going HGVs of a particularly specialised nature, meaning it may not be practical to upgrade to a vehicle compliant with the emission standards of the GM CAZ.	It is proposed that owners or registered keepers of specialist HGVs will need to apply for this exemption, as there is no national database of these vehicles.
Non-road-going vehicles	Certain types of non-road going vehicles which are allowed to drive on the highway such as agricultural machines; digging machines; and mobile cranes	This group of vehicles includes a range of specialist and/or novel or adapted vehicles, where it may generally not be practical to upgrade to a vehicle compliant with the emission standards of the GM CAZ.	It is proposed that owners or registered keepers of non-road going vehicles not identified through DVLA vehicle classification will need to apply for this exemption.
Vehicles used by emergency services	Certain types of vehicles used by emergency services front line emergency and certain non-emergency vehicles	This group of vehicles includes a range of vehicles, associated with front line emergency response, and where it may generally not be practical to upgrade to a vehicle compliant with the emission standards of the GM CAZ, which are not captured by the national exemption.	It is proposed that a locally managed database of vehicles exempted will be developed in liaison with emergency services.
Community Minibuses	Those operating under a permit under section 19 or section 22 of the Transport Act (1985), issued by a body designated by the Secretary of State	These vehicles provide important access to employment, education and training for people who may otherwise be isolated, including those with mobility issues and located in areas with poor public transport accessibility. They also facilitate inclusion in social and community activities.	It is proposed that owners or registered keepers of community minibuses will need to apply for this exemption, as there is no national database of these vehicles.

Permanent local exemptions	Description	Rationale	Further Information
Showmen's Guild vehicles	Fairground/funfair vehicles which are registered with the Showmen's Guild	This group of vehicles includes a range of specialist and/or novel or adapted vehicles, where it may generally not be practical to upgrade to a vehicle compliant with the standards of the GM CAZ.	It is proposed that the Showman's Guild will notify GM of the vehicles registered with the Showman's Guild and that these vehicles will be exempted.
Driving within the zone because of a road diversion	<p>Vehicles driving within the zone because of a road diversion who would otherwise not have entered the GM CAZ.</p> <p>Applies only while the diversion is active and subject to non-compliant vehicles being on the designated diversion route.</p>	<p>This exemption is aimed at protecting road safety and recognises that vehicles may enter the GM CAZ for reasons outside of the driver's control.</p> <p>The exemption will apply to vehicles which enter the GM CAZ as a direct result of a road diversion only.</p>	It is intended that no additional action will be required by the owner or registered keeper of a non-compliant vehicle driving on a diversion route who would otherwise not have entered the GM CAZ.
Disabled Tax Class vehicles	Vehicles used by, or for the purposes of a disabled person which are exempt from vehicle tax.	<p>This exemption is complementary to the vehicle tax exemption for Disabled Tax Class vehicles.</p> <p>An exemption certificate will have been secured for vehicles within this group, following a successful application to the Driver and Vehicle Licensing Authority (DVLA) for exemption from vehicle tax. The vehicle must be used solely for the purposes of the disabled person.</p>	A database of these nationally exempt vehicles will be managed via the Central Government Payment Portal, so vehicles will be automatically exempt with no additional action required by the registered keeper.

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Table 4: Temporary local exemptions proposed by Greater Manchester

Temporary local exemptions	Description	Rationale	Further Information
<p>LGVs and minibuses</p> <p>(which are not a licensed taxi or PHV or used to provide a registered bus service)</p>	<p>Light Goods Vehicles (LGVs) and minibuses which are not used as a licensed taxi, PHV or on a registered bus service, will be eligible for a temporary exemption until 31<sup>st</sup> December 2022.</p> <p>After 31<sup>st</sup> December 2022, non-compliant vehicles will be charged.</p>	<p>GM evidence indicates that the cost and availability of new, second and third hand compliant LGVs will not provide a viable or an affordable option for many operators (especially for the smallest businesses and sole traders) to upgrade to a compliant vehicle in 2022, given the scale of the GM CAZ.</p> <p>Introducing a charge in 2022 risks many operators having to switch from using an LGV to a pre-Euro 6 diesel car or stop trading.</p> <p>Given the number of LGVs operating in GM, there is also a high risk of there being insufficient time in advance of 2022 to administer the funding required to support affected parties to upgrade to compliant LGVs.</p>	<p>As proposed, this temporary exemption for LGVs and minibuses does not affect the projected year of legal Limit Value compliance with the GM CAZ in place, or the number of exceedances in 2023.</p> <p>It is proposed that this exemption will be managed centrally so eligible vehicles will be automatically exempt with no additional action required by the registered keeper.</p>
<p>GM licensed Wheelchair Accessible Taxi &amp; PHVs</p>	<p>Wheelchair Accessible Taxi and Private Hire Vehicles (PHVs), which are licensed to one of the 10 GM Authorities, as of the [date of the close of the consultation] will be eligible for a temporary exemption until 31<sup>st</sup> December 2022.</p> <p>After 31<sup>st</sup> December 2022, non-compliant vehicles will be charged.</p>	<p>Wheelchair accessible Taxis and Private Hire Vehicles offer a vital service for disabled people and are often the only mode of travel available to them.</p> <p>26% of taxi users report that they have a health problem or disability that limits their day-to-day activities, and 26% of taxi users over 65s say that they cannot use buses due to a disability<sup>11</sup>.</p> <p>The cost of upgrade to a wheelchair accessible vehicle (WAV) is high and</p>	<p>As proposed, a temporary exemption for wheelchair accessible taxis and PHVs does not affect the year of compliance or the number of exceedances in 2023.</p> <p>It is expected that this exemption will be facilitated through the Government's Hackney Cab and PHV Centralised Database, which forms part of the wider digital infrastructure that is being developed to support the introduction of charging Clean Air Zones.</p>

<sup>11</sup> November 2019 Hatch Regeneris "CAZ Commercial Vehicle Socio-Economic Impacts Research"

Temporary local exemptions	Description	Rationale	Further Information
		<p>availability of second-hand vehicles is poor (especially for London-style Taxis).<sup>12</sup></p> <p>The application of GM CAZ charges in 2022 could therefore affect disabled people's access to taxi/PHV services, by reducing the number of wheelchair accessible vehicles operating in the region.</p>	<p>Therefore, no additional action will be required by the registered keeper.</p>
<p>Coaches and buses registered to a business address within GM and not used on a registered bus service within GM.</p>	<p>Coaches and buses registered to a business address within GM and not used on a registered bus service within GM will be eligible for a temporary exemption until 31st December 2022.</p> <p>After 31st December 2022, non-compliant vehicles will be charged.</p>	<p>Although compliant Euro VI coaches have been available since 2013, the majority (67%) of the fleet operating within GM is not compliant with the GM CAZ emission standards<sup>13</sup>.</p> <p>This is because coaches have a long running life and upgrade to a compliant vehicle is very expensive.</p> <p>69% of coach operators are small businesses and have very small fleets of 1-5 vehicles.</p> <p>There is a risk that even with funding support - coach operators cannot reasonably comply with the GM CAZ emission standards by 2022 and that this creates a risk of reduced coach operations.</p> <p>In comparison to buses, retrofit solutions are also relatively immature, affecting availability.</p>	<p>Analysis shows that coaches make up under 0.5% of total traffic<sup>14</sup> and as proposed, a temporary exemption for coaches is not projected to affect the year of compliance or the number of exceedances of the legal Limit Value in 2023.</p> <p>Owners or registered keepers of coaches and buses registered to a business address within GM and not used on a registered bus service within GM will need to apply for this exemption, as there is no database of these vehicles.</p>

<sup>12</sup> Insert source of evidence based upon final suite of consultation deliverables

<sup>13</sup> Insert source of evidence/analysis based upon final suite of consultation deliverables

<sup>14</sup> Insert source of evidence/analysis based upon final suite of consultation deliverables



Temporary local exemptions	Description	Rationale	Further Information
		<p>This in turn risks affecting accessibility and the provision of services for vulnerable groups, particularly children, elderly people and those on low incomes.</p> <p>We also recognise that there are buses used within GM for private enterprise, such as wedding transport, which if non-compliant may be subject to a GM CAZ charge.</p>	
Outstanding finance or lease on non-compliant vehicles	<p>Non-compliant vehicles subject to finance or lease agreements entered into before [date of the close of the consultation] which will remain outstanding at the time at which the GM CAZ becomes operational, will be eligible for a temporary exemption until the agreement ends or until 31st December 2022, whichever is sooner.</p> <p>After 31st December 2022, non-compliant vehicles will be charged.</p>	<p>A move to a compliant vehicle is not considered feasible due to outstanding finance, which was entered into before information on the GM CAZ had been made publicly available.</p>	<p>Owners or registered keepers of non-compliant vehicles which are subject to outstanding finance or lease agreements at the time at which the GM CAZ becomes operational will need to apply for this exemption, as there is no national database of these vehicles.</p>
Limited supply (awaiting delivery of a compliant vehicle)	<p>Owners or registered keepers of non-compliant vehicles that can demonstrate they have placed an order for a compliant replacement vehicle or retrofit solution, will be eligible for a temporary exemption until such a time as they are in receipt of the compliant replacement vehicle or retrofit solution, or for 12 weeks, whichever is sooner.</p>	<p>Upgrade to a compliant vehicle is not immediately possible due to an issue with the supply of a compliant vehicle or retrofit solution on order, which is considered outside of the control of the applicant.</p>	<p>Registered keepers of non-compliant vehicles who can evidence that they have placed an order for a compliant replacement vehicle or retrofit solution, which is yet to be received, will need to apply for this exemption, as there is no national database of these vehicles.</p>

**Table 5 Permanent local discounts proposed by Greater Manchester**

Permanent local discounts	Description	Rationale	Further Information
<p>PHVs (owned or exclusively contracted by 1 person) licensed to one of the 10 GM Local Authorities and also used as a private car</p>	<p>Owners or registered keepers of non-compliant PHVs which are also used as a private car will be eligible to apply for a discounted charge of 5/7 of the weekly total (proposed to be £37.50 per week) from 2022.</p>	<p>This responds to previous consultation feedback which highlighted the large proportion of PHVs that are also used as a private car when not in service, and private cars will not be subject to charges under the GM CAZ.</p> <p>The discounted charge is based upon the proportion of the week that vehicles could reasonably be expected to be in service.</p>	<p>Owners or registered keepers of non-compliant PHVs licensed to one of the 10 GM Local Authorities which are also used as a private car will need to apply for this exemption.</p>
<p>Leisure vehicles in private ownership (&gt;3.5t)</p>	<p>Owners or registered keepers of leisure vehicles (&gt;3.5t) in private ownership (e.g. motor caravan (&gt;3.5t), motorised horse box (&gt;3.5t)), and registered to an address in GM for not less than twelve (12) full consecutive calendar months prior to the date of application, will be eligible to apply for a discounted charge.</p> <p>The vehicle would be eligible for consideration for a charge equivalent to the LGV daily charge (proposed to be £10 a day), rather than the HGV daily charge (proposed to be £60 a day).</p> <p>The discount will be subject to providing evidence that the vehicle is not used for commercial purposes.</p>	<p>A small proportion of HGVs will be in private ownership, largely used for leisure purposes, e.g. motor caravans (&gt;3.5t) and motorised horseboxes (&gt;3.5t). This group of vehicles includes a range of specialist and/or adapted vehicles, which are often bought second or third hand where it may generally not be feasible to upgrade to a vehicle compliant with the emission standards of the GM CAZ.</p> <p>This approach recognises feedback received during the "Clean Air Conversation".</p>	<p>Owners or registered keepers of leisure vehicles in private ownership which have a gross weight above 3,500kg will need to apply for this discount.</p>

## 4 Funding to upgrade to compliant vehicles

4.1 GM proposes the following package of funding support to help owners or registered keepers of non-compliant vehicles with the cost of upgrading their vehicles so they are compliant with the emission standards required by the implementation of a GM CAZ, so as not to be subject to a charge. The aim of the funding is to mitigate the negative socio-economic effects of the GM CAZ. The funding proposals are:

- A Clean Commercial Fund to provide financial support for the upgrade of non-compliant LGVs and HGVs, minibuses and coaches, which will be targeted to support smaller local businesses, sole traders, individuals and the charity/voluntary sector.
- A Clean Taxi Fund to provide financial support for the upgrade of non-compliant GM Licensed Hackney Carriage and private hire vehicles.
- A Clean Bus Fund to provide financial support for the upgrade of non-compliant buses registered to run services across Greater Manchester.
- A Hardship Fund to support individuals, companies and organisations who are considered to be the most vulnerable to the potential economic impacts of the GM CAZ.

4.2 This means that the owners or registered keepers of a non-compliant vehicle that will be subject to the GM CAZ charges may be eligible to apply for financial support towards upgrading to a compliant vehicle, subject to meeting eligibility criteria.

4.3 GM is proposing that financial support is:

- only offered for vehicles that do not comply with the relevant GM CAZ emission standards and are not eligible for a permanent national or local exemption;
- provided for the replacement of a non-compliant vehicle with a compliant vehicle on a 'like-for-like' basis – i.e. financial support will not be available to facilitate upgrade of a non-compliant vehicle to a compliant vehicle of a different vehicle type (e.g. LGV, HGV) or Euro Category (e.g. N1, N2) (see Appendix A, **Table A1** for details of vehicle types and Euro Categories);
- facilitated directly with accredited suppliers of retrofit and replacement upgrade options, to ensure maintenance of a comprehensive audit trail, accountability for public funding and to reduce the risk of fraudulent activity and misappropriation of funds. The exceptions to this are the Clean Bus Fund and running cost grants under the Clean Taxi Fund;
- with the exception of the Clean Bus Fund, limited to a maximum of 10 vehicles per Applicant, with a maximum of 8 vehicles for Hackney Carriages and 5 vehicles for HGV retrofit;
- managed and administered centrally on behalf of the 10 GM authorities; and

- only available insofar as it complies with UK government and European requirements, including but not limited to State Aid Regulations<sup>15</sup>.

## 5 Clean Bus Fund

- 5.1 **Retrofit** – In the OBC, GM set out that the Clean Bus Fund would provide a financial support mechanism to, where possible, retrofit buses with older engine standards to the less polluting Euro VI standard. This funding would apply to buses registered to run services across the region.
- 5.2 In March 2020 the Government awarded £14.7m as an initial tranche of funding to retrofit buses running services in GM that have older engines which are not compliant with the GM CAZ emission standards. The Government's Joint Air Quality Unit<sup>16</sup> (JAQU) has confirmed that this funding can be delivered as a continuation of Clean Bus Technology Funds and is to be distributed as soon as possible.
- 5.3 As such, a grant of up to £16,000 towards retrofit to a compliant standard via a Clean Vehicle Retrofit Accreditation Scheme (CVRAS) certified system will be available and administered through an extension of the existing system in place under the Clean Bus Technology Fund (CBTF). Financial support will be available to vehicles that have operated for a minimum of 6 months on a GM registered bus service and are less than 13 years old. As this funding mechanism is distinct from the wider delivery of the GM CAP, no consultation feedback is requested on this aspect of the policy.
- 5.4 **Replacement** – In the OBC GM estimated 350 buses could not be retrofitted and it would be for the market to find a solution. This estimate has now been revised based on further evidence and it has been established that there are more than 500 non-compliant buses that cannot be retrofitted operating in GM. GM is proposing to the Government that it requires circa £9m of funding to support the replacement of non-compliant vehicles operating on registered bus services in GM.
- 5.5 On the award of government funding GM proposes that a grant of up to £16,000 will be available towards the cost of replacing a non-compliant bus registered to run services across GM with a compliant vehicle which meets GM CAZ emission standards.
- 5.6 Applicants would need to be able to demonstrate that:
- they are the registered operator for a registered bus service operating in GM;
  - they have not been in receipt of, or be subject to a current Application for, public sector clean air funding in GM or elsewhere in the United Kingdom for upgrade (retrofit or replacement) of the same vehicle(s) that is to be upgraded through the GM Clean Bus Fund;

<sup>15</sup> The UK has left the EU and is now in a transition period, while the UK and EU negotiate additional arrangements before new rules come into place from 1 January 2021. The current rules on state aid continue to apply during the transition period. The final GM CAP policy will need to comply with any government state aid rules or subsidy control framework that are in place.

<sup>16</sup> A joint unit of the DfT and the Department for Environment, Food and Rural Affairs, has led the Government's current work to try and ensure the UK is compliant with EU limit values for nitrogen dioxide in the shortest time possible.

- they have been operating on a registered bus service, within GM, for not less than twelve (12) full consecutive calendar months prior to the date of application;
- the vehicle has been registered to the applicant for not less than twelve (12) consecutive calendar months prior to the date of application, evidenced through the V5C Registration Document;
- the vehicle has a valid MOT, road tax and suitable insurance to operate a bus passenger service at the date of application;
- the upgraded vehicle will be compliant with the GM CAZ emission standards as a minimum;
- the upgraded vehicle will continue to operate on a registered bus service within GM for a minimum of 5 years following receipt of funding. If it is replaced or taken out of service in GM it must be replaced by a vehicle which meets the same emissions standard and passenger capacity, or better, e.g. a compliant double decker bus must be replaced with another compliant double decker bus, and must be of the same age or younger.

5.7 **Management of funds** – If the fund is oversubscribed, it is proposed that, in addition to applicants meeting the eligibility criteria, a process could be applied which seeks to maximise air quality benefits, i.e. funding could initially be targeted towards the upgrade of the oldest vehicles first.

## 6 Vehicle Finance

6.1 In its OBC, GM said it would investigate a scheme to offer loans at preferential rates for those taking advantage of the Clean Air funds.

6.2 Feedback received as part of the Clean Air conversation in 2019 indicated that vehicle finance is needed to help owners upgrade their vehicle as introduction of the GM Clean Air Zone is disrupting vehicle renewal cycles and some will need help in getting access to finance.

6.3 In response to this GM has developed a Vehicle Finance measure to address and reduce the adverse impacts on individuals, companies and organisations of financing an upgrade to a compliant vehicle, without reducing the effectiveness of the GM CAZ.

6.4 The Vehicle Finance measure will provide access to affordable finance for eligible applicants who require assistance in funding the cost of upgrading to a compliant HGV, LGV, Coach, Minibus, GM licensed Hackney Carriage or GM licensed Private Hire Vehicle. It has been designed to address some of the potential reasons that finance might typically be refused, including:

- Affordability – the ability or otherwise of applicants to meet finance repayments.
- Thin credit file – applicants not having enough information in their credit reports to generate a high enough credit score to be approved for credit.

6.5 Vehicle Finance will utilise the GM CAP Clean Commercial Vehicle Fund and Clean Taxi Fund to offer eligible owners of a non-compliant vehicle the option of either a lump sum grant or a finance contribution towards vehicle finance for upgrade to a compliant vehicle. Applicants will therefore be able to choose the option which best suits their individual circumstances. These options are as follows:

- Lump sum grant contributes to the cost of replacement or retrofit – the Applicant funds the remaining costs with their own capital or financing arrangements; or
- Vehicle Finance contributes to the cost of financing a replacement vehicle through the GM scheme, through either a lease or Hire Purchase – the Applicant pays monthly for an agreed finance period.

6.6 All financial support set out in the following sections includes a proposed amount of grant funding and the alternative figure, available as a contribution towards vehicle finance. Eligibility criteria for both of these options is detailed in Sections 7 – Clean Commercial Vehicle Fund and 8 – Clean Taxi Fund.

6.7 In addition to meeting the eligibility criteria set out in Sections 7 and 8, those seeking vehicle finance will need to:

- hold a UK bank account in the name of the applicant or business;
- consent to the Lending Body carrying out credit reference searches on their credit history;
- require a 10% deposit contribution (cash or vehicle trade-in value);
- note that lending decisions will rest with finance provider; and
- recognise that whilst they may be eligible for a non-repayable grant through Clean Air Funds, they may not be able to secure a vehicle finance agreement due to their individual circumstances.

## 7 Clean Commercial Vehicle Fund

7.1 GM has set out to the Government an ask of £98m for the Clean Commercial Vehicle Fund (CCVF), to provide a financial support mechanism for the upgrade of LGVs and HGVs, minibuses and coaches, which will be targeted to support smaller local businesses, sole traders and the voluntary sector.

7.2 **HGVs** – In March 2020, the Government awarded GM £7.6m as an initial tranche of funding towards the upgrade of HGVs, by either retrofitting vehicles currently in use, so that they subsequently meet the GM CAZ emission standards, or replacing non-compliant vehicles with compliant vehicles. Funding will be available to both commercial and private owners or registered keepers of non-compliant HGVs.

- 7.3 GM is proposing that a grant of up to £16,000 towards retrofit to a compliant standard via a Clean Vehicle Retrofit Accreditation Scheme (CVRAS) certified system will be available, OR a replacement grant of up to £5,500 per vehicle, dependent on vehicle size. Alternatively, access to vehicle finance will be available for replacement of non-compliant vehicles, offering an average finance contribution of up to £5,500 with the finance contribution per vehicle capped at £8,000.
- 7.4 Replacement grants for upgrade of non-compliant HGVs are proposed to be tiered as follows:
- 44t articulated up to £4,500 per vehicle
  - 32t rigid up to £5,500 per vehicle
  - 26t up to £4,500 per vehicle
  - 18t up to £3,500 per vehicle
  - <7.5t up to £2,500 per vehicle
- 7.5 **LGV** – GM is proposing to the Government that it requires £80m of funding towards replacing non-compliant vehicles with those that meet the GM CAZ emission standards.
- 7.6 Subject to the award of government funding to GM, it is proposed that a replacement grant of up to £3,500 per vehicle will be available, OR access to vehicle finance, offering an average finance contribution of £3,500, with the finance contribution per vehicle capped at £5,000.
- 7.7 **Minibuses** (which are not a GM licensed taxi or PHV or used on a GM registered bus service) – In March 2020 the Government awarded £2m as an initial tranche of funding towards replacing non-compliant vehicles with those that meet the GM CAZ emission standards.
- 7.8 GM is proposing that a replacement grant of up to £5,000 per vehicle will be available, OR access to vehicle finance, offering an average finance contribution of £5,000, with the finance contribution per vehicle capped at £7,000.
- 7.9 **Coaches and Buses** (which are not used on a GM registered bus service) – In March 2020 the Government awarded £4.4m as an initial tranche of funding towards the upgrade of coaches, by either retrofitting vehicles currently in use, so that they subsequently meet the GM CAZ emission standards, or replacing non-compliant vehicles with compliant vehicles.
- 7.10 GM is proposing that a grant of up to £16,000 towards retrofit to a compliant standard via a Clean Vehicle Retrofit Accreditation Scheme (CVRAS) certified system will be available, OR a replacement grant of up to £16,000 per vehicle. Alternatively, access to vehicle finance will be available for replacement of non-compliant vehicles, offering an average finance contribution of £16,000, with the finance contribution per vehicle capped at £23,000.

## 7.11 Applicants for the CCVF would need to be able to demonstrate that:

- they are either:
  - a small business<sup>17</sup>,
  - a micro business/entity<sup>18</sup>;
  - Self-employed / sole trader<sup>19</sup>;
  - an entity regulated by the Charity Commission (including registered, active charities and active charities exempted from registration);
  - a social enterprise<sup>20</sup> (including non-profit organisations); or
  - a private owner (owner or registered keeper) of non-compliant vehicles<sup>21</sup> which are not used for commercial purposes.
- they have had a registered address within GM for not less than twelve (12) full consecutive calendar months prior to the date of Application.
- they have not already been in receipt of government clean air funding for the purpose of upgrade of the same non-compliant vehicle that is the subject of the application, in GM or elsewhere in the United Kingdom;
- they are not in receipt of, or have made a successful application for, an Office of Low Emission Vehicle (OLEV) grant for the acquisition of the same compliant vehicle that is the subject of the GM CCVF application;
- they have not received and do not expect to receive more than 200,000 Euros (or equivalent) of state aid from any source over a period of three fiscal years, if seeking funding support for the upgrade of a non-Road Freight Transport vehicle<sup>22</sup>. This figure is inclusive of any discounts, exemptions, grants or Vehicle Finance secured through the GM CAP or any other funding source, including the grant applied for.

<sup>17</sup> A business/company will be considered 'small' if it has any 2 of the following:

- a turnover of £10.2 million or less;
- £5.1 million or less on its balance sheet;
- 50 employees or less;

As defined by Companies House, August 2019

<sup>18</sup> A company will be considered a micro-entity if it has any 2 of the following:

- a turnover of £632,000 or less;
- £316,000 or less on its balance sheet;
- 10 employees or less;

As defined by Companies House, August 2019

<sup>19</sup> Applicants are probably self-employed / a sole trader if any of the following apply:

- you are paid for goods and services you provide;
- you need to prove you're self-employed, for example to claim Tax-Free Childcare or you make voluntary Class 2 National Insurance payments to help you qualify for benefits;
- you submit tax returns (last financial year) for your income;
- you have business insurance or employer's liability insurance;
- you are considered self-employed by HMRC;
- you have a business bank account.

<sup>20</sup> A business is a social enterprise if it is able to demonstrate it:

- operates as a business with primarily social/environmental objectives, whose surpluses are principally reinvested for that purpose in the business or community rather than mainly being paid to shareholders and owners;
- does not pay more than 50 per cent of profit or surplus to owners or shareholders, as a social enterprise principally reinvests profit or surplus into the enterprise instead of paying it to owners or shareholders
- is registered with Companies House as an active company in the UK (or the Financial Conduct Authority if a cooperative); AND
- According to the legal structure may be beneficiary of government funds.

<sup>21</sup> LGVs, HGVs, minibuses, or buses and coaches which are not used to operate a registered bus services within GM.

<sup>22</sup> This category includes all HGVs and LGVs which are used for the purposes of performing road freight transport for hire or reward.



- the non-compliant vehicle must be registered to the Applicant, or an authorised employee, director or trustee of the Applicant/organisation, for not less than twelve (12) consecutive calendar months prior to the date of Application, evidenced through the V5C Registration Document provided with the Application;
- the non-compliant vehicle must have been registered to an address in GM for not less than twelve (12) consecutive calendar months prior to the date of Application, evidenced through the V5C Registration Document provided with the Application;
- the non-compliant vehicle has a valid MOT (or annual test)<sup>23</sup>, road tax and insurance, as appropriate for the vehicle use/organisation, at the date of Application;
- the non-compliant vehicle will be replaced by a compliant vehicle, or upgraded via a Clean Vehicle Retrofit Accreditation Scheme (CVRAS) certified emission reduction system, to meet GM CAZ emission standards;
- where in private ownership, the vehicle must not be used for commercial purposes;
- the business / organisation / trader / private owner will continue to have a base location in GM for not less than twelve (12) full consecutive calendar months following receipt of funding.

7.12 **Management of Funds** – It is proposed that financial support will be available through sequential funding rounds. These would target funding towards individuals and the smallest businesses within GM, and initially directed towards those who are likely to be most economically vulnerable to the impacts of the GM CAZ. GM is particularly interested in views on the management of the Clean Commercial Vehicle Fund through the consultation [[hyperlink to Consultation questions](#)]. The proposed funding rounds are set out below:

- an initial round of funding will be open to eligible owners or registered keepers of a non-compliant vehicle of Euro Emission standard 4 (Euro 4) or older, with the exception of small businesses;
- a second round of funding would be open to eligible owners or registered keepers of a non-compliant vehicle, with the exception of small businesses; and
- subject to available funds, a third round of funding would be open to eligible owners or registered keepers of a non-compliant vehicle, inclusive of small businesses.

<sup>23</sup> An annual test (MOT) applies for a lorry, bus or trailer. Further information is available at: <https://www.gov.uk/getting-an-mot/vehicles-exempt-from-mot>

## 8 Clean Taxi Fund

- 8.1 The Clean Taxi Fund (CTF) will provide a financial support mechanism to support the upgrade of non-compliant Hackney Carriages<sup>24</sup> and private hire vehicles (PHVs).
- 8.2 The GM CAP Policy assumes that the Minimum Licensing Standards proposed by GM<sup>25</sup> for Hackney Carriages and PHVs, which complement the GM CAP, are implemented in parallel with the GM CAZ.
- 8.3 **Hackney Carriages** – GM is proposing to the Government that it requires £10.4m of funding towards replacing or retrofitting (Liquid Petroleum Gas (LPG) conversion) non-compliant vehicles to meet the GM CAZ emission standards.
- 8.4 Subject to the award of government funding to GM, it is proposed that the following grants will be available:
- A grant of up to £10,000 will be available towards the running costs of purpose-built wheelchair accessible ZEC vehicles; OR,
  - Access to vehicle finance towards the cost of upgrade to a purpose-built wheelchair accessible ZEC vehicle, offering an average finance contribution of £10,000, with the total finance contribution capped at £14,000; OR,
  - A grant of £5,000 towards the LPG retrofit of a Euro 5 vehicle less than ten years old will also be available.
- 8.5 **PHVs** – In March 2020, the Government awarded £10.2m as an initial tranche of funding towards replacing non-compliant vehicles with compliant alternatives to meet the GM CAZ emission standards.
- 8.6 The following grants will be available for:
- Private Hire WAV or minibus – a grant of £5,000 towards the cost of a compliant 6+ seater vehicle, OR access to vehicle finance, offering an average finance contribution of £5,000, with the finance contribution per vehicle capped at £7,000.
  - Non-wheelchair accessible Private Hire Vehicles:
    - a grant of £1,000 towards the cost of a compliant internal combustion engine vehicle OR access to vehicle finance, offering an average finance contribution of £1,000, with the finance contribution per vehicle capped at £2,000.
    - OR a grant of £2,000 towards the cost of a compliant hybrid or plug-in hybrid<sup>26</sup> OR access to vehicle finance, offering an average finance contribution of £2,000, with the finance contribution per vehicle capped at £3,000.

<sup>24</sup> i.e. those vehicles with a Hackney Carriage License.

<sup>25</sup> [Link to MLS Consultation Pages]

<sup>26</sup> Which is not eligible/supported by an Office for Low Emission Vehicles (OLEV) Plug-In Grant. <https://www.gov.uk/plug-in-car-van-grants>

- OR a grant of £2,500 will be available towards the running costs of a ZEC vehicle<sup>27</sup>.

8.7 Applicants for the CTF would need to be able to demonstrate that:

- they have been trading and operating as a licensed Hackney Carriage or private hire driver or operator with one of the 10 Local Authorities in GM for not less than twelve (12) uninterrupted consecutive calendar months prior to the date of Application;
- they are the owner or registered keeper of a non-compliant vehicle which is and has been licensed for the purposes of Hackney Carriage or a private hire services with one of the 10 Local Authorities in GM for not less than twelve (12) uninterrupted consecutive calendar months prior to the date of Application;
- the non-compliant vehicle to be upgraded has been registered to the Applicant for not less than twelve (12) uninterrupted consecutive calendar months prior to the date of Application, evidenced through the V5C Registration Document provided with the Application;
- the non-compliant vehicle will be replaced by a compliant vehicle, or upgraded via a Clean Vehicle Retrofit Accreditation Scheme (CVRAS) approved emission reduction system, to meet GM CAZ emission standards.
- the non-compliant vehicle has current road tax and business insurance at the date of Application, with evidence of such provided with the Application;
- they will declare that they will remain licensed with one of the 10 GM Local Authorities for the purpose of performing Hackney Carriage or private hire duties within GM for two (2) years following the receipt of funding; and
- they have not received and do not expect to receive more than 200,000 Euros (or equivalent) of state aid from any source over a period of three fiscal years, if seeking funding support for the upgrade of a non-Road Freight Transport vehicle. This figure is inclusive of any discounts, exemptions, grants or Vehicle Finance secured through the GM CAP or any other funding source, including the grant applied for.

8.8 **Management of Funds** – It is proposed that funding will be offered on a first-come-first-served basis, once an applicant has evidenced that the eligibility criteria are met.

8.9 **Try Before You Buy Hackney Scheme** – the GM CAP and the proposed GM MLS will require Hackney Carriages to meet stricter emissions standards, which will mean a significant proportion of the trade will need to upgrade their vehicles to meet these emissions standards to avoid a charge. There is also the ambition in the GM Five-Year Environment Plan (5YEP)<sup>28</sup> for GM to be carbon neutral by 2038, which will be supported by the uptake of ZEC vehicles.

<sup>27</sup> Which is eligible/supported by an Office for Low Emission Vehicles (OLEV) plug-in grant. <https://www.gov.uk/plug-in-car-van-grants>

<sup>28</sup> Greater Manchester Five Year Plan. Available at: [https://www.greatermanchester-ca.gov.uk/media/1986/5-year-plan-branded\\_3.pdf](https://www.greatermanchester-ca.gov.uk/media/1986/5-year-plan-branded_3.pdf)

- 8.10 To invest in ZEC vehicles, taxi proprietors also require long term confidence in the local policy landscape, including future interventions and supporting infrastructure. GM has recently agreed to introduce common Minimum Licensing Standards (MLS) - including a position for consultation on when GM Taxi/PHV ZEC should be ZEC. The MLS further proposes that all Hackney Carriages must be 'London-style Black Cab' wheelchair accessible vehicles. Due to the lack of second-hand ZEC Hackney Carriages on the market, all operators looking to upgrade to electric would likely to have to purchase new vehicles.
- 8.11 Deliberative research undertaken in October 2019 identified that some Hackney Carriage and PHV drivers and operators noted the attractiveness of EVs, but would not consider upgrading to one, even with the suggested investment in charging infrastructure. To be persuaded to upgrade to an EV, it is likely participants would need to be confident that use of the vehicles is demonstrably feasible.
- 8.12 Research undertaken in October 2019 has shown taxi drivers are concerned about the cost and suitability of electric vehicle upgrades and the ability to charge EVs when out and about on shift. Measures will therefore be needed to target affordability and other barriers to switching to an EV, as well as the current perceived lack of charging infrastructure.
- 8.13 To tackle the barriers to making the switch to an EV, GM is proposing a 'Try Before You Buy' initiative for GM-licensed Hackney Carriage drivers. The opportunity to hire the vehicle prior to making an investment should help to address identified uncertainties around operating costs, range anxiety and availability of charging infrastructure. Nottingham City Council have run a trial of 3 EV Hackneys for 1-month periods and since its launch in January 2019 have covered 43 trials and have successfully converted 20 of those drivers to electrified Hackneys. The GM scheme would aim to encourage a 40% conversion rate of those taking up the trial. Support to drivers will be further enhanced in any onward transition to EV with the Hackney EV running cost grant (see paragraph 8.4).
- 8.14 **Taxi Electric Vehicle Infrastructure** – As set out above research has shown taxi drivers are concerned about the ability to charge EVs when out and about on shift. Therefore, dedicated electric vehicle infrastructure will be key in supporting the transition to ZEC taxis.
- 8.15 GM is proposing a network of 40 taxi-only rapid electric vehicle charging points, tailored to locations to support ZEC taxis to operate across GM. This measure is complementary with the financial support offered through the Clean Taxi Fund, within which one of the proposed financial support mechanisms is a running-costs grant for those who upgrade from a non-compliant vehicle to a ZEC vehicle.

## 9 Hardship Fund

- 9.1 Since submission of the OBC and following the feedback received as part of the Clean Air conversation in 2019, GM considers that it is individuals and the smallest businesses who will be most economically vulnerable to the GM CAZ charge 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.
- 9.2 GM is proposing a Hardship Fund of at least £10m to support individuals, companies and organisations who are assessed to be most economically vulnerable to the CAZ charge.
- 9.3 GM is currently considering the scope and scale of support required. This assessment is also being considered in light of the impact of the COVID-19 pandemic. It is possible that the groups affected by the GM CAP may require different levels of financial assistance than had been assessed at the time of the submission of the OBC to the Government.
- 9.4 GM knows that the transport sector has already been impacted by the pandemic, and government policies to stem its spread. The sector's ability to recover from revenue loss, whilst also being expected to respond to pre-pandemic clean air policy priorities by upgrading to a cleaner fleet, will clearly require further assessment and consideration. Therefore, the consultation [\[hyperlink to Consultation questions\]](#) is asking questions about the impact of COVID-19 to inform a technical briefing note for decision makers and the amount of hardship funding to be made available.

## 10 Fraudulent Activity and Misappropriation

- 10.1 GM is proposing that if an applicant is found to have abused the application process for the funds, vehicle finance, discounts or exemptions (e.g. falsified information), such that there is a risk of misappropriation, the right is reserved to terminate applications for funding or take enforcement action to recover awarded grants where information provided is not truthful or accurate.
- 10.2 Furthermore, any applicants found to have abused the application process or made a fraudulent application will not be eligible for any existing GM CAZ exemptions, discounts or financial support and GM will refer the matter to the relevant authorities where applicable.

## Appendix A – Clean Air Zone vehicle categories and minimum emission standards as set out in the UK Government’s Clean Air Zone Framework

**Table A1 – CAZ vehicle categories and minimum emission standards as set out in the Clean Air Zone Framework<sup>29</sup>**

Vehicle Type	Euro Category	Minimum <sup>30</sup> CAZ Compliant Euro Emission Standard	Example vehicles <sup>31</sup>
Bus	<b>M3</b> (Gross Vehicle Weight over 5000kg and more than 8 seats in addition to the driver)	Euro VI	Public Buses (single decker, double decker and midi), Coaches (single and double decker).
Coach		Euro VI	
HGV	<b>N2</b> (Gross Vehicle Weight <sup>32</sup> over 3500 kg and ref. mass over 2610 kg) <b>N3</b> (Gross Vehicle Weight over 5000 kg)	Euro VI	Articulated vehicles, rigid HGVs, flatbed lorries, concrete mixers, 2-axle lorry, some motorised caravans (>3.5t) and motorised horseboxes (>3.5t).
Minibus	<b>M2</b> (Gross Vehicle Weight not exceeding 5000 kg, reference. mass not exceeding 2840 kg and more than 8 seats in addition to the driver)	Euro 6 and VI (diesel) Euro 4 and IV (petrol)	Minibuses (excluding those which are licensed as a Taxi or Private Hire Vehicle – see Taxi and Private Hire Vehicles below).
LGV	<b>N1</b> (Gross Vehicle Weight not exceeding 3500 kg and reference. mass not exceeding 1305 kg)	Euro 6 (diesel) Euro 4 (petrol)	Vans (short and long wheelbase), some car derived vans, some light 4x4 utility vehicles and pickups.
Hackney Carriage and Private Hire Vehicles	Minibus – <b>M2</b> (Gross Vehicle Weight not exceeding 5000 kg, reference. mass not exceeding 2840 kg and more than 8 seats in addition to the driver) <b>M1</b> Passenger vehicle with up to 8 seats in addition to the driver	Euro 6 (diesel) Euro 4 (petrol)	Vehicles licensed as Hackney Carriages and/or Private Hire Vehicles.

<sup>29</sup> Defra and DfT. 2020. Clean Air Zone Framework, Annex A. Available at: [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/863730/clean-air-zone-framework-feb2020.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/863730/clean-air-zone-framework-feb2020.pdf)

<sup>30</sup> Note the minimum compliant standard is specified in Table 3.1.2. Vehicles which meet Euro 5 (V) and 6 (VI) petrol standards will also be compliant.

<sup>31</sup> As set out by Greater Manchester. These example vehicles do not feature in the Government Guidance and are provided for guidance only.

<sup>32</sup> The weight of a vehicle or trailer, including the maximum load, that can be safely carried when it is being used on the road. This will be listed in the owner’s manual. Also known as the maximum authorised mass (MAM) or permissible maximum weight.

## APPENDIX 4 – VEHICLE FINANCE OFFER

- 1.1 In its Outline Business Case (OBC) Greater Manchester said it would investigate a scheme to offer loans at preferential rates for those taking advantage of the Clean Air funds.
- 1.2 The Clean Air conversation in 2019 showed that vehicle finance is needed to help owners upgrade their vehicle as introduction of the GM Clean Air Zone is disrupting vehicle renewal cycles and some will need help in getting access to finance.
- 1.3 In response to this Greater Manchester (GM) has developed a Vehicle Finance measure to address and reduce the adverse impacts on individuals, companies and organisations of financing an upgrade to a compliant vehicle without reducing the effectiveness of the Clean Air Zone.
- 1.4 The Vehicle Finance measure will provide access to affordable finance amongst eligible applicants who require assistance in funding the cost of a compliant vehicle upgrade. It has been designed to address some of the potential reasons that finance might typically be refused:
- Affordability – the ability or otherwise of applicants to meet finance re-payments.
  - Thin credit file – applicants not having enough information in their credit reports to generate a high enough credit score to be approved for credit.
- 1.5 Vehicle Finance will utilise the GM CAP Clean Commercial Vehicle Fund and Clean Taxi Fund to offer eligible owners of a non-compliant vehicle the option to seek funding as either a lump sum grant or as a contribution towards vehicle financing, they will be able to choose the option which best suits their individual circumstances.
- Lump sum grant contributes to the cost of replacement – the applicant funds the remaining costs with private purchase or their own financing arrangements.
  - Vehicle finance contributes to the cost of financing a replacement vehicle through GM's arrangements either a lease or Hire Purchase – the applicant pays monthly for an agreed finance period.
- 1.6 The measure will be available to small, micro businesses, sole traders, self-employed, charities & and social enterprises, registered<sup>1</sup> in GM and in ownership of a non-compliant vehicle (HGVs, LGVs, Coaches, Minibuses, GM Licensed Hackneys and Private Hire Vehicles).

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<sup>1</sup> taxi & PHV need to be licensed in GM

- 1.7 Access to the clean air vehicle funds will be via a dedicated website which will guide applicants through a series of steps to:
- Quickly understand if they are eligible for the scheme against set criteria;
  - Create of a user account to facilitate their application for funding and to supply information about their business to evidence that they are eligible;
  - Detail the non-compliant vehicle they wish to replace; and
  - Access a panel of lenders, if they wish to apply for finance.
- 1.8 Those seeking the vehicle finance will need to:
- Hold a UK bank account in the name of the applicant or business; and
  - Consent to the Lending Body carrying out credit reference searches on their credit history.
- 1.9 Those seeking the vehicle finance will benefit in the following way:
- More affordable vehicle prices from lenders due to the anticipated volume of vehicles to be replaced.
  - Monthly repayments made more affordable through the assistance of Clean Air funding.
  - Payments spread out over a period of time to minimise the impact on business budgets.
- 1.10 It should be noted that:
- Applicants for vehicle funding will require a 10% deposit contribution (cash or vehicle trade-in value).
  - Lending decisions will rest with finance provider.
  - Some applicants eligible for Clean Air Funds may not be able to secure finance due to their circumstances however they will still be eligible for a lump sum grant.
  - Funds will NOT be paid directly to Applicants, they will be issued with an electronic voucher and advised of the options available to them.
- 1.11 Why is the GM Vehicle Finance offer more affordable? The key objectives of the measure serve to:
- i. Facilitate access to vehicle finance to a wider range of applicants than would ordinarily be the case
  - ii. Where access to credit isn't normally an issue the cost of the monthly finance will be more affordable.
- 1.12 Through the procurement of a vehicle finance supplier, GM will gain for all prospective applicants:



- Savings through the negotiation power of a larger buying population (versus a single applicant) and procurement to enable more applicants to meet the prospective affordability criteria set by vehicle funders.
- Access to more affordable finance by allowing the clean air vehicle funding to subsidise the cost of lending (dependent on the status of the applicant and the amount of credit they are seeking to obtain).
- Transparency over the cost of vehicles through the procurement process to ensure value for money for public funds.

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# Greater Manchester's Clean Air Plan to Tackle Nitrogen Dioxide Exceedances at the Roadside

## Equality Impact Assessment at Consultation



Salford City Council



Oldham  
Council

TRAFFORD  
COUNCIL



**Warning:** Printed copies of this document are uncontrolled

<b>Version Status:</b>	DRAFT FOR APPROVAL	<b>Prepared by:</b>	ARUP
<b>Reviewed by:</b>	MEGAN BLACK		
<b>Date:</b>	JULY 2020		

## **1 Introduction**

- 1.1 This is the Equality Impact Assessment (EqIA) to support the consultation process for the GM Clean Air Plan (GM CAP).
- 1.2 The assessment considers the potential for the GM CAP to result in disproportionate or differential equality effects on people with protected characteristics. The assessment is made at the scale of Greater Manchester and builds on the EqIA that was published at the Outline Business Case stage in March 2019.

## **2 Scope of an Equality Impact Assessment**

- 2.1 An EqIA is a recognised, specific process, used to inform the development of policies in order to facilitate maximum positive outcomes and to avoid or minimise adverse impacts on equality groups.
- 2.2 An EqIA considers the impact on nine protected characteristics:
  1. age;
  2. disability;
  3. gender reassignment;
  4. marriage and civil partnership;
  5. pregnancy and maternity;
  6. race;
  7. religion or belief;
  8. sex; and
  9. sexual orientation.
- 2.3 An EqIA does not directly consider the impact on those communities that are economically disadvantaged or that have high level of social deprivation, unless there is a clear correlation with a protected characteristic. A separate socio- economic assessment is being undertaken for the GM CAP that will consider these factors.

### 3 Requirement of public bodies

3.1 Under Section 149 of the Equality Act (2010), public bodies are subject to the Public Sector Equality Duty, which requires that, they have due regard to the need to:

- a) Eliminate discrimination, harassment, victimisation, and any other conduct that is prohibited by or under the Act;
- b) Advance equality of opportunity between persons who share a protected characteristic and persons who do not share it; and
- c) Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

3.2 The aim of the EqIA is to identify whether people with protected characteristics could be affected by the GM CAP disproportionately or differentially:

- **Disproportionate effects** arise when an impact has a proportionately greater effect on people with protected characteristics than the rest of the population.
- **Differential effects** arise where people with protected characteristics could be affected differently from the rest of the population, due to a particular need or sensitivity.

### 4 Future development of the Equality Impact Assessment for the GM Clean Air Plan

4.1 The EqIA will be reviewed in line with the findings from the statutory consultation to reflect any changes in the final projects' policies. This will inform a final EqIA for the FBC. Simultaneously, each of the Greater Manchester Local Authorities will develop a specific report for their particular districts, highlighting significant differences in comparison to the GM-wide findings. The ten local reports will act as appendices to the final EqIA for the Full Business Case.

## Equality Impact Analysis

### Section one: Initial Screening

<b>Analysis Reference</b>	210720
<b>Department</b>	Transport Strategy
<b>Team or Service Area</b>	Clean Air Project
<b>Officer completing the analysis</b>	ARUP
<b>Phone</b>	
<b>Email</b>	
<b>Type of activity</b>	Project
<b>Title of activity</b>	GM Clean Air Plan to tackle Nitrogen Dioxide Exceedances at the Roadside

*Under current equality legislation, TfGM is required in the exercise of our functions to have due regard for the need to:*

*eliminate unlawful discrimination, harassment and victimisation;  
advance equality of opportunity between persons who share a relevant characteristic, and persons who do not share it; and  
foster good relations between those who have a protected characteristic and those who don't.*

*Equality Analysis (formally referred to as Equality Impact Analysis (EQIA)) is a tool that will help you to consider equalities issues when drawing up or reviewing a strategy, project, policy, process or procedure which affects the delivery of services and the employment practice of Transport for Greater Manchester (TfGM). Equality Analysis will improve the work of TfGM by making sure it does not unlawfully discriminate against people and that it fulfils its duties under current equality legislation and where possible, it promotes equality.*

*You will need to demonstrate where appropriate that there has been engagement with beneficiary groups and at the end of this analysis you will need to provide documentary evidence of all the information you have taken into account during this process.*

#### Question 1

*Is this a new or existing activity?*

Existing

#### Question 2

*What is the main aim and purpose of the activity?*

The main aim of this activity is to undertake a feasibility study and produce a region wide plan - the Greater Manchester Clean Air Plan (GM CAP) to address exceedances of nitrogen dioxide. Greater Manchester is taking a collaborative and collective approach to meet the Government requirement to produce a feasibility study in accordance with the HM Treasury's Green Book, identifying the measures that will deliver compliance within the shortest possible time.

The feasibility study has completed the Outline Business Case stage and GM is now ready to consult on the package of measures proposed to tackle nitrogen dioxide exceedances.

These include:

- A chargeable Class C Clean Air Zone across GM
  - o Phase 1: (assumed from 2022) daily penalty for non-compliant buses, taxis/PHV and HGVs
  - o Phase 2: (assumed from 2023) expanding to non-compliant LGVs
- Vehicle Renewal Schemes (financial incentives to upgrade non-compliant vehicles) for Commercial vehicles, Taxis and Private Hire Vehicles and Buses.
- Vehicle Finance – access to affordable finance amongst eligible applicants who require assistance in funding the cost of a

compliant vehicle upgrade.

The proposal DOES NOT IMPACT THE USE OF PRIVATE CARS.

The proposal is being made now to comply with a government requirement. It is being coordinated centrally to ensure consistency across the region and compliance with government guidance.

**Question 3**

*List the main elements of the activity. (for strategies list the main policy areas):*

The statutory consultation on the detailed proposals, including the proposed charging Clean Air Zone, will need to be conducted in a way that adheres to guidance around social distancing contained in the Government's COVID-19 recovery strategy.

Every reasonable effort will be made to enable residents, businesses and visitors to engage with the consultation materials and respond in a meaningful way to make it as inclusive as possible, in the circumstances.

In light of the restrictions much of this activity will have to be conducted in a virtual way, using digital tools such as webinars, attendance at virtual meetings and social media. GM will also include opportunity for telephone and postal correspondence for those who may not have digital access.

GM is confident that given the connections made to an extensive number of stakeholders through the Clean Air Conversation in 2019, this will engage with the key audience groups who will be most affected by the proposed measures.

**Question 4**

*If this is a new/proposed activity or a change to an existing activity please explain why the proposal being made for what reason?*

This assessment builds on the document that was published at the Outline Business Case (OBC) stage in March 2019, assessing equality impacts in more detail, which has been prepared ahead of the statutory consultation process.

This is an overarching high level impact assessment for the consultation and the local authorities will carry out their own impact assessments at full business case (FBC) stage.

**Question 5**

*What outcomes does the activity aim to achieve?*

A feasibility study that sets out the measures proposed to address nitrogen dioxide exceedances in Greater Manchester which has been developed collectively by all Greater Manchester local authorities, and co-ordinated by TfGM, in line with Government direction and guidance.

**Question 6**

*Who are, or will be, the main beneficiaries of the activity?*

*Please tick one or more of the following*

Travelling public	No
TfGM staff	No
Partners including Operators	No
Suppliers	No
Others - please specify	Yes
	People living, working and travelling in Greater Manchester.

**Equality Impact Analysis****Question 7**

*Do you need to consult with people who might be affected by it directly or indirectly? Please justify your response*

Plan to consult - Who do you plan to consult and when?

A programme of research, analysis, public and stakeholder engagement took place throughout 2019 and has continued since submission of the OBC. This has given us more information to identify the potential impact of the proposals on low income workers; key business sectors such as retail and leisure, transport and distribution; and on small local businesses.

A public 'conversation' on the outline proposals ran from 13 May 2019 to 30 June 2019, seeking wide-ranging feedback from the general public, businesses and stakeholders on the proposed measures for achieving compliant NO<sub>2</sub> levels in Greater Manchester. Around 3,300 responses were received over the seven-week period, including responses from umbrella groups representing more than 50,000 members. Around 70% of the responses were residents of Greater Manchester and 16% were businesses in Greater Manchester. These results, along with outputs from wider stakeholder engagement with a range of groups, have been used to inform the development of the more detailed proposals.

As required by the Transport Act 2000, a statutory consultation on the more detailed proposals, including the proposed charging CAZ, will be undertaken in 2020. Stakeholder dialogue and other awareness-raising activity around the proposals and the wider issue of air pollution will continue leading up to the consultation on the detailed plan.

The key audience groups for the public conversation are those who will be most affected by the proposed measures.

This engagement will all inform the further development and detailed design of the measures and will help to refine the that will comprise the Full Business Case.

**Question 8**

*Having due regard for equality duty involves:*

*Removing or minimising disadvantages suffered by people due to their protected characteristics; Taking steps to meet the needs of people with certain protected characteristics where these are different from the needs of other people; Encourage people with certain protected characteristics to participate in public life or in other activities where their participation is disproportionately low. Please complete the table below and give reasons, evidence and comment, where appropriate, to support your judgement(s).*

*Use the table below to record where you think that the activity could have a positive impact on any of the target groups or contribute to promoting equality, equal opportunities or improving relations within equality target groups. Use the table below to record where you think that the activity could have an adverse impact on any of the equality target groups i.e. it could disadvantage them and impact is high. Use the last column in the table below to give reason/comments/evidence where appropriate to support your judgement*



Age			
Target Group	Positive	Adverse	Comment/Evidence
Children and Young People (aged 19 and under)	High	Low	<p>Young people are more sensitive to changes in air quality and will therefore benefit more quickly from improvements in air quality. Young people would therefore benefit differentially.</p> <p>Young people are more reliant on public transport, taxi and PHVs and may also be more likely to use minibuses and community transport. Any changes in provision would have a disproportionate impact on this group in relation to access.</p> <p>Younger people are generally more fit, are more reliant on public transport and generally do not drive. They are therefore more likely to respond to initiatives of behavioural change towards more active forms of travelling.</p> <p>Young people are more reliant on public transport,taxis and PHVs to transport them to places of work,education, and social/leisure activities. Increased travel costs incurred would disproportionately impact this group in terms of affordability.</p> <p>As set out at Q3, during the consultation GM will engage with the key audience groups who will be most affected by the proposed measures. in a way that adheres to guidance around social distancing contained in the Government’s COVID-19 recovery strategy.</p> <p>Every reasonable effort will be made to enable residents, businesses and visitors to engage with the consultation materials and respond in a meaningful way to make it as inclusive as possible, in the circumstances.</p> <p>For further information on health impacts: see Q19.</p>

## Equality Impact Analysis

Older People (aged 60 and over)	High	Low	<p>Older people are more sensitive to changes in air quality and will benefit more quickly from improvements in air quality therefore having a differential effect.</p> <p>Older people are more reliant on public transport, taxi and PHVs and may also be more likely to use minibuses and community transport. Any changes in provision or fare increases would have a disproportionate impact on this group in terms of access and affordability.</p> <p>Older people are more reliant on public transport, taxis and PHVs to transport them to places of health services and social/leisure activities. Increased travel costs incurred would disproportionately impact this group in terms of affordability.</p> <p>As set out at Q3, during the consultation GM will engage with the key audience groups who will be most affected by the proposed measures. in a way that adheres to guidance around social distancing contained in the Government's COVID-19 recovery strategy.</p> <p>Every reasonable effort will be made to enable residents, businesses and visitors to engage with the consultation materials and respond in a meaningful way to make it as inclusive as possible, in the circumstances.</p> <p>For further information on health impacts: see Q19.</p>
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## Equality Impact Analysis

Disability			
Target Group	Positive	Adverse	Comment/Evidence
People with physical impairments (Includes mobility, co-ordination, lifting and carrying, manual dexterity, wheelchair user)	Medium	Low	<p>People with certain disabilities (particularly if these relate to respiratory problems) are likely to be more sensitive to changes in air quality and will benefit more quickly from improvements in air quality. This would be a differential effect.</p> <p>People with physical impairments are more reliant on public transport, taxi and PHVs because they are more likely to not drive. They are also more likely to use community transport. Any changes in provision would have a disproportionate impact on this group in terms of accessibility to services, work and social activities.</p> <p>Disabled people are more reliant on public transport, taxis and PHVs to transport them to places of work, education, and social/leisure activities. Increased travel costs incurred would disproportionately impact this group in terms of personal affordability.</p> <p>As set out at Q3, during the consultation GM will engage with the key audience groups who will be most affected by the proposed measures. in a way that adheres to guidance around social distancing contained in the Government's COVID-19 recovery strategy.</p> <p>Every reasonable effort will be made to enable residents, businesses and visitors to engage with the consultation materials and respond in a meaningful way to make it as inclusive as possible, in the circumstances.</p> <p>For further information on health impacts: see Q19.</p>

## Equality Impact Analysis

<p>People with communication or sensory impairments (Includes blind/partially sighted, deaf/hard or hearing, difficulty speaking)</p>	Medium	Low	<p>People with certain disabilities (particularly if these relate to respiratory problems) are likely to be more sensitive to changes in air quality and will benefit more quickly from improvements in air quality. This would be a differential effect.</p> <p>People with physical impairments are more reliant on public transport, taxi and PHVs because they are more likely to not drive. They are also more likely to use community transport. Any changes in provision would have a disproportionate impact on this group in terms of accessibility to services, work and social activities.</p> <p>Disabled people are more reliant on public transport, taxis and PHVs to transport them to places of work, education, and social/leisure activities. Increased travel costs incurred would disproportionately impact this group in terms of personal affordability.</p> <p>As set out at Q3, during the consultation GM will engage with the key audience groups who will be most affected by the proposed measures. in a way that adheres to guidance around social distancing contained in the Government's COVID-19 recovery strategy.</p> <p>Every reasonable effort will be made to enable residents, businesses and visitors to engage with the consultation materials and respond in a meaningful way to make it as inclusive as possible, in the circumstances.</p> <p>For further information on health impacts: see Q19.</p>
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## Equality Impact Analysis

<p>People with a learning disability or cognitive impairment (Includes conditions which affect ability to learn, understand, read, remember, and concentrate eg. Downs Syndrome, autism, ADA)</p>	Medium	Low	<p>People with certain disabilities (particularly if these relate to respiratory problems) are likely to be more sensitive to changes in air quality and will benefit more quickly from improvements in air quality. This would be a differential effect.</p> <p>People with physical impairments are more reliant on public transport, taxi and PHVs because they are more likely to not drive. They are also more likely to use community transport. Any changes in provision would have a disproportionate impact on this group in terms of accessibility to services, work and social activities.</p> <p>Disabled people are more reliant on public transport, taxis and PHVs to transport them to places of work, education, and social/leisure activities. Increased travel costs incurred would disproportionately impact this group in terms of personal affordability.</p> <p>As set out at Q3, during the consultation GM will engage with the key audience groups who will be most affected by the proposed measures. in a way that adheres to guidance around social distancing contained in the Government's COVID-19 recovery strategy.</p> <p>Every reasonable effort will be made to enable residents, businesses and visitors to engage with the consultation materials and respond in a meaningful way to make it as inclusive as possible, in the circumstances.</p> <p>For further information on health impacts: see Q19.</p>
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## Equality Impact Analysis

<p>People with mental health problems (Includes depression, schizophrenia)</p>	<p>Medium</p>	<p>Low</p>	<p>People with certain disabilities (particularly if these relate to respiratory problems) are likely to be more sensitive to changes in air quality and will benefit more quickly from improvements in air quality. This would be a differential effect.</p> <p>People with physical impairments are more reliant on public transport, taxi and PHVs because they are more likely to not drive. They are also more likely to use community transport. Any changes in provision would have a disproportionate impact on this group in terms of accessibility to services, work and social activities.</p> <p>Disabled people are more reliant on public transport, taxis and PHVs to transport them to places of work, education, and social/leisure activities. Increased travel costs incurred would disproportionately impact this group in terms of personal affordability.</p> <p>As set out at Q3, during the consultation GM will engage with the key audience groups who will be most affected by the proposed measures. in a way that adheres to guidance around social distancing contained in the Government's COVID-19 recovery strategy.</p> <p>Every reasonable effort will be made to enable residents, businesses and visitors to engage with the consultation materials and respond in a meaningful way to make it as inclusive as possible, in the circumstances.</p> <p>For further information on health impacts: see Q19.</p>
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## Equality Impact Analysis

<p>People with long standing illness/health condition (Includes cancer, HIV, MS, diabetes, heart disease, epilepsy, continence)</p>	Medium	Low	<p>People with certain disabilities (particularly if these relate to respiratory problems) are likely to be more sensitive to changes in air quality and will benefit more quickly from improvements in air quality. This would be a differential effect.</p> <p>People with physical impairments are more reliant on public transport, taxi and PHVs because they are more likely to not drive. They are also more likely to use community transport. Any changes in provision would have a disproportionate impact on this group in terms of accessibility to services, work and social activities.</p> <p>Disabled people are more reliant on public transport, taxis and PHVs to transport them to places of work, education, and social/leisure activities. Increased travel costs incurred would disproportionately impact this group in terms of personal affordability.</p> <p>As set out at Q3, during the consultation GM will engage with the key audience groups who will be most affected by the proposed measures. in a way that adheres to guidance around social distancing contained in the Government's COVID-19 recovery strategy.</p> <p>Every reasonable effort will be made to enable residents, businesses and visitors to engage with the consultation materials and respond in a meaningful way to make it as inclusive as possible, in the circumstances.</p> <p>For further information on health impacts: see Q19.</p>
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## Equality Impact Analysis

Other disability/impairment not covered by any of the above	Medium	---	<p>People with certain disabilities (particularly if these relate to respiratory problems) are likely to be more sensitive to changes in air quality and will benefit more quickly from improvements in air quality. This would be a differential effect.</p> <p>People with physical impairments are more reliant on public transport, taxi and PHVs because they are more likely to not drive. They are also more likely to use community transport. Any changes in provision would have a disproportionate impact on this group in terms of accessibility to services, work and social activities.</p> <p>Disabled people are more reliant on public transport, taxis and PHVs to transport them to places of work, education, and social/leisure activities. Increased travel costs incurred would disproportionately impact this group in terms of personal affordability.</p> <p>As set out at Q3, during the consultation GM will engage with the key audience groups who will be most affected by the proposed measures. in a way that adheres to guidance around social distancing contained in the Government's COVID-19 recovery strategy.</p> <p>Every reasonable effort will be made to enable residents, businesses and visitors to engage with the consultation materials and respond in a meaningful way to make it as inclusive as possible, in the circumstances.</p> <p>For further information on health impacts: see Q19.</p>
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Gender			
Target Group	Positive	Adverse	Comment/Evidence
Men	Medium	Medium	Taxi drivers and bus drivers are over 90% more likely to be male than female. Any increased business costs are therefore likely to be disproportionately experienced by men.
Women	Medium	---	There is no evidence that this group would experience disproportionate or differential effects as a result of the GM CAP.
Transgender People	Medium	---	There is no evidence that this group would experience disproportionate or differential effects as a result of the GM CAP.

Race			
Target Group	Positive	Adverse	Comment/Evidence
Asian or Asian British Backgrounds (This includes Pakistani, Indians and Bangladeshi, Chinese or any other Asian background)	High	Low	<p>People from black and minority ethnic community backgrounds are more likely to live in areas of GM where air quality is currently poorest. They will therefore disproportionately benefit from improvements in air quality.</p> <p>People from black and minority ethnic community backgrounds are more reliant on public transport therefore increased costs would affect them disproportionately.</p> <p>A high proportion of taxi drivers are from black and minority ethnic community backgrounds. Any increases in business costs are therefore likely to be experienced disproportionately by this group.</p> <p>As set out at Q3, during the consultation GM will engage with the key audience groups who will be most affected by the proposed measures. in a way that adheres to guidance around social distancing contained in the Government's COVID-19 recovery strategy.</p> <p>Every reasonable effort will be made to enable residents, businesses and visitors to engage with the consultation materials and respond in a meaningful way to make it as inclusive as possible, in the circumstances.</p> <p>For further information on health impacts: see Q19.</p>

**Equality Impact Analysis**

Black or Black British Backgrounds (This includes Caribbean, African or any other black background)	High	Low	<p>People from black and minority ethnic community backgrounds are more likely to live in areas of GM where air quality is currently poorest. They will therefore disproportionately benefit from improvements in air quality.</p> <p>People from black and minority ethnic community backgrounds are more reliant on public transport therefore increased costs would affect them disproportionately.</p> <p>A high proportion of taxi drivers are from black and minority ethnic community backgrounds. Any increases in business costs are therefore likely to be experienced disproportionately by this group.</p> <p>As set out at Q3, during the consultation GM will engage with the key audience groups who will be most affected by the proposed measures. in a way that adheres to guidance around social distancing contained in the Government's COVID-19 recovery strategy.</p> <p>Every reasonable effort will be made to enable residents, businesses and visitors to engage with the consultation materials and respond in a meaningful way to make it as inclusive as possible, in the circumstances.</p> <p>For further information on health impacts: see Q19.</p>
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**Equality Impact Analysis**

<p>Mixed /Multiple Ethnic Groups (This includes White and Black Caribbean, White and Black African, White and Asian or any other mixed background)</p>	<p>High</p>	<p>Low</p>	<p>People from black and minority ethnic community backgrounds are more likely to live in areas of GM where air quality is currently poorest. They will therefore disproportionately benefit from improvements in air quality.</p> <p>People from black and minority ethnic community backgrounds are more reliant on public transport therefore increased costs would affect them disproportionately.</p> <p>A high proportion of taxi drivers are from black and minority ethnic community backgrounds. Any increases in business costs are therefore likely to be experienced disproportionately by this group.</p> <p>As set out at Q3, during the consultation GM will engage with the key audience groups who will be most affected by the proposed measures. in a way that adheres to guidance around social distancing contained in the Government's COVID-19 recovery strategy.</p> <p>Every reasonable effort will be made to enable residents, businesses and visitors to engage with the consultation materials and respond in a meaningful way to make it as inclusive as possible, in the circumstances.</p> <p>For further information on health impacts: see Q19.</p>
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## Equality Impact Analysis

White British Background (This includes English, Scottish & Welsh, Irish and Gypsy or Irish Travellers)	Medium	---	<p>People from a traveller background could potentially be differentially affected by the CAZ charges from an affordability perspective.</p> <p>More insight into this is required at a local authority level when LA specific reports are produced to support the GM EqIA for the FBC.</p> <p>As set out at Q3, during the consultation GM will engage with the key audience groups who will be most affected by the proposed measures. in a way that adheres to guidance around social distancing contained in the Government's COVID-19 recovery strategy.</p> <p>Every reasonable effort will be made to enable residents, businesses and visitors to engage with the consultation materials and respond in a meaningful way to make it as inclusive as possible, in the circumstances.</p> <p>For further information on health impacts: see Q19.</p>
Non-British White Backgrounds (This includes Irish, Polish, Spanish, Romanians and other White backgrounds)	Medium	---	<p>More insight into this is required at a local authority level when LA specific reports are produced to support the GM EqIA for the FBC.</p> <p>As set out at Q3, during the consultation GM will engage with the key audience groups who will be most affected by the proposed measures. in a way that adheres to guidance around social distancing contained in the Government's COVID-19 recovery strategy.</p> <p>Every reasonable effort will be made to enable residents, businesses and visitors to engage with the consultation materials and respond in a meaningful way to make it as inclusive as possible, in the circumstances.</p> <p>For further information on health impacts: see Q19.</p>

## Equality Impact Analysis

Arabs	High	Low	<p>People from black and minority ethnic community backgrounds are more likely to live in areas of GM where air quality is currently poorest. They will therefore disproportionately benefit from improvements in air quality.</p> <p>People from black and minority ethnic community backgrounds are more reliant on public transport therefore increased costs would affect them disproportionately.</p> <p>A high proportion of taxi drivers are from black and minority ethnic community backgrounds. Any increases in business costs are therefore likely to be experienced disproportionately by this group.</p> <p>As set out at Q3, during the consultation GM will engage with the key audience groups who will be most affected by the proposed measures. in a way that adheres to guidance around social distancing contained in the Government's COVID-19 recovery strategy.</p> <p>Every reasonable effort will be made to enable residents, businesses and visitors to engage with the consultation materials and respond in a meaningful way to make it as inclusive as possible, in the circumstances.</p> <p>For further information on health impacts: see Q19.</p>
Any other background not covered by any of the above	---	---	

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## Equality Impact Analysis

Religion/Belief			
Target Group	Positive	Adverse	Comment/Evidence
Buddhists	Medium	---	<p>In some Greater Manchester Local Authority areas there is a higher percentage of drivers of taxis and private hire vehicles from black and minority ethnic communities (Asian) backgrounds. Any increases in business costs are therefore likely to be experienced disproportionately by this group. There could be a correlation between race and religion, suggesting a potential equality impact for this group.</p> <p>No quantitative evidence has been found to support this.</p> <p>No evidence has been found in this study to suggest a correlation between religion and a differential / disproportionate health impact from improved air quality.</p> <p>More analysis into this is required at a local authority level when LA specific reports are produced to support the GM EqIA for the FBC.</p> <p>As set out at Q3, during the consultation GM will engage with the key audience groups who will be most affected by the proposed measures. in a way that adheres to guidance around social distancing contained in the Government's COVID-19 recovery strategy.</p> <p>Every reasonable effort will be made to enable residents, businesses and visitors to engage with the consultation materials and respond in a meaningful way to make it as inclusive as possible, in the circumstances.</p> <p>For further information on health impacts: see Q19.</p>

**Equality Impact Analysis**

<p>Christians</p>	<p>Medium</p>	<p>---</p>	<p>No evidence has been found in this study to suggest a correlation between religion and a differential / disproportionate health impact from improved air quality.</p> <p>More analysis into this is required at a local authority level when LA specific reports are produced to support the GM EqlA for the FBC.</p> <p>As set out at Q3, during the consultation GM will engage with the key audience groups who will be most affected by the proposed measures. in a way that adheres to guidance around social distancing contained in the Government's COVID-19 recovery strategy.</p> <p>Every reasonable effort will be made to enable residents, businesses and visitors to engage with the consultation materials and respond in a meaningful way to make it as inclusive as possible, in the circumstances.</p> <p>For further information on health impacts: see Q19.</p>
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## Equality Impact Analysis

Hindus	Medium	---	<p>In some Greater Manchester Local Authority areas there is a higher percentage of drivers of taxis and private hire vehicles from black and minority ethnic communities (Asian) backgrounds. Any increases in business costs are therefore likely to be experienced disproportionately by this group. There could be a correlation between race and religion, suggesting a potential equality impact for this group.</p> <p>No quantitative evidence has been found to support this.</p> <p>No evidence has been found in this study to suggest a correlation between religion and a differential / disproportionate health impact from improved air quality.</p> <p>More analysis into this is required at a local authority level when LA specific reports are produced to support the GM EqIA for the FBC.</p> <p>As set out at Q3, during the consultation GM will engage with the key audience groups who will be most affected by the proposed measures. in a way that adheres to guidance around social distancing contained in the Government's COVID-19 recovery strategy.</p> <p>Every reasonable effort will be made to enable residents, businesses and visitors to engage with the consultation materials and respond in a meaningful way to make it as inclusive as possible, in the circumstances.</p> <p>For further information on health impacts: see Q19.</p>
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**Equality Impact Analysis**

Jews	Medium	---	<p>No evidence has been found in this study to suggest a correlation between religion and a differential / disproportionate health impact from improved air quality.</p> <p>More analysis into this is required at a local authority level when LA specific reports are produced to support the GM EqlA for the FBC.</p> <p>As set out at Q3, during the consultation GM will engage with the key audience groups who will be most affected by the proposed measures. in a way that adheres to guidance around social distancing contained in the Government's COVID-19 recovery strategy.</p> <p>Every reasonable effort will be made to enable residents, businesses and visitors to engage with the consultation materials and respond in a meaningful way to make it as inclusive as possible, in the circumstances.</p> <p>For further information on health impacts: see Q19.</p>
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## Equality Impact Analysis

Muslims	Medium	---	<p>In some Greater Manchester Local Authority areas there is a higher percentage of drivers of taxis and private hire vehicles from black and minority ethnic communities (Asian) backgrounds. Any increases in business costs are therefore likely to be experienced disproportionately by this group. There could be a correlation between race and religion, suggesting a potential equality impact for this group.</p> <p>No quantitative evidence has been found to support this.</p> <p>No evidence has been found in this study to suggest a correlation between religion and a differential / disproportionate health impact from improved air quality.</p> <p>More analysis into this is required at a local authority level when LA specific reports are produced to support the GM EqIA for the FBC.</p> <p>As set out at Q3, during the consultation GM will engage with the key audience groups who will be most affected by the proposed measures. in a way that adheres to guidance around social distancing contained in the Government's COVID-19 recovery strategy.</p> <p>Every reasonable effort will be made to enable residents, businesses and visitors to engage with the consultation materials and respond in a meaningful way to make it as inclusive as possible, in the circumstances.</p> <p>For further information on health impacts: see Q19.</p>
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## Equality Impact Analysis

Sikhs	Medium	---	<p>In some Greater Manchester Local Authority areas there is a higher percentage of drivers of taxis and private hire vehicles from black and minority ethnic communities (Asian) backgrounds. Any increases in business costs are therefore likely to be experienced disproportionately by this group. There could be a correlation between race and religion, suggesting a potential equality impact for this group.</p> <p>No quantitative evidence has been found to support this.</p> <p>No evidence has been found in this study to suggest a correlation between religion and a differential / disproportionate health impact from improved air quality.</p> <p>More analysis into this is required at a local authority level when LA specific reports are produced to support the GM EqIA for the FBC.</p> <p>As set out at Q3, during the consultation GM will engage with the key audience groups who will be most affected by the proposed measures. in a way that adheres to guidance around social distancing contained in the Government's COVID-19 recovery strategy.</p> <p>Every reasonable effort will be made to enable residents, businesses and visitors to engage with the consultation materials and respond in a meaningful way to make it as inclusive as possible, in the circumstances.</p> <p>For further information on health impacts: see Q19.</p>
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## Equality Impact Analysis

Others	Medium	---	<p>No evidence has been found in this study to suggest a correlation between religion and a differential / disproportionate health impact from improved air quality.</p> <p>More analysis into this is required at a local authority level when LA specific reports are produced to support the GM EqIA for the FBC.</p> <p>As set out at Q3, during the consultation GM will engage with the key audience groups who will be most affected by the proposed measures. in a way that adheres to guidance around social distancing contained in the Government's COVID-19 recovery strategy.</p> <p>Every reasonable effort will be made to enable residents, businesses and visitors to engage with the consultation materials and respond in a meaningful way to make it as inclusive as possible, in the circumstances.</p> <p>For further information on health impacts: see Q19.</p>
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## Sexual orientation

Target Group	Positive	Adverse	Comment/Evidence
Gay men	Medium	---	<p>There is no evidence that this group would experience disproportionate or differential effects as a result of GM CAP.</p> <p>As set out at Q3, during the consultation GM will engage with the key audience groups who will be most affected by the proposed measures. in a way that adheres to guidance around social distancing contained in the Government's COVID-19 recovery strategy.</p> <p>Every reasonable effort will be made to enable residents, businesses and visitors to engage with the consultation materials and respond in a meaningful way to make it as inclusive as possible, in the circumstances.</p> <p>For further information on health impacts: see Q19.</p>

## Equality Impact Analysis

Lesbians	Medium	---	<p>There is no evidence that this group would experience disproportionate or differential effects as a result of GM CAP.</p> <p>As set out at Q3, during the consultation GM will engage with the key audience groups who will be most affected by the proposed measures. in a way that adheres to guidance around social distancing contained in the Government's COVID-19 recovery strategy.</p> <p>Every reasonable effort will be made to enable residents, businesses and visitors to engage with the consultation materials and respond in a meaningful way to make it as inclusive as possible, in the circumstances.</p> <p>For further information on health impacts: see Q19.</p>
Bisexual	Medium	---	<p>There is no evidence that this group would experience disproportionate or differential effects as a result of GM CAP.</p> <p>As set out at Q3, during the consultation GM will engage with the key audience groups who will be most affected by the proposed measures. in a way that adheres to guidance around social distancing contained in the Government's COVID-19 recovery strategy.</p> <p>Every reasonable effort will be made to enable residents, businesses and visitors to engage with the consultation materials and respond in a meaningful way to make it as inclusive as possible, in the circumstances.</p> <p>For further information on health impacts: see Q19.</p>

## Equality Impact Analysis

Other			
Target Group	Positive	Adverse	Comment/Evidence
Other	High	Low	<p>Extremely low-dose exposures to pollutants during windows of vulnerability in utero and in early infancy may result in health effects throughout their lifespan.</p> <p>Pregnant women will benefit from improvements in air quality. This would be a differential effect.</p> <p>As set out at Q3, during the consultation GM will engage with the key audience groups who will be most affected by the proposed measures. in a way that adheres to guidance around social distancing contained in the Government's COVID-19 recovery strategy.</p> <p>Every reasonable effort will be made to enable residents, businesses and visitors to engage with the consultation materials and respond in a meaningful way to make it as inclusive as possible, in the circumstances.</p> <p>For further information on health impacts: see Q19.</p>

**Question 9**

*If this activity involves new build or alteration to existing building, has any consideration been given to provision of a multi-faith room?*

Not applicable

**Question 10**

*Have you identified two or more high adverse impacts in the table above?*

No

**Question 11**

*If you have identified one high adverse impact or any medium/low adverse impacts, what improvements to the activity would/could you make to mitigate high/medium/ low adverse impact? Please give details of the improvements you plan to make.*

**Equality Impact Analysis****Question 12**

*Have you set up equality monitoring systems to carry out regular checks on the effects your activity has on:*

Equality Group		Details
Age	No	Not applicable at this stage - monitoring activity will be developed at the Full Business Case.
Disability	No	Not applicable at this stage - monitoring activity will be developed at the Full Business Case.
Gender	No	Not applicable at this stage - monitoring activity will be developed at the Full Business Case.
Race	No	Not applicable at this stage - monitoring activity will be developed at the Full Business Case.
Religion/Belief	No	Not applicable at this stage - monitoring activity will be developed at the Full Business Case.
Sexual orientation	No	Not applicable at this stage - monitoring activity will be developed at the Full Business Case.
Other	No	Not applicable at this stage - monitoring activity will be developed at the Full Business Case.

**Question 13**

*How will you measure the success of this activity? (Including any corporate performance measures)*

The success of the GM CAP will be measured through a programme of outcome and output measurement, which is contained in the draft Monitoring and Evaluation Plan which is an appendix to the Management Case of the Outline Business Case.

The key measure of success will be through air quality monitoring, specifically NO2 compliance.

**Question 14**

*In question 10 above you may have outlined improvements to the activity which will mitigate a high, medium and/or low adverse impact/s. How will you ensure that everyone involved in the activity knows and understands what improvements you intend make and is able to put the activity into practice with those improvements?*

Current mitigation measures are set out in the comment boxes. Engagement activity - described in Q7 - will all help to refine the proposals that will be set out in the Full Business Case.

**Question 15**

*Are there any elements within this activity that require a separate Equality Impact Analysis?*

No

**Equality Impact Analysis****Question 16**

Please confirm that during the implementation of this activity, where appropriate, TfGM's corporate strategies and procedures will be followed. If your answer to any of these questions is "no", explain why you will not be following the strategy or procedure.

Strategy/Policy		Details
Communication with members of the public - TfGM's Corporate Communications Strategy will be followed	Yes	
Procurement - TfGM's Procurement Strategy will be followed	Yes	
Consultation and Engagement - TfGM's Consultation and Engagement Strategy will be followed	Yes	
Projects - Project Management Procedures will be followed	Yes	

**Question 17**

Is a Full Impact Analysis needed? If in question 8 you identified two or more adverse impacts then you should either abort the activity, or carry out a full analysis

No (not required)



## Equality Impact Analysis

**Question 18**

List all of the information that you have taken into account in carrying out this Equality Analysis

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18. The Hatch Regenesi report found limited data related to this group of minibus service providers
19. Nomis (2019). Population estimates – local authority based by five year age band. Available at: <https://www.nomisweb.co.uk/reports/lmp/gor/2013265922/report.aspx>
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## Equality Impact Analysis

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**Question 19**

*Additional comments*

This is an Equality Impact Assessment (EQIA) for the statutory consultation. A further and fuller assessment of economic and equalities impacts will be required at Full Business Case stage.

A programme of research, analysis, public and stakeholder engagement will continued throughout the consultation period. This will give us more information and identify potential impact of the proposal on low income workers; key business sectors such as retail and leisure, transport and distribution; and on small local businesses. Research information and the feedback from the engagement activity will influence the detailed design of the package of measures.

The EqIA will be reviewed in line with the findings from the statutory consultation to reflect any changes in the final projects' policies. This will inform a final EqIA for the FBC.

Simultaneously, each of the Greater Manchester Local Authorities develop a specific report for their particular districts, highlighting significant differences in comparison to the GM-wide findings. The ten local reports will act as appendices to the final EqIA for FBC.

**Health Impacts**

There is evidence showing the association of NO2 on poor health outcomes. Epidemiological studies have shown that long-term exposure to air pollution (over years or a lifetime) reduces life expectancy, due to cardiovascular and respiratory diseases and lung cancer. Short-term exposure (over hours or days) to increased levels of air pollution can also have a range of health effects, including effects on lung function, asthma, as well as increases in respiratory and cardiovascular hospital admissions, and mortality. Additionally, outdoor air pollution can influence productivity and contribute to social costs such as increasing days off work and school due to restricted health.

**Health impacts – Medium positive impact:**

An improvement in air quality as a result of the Clean Air Zone will have a positive impact on the health of the whole population in GM. A result, it is concluded that all protected characteristics will experience at least a medium positive impact in relation to health from the GM CAZ. A further review of health evidence is in progress, to support the final EqIA for the Full Business case.

**Health impacts – HIGH positive impact:**

Some groups are particularly vulnerable to poor air quality including older people, children (particularly young children), pregnant women and people living with long-term health conditions or disability. Any improvements in air quality are therefore likely to differentially benefit these groups, and they have been assessed as benefitting from a HIGH positive impact from the GM CAZ. Areas of existing high pollution often correlate with low income communities and therefore any improvements in air quality would benefit these communities disproportionately. Economically disadvantaged groups are more likely to include the following protected characteristics: young people, unemployed, long term sick and people from black and minority ethnic community backgrounds. A further review of health evidence is in progress, to support the final EqIA for the Full Business case.

**Supporting documents**

None

<b>Process signed off by</b>	Megan Black
<b>Date completed</b>	20th July, 2020
<b>Validator's Comments</b>	
<b>Validated by</b>	Diversity and Inclusion Manager
<b>Date validated</b>	2020-07-21
<b>Next Review Date</b>	

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## APPENDIX 6 – OPERATING BODY OPTIONS & RESPONSIBILITIES

- 1.1 The ‘Operating Body’ will be a public sector body which will be responsible for day to day operation of the CAZ in particular, and the operation of other GM CAP measures. Paragraph 16.7 sets out further detail on the responsibilities / activities of the ‘Operating Body’.
- 1.2 The Clean Air Steering Group assessed seven options for the potential bodies that could discharge the role of the Operating Body. They were:
1. TfGM;
  2. GMCA;
  3. One (or more) of the ten Greater Manchester local authorities on behalf of remaining nine (or less);
  4. An arms-length body of a Greater Manchester family organisation – established through the setup of a Teckal company;
  5. A Local Authority Trading Company (LATC) to offer services to other Local authorities with similar requirements;
  6. External local authority to Greater Manchester to deliver on behalf of Local authorities (e.g. Leeds / Birmingham etc.); and
  7. Partnership with other local authority(ies) external to Greater Manchester (e.g. Pan Northern Clean Air Plan Delivery Body / Partnership).
- 1.3 Based on an initial high-level assessment, the group determined that Options 1 to 4 should be shortlisted for further assessment. That assessment subsequently led to it being agreed that TfGM were best placed to become the Operating Body and there were two options (Option 1 – TfGM and Option 4 – Teckal company established by TfGM) to be taken forward by TfGM for consideration in further detail.
- 1.4 TfGM is willing accept the Operating Body function and take on responsibilities for the CAZ integrating GM CAP delivery with wider strategic GM responsibilities which would be known as the “GM Clean Air Service” (Option 1).
- 1.5 There are a number of tax implications with TfGM becoming the Operating Body, the principles of which are yet to be agreed by HMRC, primarily around the corporation tax liability and VAT.
- 1.6 The corporation tax liability might arise if the charging scheme creates a surplus, at which point the surplus would be taxed at TfGM’s standard rate. If the scheme operates at a deficit no corporation tax will be payable. TfGM are in dialogue with HMRC about including this activity within TfGM’s ‘Simplification Agreement’ which would take the activity outside the scope of taxation.

- 1.7 The status of the VAT treatment is yet to be agreed between TfGM and HMRC. The expectation, and the current working assumption, is that all input VAT incurred will be recoverable on the implementation and operation of the scheme, although the mechanism for this needs to be agreed.
- 1.8 Operating Body – assumed responsibilities: Activities that may not be contracted out by the Operating Body:
- Issuing PCNs on behalf of the charging authorities to individuals who have failed to pay and managing refunds as appropriate (within agreed policy).
  - Consideration of representations against PCN notices (internal appeals).
  - Making of representations on behalf of the charging authorities' on any appeal to an external adjudicator.
  - The making of any arrangements under section 192 of the 2000 Act.
  - Authorising those to act as “authorised persons” for the purpose of exercising powers under Part 6 of The Road User Charging Schemes (Penalty Charges, Adjudication and Enforcement) (England) Regulations 2013
  - Management of the suppliers contracted to deliver the three discrete elements of the Charging Zone, namely Signage, CAZ Service and Debt Recovery.
  - Keeping policy under review particularly in relation of discounts and exemptions.
  - Financial Management of received funds and application of net proceeds.
  - Deciding whether to Issue Charge Certificates where a penalty charge notice is not paid before the end of a relevant period (within agreed policy framework).
  - Any decision to recover non-payments through Debt Management.
  - Determining whether the circumstances are ones in which a PCN is not to be issued within the agreed policy e.g. when a HE Emergency Diversion Route (EDR) is activated.
  - Provision of a set of accounts for the scheme.
  - The monitoring and evaluation of the measures.
  - Reporting performance of the CAZ and supporting measures to the Clean Air Committee.
  - Proposing changes to the Clean Air Policy Framework.
  - Complying with any direction given by the SoS in respect of traffic signs or the provision of specified information (assuming the necessary delegations have been provided by the charging authorities to the Operating Body) in relation to the CAZ.

1.8.1 Activities that may be contracted out by the Operating Body to approved suppliers:

- Capturing imagery from ANPR Cameras.
- Manage relationship, and interface, with JAQU Portal. Ensure data is transferred between local and central system securely, expeditiously and in the correct format.
- Manage relationship with other data utilising bodies as directed by the Operating Authority (as directed by Home Office guidance).
- Reconciling Payments from JAQU Portal.
- Identifying captured ANPR data with the reconciled payment data.
- Answering customer complaints & queries.
- Recovery of non-payments through Debt Management.
- Installing and maintaining the ANPR and signage network.
- Manage mobile ANPR camera deployment.
- Process applications for exemptions (and discounts) on behalf of the charging authorities within the agreed scheme rules as contained in the charging scheme order'.
- Maintain and ensure accuracy of GM Whitelist (vehicles exempt from charges).
- Identifying and working with repeat payment avoiders within the agreed policy. Framework.
- The monitoring of the GM Diffusion tubes network.
- Undertake and align CAZ communications / Marketing campaigns with wider GM campaign activity.
- When instructed by the Operating Body, decommission the CAZ.
- Operational Administration of the Clean Commercial Vehicle Fund within the agreed policy.
- Operational Administration of the Clean Taxi Fund within the agreed policy.
- Operational Administration of Vehicle Finance Scheme within the agreed policy.

1.9 Clean Air Management Group – assumed responsibilities

1.9.1 Responsible for management oversight of the GM Clean Air Service in line with the policies and decisions of the participating authorities.

- To have day to day oversight of the performance of the GM Clean Air Service and supporting measures and holding the operating body to account;

- To oversee Clean Air Zone communications / Marketing campaigns and interfaces with wider GM campaign activity;
- To ensure the GM Clean Air Service is adequately resourced to achieve its objectives;
- To brief the Authorities Leadership Teams on progress, development of solutions and any risks/issues associated with the service;
- To provide appropriate steer for the direction of the GM Clean Air Service and development of measures/solutions;
- To receive and appropriately challenge information presented on the GM Clean Air Service;
- To provide input to general GM Clean Air Service-related decisions; and
- To brief senior officers and elected members within their organisations on the information presented and agreed at the Management Group in particular prior to consideration of matters by the Clean Air Committee.

**2 APPENDIX 7 – A COPY OF THE LETTER FROM THE GREATER MANCHESTER TAXI TRADE COALITION TO THE GM LOCAL AUTHORITIES DATED 3<sup>rd</sup> AUGUST 2020**

2.1 Attached as a supplementary document.





03 August 2020

Dear Sir/Madam

**Re: Consulting on Greater Manchester Clean Air Zone & Minimum Licensing Standards during Covid-19**

The Coronavirus has had and is still having a massive and devastating impact on the taxi trade up and down the country, including across Greater Manchester.

The repercussions for everyone have been unprecedented and with the whole UK on lockdown for over 10 weeks, the self-employed have suffered financial implications like never before with taxi passenger numbers almost vanishing.

With all shops, hair and beauty salons and most work places forced to close with staff furloughed or working from home, transport hubs closed and services massively reduced, and people advised not to go out; daytime work for the taxi trade was almost non-existent.

The closure of all nurseries, schools, colleges, universities, adult education, and day care centres severely affected those drivers who rely on contract work.

Sports events forced to cancel and bars, clubs, pubs and restaurants all having to shut meant no night or weekend work for the drivers.

Holidays and flights were all cancelled with an increasing number of travel restrictions causing airlines to ground planes, meant that drivers working the airport and those who rely on the tourist trade had no income.

Footfall in the shops and on the highstreets disappeared as shops closed and people stayed at home or self-isolated, following the government's social distancing advise.

By far the biggest users of taxis are the elderly, disabled, vulnerable and those with children; all the groups told to self-isolate and stay at home.

As more and more people had to work from home or self-isolate, as education institutions and public buildings closed, as shops, bars, pubs, clubs and restaurants closed, as sporting and social gatherings were cancelled – people stopped using taxis.

With taxi drivers coming into close and regular contact with the public, placing drivers at high risk of infection meaning; many made the decision not to work to protect themselves and their families.

Garages and MOT stations closed meaning cab owners were unable to get their vehicles repaired, and fleet owners had their cabs returned meaning many cabs were left parked up as driver were unable to make a living.

No passengers mean no fares, no fares mean no money, and no money meant taxi drivers and small businesses struggled or failed to survive. Passenger numbers are still down and nowhere near pre-Covid levels, with drivers struggling to make £40 working a 12-hour shift.

Many drivers have mortgages or rent to pay as well as already expensive taxi finance and insurance payments to make on top of that, and whilst mortgage and finance companies were sympathetic in

offering payment holidays, other bills still had to be paid and the payment holidays will still have to be paid back, with interest.

No business or financial institution in the world could have predicted what has happened and this crisis, unfortunately, has been the nail in the coffin for some drivers, with most of those who have survived now living day to day, with massive debts as a result.

Five months since the pandemic started, and with a local lockdown reinstated and Covid-19 still relentless in its devastating impact on our city region, the GM taxi industry is in a fight for survival.

The added pressures and financial impact of moving forward with CAZ and MLS at this moment in time will be devastating for taxi drivers, some of whom have had no income for months. To go ahead with these plans now would force thousands of hard-working, self-employed individuals out of work, with the costs involved simply unaffordable under current circumstances.

Families will be forced into financial hardship; homes will be lost, unemployment and mental health issues will increase, putting further pressure on our already overstretched benefits and social care systems.

The consequences will be disastrous for all self-employed and small taxi businesses across Greater Manchester, unless the right decision is made now; to delay the consultation on CAZ and MLS until a time when the full impact of Covid-19 on the trade can be assessed.

Yours faithfully,

**Greater Manchester Taxi Trade Coalition**

- Unite the Union Manchester
- Unite the Union Salford
- GMB Manchester
- Manchester TODA
- Manchester Hackney Association
- Tameside TODA
- Stockport TODA
- Oldham TODA
- Association of Trafford Taxi Drivers
- Rochdale Taxi Trade Group
- Airport Taxi Association
- The Hackney Drivers Association of Wigan
- The Hackney Drivers Association of Bolton
- The Hackney Drivers Association of Bury
- RMT Union Wigan

**Manchester City Council  
Report for Resolution**

**Report to:** Neighbourhoods and Environment Scrutiny Committee - 2 September 2020  
Executive - 9 September 2020

**Subject:** Extension to Selective Licensing Schemes - Public Consultation

**Report of:** Strategic Director (Neighbourhoods)

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### **Summary**

The Housing Act 2004 gives Local Authorities the power to introduce the licensing of private rented homes within a designated area, with the aim of improving the management and condition of these properties.

One of the main themes of the refreshed Private Rented Sector Strategy is to improve property and management conditions in the private rented sector with a particular focus on the poorest quality properties. Selective licensing is a useful tool to apply targeted interventions in the most challenging areas of the City.

Officers have used local intelligence, lessons learnt from the selective licensing pilots as well as reviewing local data on crime, ASB, waste and housing related complaints, along with deprivation statistics, to identify areas that meet the criteria to designate a selective licensing area; this can include low housing demand linked to property condition and high levels of antisocial behaviour, crime and deprivation. Officers are seeking approval to commence an extensive consultation exercise to establish whether the declaration of a selective licensing scheme is required within these identified areas.

### **Recommendations**

The Neighbourhoods and Environment Scrutiny Committee is asked to note and comment on the contents of the report.

The Executive is recommended to:

1. approve a consultation with residents, private landlords, businesses and other stakeholders to designate selective licensing schemes within the geographical areas listed in paragraph 4.2 of this report; and
  2. subject to the outcome of the consultation, delegate authority to the Director of Neighbourhoods in consultation with the Executive Member for Housing and Regeneration and the Executive Member for Finance and Human Resources to approve up to 12 selective licensing areas identified in the report.
- 

**Wards Affected:**

Clayton and Openshaw, Harpurhey, Gorton and Abbey Hey, Longsight, Rusholme, Moss Side, Cheetham and Levenshulme

<b>Manchester Strategy outcomes</b>	<b>Summary of the contribution to the strategy</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Good quality and well managed private rented homes will contribute to the sustainability of neighbourhoods, ensuring residents have a settled and stable platform to contribute and thrive.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Improving the private rented housing offer helps to attract and retain talent.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Increasing the supply of good quality affordable homes for private rent will provide the opportunity for Manchester residents to access quality accommodation in neighbourhoods where people are happier to settle for a longer period of time.
A liveable and low carbon city: a destination of choice to live, visit, work	The right mix of quality energy efficient housing is needed to support growth and ensure that our growing population can live and work in the city and enjoy a good quality of life.
A connected city: world class infrastructure and connectivity to drive growth	This approach recognises the importance a balanced housing offer plays within a well connected city and the neighbourhoods within it. It seeks to create neighbourhoods where residents will choose to live and their housing needs and aspirations are met

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

### **Financial Consequences – Revenue**

Initial budget for the consultation process will be required; this is expected to be approx £70,000–85,000. If after public consultation the Council decides to proceed with Selective Licensing these costs can be fully funded via the licence fee.

### **Financial Consequences – Capital**

There are no direct capital consequences to the Council arising from this report

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## **1.0 Introduction**

The Council's Private Rented Sector Strategy is currently being reviewed. It has identified one of its main themes as tackling poor quality management in the Private Rented Sector and aims to focus enforcement resources on the worst property conditions and landlords in the sector.

One of the tools identified to assist with achieving this is Selective Licensing (SL). In 2017 the Executive agreed 4 pilot areas for SL. A review has been carried out in relation to these schemes that came into force in 2017 and 2018. The Neighbourhoods and Environment Scrutiny Committee received a report on this review on 4th March 2020. In general it was found that the schemes had a positive impact where implemented.

This report identifies 12 potential areas that are experiencing conditions that meet the criteria to designate a SL area and seeks approval to consult with residents, landlords and businesses on the proposed designation to replicate and strengthen the work undertaken in the pilot SL areas.

## **2.0 Context**

### **2.1 The Private Rented Sector in Manchester**

The private rented sector has doubled in size in the past 10 years and continues to grow. Recent data shows that Manchester was the fastest growing city and third fastest growing local authority area and market renting in the city had expanded more rapidly than anywhere else in the country to provide homes for over 75,000 households – more than doubling in size.

The majority of landlords provide a quality service for the growing number of residents who cannot, or do not want to, buy a home. However, there are some landlords who provide poor quality housing and exploit the most vulnerable people in the city. These poor conditions give rise to particular concern for the longer-term health consequences of living in damp, mouldy properties with poor thermal comfort. Lack of security and higher rents are significant issues for tenants along with property conditions.

There are a small number of neighbourhoods with very poor quality landlords, crime and high levels of deprivation. In some instances these landlords receive significant sums of public finance in terms of housing benefit, representing very poor value for money for the public purse. The draft Private Rented Sector Strategy sets out how we will work to improve standards and manage growth and one of the measures proposed to assist with this priority is the introduction of locally focussed SL schemes.

### **2.2 Legal Framework**

The Housing Act 2004 gives the council the power to introduce the licensing of private rented homes within a designated area with the aim of improving the

management and condition of these properties to ensure they have a positive impact on the neighbourhood.

Selective Licensing is intended to address the impact of poor quality property and management standards primarily in areas of low demand or high deprivation and with poor quality housing.

In an area subject to Selective Licensing, all private landlords must obtain a licence. If they fail to do so, or fail to comply with the conditions bound by the licence, the local authority (LA) can issue civil penalties or prosecute the landlord. The Housing and Planning Act 2016 gives authorities the power to issue a civil penalty charge of up to £30,000 as an alternative to prosecution. Where a prosecution case is taken the fine is unlimited. In extreme cases the LA may issue a management order and assume management control of the property.

Since 1st April 2015 local authorities have had to seek confirmation from the Secretary of State for any selective licensing scheme covering more than 20% of their geographical area, or affecting more than 20% of privately rented homes in the local authority area.

Before taking a decision to designate an area subject to SL, LAs must consider whether there are other alternative means of addressing the issues. This analysis will be part of the consultation process.

### 2.3 Delivering a Successful Scheme

The council was able to identify landlords prior to declaring the pilot SL schemes introduced in 2017 and 2018 through access to information from land registry, enabling a targeted approach to advertising the scheme. This also enabled targeted enforcement of identified landlords in the defined areas who needed a licence and had not applied and resulted in an overall majority being licensed, freeing up time and resources to target suspect properties where landlords were unknown. The introduction of a reduced licence fee for early applications also helped to generate a high volume of licence applications at the beginning of each scheme.

The use of Civil Penalty enforcement powers as an alternative to prosecution has demonstrated successful outcomes with 14 civil penalties notices issued for breaches of licence conditions or for failing to apply for a licence which has resulted in fines of £10,055.60

As a result of the current schemes 1,741 properties have been licensed, 281 have been inspected, and 214 have had remedial works undertaken to improve property conditions. Work has been undertaken through engagement with landlords via either enforcement notice or formal hazard awareness letters.

### 3.0 Introducing Selective Licensing

### 3.1 Consultation

Consultation is a legal requirement and must take place before designating an area subject to SL. It should include local residents, tenants, landlords and managing agents, members of the community who live in or operate business or services in the designated area and local residents and businesses in the surrounding area who will be affected. The consultation period must be for a minimum of 10 weeks and any representations made must be considered.

The costs of consultation can be recouped from licence fees however, if the outcome led to not declaring a SL scheme, this cost would have to be borne by the authority.

### 3.2 Licence conditions

There are mandatory conditions that must be included in the licence – these cover requirements to provide the LA with gas safety certificates, safety of electrical appliances, smoke alarms, providing a written tenancy agreement and obtaining references from prospective tenants. General conditions relating to property management and anti-social behaviour can also be included. Conditions must relate to the residential use of the property and can include measures to deal with anti-social behaviour of tenants and their visitors.

Appendix 1 - Proposed licence conditions

### 3.3 Licence fees

Local Authorities set the level of the licence fees landlords pay. Fees must be transparent and should cover the actual cost of administering the scheme including any stock condition survey works prior to designation. They can include the cost of taking action to make landlords comply with a scheme – either in applying for a licence or in meeting the conditions of the licence.

A good understanding of the number of landlords in the designated area is needed to calculate an appropriate level for licence fees. As noted in para 2.3 Land Registry data can be used to help identify landlords. The cost of administering schemes should be self-financing once they are operating.

A change in case law in 2018 means that Councils are no longer able to charge the full licence fee as an upfront cost on the submission of a licence application. Landlords must be provided with the option to pay the fee in two parts. This consists of an application fee and a fee at the time the licence is granted. If the licence is not granted for any reason the landlord is not required to pay the latter part of the fee.

## 4.0 Licensing Considerations & Objectives

### 4.1 Qualifying Criteria



When a SL designation is being considered an area has to be experiencing one or more of the following circumstances:

4.1.1 Low housing demand (or is likely to become such an area) and the outcome of the scheme will contribute to the improvement of the social or economic condition of that particular area.

4.1.2 A significant and persistent problem caused by anti-social behaviour

The outcome of the scheme should be a reduction in, or elimination, of anti-social behaviour (caused by tenants in the private sector) in the designated area.

4.1.3 Poor property conditions

The outcome of the designation should be a general improvement of property conditions in the designated area within the lifetime of the designation

4.1.4 High levels of migration

The outcome of the designation should be to preserve or improve the economic or social conditions of the area during the lifetime of the designation and ensure that a proper standard of management of privately rented property is maintained and that properties do not become overcrowded

4.1.5 High level of deprivation

The outcome of the designation should be (together with other measures) a reduction of the problems with housing in the private rented sector contributing to the high level of deprivation.

4.1.6 High levels of crime

The outcome of the designation (together with the other measures) should lead to a reduction in crime in the area.

4.2 Proposed SL Designation areas (Years 1 and 2)

After analysing local data , officers have identified areas that are experiencing one or more of the above circumstances and may benefit from a designation. These qualifying criteria must become the basis of measurable improvement objectives for each area. It is possible to add further objectives in addition to these and these will be considered as part of the consultation process.

All the 12 areas are identified on the attached maps and after data analysis and discussion with local neighbourhood teams and ward members, the following qualifying criteria are considered to have been met within each area:

4.2.1 Area 1; Ben Street- Clayton and Openshaw (approx 105 PRS properties)

- Anti-social behaviour - linked to environmental and waste management

- High levels of crime
  - High level of deprivation
- 4.2.2 Area 2; Trinity- Harpurhey (approx 430 PRS properties)
- Anti-social behaviour - linked to environmental and waste management
  - Poor property conditions
  - High level of deprivation
  - High levels of crime
- 4.2.3 Area 3; Ladders- Gorton and Abbey Hey (approx 773 PRS properties)
- Anti-social behaviour – poor environmental and waste management
  - Poor property conditions
  - High level of deprivation
  - High levels of crime
- 4.2.4 Area 4; Flats above shops Hyde Road- Gorton/ Abbey Hey (approx 94 PRS properties)
- High levels of crime
  - Anti-social behaviour – poor environmental and waste management
  - Poor property conditions – visual signs of neglected maintenance
  - High level of deprivation
- 4.2.5 Area 5; Royals- Longsight (approx 64 PRS properties)
- High levels of crime
  - Anti-social behaviour – poor environmental and waste management
  - Poor property conditions
  - High level of deprivation
- 4.2.6 Area 6; Laindon Road/ Dickenson Road- Rusholme (approx 37 PRS properties)
- Anti-social behaviour - linked to environmental and waste management
  - Poor property conditions
  - High level of deprivation
  - High levels of crime
- 4.2.7 Area 7; Claremont Rd/Great Western Street- Moss Side (approx 318 PRS properties)
- Anti-social behaviour - linked to environmental and waste management
  - Poor property conditions
  - High level of deprivation
  - High levels of crime
- 4.2.8 Area 8; Heywood Street- Cheetham (approx 248 PRS properties)
- Anti-social behaviour - linked to environmental and waste management
  - Poor property conditions – visually poor conditions externally
  - High level of deprivation
  - High levels of crime
- 4.2.9 Area 9; Birch Lane- Rusholme (approx 69 PRS properties)
- Anti-social behaviour - linked to environmental and waste management

- Poor property conditions – visually poor conditions externally
- High level of deprivation
- High levels of crime

#### 4.2.10 Area 10; Esmond/Avondale- Cheetham (approx 76 PRS properties)

- Anti-social behaviour - linked to environmental and waste management
- Poor property conditions
- High levels of crime

#### 4.2.11 Area 11; Flats above shops Cheetham Hill Road -Cheetham (approx 60 PRS properties)

- Anti-social behaviour - linked to environmental and waste management
- Poor property conditions – visually poor conditions externally
- High level of deprivation
- High levels of crime

#### 4.2.12 Area 12; Matthews Lane- Levenshulme (approx 159 PRS properties)

- Anti-social behaviour - linked to environmental and waste management
- Poor property conditions
- High level of deprivation
- High levels of crime

Although these areas have been identified, an in depth consultation process must be followed to gauge public opinion. This feedback along with the local statistics will be used to evidence, and to test if Selective Licensing along with other enforcement measures would improve the objectives set out for each area.

Appendix 2 shows maps of proposed areas.

Appendix 3 shows the local statistics for each area considered.

#### 4.3 Further SL areas to be considered in future years (Years 3 and 4)

Additional SL areas will be considered following designation of any of the schemes listed in 4.2. These additional areas are listed below. Proactive work will be carried out in some of these areas by the Housing Compliance and Enforcement Team in the meantime, and any future request to consult on SL designations for the areas below will be brought to Executive in a further report following Years 1 and 2.

Heathcote/ Sanby Road - Longsight (approx 174 PRS properties)

Enver Road - Crumpsall (approx 139 PRS properties)

Whiteway Street - Harpurhey (approx 95 PRS properties)

Clarendon Road - Whalley Range (approx 131 PRS properties)

Leng Road/ Melrose Street - Newton Heath (approx 228 PRS properties)

Flats above shops Stockport Road - Ardwick, Rusholme, Longsight and Levenshulme (approx 234 PRS properties)

Northmoor Road - Longsight (approx 444 properties)

Chorlton District Centre - Chorlton (approx 46 PRS properties)

## 5.0 Selective Licensing Consultation

### 5.1 Legal Requirements for Consultation

Current legislation requires an intensive consultation period of 10 weeks to gauge public opinion and gather feedback in order to implement a designation. The Council is required to consult fully with local residents, tenants and landlords, managing agents and local businesses, both within the proposed areas and in the surrounding areas.

### 5.2 Consultation Method

Consultation will take place incrementally using a staged approach; this was successful during the consultation for the current pilot schemes. This ensured operational resources were focussed on one area at a time.

One of the consultation methods will be contacting residents, landlords, letting agents and businesses directly via letter. The letter will explain what SL is, how it could improve the neighbourhood, how it would operate and how they may be affected. The letter will direct them to an online consultation page to complete an online form to obtain their views. The webpage will contain information regarding selective licensing and the process the council will need to undertake to operate such a scheme.

Another method of consulting with the wider community, used for the current SL schemes, will be drop-in events held in local libraries and community centres, advertised in the local press and local public buildings. Subject to any Coronavirus restrictions in place at the time, it is proposed to hold these again, ensuring any COVID secure arrangements required are in place. Virtual consultation sessions will be undertaken where Coronavirus restrictions prevent drop in sessions.

We will also consult the national landlord associations who support and advocate for a number of private rented sector landlords across the country.

### 5.3 Consultation Plan

The consultation plan has been developed to ensure that each step of the process is carried out and meets the legal framework, a summary of the processes within the consultation can be seen below with timescales for the first areas to be consulted on:

- Consultation report to Executive September, If approved to consult:
- Member and Press Briefings in October
- Organise drop in/ virtual consultation events October/November
- Add a consultation page and inbox on corporate website October
- Consultation period starts January
- Consultation period ends March
- Gather feedback and analyse data March
- Publicise results of consultation April
- Delegated approval to designate an area – May 2021

#### 5.4 Consultation Evaluation

Following the closure of the consultation period the responses will be evaluated and published on the Council's website, the responses will be considered and will inform officer recommendations to Executive Members before making a final decision as to whether to proceed with selective licensing.

#### 6.0 Conclusion

Executive is asked to approve the consultation plan outlined in Section 5 of this report and authorise officers to consult with residents, tenants, landlords, businesses and property management agencies with regards to the proposed SL schemes listed in 4.2. Subject to the outcome of the consultation, Executive is also asked to delegate authority to the Director of Neighbourhoods in consultation with the Executive Member for Housing and Regeneration and the Executive Member for Finance and Human Resources to approve up to 12 selective licensing areas identified in the report.

#### 7.0 Key Policies and Considerations

##### (a) Equal Opportunities

- 7.1 This approach to consultation will enable engagement of a diverse range of local communities, through appropriate consultation it will give all stakeholders opportunities to engage in the development of locally focussed SL schemes.

##### (b) Risk Management

- 7.2 Risk will be managed via a project risk register, if consultation is approved risk areas will be mitigated and managed through the current governance arrangements associated with Private Rented Sector Strategy.

##### (c) Legal Considerations

- 7.3 At this stage the recommendations are primarily linked to public consultation and planning for any approval of the project and this process will be developed alongside our legal, communication and press colleagues.

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Appendix 1- Proposed Licence Conditions**Statutory conditions in Schedule 4 Housing Act 2004**

1. If gas is supplied to the licensed premises the licence holder must produce annually to Manchester City Council (the Council) for their inspection, a gas safety certificate obtained in respect of the house named on the licence within the last 12 months.
2. a) The licence holder must keep electrical appliances and furniture supplied by him in a safe condition.  
b) The licence holder must supply to Council, on demand, with a declaration by him as to the safety of such appliances and furniture.
3. a) The licence holder must ensure that a smoke alarm is installed on each storey of the house on which there is a room used wholly or partly as living accommodation, and keep each such alarm in proper working order (*Note: For the purpose of this condition a bathroom or lavatory is to be treated as a room used as living accommodation.*)  
b) The licence holder must supply the Council, on demand, with a declaration by him as to the condition and positioning of such alarms.
4. a) The licence holder must ensure that a carbon monoxide alarm is installed in any room in the house which is used wholly or partly as living accommodation and contains a solid fuel burning combustion appliance; and to keep any such alarm in proper working order; (*Note: for the purpose of this condition a "room" includes a hall or landing and a bathroom or lavatory is to be treated as a room used as living accommodation.*)  
b) The licence holder to supply the authority, on demand, with a declaration by him as to the condition and positioning of any such alarm.
5. The licence holder must supply to the tenant/occupiers of the house a written statement of the terms on which they occupy it.
6. The licence holder must demand references from persons who wish to occupy the house.

**General Conditions Applicable to all Selective Licences**

1. The licence holder must ensure that the premises and its grounds are in a clean, safe and habitable state prior to new occupiers moving in.
2. The licence holder must supply to the Council an original of the following documents:
  - Electrical Installations Inspection Certificate on demand (this should be carried out every 5 years)
  - Portable Appliance Test (P.A.T) Certificate on demand where electrical appliances are provided.
3. The following information must be included in the written statement of terms under which the premises is occupied :
  - The amount of rent payable and the mechanism for any rent increases

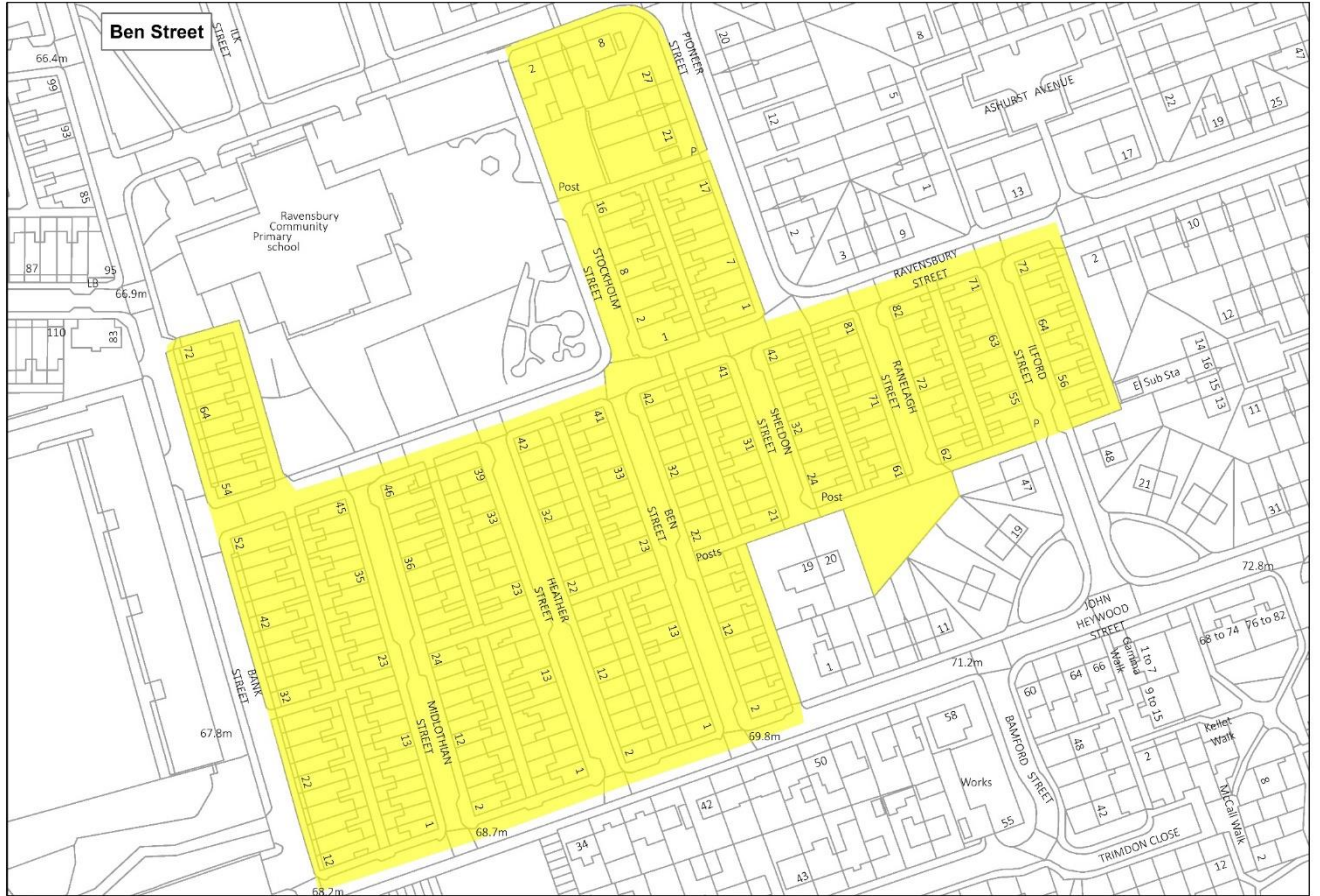
- Tenancy start and end dates
  - The details of any deposit required and the deposit scheme in which it is held
  - Details of what the deposit covers and arrangements for the return of the deposit
  - The frequency of payments
  - The details of any utilities or other charges included in the rent
  - The responsibility for payment of the Council Tax
  - The responsibility for the payment of utilities and arranging for the provision of such
  - Tenants responsibilities in regard of the use, occupation and condition of the licensed premises
  - Notice periods for ending the tenancy/ licence to occupy
  - Clauses relating to nuisance and/or anti social behaviour
  - The location of any stop taps
4. Where the premises is alley gated the licence holder is responsible for providing the key to the tenant free of charge at the start of the tenancy.
  5. The licence holder must ensure occupiers are aware of behaviour that may constitute nuisance and/or antisocial behaviour, what is acceptable use of the premises and what the likely consequences of causing nuisance or ASB may be.
  6. The licence holder must take all reasonable steps to deal with nuisance and/ or antisocial behaviour perpetrated by occupiers and/ or visitors to the premises. This includes taking proactive action (e.g. warnings, legal action) as soon as the licence holder becomes aware of a problem and by co-operating fully with the relevant agencies e.g. MCC or GMP.
  7. The licence holder must provide the occupants of adjoining properties with direct contact details in case of an emergency or to enable them to inform the licence holder of problems affecting their properties.
  8. The licence holder must ensure occupiers are aware of how to report any faults or disrepair to the landlord and provide anticipated timescales for undertaking repairs when reported.
  9. The licence holder must give the occupiers reasonable notice of arranged access requirements to carry out work to the premises. Save in the case of an emergency, a minimum of 24 hours notice must be given in writing and as far as practicable access will be arranged at a convenient time for the occupier.
  10. When necessary, the licence holder must provide suitable alternative accommodation for occupiers when carrying out major works to the licensed premises for the period during which the works are being undertaken.
  11. The licence holder must ensure that the premises has adequate security measures on all exit doors and windows and that all keys are provided to occupiers. Where a burglar alarm is fitted to the premises, the licence holder will change the code at the onset of each new period of occupation.

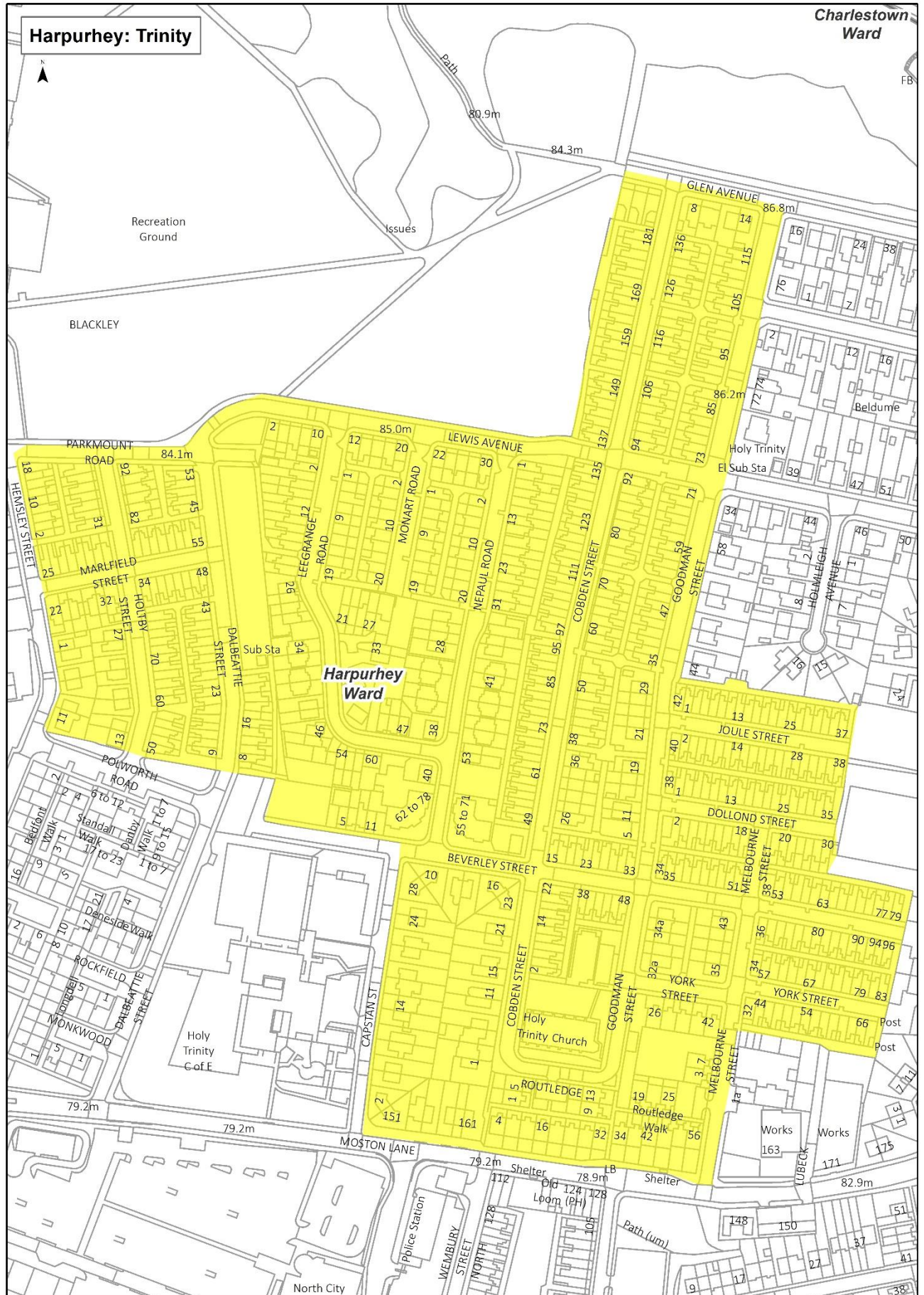


12. The licence holder must ensure that the full range of recycling and refuse bins are available at the start of a tenancy.
13. The licence holder must ensure that the occupier is made aware of the arrangements for the collection of refuse and bulky goods and that the occupier is requested to return the refuse containers within the boundary of the premises on the day of collection. The licence holder must co-operate with the Council to address problems caused by occupiers failing to dispose of refuse in the correct manner.
14. The licence holder must make adequate checks during a tenancy and during void periods to ensure that the premises and anywhere within the premises boundary is being kept in a clean condition and all refuse is disposed of in an appropriate manner.
15. The licence holder must make appropriate arrangements for the disposal of any waste at the end of a tenancy and produce waste transfer notes for inspection on request.

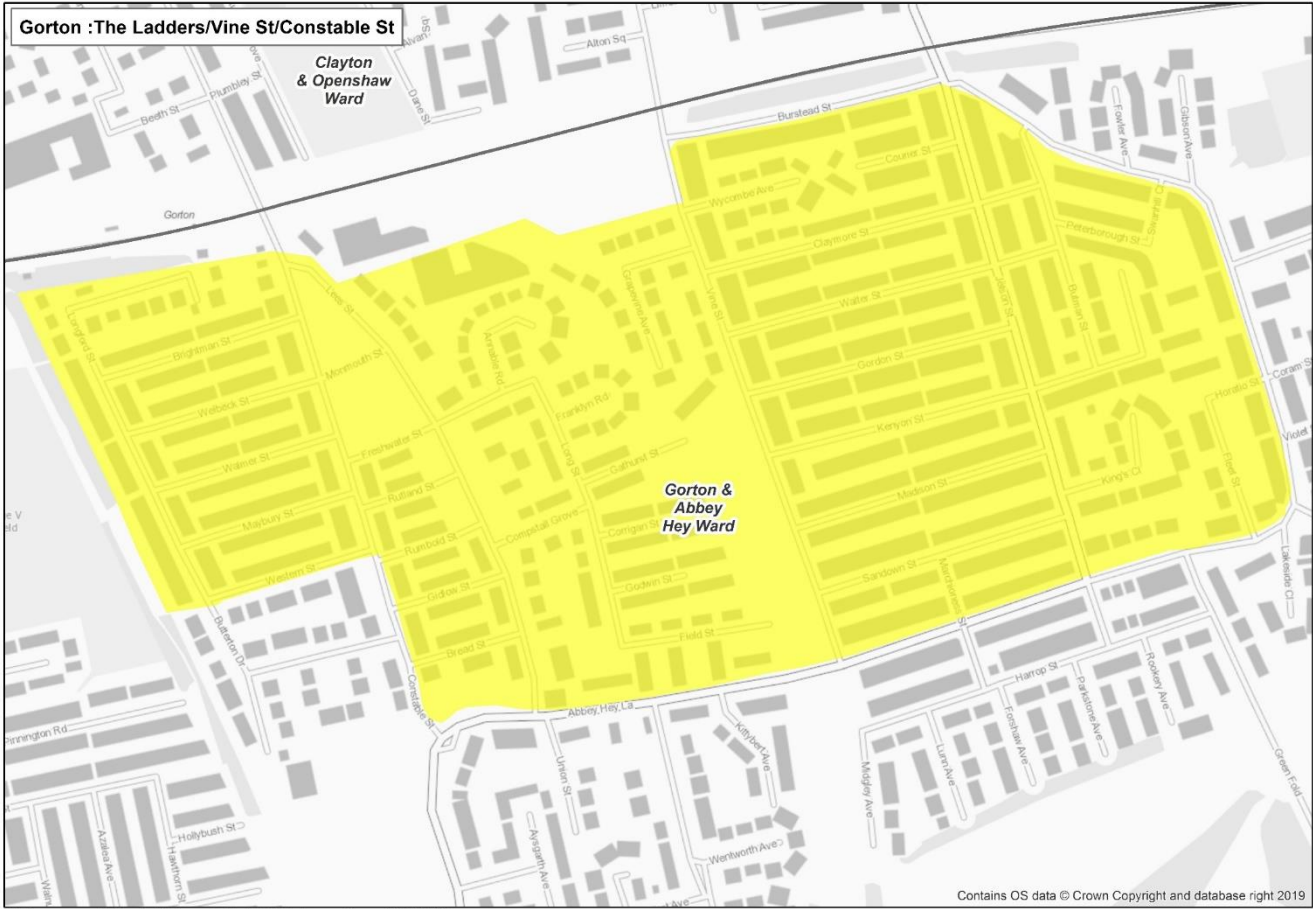
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Appendix 2 Maps of proposed SL areas



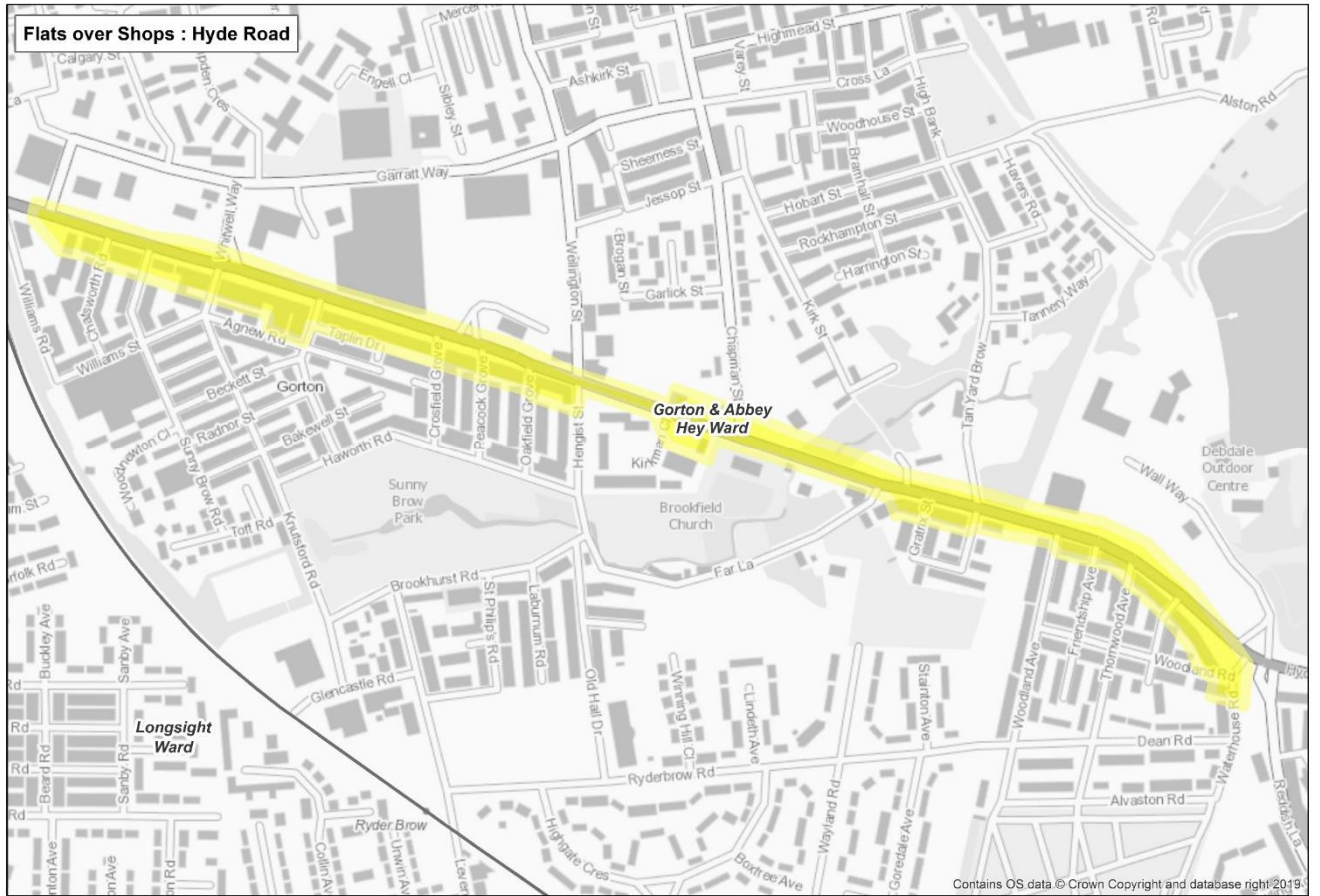


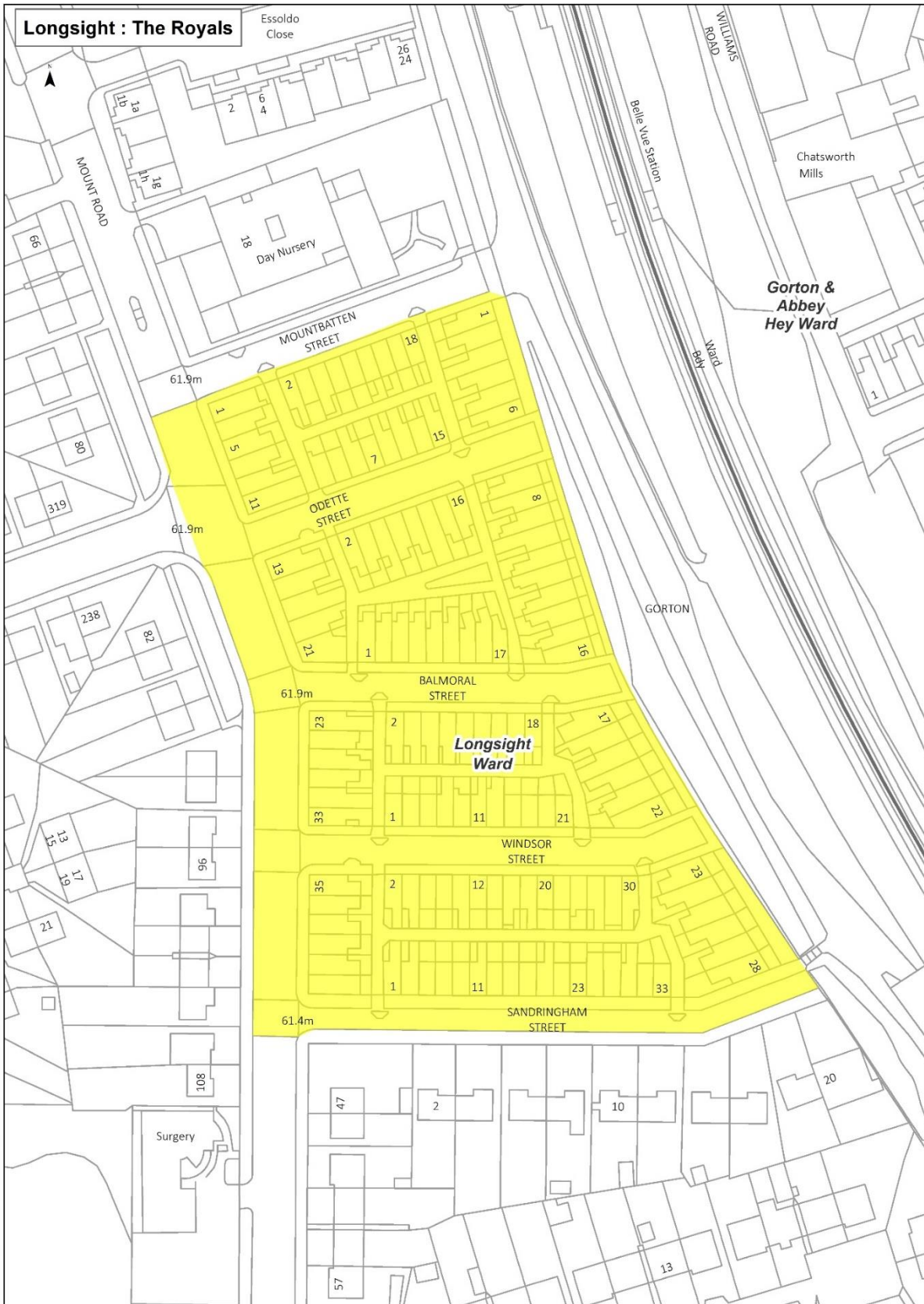
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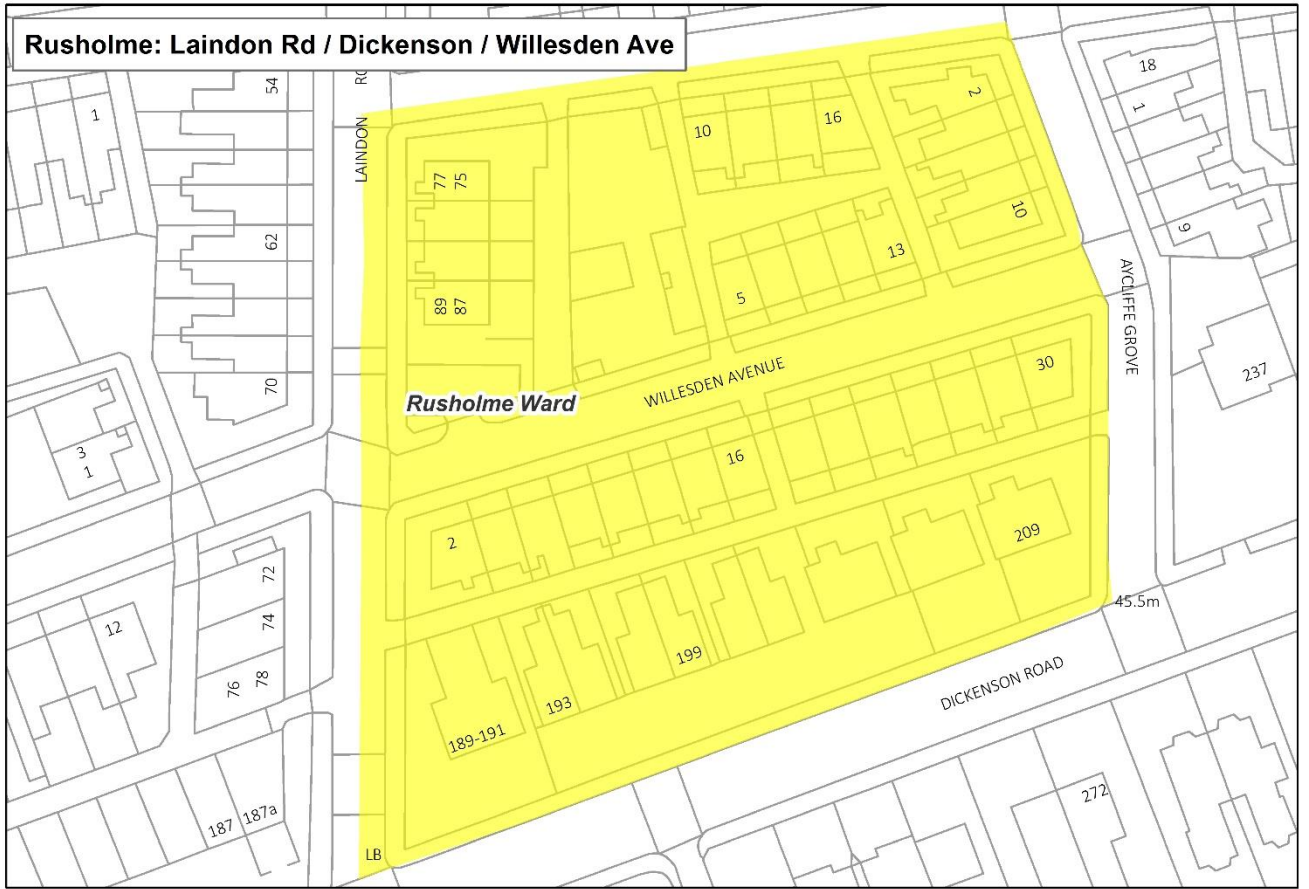
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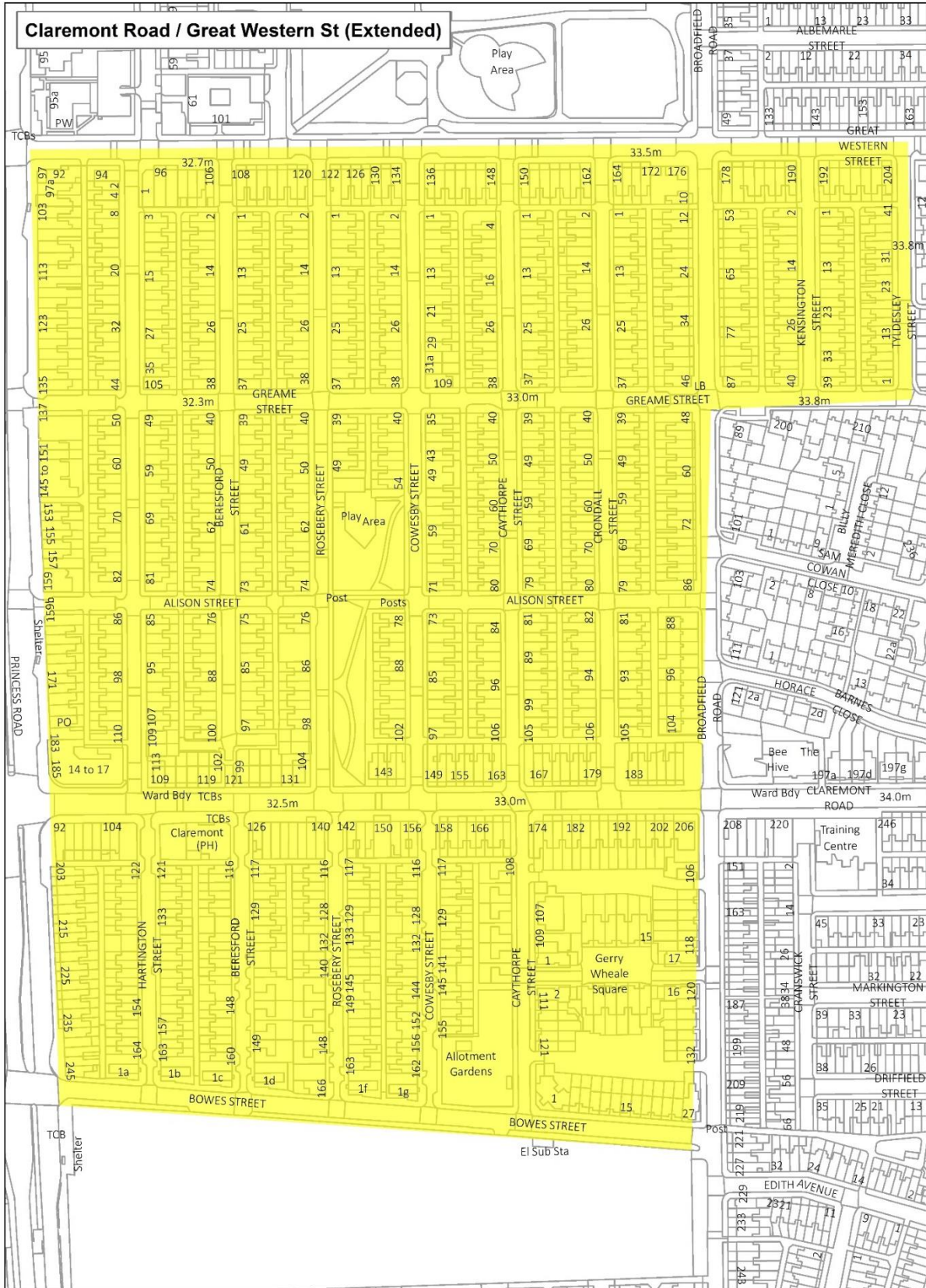


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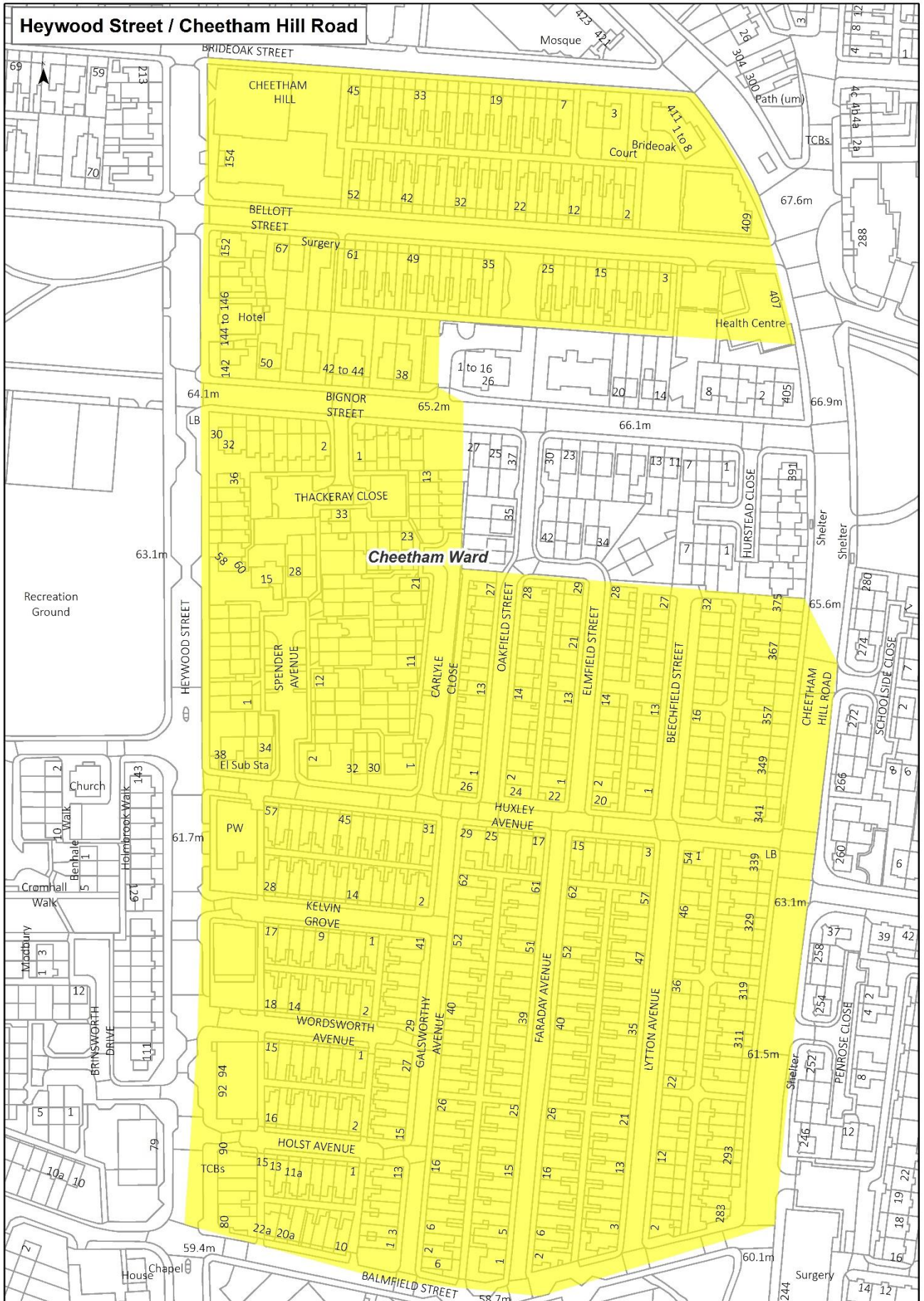


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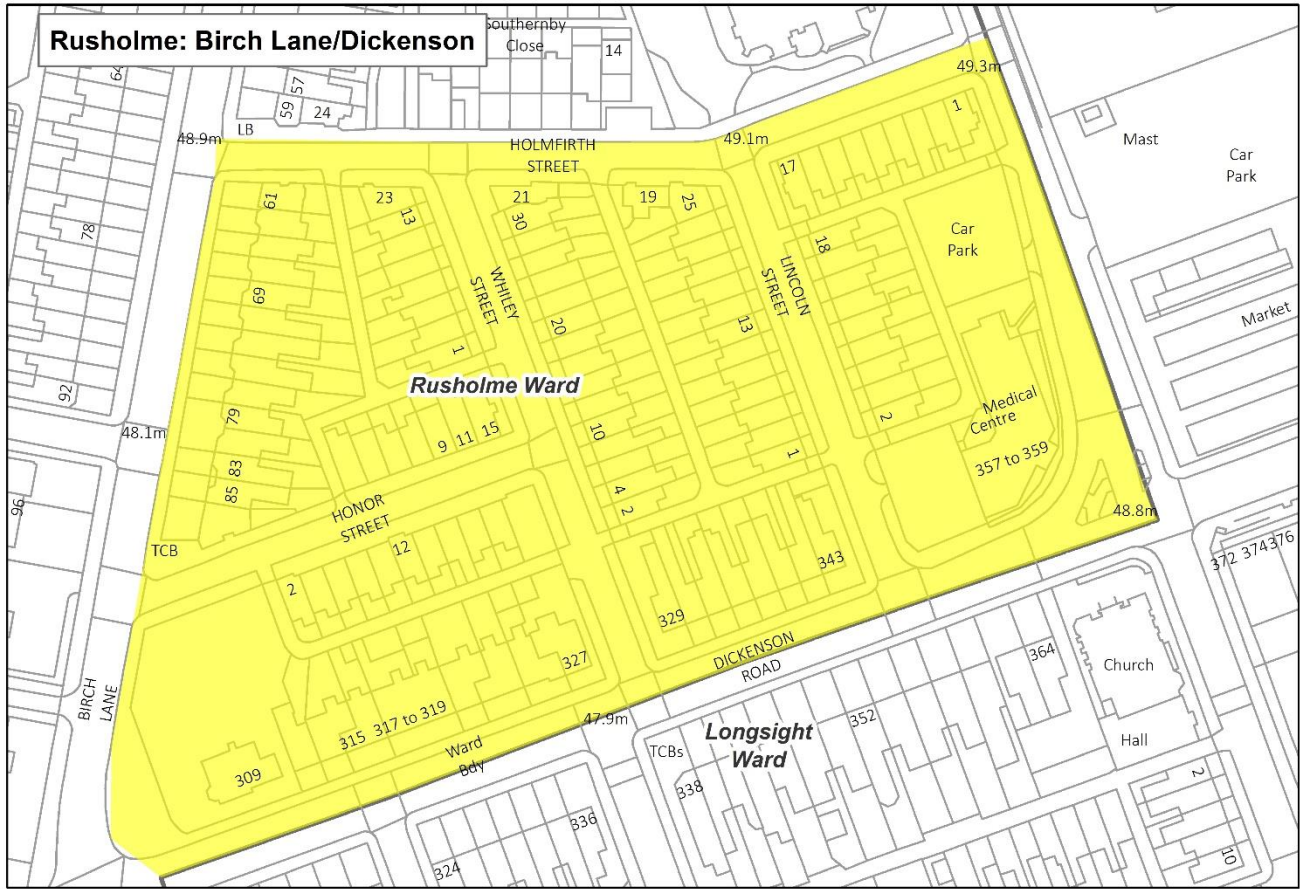




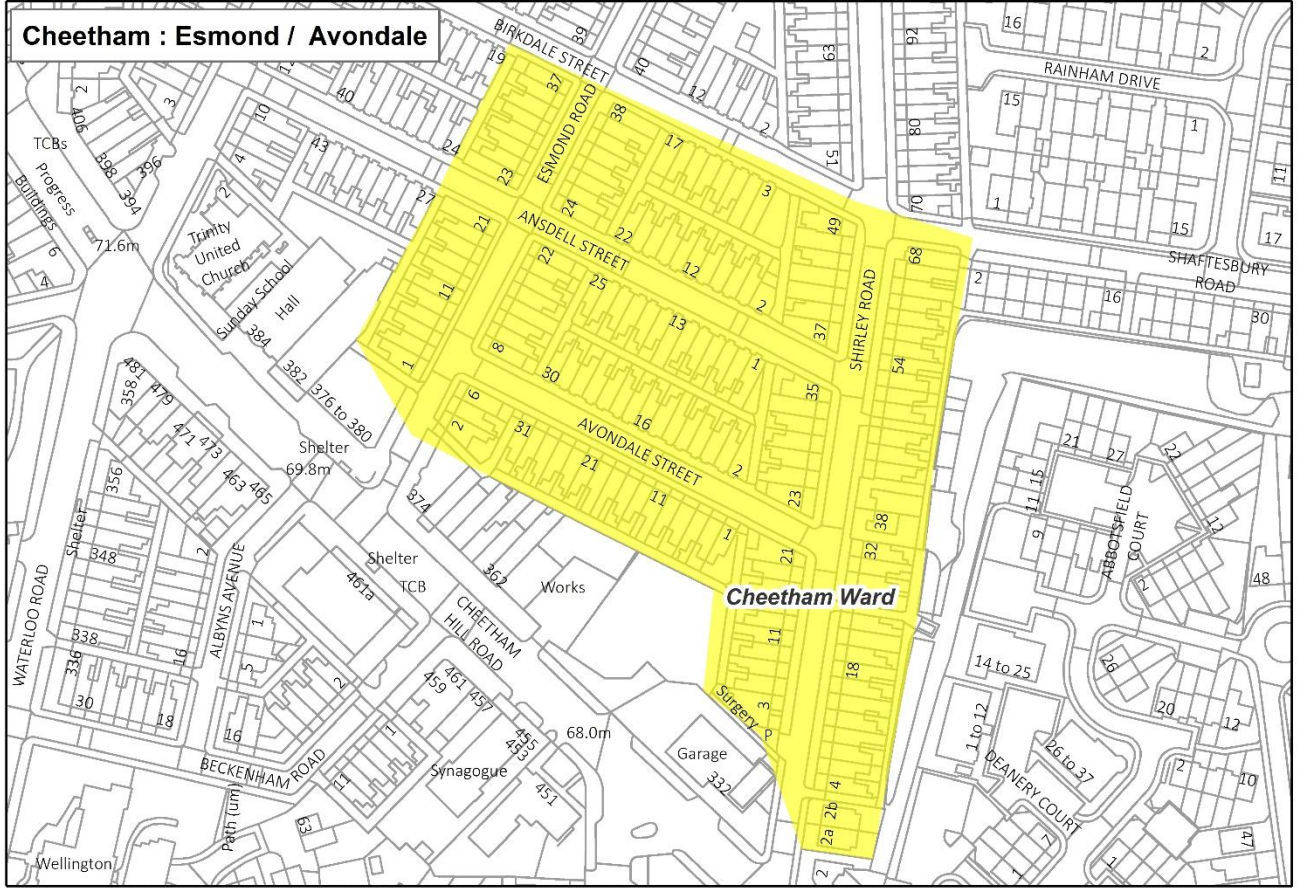
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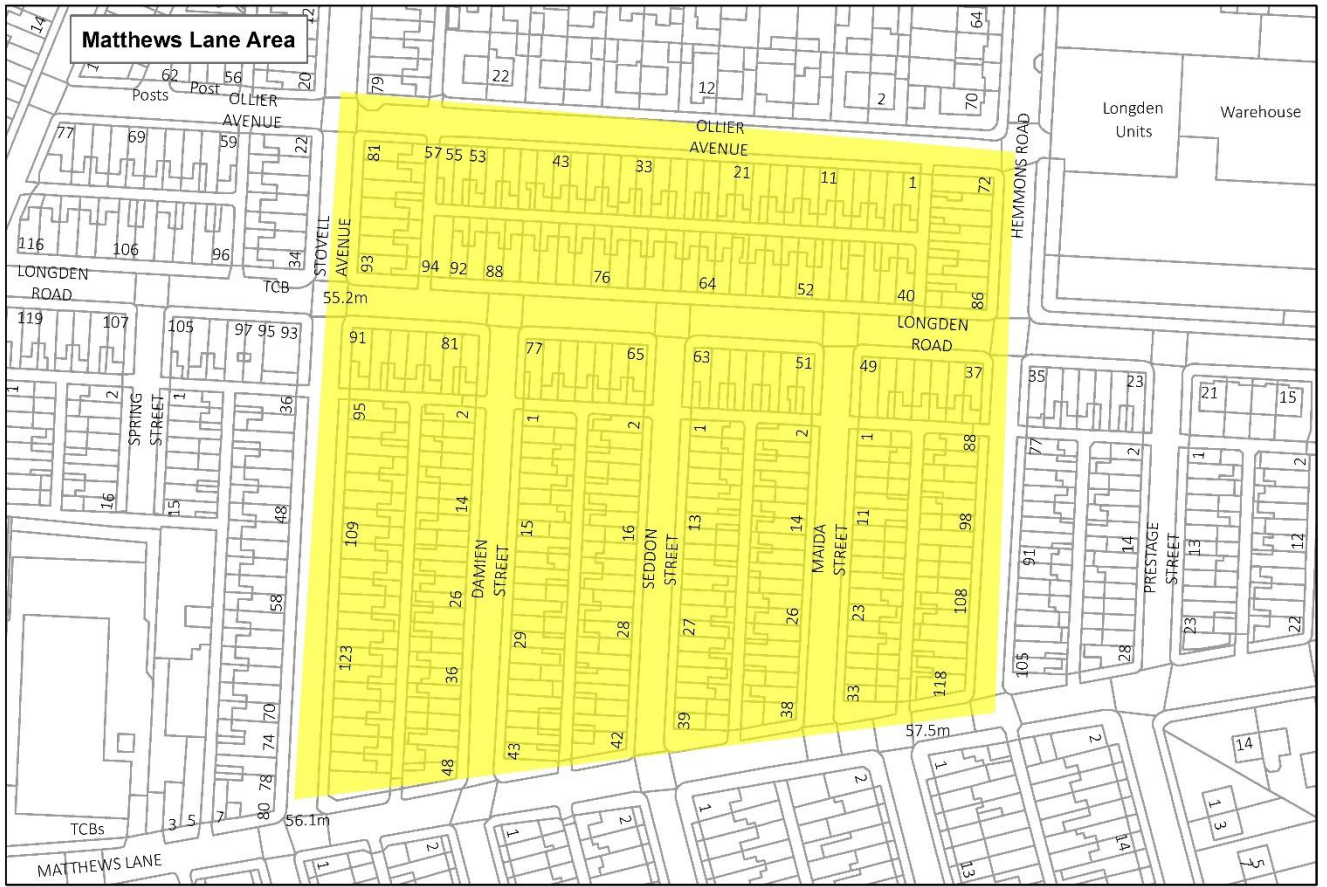


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## Selective Licensing - Additional Proposed areas for Phase 2

Measure:	Ben Street	Harpurhey Trinity	Gorton: Ladders / Vine / Constable	Flats Over Shops: Hyde Road	Longsight: The Royals	Rusholme: Laindon Rd Dickenson
Dwelling Stock (July 2020)	252	730	1458	164	138	83
Empty Homes	14	30	57	8	11	5
Long Term Empty	3	1	8	0	3	0
Occupied Homes	238	700	1401	156	127	78
Tenure Estimates						
MCC Private Rented Estimates (2019)	44%	61%	52%	60%	51%	47%
MCC Private Rent Estimate (Households) 2019	105	430	733	94	64	37
% of Households which are Private Rented in receipt of Universal Credit or Housing Benefit toward housing costs 1	14.8%	25.3%	25.4%	19.5%	28.3%	23.6%
<i>Estimated Number of Private Rented Households on HB/UC</i>	37	198	382	32	39	19
<i>% of City's Private Rented Sector within the licensing area 2</i>	0.12%	0.50%	0.85%	0.11%	0.07%	0.04%
<i>% of City's geographic area within the licensing area 2</i>	0.025%	0.10%	0.20%	0.05%	0.01%	0.01%
Deprivation, Crime, ASB and Service Demand						
Weighted IMD Score 2019 (High Score = More Deprived)	61.53	45.23	47.50	51.35	54.27	42.84
Number of ASB Incidents per 100 households (most recent 12 months) 3	10.0	7.6	5.9	29.5	28.3	5.1
Number of Victim Based Crimes Per 100 households (most recent 12 months) 4	24.1	21.3	22.9	124.4	46.5	23.1
Requests for Service per 100 households: Housing Related 4	3.2	5.6	3.8	1.2	5.8	4.8
Requests for Service per 100 households: Fly Tipping 4	33.3	56.7	28.7	29.9	14.5	34.9
Requests for Service per 100 households: Street Cleaning/Other 4	4.0	11.1	4.8	5.5	5.1	8.4

1 Based on % claimants in the best fit Output Areas - Nov 2019

2 Where area comprises more than 20% of the geographic area, or 20% of the total PRS, Secretary of state approval would be required

3 Most recent data on ASB and VBC is June 2019 due to the transition to new ICT system - incidents within 100 m radius of proposed area

4 Requests for Service may include repeat calls

Measure:	Claremont GWR Extended	Cheetham: Heywood St CHR	Rusholme : Birch Lane	Cheetham - Esmond Avondale	Flats Over Shops: Cheetham Hill Rd	Matthews Lane Great Places
Dwelling Stock (July 2020)	1176	628	130	161	116	262
Empty Homes	38	16	10	5	15	8
Long Term Empty	4	4	1	1	2	0
Occupied Homes	1138	612	120	156	101	254
Tenure Estimates						
MCC Private Rented Estimates (2019)	28%	41%	57%	48%	59%	63%
MCC Private Rent Estimate (Households) 2019	318	248	69	76	60	159
% of Households which are Private Rented in receipt of Universal Credit or Housing Benefit toward housing costs 1	17.9%	13.9%	24.1%	20.6%	18.2%	29.9%
<i>Estimated Number of Private Rented Households on HB/UC</i>	210	94	35	41	22	79
<i>% of City's Private Rented Sector within the licensing area 2</i>	0.37%	0.29%	0.08%	0.09%	0.07%	0.18%
<i>% of City's geographic area within the licensing area 2</i>	0.15%	0.09%	0.02%	0.02%	0.04%	0.02%
Deprivation, Crime, ASB and Service Demand						
Weighted IMD Score 2019 (High Score = More Deprived)	55.27	45.18	42.84	33.17	47.11	46.40
Number of ASB Incidents per 100 households (most recent 12 months) 3	19.0	4.9	10.8	5.8	42.6	8.1
Number of Victim Based Crimes Per 100 households (most recent 12 months) 4	18.7	11.9	25.8	19.2	195.0	8.1
Requests for Service per 100 households: Housing Related 4	2.4	2.4	4.6	1.2	0.9	3.8
Requests for Service per 100 households: Fly Tipping 4	18.4	15.3	43.8	49.7	39.7	19.1
Requests for Service per 100 households: Street Cleaning/Other 4	3.2	6.2	10.8	16.1	34.5	12.6

1 Based on % claimants in the best fit Output Areas - Nov 2019

2 Where area comprises more than 20% of the geographic area, or 20% of the total PRS, Secretary of state approval would be required

3 Most recent data on ASB and VBC is June 2019 due to the transition to new ICT system - incidents within 100 m radius of proposed area

4 Requests for Service may include repeat calls



**Manchester City Council  
Report for Resolution**

**Report to:** Executive - 9 September 2020

**Subject:** Withington Village Framework

**Report of:** Strategic Director (Growth & Development)

---

**Summary:**

This report presents the Executive with details of the draft Withington Village Framework and requests that the Executive approves the draft for public consultation. Withington Village is a key district centre in south Manchester. The draft Withington Village Framework sets out a vision and opportunities in the Village. It has been developed following a series of community consultation events and stakeholder meetings. It provides a guide to investment and development within Withington Village and a framework to support applications for future funding.

**Recommendations**

The Executive is recommended:

1. to approve the draft Withington Village Framework as a basis for public consultation with local stakeholders;
  2. to request the Strategic Neighbourhood Lead (South) to undertake a public consultation exercise on the draft Withington Village Framework with local stakeholders; and
  3. to agree that a further report be presented to summarise the outcome of the public consultation, respond to the comments received, and to present a final draft for approval.
- 

**Wards Affected:**

Withington and Old Moat

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

The Framework identifies actions to address carbon emissions by creating a greener healthier environment with improved local facilities and local partnership and collaborative working.
--

<b>Our Manchester Strategy outcomes</b>	<b>Summary of how this aligns to the OMS</b>
A thriving and sustainable city: supporting a diverse and distinctive	The Framework sets out how the Village can contribute to a thriving and sustainable City by

economy that creates jobs and opportunities	diversifying the economy, attracting cultural activities and generating footfall, creating local job opportunities
A highly skilled city: world class and home grown talent sustaining the city's economic success	The Framework sets out how the Village can support the growth of local enterprises and innovation.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The Framework identifies the key role of the local partnership structures and collaborative working to bring about the vision, objectives and projects.
A liveable and low carbon city: a destination of choice to live, visit, work	The Framework identifies actions to address carbon emissions by creating a greener, healthier environment and more liveable centre.
A connected city: world class infrastructure and connectivity to drive growth	The Framework identifies opportunities to improve the public realm, reduce traffic movement, improve access and movement for pedestrians and cyclists within the Village.

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

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

1. Institute of Place Management – Vital and Viable Withington, October 2019

## 1.0 Introduction

- 1.1 Withington Village is a key District Centre in south Manchester which serves the Withington and Old Moat population. It provides a hub for the community and services. It has active community stakeholders who are committed and engaged in its development.

## 2.0 Background

- 2.1 In Autumn 2017 the Withington Village Regeneration Partnership (WVRP) was established to submit a bid to the Heritage Lottery Fund for environmental improvements and shop front enhancement in Withington Village. Subsequently in March 2019 WVRP, in collaboration with Manchester City Council, submitted a bid to the Government's High Street Fund for the regeneration of the Village. Both these bids were unfortunately unsuccessful and the Village has narrowly missed out in attracting funding.
- 2.2 Despite the setbacks WVRP has continued to meet. It consists of representatives from local traders, investors and residents, Withington Civic Society, Love Withington Baths, Manchester City Council, Southway Housing, The Christie Hospital and local councillors.
- 2.3 WVRP has achieved a number of successes including supporting local residents in developing a scheme to improve a Pocket Park, establishing pop up cultural activities in vacant buildings and setting up a local business group 'We are Withington.' WVRP has organised 'Withington by night' events, changing opening hours of businesses to when footfall in the centre is strong. WVRP also organised the successful 'Withington Walls' crowd funding campaign to brighten up walls and shutters through quality artwork.
- 2.4 To support the strong partnership working and develop a long term strategy for Withington Village, the Council has commissioned the production of a draft Framework. A series of community consultation events and stakeholder meetings were undertaken in its production. The draft Framework incorporates the Institute of Place Management's 'Vital and Viable' report for the Village. Subject to the Executive's approval, it is planned that the draft Framework will be the subject of a wider public consultation exercise involving businesses, residents, investors and other key stakeholders in the Village. The outcome of the public consultation to be presented to a future Economy scrutiny meeting for consideration before a final Framework document is presented back to Executive for approval
- 2.5 The purpose of the Withington Village Framework is to support existing planning policy by:
- Establishing a vision supported by the community, to guide and inform development decisions.
  - Generating confidence in the prospects of the Village to encourage further investment.
  - Providing a basis for future funding bids.

- Illustrating through a series of precedent images and layouts how design objectives could be achieved.

2.6 The draft Framework identifies a vision for the centre as a liveable place that meets the needs of its diverse community. It will build on its cultural and physical heritage broadening its service offer and cultural assets. New public spaces will be created with an improved street environment and movement for pedestrians and cyclists.

2.7 It identifies a series of aims on how these can be achieved based upon on the '4R's' of repositioning, reinventing, rebranding and restructuring. It includes a series of spatial strategies for public realm, movement, heritage and streetscape. The appendix identifies a series of potential projects, with precedent images through which the objectives of the Framework can be achieved. This includes:

- An enhanced public space outside the Library (Rutherford Place)
- A more pedestrian friendly environment on Copson Street
- Enhanced public realm along Wilmslow Road
- Reviewing the use of public car parks as possible public spaces.
- Enhanced gateways to the Village
- Improved walking and cycling routes to the Centre from its catchment.
- Restored heritage features including enhancing shop fronts
- Encouraging appropriate development in the Village.

2.8 It is not yet known precisely what the impact of Covid-19 will be on small businesses and local traders in Withington. There has been a reduction in footfall similar to that of other District Centres in Manchester and a number of businesses have yet to reopen. The objectives of the framework including making a more liveable centre, reducing the dominance of vehicles, allowing more space for pedestrians and cyclists, are relevant to responding to the issues arising from the Covid-19 situation. Many people within the local catchment are likely to want to remain local for the foreseeable future when seeking out leisure and retail opportunities.

### **3.0 Conclusion**

3.1 The draft Framework identifies a vision for the centre as a liveable place that meets the needs of its diverse community. The proposals within the Framework were developed from a series of initial consultation events. Approval is requested from Executive to undertake a wider public consultation exercise. A further report will be brought to the Executive summarising the outcome of the public consultation and responding to the comments received before the Framework is presented to a future meeting of the Executive for approval.

3.2 The recommendations are found at the beginning of this report.

### **4.0 Key Policies and Considerations**

4.1 **Equal Opportunities:**

The draft Framework identifies a vision for the centre as a liveable place that is accessible and meets the needs of its diverse community. The public consultation will engage with a wide range of stakeholders, enabling all interested parties to be engaged and comment on the Framework.

**4.2 Risk Management:**

None at this stage.

**4.3 Legal Considerations:**

Subject to Executive approval to undertake the consultation, a further report will be brought to the Executive at the end of the public consultation exercise, setting out the comments received and any changes proposed to the Framework. If 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.

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# Withington Village

WITHINGTON VILLAGE DRAFT FRAMEWORK AUGUST 2020

DRAFT



## Contents

Introduction.....7

Policy Context ..... 11

Withington Village – An Overview .19

Challenges & Opportunities .....31

Vision 2030 .....37

Key Spatial Principles.....43

Projects .....55

Recommendations & Next Steps.....59

## Figures

Figure 1: Withington Village Strategy Area ..... 12

Figure 2: Withington Village boundaries..... 14

Figure 3: Character area analysis plan of Withington..... 23

Figure 4: Townscape Analysis of Withington Village..... 24

Figure 5: Heritage Analysis of Withington Village..... 26

Figure 6: Movement Analysis of Withington Village ..... 28

Figure 7: Opportunities Plan of Withington Village..... 34

Figure 8: Withington Spatial Framework ..... 44

Figure 9: Withington Movement Plan..... 49

Figure 10: Withington Public Realm Plan..... 51

Figure 11: Heritage Strategy..... 53

Figure 12: List of projects..... 57

Figure 13: Withington Opportunity Sites ..... 57

## Appendix

Appendix 1: Key Projects & Precedent Images ..... 63

Appendix 2: Liveable Loveable Matrix..... 65

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# Introduction

## Introduction

Nexus Planning ('Nexus') was appointed by Manchester City Council, as part of a wider technical team including Broadway Malyan, WSP and BB Heritage Studio, to prepare a draft Framework for Withington Village.

Withington Village is a key District Centre in South Manchester and provides a focus for the community and access to retail, leisure, transport, civic, health and other services. It benefits from a distinctive environment and a number of key assets as well as engaged and active community stakeholders. However, in common with many centres and High Streets, it also faces challenges on a number of fronts. The extent of Withington Village is shown in Figure 1.

Withington Village is defined as a broader area than the commercial core, to include the gateways and routes into the core along Burton and Wilmslow Road, that house important services that form part of its offer. The northern boundary is defined by the Library and Rutherford Place. The southern boundary is defined by Withington Baths on Burton Road and the Red Lion Inn on Wilmslow Road. The boundary encompasses the commercial core on Copson Street and Wilmslow Road, the Conservation area, the public car parks, the churches, the Adult Learning Centre and Withington Village Hall.

This Framework brings together and draws attention to the relevant planning policies in order to guide the future of Withington Village. These policies underpinned the Withington Village Action Plan (2010-2020) (WVAP). Importantly, it sets out the broad vision for the Village, key policy objectives and how these could be achieved.

This is in the context of a changing social and economic context for the Village, not least the radical changes that have and continue to take place in our High Streets as a consequence of changing shopping and leisure habits. The impacts arising from the Covid-19 pandemic will also greatly influence change on our High Streets.

The Framework has been developed following a baseline survey and assessment work undertaken by the consultant team and land use data provided by the City Council as well as public consultation undertaken with local stakeholders. It reflects work undertaken by the Institute of Place Management (IPM) of Manchester Metropolitan University on stakeholder activity and place management for the City Council.

In supporting the existing planning policy, the Framework accords with objectives and ambitions of wider Council strategies.

## What is the purpose of the Framework?

At its core, the Framework seeks to deliver key environmental, social, design and economic objectives; the aim is to champion positive, lasting change in this unique, well-established neighbourhood as it continues through a challenging period of transition.

The focus of the Framework is to:

- establish a clear Vision to guide and inform development decisions in Withington Village which is supported and driven by the local community;
- provide confidence to partners in the prospects for the Village and to encourage further investment;
- illustrate through a series of precedent images and layouts how design objectives could be achieved;
- identify the focus for public sector and guide private sector investment to transform the Village and to provide a basis for funding bids; and,
- provide a focus for on-going community and public involvement in delivering the Vision for Withington Village.

The Framework sets out key design and environmental principles in response to the distinctive character and context of the centre, its challenges and opportunities.

Given the changing context and the new challenges facing our High Streets the Framework also provides, where this is consistent with policy, a consideration of Withington Village beyond a traditional 'retail-led' High Street and considers its future role as a broad-based focus for the community – a 'Future High Street'. As such the Framework considers health and well-being, the opportunities of the digital economy, the scope for community-led partnerships and plans, and responses to climate change as key themes.

The Spatial Objectives place these considerations within a physical framework, which in turn is centred on the key features of:

- Movement – how people interact and use Withington Village;
- Public realm – how the Village works primarily for pedestrians, cyclists but also bus and cars users; and,
- Streetscape – how Withington Village's unique period architecture is respected and how modern culture is expressed.



## Delivering the Objectives

The priorities that inform the Framework will provide a direction for funding bids and decisions and identify opportunities for future investment throughout the area, whether through public sector, private sector, or in partnership with the community and voluntary sector. The Framework should not be seen as inflexible or prescriptive, nor does it represent a commitment to funding by the Council.

This is intended to be the springboard which will assign priorities and timescales to a range of projects, rather than providing a specific

blueprint for interventions. The range of projects presented set out priorities and actions that will deliver significant benefits for the area, with each project first requiring greater technical development and study, consultation with relevant stakeholders and the attainment of planning consents and funding streams.

### Structure of the Framework

The remainder of the document is structured as follows:

- Policy Context – to be effective, the Framework should reflect established policy and strategies but also inform emerging strategic plans. This section considers the existing policy landscape to enable those connections to be considered.
- Withington Village, an overview - a review of the social, economic and environmental context to the Village as a basis for considering key challenges and opportunities. Wider economic and other influencing factors are also considered.
- Challenges and Opportunities – confirmation of the key issues to be addressed and opportunities to be capitalised upon.
- Vision – a shared Vision for Withington Village is established to create a basis and focus for delivery and to underpin future decisions.
- Objectives – the Vision is reflected in an overarching framework which aligns projects and priorities.
- Implementation and delivery – the scope and delivery of key development principles.
- Recommendations and Next Steps – in conclusion recommendations are made on the key action points and the next steps identified.

### A proactive community

Withington has a vibrant and engaged network of community groups and stakeholders, including the partnership groups of the Withington Village Regeneration Partnership and We Are Withington, who have contributed significantly to recent successes and are committed to the ongoing regeneration of Withington Village. Stakeholders have been engaged in the development of this Framework and will be fundamental to its effective and sustained delivery.







# Policy Context




Key  
 Withington Village Strategy proposed area

Figure 1: Withington Village Strategy Area

## Local Planning Policy

The adopted Planning Policy for Manchester comprises the Manchester Core Strategy (CS) (July 2012), and relevant Saved Policies from the Unitary Development Plan for the City of Manchester (UDP) (July 1995).

## Manchester Core Strategy 2012-2027

Manchester's Core Strategy was adopted in July 2012 and is the key document in the city's Local Development Framework. Figure 2 shows an extract from the Council's adopted Proposals Map as it pertains to Withington. The Core Strategy is based on a 2027 Vision and a number of objectives, including S04 Centres:

**'Provide a network of distinctive, attractive and high quality centres, strengthening local identity, providing essential services close to homes and local access to healthy food. Developments providing additional services and retail will be encouraged in the district centres where such development is consistent with the City's retail hierarchy. Particular emphasis will be given to development that helps to create distinctive [sic] local character.'**

Withington is defined as one of five District Centres in South Manchester (the others being Chorlton, Didsbury, Fallowfield and Levenshulme). The updated Proposal Map to the Core Strategy confirms the extent of the District Centre boundary, however this can be reviewed through the forthcoming Local Plan preparation.

Policy C6 South Manchester District Centres is the key policy relating to Withington district centre. In reference to Withington, the policy states that:

**"..development which creates more diverse centres will be supported, in particular involving improvement to the retail offer to meet the full range of residents in surrounding neighbourhoods and promoting community uses."**

Figure 2 illustrates the extent of the defined district centre, which encompasses Wilmslow Road, Copson Street and some side streets. The defined centre is broadly appropriate. It is not envisaged that the

district centre boundary needs to be extended or contracted to any significant degree. Albeit, some minor modifications would be useful.

## Conservation Area Status

Withington Conservation Area was designated by the Council in July 1983. Wilmslow Road forms a north-south spine through the area, and its boundaries are primarily found by property rather than streets. The approach to development within the Conservation Area boundary is set out in Policy EN3 'Heritage' of the Manchester Core Strategy.

The historic value of Withington Village is an integral component of its future success, and it is therefore essential that its heritage is respected, retained and enhanced in the future.

Both national and current adopted local policy is clear that development schemes, or other works, to the historic environment which do not adhere to adopted policies are not considered to be sustainable development. Indeed, the national planning guidance on 'Ensuring the Vitality of Town Centres' states that appropriate policies which seek to conserve and enhance the historic environment within town centres will be vital to help secure the future of the centre.

In this context, Policy DC18 of the UDP relates specifically to conservation areas and sets out detailed policy considerations for development proposals within the designated areas. In particular, the UDP policy seeks to preserve and enhance the character of the designated conservation area, and seeks to control the future demolition of buildings within the area. The policy provides the context for the objectives in this Framework. The heritage policies are not intended to constrain the potential of Withington but to assist in driving future quality development and express its modern and cultural identity.

Development management within the Conservation Area focuses on encouraging development which will enhance the prosperity of the area, ensuring that special architectural and visual qualities are maintained.

## Manchester Unitary Development Plan

Whilst this plan was adopted in 1995, saved policies do still form part of the Development Plan. However, it of course pre-dates the National Planning Policy Framework and will be replaced by the emerging Manchester Local Plan.

Policy WB6 states that 'Further conversion of retail and commercial properties to Class A3 (food and drink) uses will not normally be permitted along Wilmslow Road within Withington Village'.

Policy WB11 of the Manchester UDP seeks to encourage the management of flow of traffic along Wilmslow Road, with the aim of improving operating conditions for road users and pedestrians. Core Strategy Policy T1 seeks to deliver a sustainable, high quality, integrated transport system to encourage modal shift away from car travel to public transport, cycling and walking. Furthermore, the policy seeks to improve access for all to transport services but also to the surrounding environment and uses.

Both policies seek to enhance the overall accessibility of the centre for all and in turn, enhancing the safety for all.

## Manchester Design Guide and Residential Quality Guidance

These two documents provide clear guidance on Manchester's ambitions for quality in all its developments. The guidance takes a holistic approach to design, placing the expectation for quality external space to sit alongside the look of a building and internal requirements. Developments should aspire to be highly inclusive, accessible, safe and respond to climate change.

## Hot Food Takeaway SPD

Manchester Council adopted this SPD in March 2017. The document sets out objectives and priorities to encourage centres and neighbourhoods that are vibrant, and contribute positively to the Council's objectives of improving the health of residents. The SPD seeks to maintain the vitality and viability of centres, avoid amenity issues resulting from hot-food takeaways and tackle health concerns around obesity. The SPD seeks to control the over concentration of hot food takeaways and to maintain and promote health.

## National Planning Policy and Guidance

### National Planning Policy Framework

The National Planning Policy Framework (NPPF) sets out the Government's planning policies and how they are expected to be applied. Central to the NPPF is the achievement of sustainable development, to which there are three dimensions; economic, social and environmental. Planning policies and decisions are to support the role that town centres play at the heart of communities by taking






- Key
-  Conservation Area
  -  Withington District Centre (adopted 1995)
  -  Withington Village Framework Area

Figure 2: Withington Village boundaries

a positive approach to their growth, management and adaptation. Planning policies and decisions are to achieve healthy, inclusive and safe places and provide for provision of shared spaces and community facilities and enable established shops, facilities and services to develop and modernise.

### Planning Practice Guidance

Guidance notes the importance of creative leadership and other stakeholders to bringing forward a vision for centres. Guidance also highlights the potential role of permitted development rights to accommodate flexibility and encourage innovation and enterprise, including through 'pop-up' shops.

## Wider Context

### National Design Guide

The Guide underlines that creating high quality buildings and places is fundamental to what the planning and development process should achieve. Local authorities and communities are to use the guide in decisions and in developing local policy and guidance. The Guide establishes ten characteristics, which are considered to work together to create the character of place, help nurture and sustain a sense of community and work positively to address climate issues. These characteristics include:

- identity – attractive and distinctive
- built form – a coherent pattern of development
- movement – accessible and easy to move around
- public spaces – safe, social and inclusive
- uses – mixed and integrated

## The Manchester Strategy

The preparation of the Manchester Strategy was overseen by the Manchester Leaders Forum and establishes a Vision for the City to 2025. The strategy is a high-level framework for action. The detailed actions to deliver the strategy sits within other plans across the City. The Manchester Strategy is centred around the realisation of five themes, including a 2025 Vision. A reset of the Strategy is currently being undertaken with an expected adoption of the revised document in spring 2021.

The Vision for Manchester in 2025 is to be in the top flight of world-class cities, when the City will:

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

As part of this Vision, Manchester is to be:

- A thriving and sustainable city – a leading, digital city, rich in culture with a diverse, well connected economy, with support for business.
- A highly skilled city – including inspiring the next generation to upskill and succeed, providing clear pathways for residents to reach their full potential and ensuring older people continue to make a major contribution to the city.
- A progressive and equitable city – improving health and access to care, creating resilient and vibrant communities, continue to be age friendly whilst also aiming to be the UK's youth capital.
- A liveable and low carbon city – supporting attractive and cohesive neighbourhoods, encouraging walking, cycling and public transport, a cleaner city with better quality green spaces, continuing to foster the artistic and creative community, encouraging volunteering and addressing climate change.
- A connected city – a smarter, cleaner transport network, more cycling and walking.

## Our Manchester – Industrial Strategy

This strategy sets out actions to help to deliver the Our Manchester vision. The strategy aligns with the Greater Manchester Local Industrial Strategy agreed between the Combined Authority and the national government but sets out the specific contribution of Manchester to delivering growth. It establishes the objective of boosting the city's productivity whilst creating a more inclusive economy.

Unique sector strengths upon which to capitalise and which have resonance in considering the future of Withington include health innovation; digital, creative and media; and clean growth.

In developing the strategy, extensive consultation was undertaken with residents, businesses and other organisations and a number of overarching themes emerged which again provide useful context to the Framework – these include transport, and the scope for improvement; skills and talent, including providing opportunities for older residents; the importance of digital; the affordability of premises and housing; and the environment and the support for the Zero Carbon 2038 ambition.

The strategy is centred around three pillars, which as they combine, promote a more inclusive economy. The three pillars are:

- People – developing skills
- Place – a city of thriving centres
- Prosperity – pay, productivity and wellbeing

Whilst all the pillars of the Industrial Strategy can inform the Framework for Withington, the key aspects of the 'Place' pillar are of particular importance – thriving centres, transport infrastructure, digital infrastructure, zero carbon exemplars, and innovative investment models to improve the environment.

The strategy notes that Manchester has a number of district centres, including Withington Village which host employment opportunities and are home to essential services for residents. Businesses are increasingly expanding into district centre venues and the strategy confirms that the refresh of the Local Plan will present further opportunities for such growth by encouraging the repurposing of buildings and driving improvements in transport and digital infrastructure. District centres often have jobs which have lower pay and productivity and so improving the quality of work, pay and career progression is part of a strategy to ensure District Centres thrive. Equally, increasing business use in Withington Village will help support a more sustainable centre and will reduce the community's carbon footprint.

Importantly, the strategy also notes that in consultation residents stressed the importance of the quality of their surroundings – their housing, nearby green spaces and local amenities – to their quality of life, and that the quality of the environment and liveability are also major factors for attracting and retaining skilled staff and investment.

## Manchester Climate Change Framework 2020-2025

In 2018 Manchester City Council committed to achieving Zero Carbon by 2038, which in turn reflects the 2025 Vision of the Our Manchester Strategy. The Council declared a climate emergency in July 2019 and further work has seen a finalised Climate Change Framework (produced by the Climate Change Partnership) and Zero Carbon Action Plan, specifically identifying actions to be taken by the Council, agreed in March 2020. Action points of the Framework of direct relevance to the environmental objectives of this document include new buildings to generate zero emissions; the well-connected walking and cycling routes, public transport and electric vehicle charging points and the establishment of programmes to engage and support residents and communities to take action.

## Manchester – a great place to grow older

This updated strategy, published by Manchester Older People’s Board, focusses on the key priorities for the City and its partners in continuing to develop an age-friendly city. The strategy notes the success of Southway Housing’s pioneering Old Moat age-friendly pilot.

The strategy establishes three key priorities:

- Age-friendly community and neighbourhoods - neighbourhoods with clear age-friendly features and objectives, where older people feel safe and supported, find it is easy to get around and can access advice and services.
- Age-friendly services - all city services and strategies to be ‘age-proofed’, creating an environment within which people thrive as they age.
- Promoting age equality - positivity around ageing and the contribution older people can make.

## Manchester's Great Outdoors - A Green and Blue Infrastructure Strategy for Manchester

This strategy was published in 2015. The strategy notes the importance of green infrastructure to the wellbeing and prosperity of

the city and the health of local communities. The strategy establishes four objectives for Green Infrastructure in the City:

- Improve the quality and function of existing green and blue infrastructure, to maximise the benefits it delivers
- Use appropriate green and blue infrastructure as a key component of new developments to help create successful neighbourhoods and support the city’s growth
- Improve connectivity and accessibility to green and blue infrastructure within the city and beyond
- Improve and promote a wider understanding and awareness of the benefits that green and blue infrastructure provides to residents, the economy and the local environment.
- The strategy is a high-level one providing a starting point for projects at a local level. In the South Area of the City, including Withington, the key opportunities are considered to include enhancing quality and accessibility to existing parks and green spaces, the creation of green links to establish walking and cycling routes and enhancing the role of streets as part of the green network.

## Greater Manchester Transport Strategy 2040

Transport for Greater Manchester’s (TfGM) Transport Strategy 2040’ sets out its vision to have:

**“World class connections that support long-term, sustainable economic growth and access to opportunity for all”.**

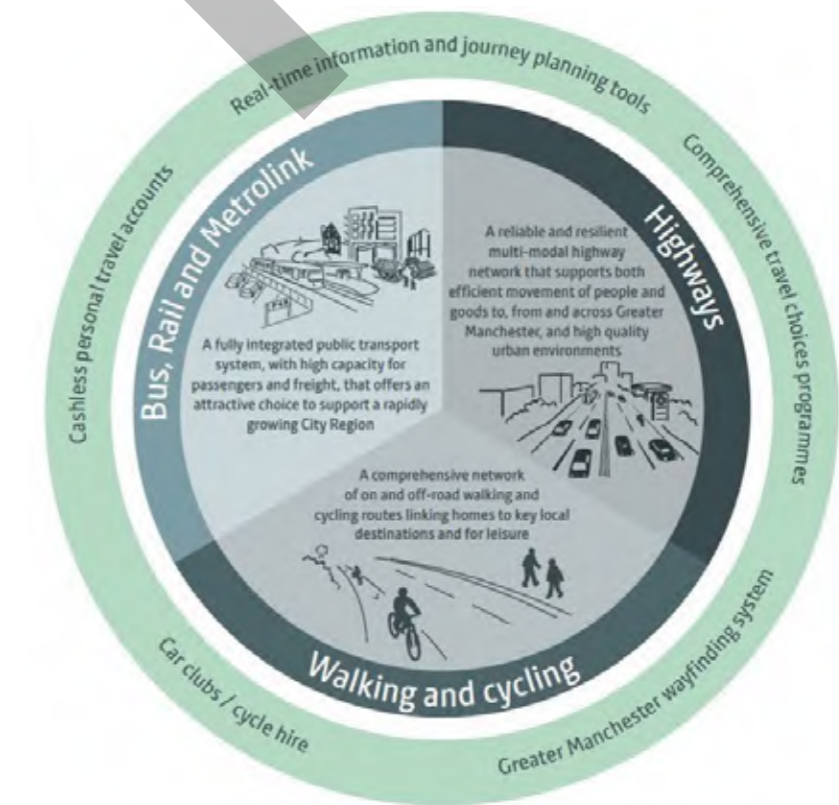
The four key elements of TfGM’s transport vision are:

- Supporting sustainable economic growth
- Protecting the environment
- Improving quality of life for all
- Developing an innovative city region

For the vision to become reality, the transport system must “connect people to opportunities and information, entrepreneurs with ideas and capital, and employers with talent and skills”. It also must help create better places by supporting new development and regeneration, reducing the dominance of cars and goods vehicles, and improving the environment.

The transport strategy sets out seven reinforcing principles to meet the needs of residents, businesses and visitors. These are: integrated; inclusive; healthy; environmentally responsible; reliable; safe and secure; and well maintained and resilient.

The strategy also defines modal principles which set out aspirations for bus, rail, Metrolink, active travel and highways.



Made to Move: 15 steps to transform Greater Manchester by changing the way we get around (2018)

## Centre Management – Relevant Policies

In addition to strategic policies it is worth noting the policies on hot food takeaways (the Hot Food Takeaway SPD is noted above) and licensing, both important issues for Withington.

## Statement of Licensing Policy

The Council introduced a special licensing policy covering Withington district centre – defined as a ‘stress area’ - under section 5 of the Licensing Act 2003. The 2018 review notes that there is evidence of public nuisance and higher levels of crime resulting from

the number of licenced premises in the centre. However, as at 2018, the date of review, the levels of problems did not at that time justify the implementation of a cumulative impact and saturation policy to further control additional licenced premises or extensions to existing licences. The review also noted that the Council wish to diversify the leisure economy in Withington and as such the policy shall be kept under review.

Licence applications will be considered on their individual merits. However, the special policy establishes a strong presumption against hot food takeaway premises, off-licence and alcohol-led venues open after 11.30pm. Non-alcohol venues open to midnight are encouraged, whilst alcohol led venues open to 11.30pm will be judged against established criteria.

## Other Regeneration Initiatives

### The Christie Strategic Planning Framework (SPF)

Whilst outside of the core Withington Village Framework area, the world renowned Christie Hospital is a major asset for the area and an important influence on the regeneration of Withington Village. The 2014 SPF and the more recent draft addendum in relation to the Patterson Redevelopment Project are intended to establish guiding principles, supported by the planning policy framework, to inform future development proposals.

The SPF acknowledges the relationship between The Christie and Withington Village centre and that the hospital is a major travel generator in South Manchester. In the draft addendum, the Trust commits to minimising reliance on the private car and aims to have 60% of staff using sustainable modes of travel by 2030. It also commits to improving linkages between The Christie and the Village along Wilmslow Road.

### Old Moat: Age Friendly Neighbourhood Report

Prepared by Southway Housing Trust in 2013, the 'Old Moat: Age Friendly Neighbourhood Report' addresses the environmental and social factors that contribute to active and healthy ageing communities, such as Old Moat, in Manchester.

The project considered matters from an urban design, planning and architectural perspective to develop an understanding of the characteristics of Old Moat and the ways in which it might develop into the future. The study identified that throughout the physical environment of Old Moat priority was given to cars, and that there

were 'clusters' of older and younger people residing in particular areas including around the Minehead Centre and in properties owned by Southway Housing Trust. To combat this, the report outlined a number of findings for developing an age-friendly neighbourhood. Included among these are:

- Improvements to the physical environment including, but not limited to, seating and pavements;
- Reversing the perceived decline in the shopping area in Withington centre, including maintaining a diverse range of day-to-day services and facilities for residents;
- Maintaining positive attitudes towards public transport and encouraging its use; and,
- Addressing the perceived lack of community spaces and the geographical isolation of those that do exist.

Key elements of the plan included developing Copson Street as an age-friendly shopping location, including through wider improvements to the district centre, improvements to pavements and public transport along Copson Street, and providing enough seating in the area. The report recommended that the research and recommendations suggested by the 'Age-Friendly Working Group' be taken forward and incorporated and influence relevant action plans that come forward in the future.

## Town Centres and High Streets - the National Picture

The challenging economic context for traditional town and district centres and the high street, including the closure or restructuring of many long established high street names aligned to radical and on-going changes to consumer habits, driven in part by the growing digital economy, have combined to raise concern over the future role of town and district centres. The impact of the Covid-19 pandemic has further exacerbated the challenges faced by these areas. The Government has responded through the establishment of the High Street Tasks Force and the establishment of the Future High Streets Fund. The Government is also committed to a review of business rates and in December 2019 announced a commitment to increasing the retail discount introduced in 2019 from one-third to 50%. Further support is being provided as a response to the Covid-19 pandemic.

## Conclusion

This review of national and local policy provides a clear and consistent basis within which to develop the Framework, which sets out:

- the continued importance of centres to the health of local communities, despite a changing and challenging economic context;
- the recurring and consistent policy themes of identity, accessibility, quality spaces, diversity, enterprise, an age friendly environment and the low carbon economy, and,
- the importance of community involvement and of a safe, clean environment.

In turn, the review also highlights how the Framework can contribute towards the wider objectives for the City, including its industrial strategy, zero carbon targets, health objectives and improvements in sustainable transport infrastructure as well as green infrastructure. In particular, it will contribute toward the Our Manchester Vision of a thriving sustainable, skilled and progressive city – one that is liveable, low carbon and well connected.

DRIVER



# Withington Village

## — an overview

## Introduction

This section of the report provides an overview of Withington Village drawing together community, socio-economic, townscape and other factors to establish a basis for understanding the drivers of change and thereby the challenges and opportunities to be addressed through the Framework and the delivery of its objectives. In doing so this review considers:

- Location and Context
- Identity and Community
- Demographics
- Land Use
- Heritage
- Townscape Analysis, comprising Streetscene, Public Realm and Movement.

This review draws on the outcomes of stakeholder consultation, which is also summarised in this section, baseline work undertaken by the consultant team, land use data provided by the City Council and in conclusion the IPM work on stakeholder activity and place management in Withington Village.

This review is drawn together in the following section – Challenges and Opportunities, which in turn forms the basis for the Vision and Objectives and how these could be achieved.

However, before considering the character and dynamics of Withington Village it is useful to place the Village specifically, and importantly, the local retail and leisure economy, in its wider context.

### The National Context – Town Centres

UK High Streets have increasingly been the subject of significant constraints and pressures, which have generally resulted in a lack of growth in High Street spend leading to a decrease in the number of retail operators and a general increase in the amount of vacant units.

The convenience goods sector has been characterised by the increasing prevalence of discounter grocers (such as Aldi and Lidl), which increasingly offer a wider range of products (including bakery goods), together with quality meat and fresh fruit produce. As a consequence, discount operators are not only competing against larger food superstores but also increasingly against smaller convenience stores and specialist retailers.

The comparison goods sector has also been the subject of fundamental structural change in the form of significant expenditure being lost to

the High Street through online retailing and through ‘polarisation’, whereby shoppers tend to shop locally for day-to-day goods but are prepared to travel a relatively significant distance when purchasing bigger ticket items.

Both of these changes are of consequence to Withington Village. The additional competition in the grocery sector puts additional pressure on convenience retailers and smaller, specialist food retailers. Changes in comparison goods shopping mean that district and local centres frequently only support comparison goods operators specialising in household goods (which may need to be sourced on a regular basis) and niche products (which shoppers may be prepared to travel to source).

Since March, and due to societal changes as a result of Covid-19, growth in internet retailing has accelerated. Further growth in online shopping is forecast over the next decade. In addition to the core retail sectors, online retailing has also expanded rapidly into services – banking, estate agency, travel agency and takeaway food delivery. All of these sectors would traditionally be represented in centres of Withington Village’s size. Having said that there is also evidence of the ‘merging’ of retail channels, with traditional retailers investing in their digital businesses whilst digital business moves into physical space. Successful businesses in Withington Village will increasingly need to have a digital presence to complement bricks and mortar.

The ramifications for the property sector are already apparent, with less retail floorspace being required in town centres and additional distribution space being needed to service the delivery of goods bought online. Town centres have to diversify to attract consumers. We are seeing a clear trend towards improving customer experience through more food and leisure uses. Allied to this is the growth in independents, micro businesses, and the creative, craft and media sectors.

This shift ties in with the general aspirations of millennials, who appear to value experiences (which are often shared across social media) over owning things and place greater value on health and well-being (evidence suggests an increasing number of young people are not drinking alcohol). CACI (Property Consulting Group)<sup>1</sup> also note a growth of ‘destination’ experience led trips over convenience trips with consumers seeking greater engagement (and spending more when there is that engagement). Thus we see more town centre gyms and yoga studios and traditional retail shops adding additional services and experiences – a juice bar in a grocers or baking lessons. We are also seeing a trend towards re-urbanisation – more people want to live in city centres to be near to these facilities and services.

Within this changing context, there are a number of drivers that offer both opportunities and challenges for Withington Village.

This shift in the role of the town centre has increasingly been recognised in planning policy to support a wider range of uses and allow for the re-use of premises.

## Location and Context

Withington Village is located in south Manchester, approximately 3 miles from the City Centre. It is at the heart of the suburban, predominantly residential areas of Withington and Old Moat. It is one of five District Centres in South Manchester and is within around 0.5 miles of Fallowfield, 1.5 miles of Didsbury and 2.5 miles of Chorlton. The internationally renowned Christie Hospital lies to the south of the centre on Wilmslow Road.

## Identity and Community

Withington Village is a vibrant, dynamic community with a diverse population. The varied population has greatly influenced the development and culture that can be found in the Village.

Independent traders are key to generating this unique identity for the centre, with their foundation and roots in the community. Withington Village is exemplified by a cosmopolitan image. This cultural vibrancy is amplified by events, festivals and pop-ups in the centre, regularly organised by vested members of the community.

As the only district centre in Manchester largely within a Conservation Area, Withington Village benefits from its Victorian period architecture and its traditional high street layout. The centre’s varied and attractive built environment results in a distinct character and identity, with important local landmarks including Withington Baths, the former Red Lion public house, NatWest Bank and Withington Library. Withington Library has recently refurbished with services extensively used by older people and school students and a computer room regularly used by school and university students and freelance/independent workers. An innovative fob access system allows all members of the community to access facilities outside core opening hours.

Withington Village’s identity has also been forged by a number of pioneering residents, including Ernest Rutherford and Billy Meredith, and local interest is also added through Palatine Road’s association with Factory Records and other music related culture.

Withington Village’s cultural identity is clearly one of its key assets which helps make it attractive to residents and visitors alike. It is important that this local character is further developed through

<sup>1</sup> CACI (Property Consulting Group) – Retail Landscape 2018

the maintenance and improvement of existing buildings and, by celebrating and supporting the local artistic and musical community.

The strength of the community and its commitment to the Village has been key to the delivery of a number of initiatives but also in developing this Framework. The 'Withington Village Regeneration Partnership' and 'We are Withington' have brought a number of community groups together and have successfully delivered on a number of actions.

In recent times, Withington has been associated with Manchester's student population. The prevalence of students living and visiting the Village has visibly influenced the types of businesses that service their needs. However, evidence suggest that the demographic is slowly changing. Over the next ten years there is likely to be a continued reduction in student numbers living in Withington which could make way for an increase in young professionals and families. This identity is something which will need to be reflected in future investment activity.

### Withington Village Regeneration Partnership

The Withington Village Regeneration Partnership is a collaborative organisation made up of public, private and community groups that came together in 2017 with a vision to progress the regeneration and environmental improvement of Withington Village. Key stakeholders include Manchester City Council, Southway Housing Association, The Christie, Withington Baths, Withington Civic Society and local traders and property owners.

Together, the group's achievements are significant and have included:

- Winning funding for a pocket park on land at the junction of Parsonage Road/Swinbourne Grove;
- Facilitating exciting pop up projects such as the M20 Festival, the Curious Collection markets & the Lock Inn craft ale pop up pub nights; and,
- Working with the City Council and local councillors to commission a new Framework for the Village.

The group are clearly vested in Withington Village and are viewed as the key local delivery group to take forward the ambitions of the Framework, with the support of their funders and partner organisations.

### We Are Withington

We Are Withington is a collection of traders and service providers in the Village including Wilderness Records, A Curious Collection, The Lock Inn, Burton Road Brewery, Withington Baths and The Christie. We Are Withington was set up in 2019 as a direct result of the community's ongoing commitment to delivering the Withington Vision. Their vision is:

**“Championing all things Withington – We are a group of traders wanting to improve our village for all our community.”**

The aim of We Are Withington's work is to act as a catalyst to further empower and encourage our community to come together and take a real pride in our area and build on some of the brilliant independent businesses and community initiatives already happening in Withington.

As of December 2019 the group has coordinated a number of community projects. This includes crowdfunding over £5,000 towards the Withington Walls community project. This aims to brighten up Withington Village and cultivate a sense of pride and identity with a programme of public art works utilising shop shutters and gable walls as a canvas for murals and street art to rejuvenate Withington.

Fundraising efforts were launched as part of the 'Withington By Night' event of Friday 4th October 2019 when Village businesses stayed opened late and put on events and entertainment. Since this time 'We Are Withington' have organised and held a further 'Withington By Night' on 6th December 2019.

A number of businesses have also extended their opening hours as a result of the evidence presented by IPM during the production of this Framework.



### Demographics

Withington Village's immediate catchment area can broadly be defined as the Old Moat and Withington wards.

Key demographic facts for the Old Moat and Withington wards include:

- As of 2011, the Old Moat ward is estimated to have a population of 14,490 and the Withington ward is estimated to have a population of 13,422;
- In terms of Index of Multiple Deprivation, areas of Old Moat are among the 10% most deprived areas in the country;
- Within the Old Moat ward 43% of households are estimated to have at least one resident aged over 60, and over 50% of social housing tenants are aged over 55;
- Conversely in the Withington ward 53% of residents are aged between 20 – 29 years (which is reflective of the large student and 'young professional' population);
- An estimated 3,600 people work within the wards of Old Moat and Withington;
- A total of 72% of households in Withington were privately rented in 2011; and,
- An estimated 79% of the population of the Old Moat and Withington wards are of working age.

## Land use

Withington Village is located within a wider residential area, and as a result it is a well-used district centre with a considerable range of service and comparison goods operators.

In total, there are 107 commercial and public units within Withington district centre.

Despite having a good variety of service and comparison goods operators, and a good level of convenience retailers, it functions as a district centre in the hierarchy of retailing in the city and there is little scope for this to expand. Accordingly, it is perhaps unsurprising to note that the National Survey of Shopping Patterns found only 0.68% of the catchment area's population relies on Withington to serve its comparison shopping needs.

In 2019, Class A1 uses accounted for 45% of stock and non-Class A1 uses accounted for 48% of stock. The proportion of stock in Class A1 use in 2019 was less than that recorded in 2015 (48%), higher than recorded in 2017 (41%) and the same level as recorded in 2013 or 2009 (both 45%). It appears from this decrease that the wider structural trends apparent in the retail sector have been of consequence to the composition of the centre.

Evidence suggests that whilst there are no established deficiencies or imbalances in the uses present within Withington District Centre, there are distinct clusters of A1 uses which are primarily located adjacent to residential areas, and a separate cluster of non-A1 uses located more primarily along Wilmslow Road. The remaining 7% of commercial stock is accounted for by vacant units. The recorded vacancy rate is around average for Withington since surveys began in 2009.

The latest (2019) data indicates that Withington Village has a limited number of Use Class B establishments, with zero B2 and B8 uses recorded in 2019. As of 2019, A4 uses (Drinking establishments) comprised just 2% of the land use in Withington, compared to 8% in Didsbury. Withington is characterised as a service and leisure based district centre rather than a business and employment based centre.

The number of Financial and Professional Services (Use Class A2) peaked in 2013 and has decreased since then, whilst Class A1 uses have comprised the single most prevalent land use across each monitoring year since 2009.

10% of units in Withington Village are occupied by Hot Food Takeaways (Use Class A5). The Hot Food Takeaway SPD (2017) states that such uses will not be supported in district and local centres where the cumulative impact would be detrimental to the vitality and viability of

the centre. Saved UDP Policy WB6 states that conversion of retail and commercial properties to Class A3 (Food and Drink establishments) will not normally be permitted along Wilmslow Road within Withington Village, which restricts the growth of food and drink uses and works to retain the existing retail and commercial properties within Withington Village.

Wilmslow Road is dominated by retail and leisure uses and is the primary thoroughfare through Withington. Unlike comparable primary routes in Chorlton, Didsbury and Burton Road, it is subject to a licensing policy that restricts opening hours and certain uses within its defined boundary, including Use Classes A3 and A4. As of 2017, A4 uses (Drinking establishments) comprised just 4% of the land use in Withington, compared to 8% in Didsbury. As the licensing policy comes up to review, the desirability of maintaining this special status will be considered in the context of the changing character and nature of the area.

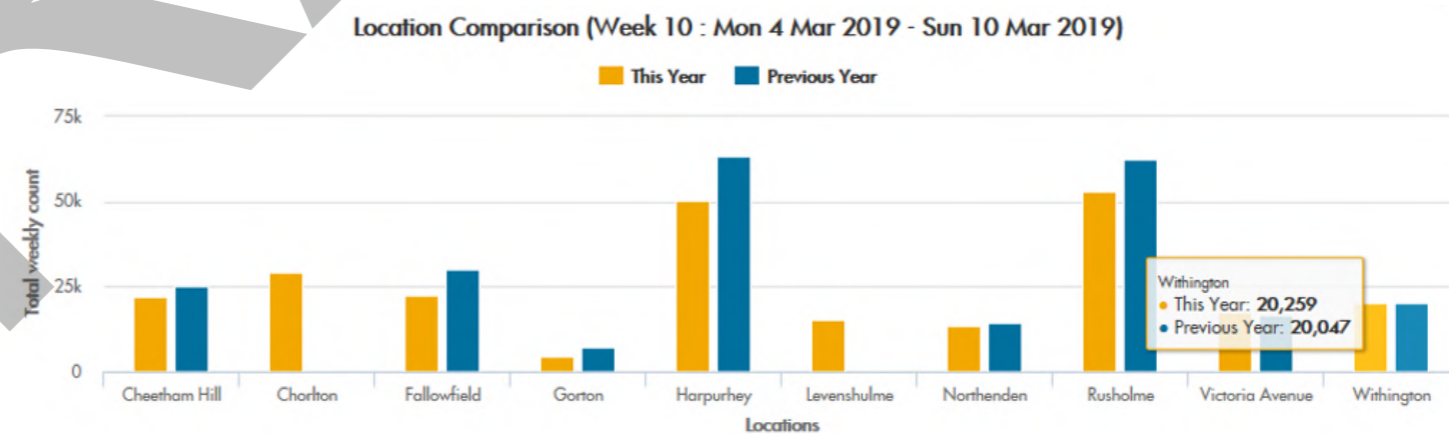
As part of their analysis, the Institute of Place Management (IPM) installed a footfall counter at a central location on Wilmslow Road in Withington Village. The data recorded from this (shown below) demonstrates that Withington is a well-used district centre, with activity levels broadly comparable to Chorlton and Fallowfield. The importance of footfall data will be identified later in the Framework.

## Impact of Covid-19

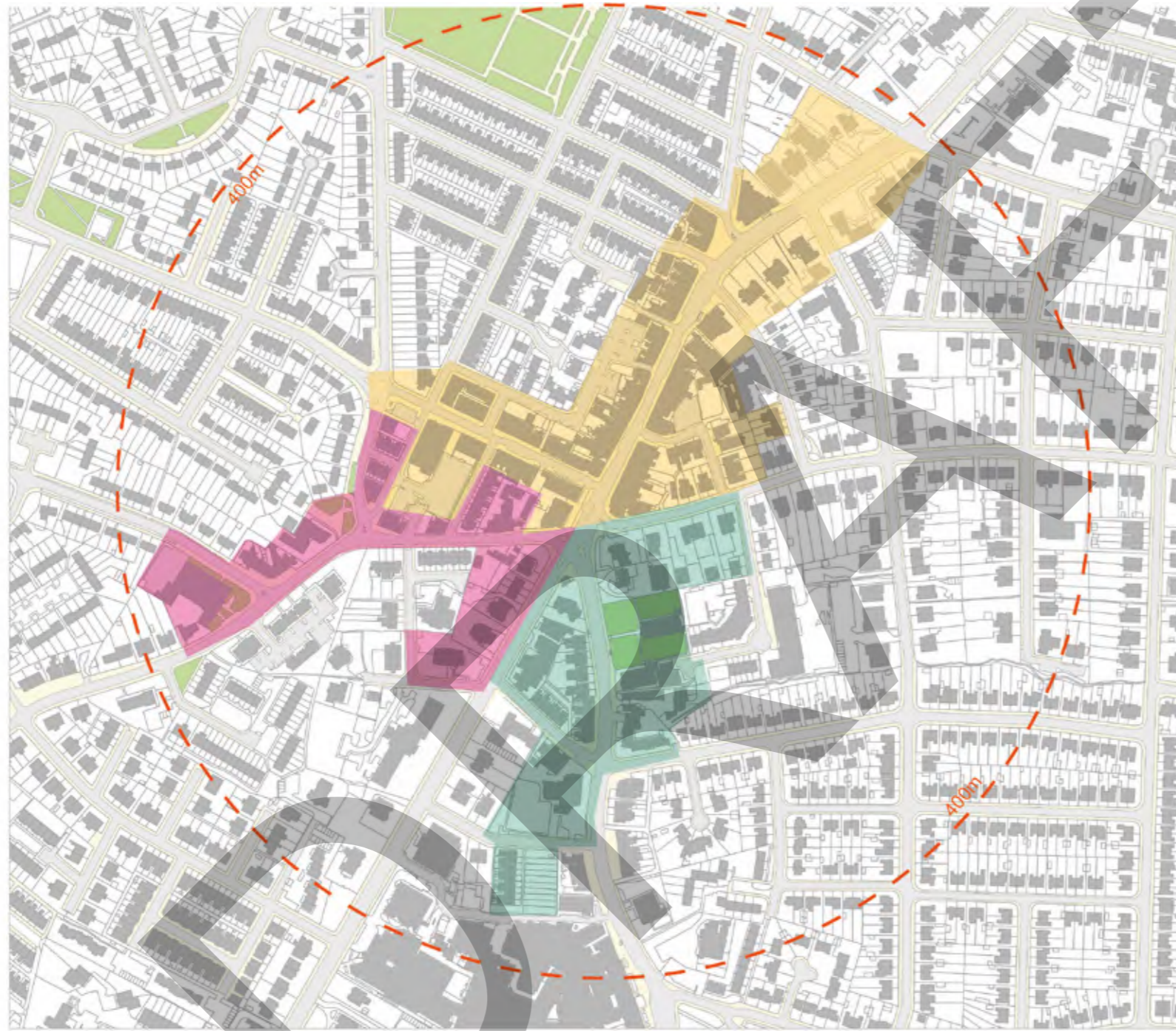
So far, it is not yet known precisely what the impact of Covid-19 will be on small businesses and local traders. However, Covid-19, rather than rendering the Framework redundant, reinforces the need to develop support for Withington Village. The footfall data demonstrates that footfall dropped in Withington by approximately 50% in the peak of lockdown compared to national and regional figures of 84%. Many people may wish to remain local for the foreseeable future when seeking out leisure and retail opportunities. The footfall will be monitored to analyse how people return to the Village as it re-opens.

Although still a significant drop, Withington Village continued to serve its community and key stores remained open selling essential items. Independent traders experimented with new ways of trading including home delivery and internet sales. The We Are Withington Group has been proactive during this period promoting independent traders, home delivery services and signposting businesses to government grants.

The Council has supported the re-opening of the Centre with the temporary removal of the loading bays along Wilmslow Road and is bidding for Government grants to expand key public spaces in the Village in accordance with proposals identified in the Framework.



Withington Village Footfall Data recorded on Wilmslow Road



- Key
- Walking distance radius
  - Commercial core
  - Burton Road
  - Wilmslow Road

Figure 3: Character area analysis plan of Withington



Figure 4: Townscape Analysis of Withington Village

## Character areas, Public realm and Streetscape

### Townscape

This section summarises the character analysis work undertaken as part of baseline work. A broad-brush character analysis plan (Figure 3) is included in this section. This identifies three principal character areas. These are:

- Commercial core – this area comprises the historic core of the centre along Wilmslow Road as well as Copson Street. This area is in predominantly retail and leisure use. Wilmslow Road high street is well-defined and generously proportioned with a strong consistency in the heritage of principal buildings and flow in building line. The Library and former White Lion and surrounding spaces at either end of Wilmslow Road help to define vistas. Copson Street also has a well-defined building line, but the more utilitarian architecture and mix of built forms and the narrow street width detract from the sense of Copson Street as a place to dwell. There is also a lack of definition to the vista towards Old Moat Lane. Whilst there are ‘gateway’ features to this area, the Library and the former White Lion, there is little sense of arrival into the centre. There is little in the way of green infrastructure and any space is limited to the areas to the front of the Library, albeit this is somewhat cluttered.
- Burton Road – Withington Baths provides a dominant gateway into the Village from Burton Road. Alongside the Baths a number of significant public buildings are prominent along the road. This includes the former Methodist Chapel which is well used as the Adult Learning Centre and the Village Public Hall and Institute. There are opportunities for activities in these buildings to be developed and complement each other so this area plays an increased role in the functioning of the Village.
- Wilmslow Road- Between Christie Hospital and Burton/ Wilmslow Road junction contains late 19th and early 20th century buildings of two and three storeys. The uses include a mixture of commerce, housing and retail. Key historic buildings including the Red Lion Public House, the three storey neo Georgian Withington Fire Station are dominant features on the street scene. There is little to draw people from the Christie Hospital along Wilmslow Road into the retail core.

Key elements of the townscape upon which the objectives seek to address include:

- The dominance of highways in certain locations, along Wilmslow Road and at the junction of Palatine Road and Burton Road, and traffic generally which detracts from the sense of place;
- Defining gateway features to provide a clear sense of arrival into the Village;
- Lack of a clear, recognisable Village ‘centre’ or place branding;
- A large number of historic buildings that make a positive contribution to Withington’s character, albeit many are in a poor state of repair;
- Lack of a clear, physical and functional connection between The Christie and the parade of shops at Tatton Grove and onto the Retail Core;
- Lack of visibility of Copson Street from Wilmslow Road;
- Lack of green infrastructure and quality open space through the retail core of the Village.

### Public Realm

Withington Village’s public realm consists largely of streets of varying typology and one key open space outside the Library which has the unofficial title of Rutherford Place, which has been used throughout the Framework. There are also other smaller open spaces such as the seating area around the water trough in Copson Street and the Swinbourne Grove pocket park. Old Moat Park is the only green public park within walking distance of the Village centre. Notwithstanding this, key areas to address include the following:

- Narrow and poor quality paving, particularly along Wilmslow Road and Copson Street;
- Tree planting, where it exists, is in places poorly maintained and outgrowing tree grilles;
- There is a lack of street furniture in the Village, with seating solely concentrated in Rutherford Place and around the water trough in Copson Street;
- The public realm is cluttered, with A-board signs on pavements and shop displays narrowing pavements;

- Cycle hoops, bollards, guard-railing and mobile planters contribute to street clutter and obstruction of pedestrian desire lines;
- The retail core, particularly along Wilmslow Road and at the junction of Palatine Road/Burton Road, is particularly dominated by vehicular traffic;
- ‘Shared surfaces’ delineated as loading bays are frequently misused as car parking;
- There are limited areas to dwell and enjoy the district centre;
- The centre is poorly signed, making movements through the Village challenging and unclear.

### Streetscape

The focus specifically on the streetscape as it relates to ground floor frontages in the commercial core. The following key areas are considered:

- There are a number of distinctive and historic buildings that provide architectural and historic interest to the Village. These include the former White Lion Public House, the former National Westminster Bank and Withington Library. They are generally located at gateways and help to frame vistas at each end of Wilmslow Road;
- There are examples of contemporary signage and painted building facades, reflective of modern and popular culture. This adds colour and vibrancy to the high street;
- A number of poor quality shopfronts contribute to the lack of attractiveness, particularly along the busy thoroughfare of Wilmslow Road which would benefit from improvements and restorative works;
- Extant architectural detailing on the shopfronts and building facades offers a positive contribution to the area, albeit these can be hidden behind modern interventions;
- Building mounted signage is largely appended to shop front fascias, with some examples of projecting signs associated with the shops;
- Signage and shopfronts throughout the centre are disjointed and vary in condition, style, illumination and how they integrate with security shutters;
- Copson Street includes a number of shop fronts that spill onto the footway during operating hours.



Figure 5: Heritage Analysis of Withington Village



## Heritage

Withington Village has a vibrant and dynamic history upon which to draw, and one which has left a distinctive legacy in the built environment. The Village of Withington grew rapidly from the mid-19th century centred then as now around the Wilmslow Road corridor. Reflecting urban expansion on the ground the village was incorporated into the City of Manchester in 1904.

This historical development of the Village has left as a legacy the clear urban form of the centre but also a number of listed and period buildings. Much of Withington's original and historic built environment remains intact. The Centre was designated as a Conservation Area in 1983.

Over time the quality of the Conservation Area has been affected by poor quality modern interventions, including inappropriate shopfronts, signage and clutter on building facades. A principle is to restore historic assets where buildings contribute positively to the streetscene and pursue improvements to the overall quality of the setting of the Conservation Area.

Key heritage assets in the Village are shown in Figure 5 and include:

- Grade II Listed Former National Westminster Bank
- Grade II Listed Church of St Paul
- Grade II Listed Former White Lion Public House
- Grade II listed 456 Wilmslow Road (constructed in the early 19th century, the building and one of the oldest surviving buildings in Withington)

## Movement and Accessibility

Baseline work on movement and access is identified. It also reflects in a number of ways on the streetscene and public realm assessment. These are shown in Figure 6 and include:

- Wilmslow Road is a key vehicular route into and out of the City and is heavily trafficked by cars and buses. At busy times, principally the morning and evening rush hour, this can dominate the environment of the centre.
- Footways in the centre are of a variable quality and width and in some places are in a poor state of repair. Access roads leading into the principal routes on Copson Street and Wilmslow Road dissect

- the pedestrian thoroughfares, further reducing the quality and sense of safety of the pedestrian experience.
- Street furniture, ad hoc signage and other clutter further reduce the quality of the pedestrian environment in parts of the centre.
- Gateway signage and wayfinding is poor.
- Controlled crossing points in the heart of the centre on the busy Wilmslow Road are limited to the north (near the Library) and toward the southern end of the centre at Copson Street. The 'desire line' from Parsonage Road toward Sainsbury's is not catered for.
- The centre is well served by bus services with bus shelters provided either side of the road at the northern end of the centre.
- Parking surveys have suggested that there is a significant amount of 'non-shopper' parking taking place for long periods during the day both in local streets and car parks.
- Gledhill Street Car Park is the principal off-street car park serving the centre, but it is poorly signed and lacks profile from both Wilmslow Road and Copson Street. Safety and security is also an issue.
- There is no day-time on-street parking (7am to 7pm - Mon to Sat) on Wilmslow Road, although there are three on-street loading areas which appear to be used for the majority of time for parking of private vehicles, restricting the use of loading (or other related purposes).
- There is some one-hour and disabled on-street parking on Copson Street.
- Cycling appears to a popular mode of transport, however cycle linkages could be improved into and around the centre, as could the security and attractiveness of cycle parking facilities.

## Stakeholder Engagement

At its core, the primary aim of the Framework is to provide an aspirational vision for the residents and business community of the Village. Community engagement with a range of key stakeholders took place over Spring and Summer 2019. Consultation took place through a combination of meetings with stakeholders and presentations and workshops with the community, resident groups and local traders including representatives from:

- Withington Village Regeneration Partnership

- Withington Civic Society
- Southway Housing
- Step Places
- Local Traders
- Local Ward Councillors
- Residents Groups
- Manchester City Council Officers

Workshops occurred in September 2019 with a primary focus on design, movement and public realm. Strategies were shared with those present, with their feedback being requested and noted. Stakeholders were overwhelmingly positive to the proposals, and it was clear that the aspirations of the Framework are widely supported by residents, traders and community groups, indicative of the strong, collaborative approach the local community has towards their Village. These sessions identified a number of ambitions that will inform the framework and its implementation. The top priorities that emerged from the workshop events included:

- Enhancements to the public realm throughout the Village, including Copson Street
- A coordinated approach to promotion of the Village, including through the We Are Withington Group.
- Restoration of historic buildings and shopfronts
- Improved pedestrian links, especially to surrounding residential areas and support for an age-friendly strategy
- Better accessibility through the Village, including ease of crossing Wilmslow Road
- A focus on community-driven projects, such as at Withington Baths.

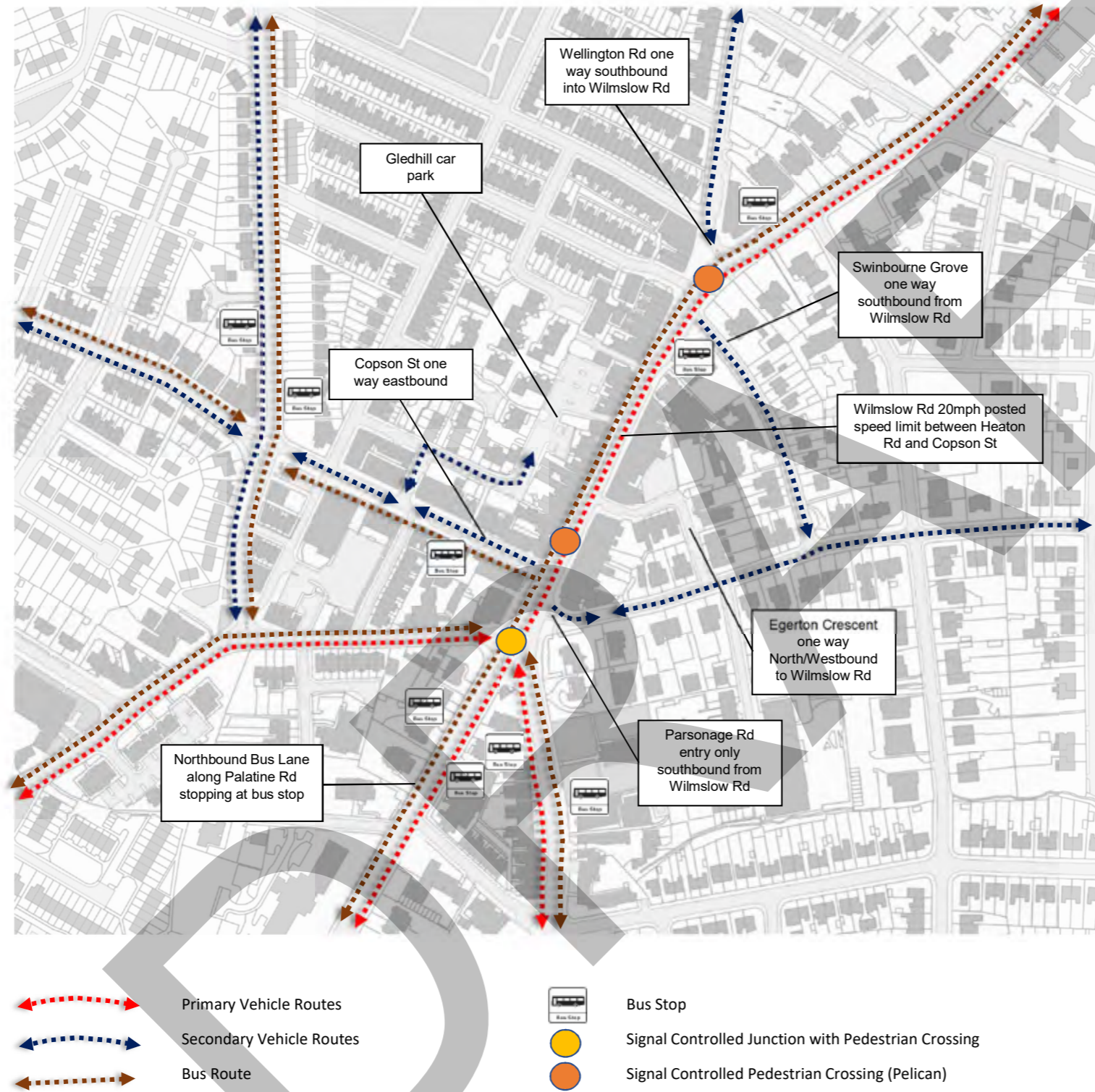


Figure 6: Movement Analysis of Withington Village



## Vital and Viable Withington

On behalf of Manchester City Council, the Institute of Place Management (IPM) produced the 'Vital and Viable Withington' Report in July 2019.

Based on comparative footfall analysis Withington Village is identified by IPM as a convenience/community centre. Such centres have a steady footfall profile throughout the year and are focused on their local community. They are places that offer a convenient mix of goods and services.

The report advised on a number of interventions for the Village, including:

- Improving the appearance of the centre
- Developing connectivity to nearby attractors, such as The Christie
- Major improvements to the public realm
- Encourage people to dwell and linger in the Village
- Improve walking routes into and within Withington

IPM found that Withington to be a well-connected, liveable place that possesses a unique identity and heritage. This is complemented by a distinct evening economy and a range of independent traders. However, the report noted a need for investment in Withington and a number of vacant units in the Village that offer scope to broaden the diversity of the offer and appeal of the district centre to a wider audience.

IPM's recommendations for Withington focus on four main areas, referred to in Withington as the '4Rs' Framework. These include:

### Repositioning

The centre has a discernible evening economy, however there are opportunities to reposition the centre to increase its appeal to a wider local catchment. Temporary events, markets and pop-ups (including the Lock Inn pub which has occupied Withington Baths and the former NatWest bank) have proven effective in widening the appeal of the district centre.

### Reinventing

Withington is a liveable place, with a wide range of services providing everyday necessities and convenience. Although there are many qualities apparent in Withington, issues such as visual appearance need to be addressed. The centre itself lacks sufficient public space which might encourage people to dwell and linger.

### Rebranding

Overall Withington possesses a strong identity, but the district centre currently lacks a single strong attractor. However, there is scope to capitalise on the success of recent temporary interventions, which suggest potential to diversify the centre's offer to appeal to a wider local catchment.

### Restructuring

Withington possesses an existing collaborative network of local stakeholders, with a proven record of achievement, which is working well in terms of building a shared vision or consensus about a future vision for the Village. The general appearance of the centre, lack of quality pedestrian realm and civic space, however, are currently barriers to the development of the centre.

Nexus Planning's research and analysis of Withington Village is consistent with the findings of IPM. Collectively, the analysis has informed the production of the key objectives and principles of the Framework.



DRIVER

# Challenges & Opportunities

## Challenges and Opportunities

The preceding review of Withington identifies a number of challenges and opportunities which are considered in this section and for the basis for developing the Vision and Strategy for the Withington Village Framework.

The analysis of Withington points to a well-used, well regarded centre with a number of evident opportunities for further improvement.

However, a number of challenges exist that should be tackled to address on-going issues and enable the centre to build on previous successes. The following SWOT analysis, incorporating the findings of the IPM work, provides a summary of these opportunities and challenges.

Consolidating the analysis of the physical opportunities, Figure 7 illustrates the type of intervention required in specific locations. This provides the basis for establishing the principles within the Spatial Framework.

## Strengths

- A diverse local population, with an active and engaged community evidenced through a number of successful initiatives;
- The Village's Conservation Area status with the retention of the Victorian urban form and historic setting;
- The centre is relatively compact;
- Recent commercial and residential development,
- Commitment of community members including Withington Village Regeneration Partnership and Civic Society;
- The proximity of Christie Hospital to the immediate south of Withington Village;
- High proportion of self-employed and business owners;
- Activity hours extend beyond the 9-5 with evidence of an evening economy; and,
- The community hub role of the Swimming Baths.

## Opportunities

- Recent pop up events have created a sense of vibrancy which can be built on;
- Reduction in student population provides opportunity to encourage more families and young professionals to live in Withington;
- Repurposing the Village Centre, with an offer focused around attracting enterprising bars and cafés that recapture spend and increase footfall in Withington;
- Maximise the community enthusiasm, participation and investment that exist within the Village;
- Physical interventions, including public realm projects;
- Investment at the former NatWest Bank;
- Encouraging further community and cultural activity, building on strong community engagement;
- De-cluttering and simplifying the public realm to 'reveal' architectural assets; and,
- Identifying land/property as development/investment opportunities.

## Weaknesses

- Congestion on Wilmslow Road and at key junctions reduces Withington's appeal as a place to dwell;
- Gradual increase in vacancy rates and reduction in 'quality' retail occupiers;
- Unsympathetic shop frontages and modern amendments to Victorian buildings;
- Natural wayfinding/navigation is unclear, reducing the usability of the site;
- Inappropriate and overcrowded parking;
- Overall a poor public realm with narrow pavements;
- There is a lack of public space and places to dwell;
- Dominated by traffic movement, pedestrians marginalised;
- The centre lacks any clear anchors to drive footfall into the centre apart from The Christie Hospital; and,
- The centre possesses a relatively narrow range of basic retailers and services for the local catchment, providing basic groceries, food/ beverages, household items, and healthcare services.

## Threats

- Challenging economic climate and likely continued contraction;
- Ongoing and emerging situation linked to Covid-19;
- Popularity of neighbouring district centres, each of which have a unique and discernible offer;
- An increase in the number of takeaways with the associated environmental and community issues;
- Ongoing fall in the Village's student population, and the need to maintain an increase patronage and spend on the centre;
- The challenging environment for High Street businesses and high turnover of commercial units; and,
- In parts an unattractive environment and street scene, with poor management and maintenance contributing to a negative perception and poor user/visitor experience.

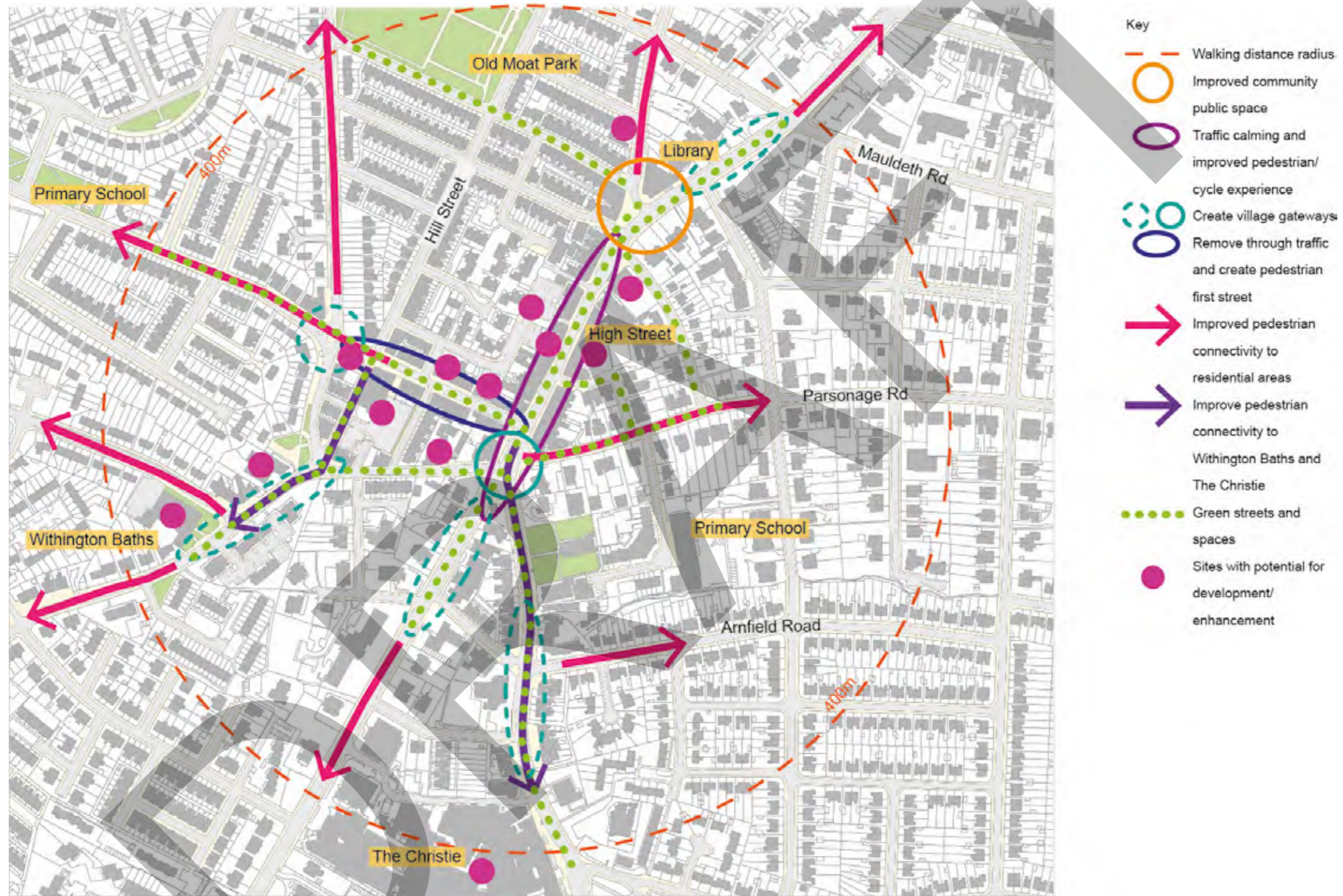


Figure 7: Opportunities Plan of Withington Village







# Vision 2030

**“In 2030, Withington Village will be a liveable, loveable place that meets all the needs of a diverse local community.**

**Withington’s popular cultural heritage and conservation area status will be celebrated and promoted through place branding, physical investment and community collaboration.**

**Withington Village will play a key role as a sustainable district centre – a cultural community centre that is an attractive place to live, work and visit. The centre will be a viable retail and leisure location with a good range of shops, community services, activities and an attractive evening economy. Linkages with The Christie will be strengthened as will partnerships with other stakeholders. The Village will become an increasingly popular location for families and young professionals, whilst continuing to thrive as a centre for the whole community.**

**New spaces will be created, with an improved street environment, an age-friendly strategy, and safe and easy movement for pedestrians and cyclists. Investment will focus on supporting climate change, health and well-being and the digital economy.”**

## Themes

Withington Village is proud to be the home of a strong, diverse yet established community, unique independent traders, The Christie, and a culture and heritage that is to be celebrated.

In Withington, the cross-cutting themes that are a thread throughout the Framework and its Objectives:

- A Cultural Community Centre – heritage, place, space, identity, celebration
- Environmentally Friendly – climate change, access, public transport, flood risk, reducing carbon emissions, air quality
- Health and Well-Being – ‘moving the nation’, health care, age-friendly, community support
- Digital Economy – digital infrastructure, flexible co-work spaces, education, skills and learning

These cross-cutting themes are aligned with the aspirations of existing policy.

## Regeneration Aims

A series of aims are established to deliver the Vision. These are borne from the Institute of Place Management’s (IPM) research report ‘Vital and Viable Withington’ (July 2019) and recommendations in their ‘4Rs’ framework, which include:

1. Repositioning
2. Reinventing
3. Rebranding
4. Restructuring

The Withington aims comprise the following:

### Repositioning

- Support an attractive evening economy and extended activity hours which does not adversely impact on residential amenity
- Continue to support the young and student population whilst increasing the appeal to families and professionals

- Widen the appeal of the district centre by improving the offer (quality and diversity) and by delivering temporary events, markets and pop-ups where appropriate develop Withington Village as a local centre for cultural activities
- Work with The Christie Hospital to attract visitors and staff at the Hospital into the Village through footfall generation
- Enhance the quality of the Conservation Area
- Establish Withington as a location with quality digital infrastructure
- Establish Withington as an environmentally-friendly community

### Reinventing

- Maintain and improve Withington as a liveable place with a wide ranging local offer and services for all ages
- Strengthen the independent offer along Copson Street and Wilmslow Road
- Significantly improve the visual appearance of the centre
- Create destination places and spaces for people to meet and dwell

### Rebranding

- Promote Withington’s strong identity and qualities as a loveable district centre
- Deliver projects that will transform the perception of place, focusing on key projects that will deliver the greatest impact
- Engage local stakeholders to collectively develop and deliver an attractive brand proposition for the centre through innovative physical and technological mediums
- Create an identity for Copson Street and Wilmslow Road that appeals to different people
- Celebrate Withington’s distinct identity

### Restructuring

- Nurture and develop existing local networks and partnerships
- Deliver a programme of physical regeneration consistent with the Framework
- Provide new public spaces, enhanced street environments and gateways
- Improve the accessibility of the centre by providing environmentally-friendly transport options and prioritising walking, cycling and buses

- Implement an age-friendly strategy, including the Old Moat action plan
- Positively address climate change and a greener, healthier community through physical change and partnership working
- Implement a programme of historic building restoration and shopfront improvements
- Deliver new and/or improved homes in the Village to support the needs of a changing community
- Support the reuse and enhancement of existing buildings for uses consistent with the Framework
- Support new build development that is consistent with existing Core Strategy and UDP policies and helps deliver the objectives in this Framework.

## Spatial Objectives

The following outlines how the design and environmental objectives could be achieved:

- Create a new public space at Rutherford Place.
- Upgrade and give priority to pedestrians on Copson Street.
- Enhance the public realm on Wilmslow Road, prioritise public transport, pedestrians and cyclists, reduce congestion and improve air quality.
- Reinvent Gledhill Car Park for parking and community activity into a safe and attractive space with potential for comprehensive re-development.
- Create new village centre gateways to the north and south of Wilmslow Road.
- Deliver a series of gateway, streetscape and environmental enhancements at key spaces around the centre.
- Make walking and cycling the viable choice for local people wanting to access the Village centre and surrounding neighbourhoods.
- Enhance linkages and footfall to/from the centre with The Christie, Withington Baths, Old Moat estate and wider neighbourhood.
- Deliver Age-Friendly improvements along the main connecting routes from surrounding residential neighbourhoods.
- Deliver a programme of investment in the restoration of the Conservation Area.
- Renew or enhance shopfronts along Wilmslow Road and Copson Street.
- Illustrate Withington's identity through improvements in the built environment including street art.
- Support appropriate residential living in the Village centre, where appropriate (but not at the expense of business vitality and viability). This could include redevelopment.



SHAKE DOWN







# Key Spatial Principles

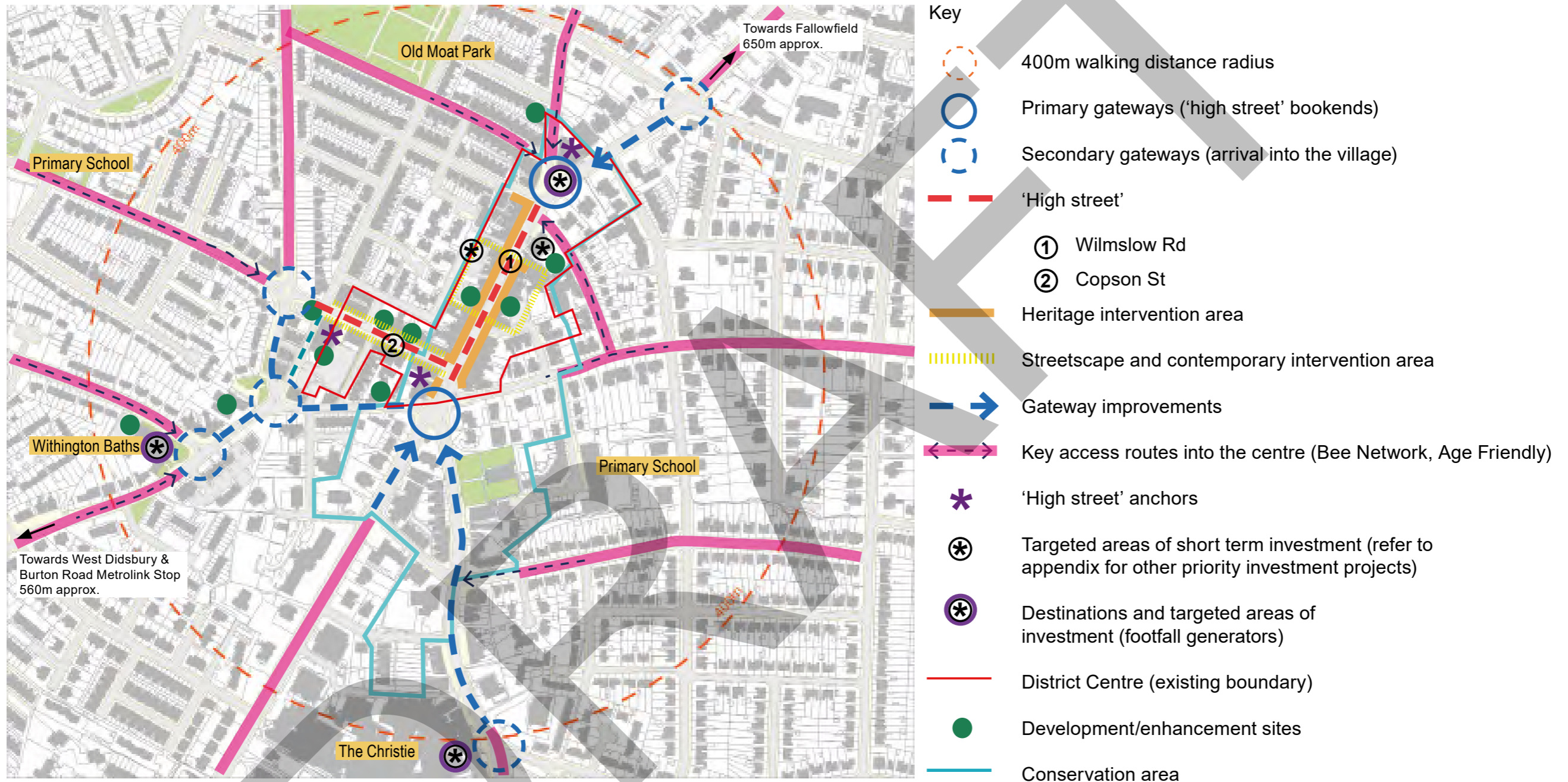


Figure 8: Withington Spatial Framework

The following provides an overview of how potential physical investment and activity could be focused in Withington Village centre. Further detail on specific projects are provided in Appendix 1.

This section comprises:

- An overview of themes, key principles and character areas
- Development opportunities and enhancement areas
- Strategies for Movement, Public Realm, Heritage and Streetscape

The Framework includes the defined commercial centre, the Withington Conservation Area and the gateways and routes into the core, along Burton and Wilmslow Road, that house important services that form part of its offer. This is illustrated in Figure 8.

## Spatial Principles

The Framework sets out the guiding principles for those looking to invest in Withington. Withington's identity is its strongest asset in terms of harnessing energy to create a thriving centre. Heritage, art, music and design of differing forms should contribute to place-making and improving people's perceptions by creating a more attractive place to visit, whether that be through heritage restoration or new, contemporary interpretations of Withington's identity and place-branding.

### The Village Centre

Within the Village centre (the retail core) the character primarily comprises:

- Wilmslow Road – anchored by the Library and Sainsbury's
- Copson Street – anchored by Sainsbury's and Co-op

### Wilmslow Road

Wilmslow Road is the historic heart of the Village. A key aim is to restore the quality of the Conservation Area. A key focus is the enhancement of Rutherford Place. Such improvements could include public realm enhancements and clearer gateway signage.

In terms of identity, whilst this area is the historic core, Wilmslow Road is the area where some more modern independents have established over recent years. It is the 'trendy', youthful hub and this character should be reflected in part in the modernisation of the

area. There may be an opportunity to include an increase in higher quality food and drink establishments, and uses/activities that attract families.

An objective of the Framework is to establish an environment in which new uses can thrive; there is limited opportunity for redevelopment and in the main improvement would be through reuse, renovation or extension.

Sections, or building blocks, along Wilmslow Road have been identified to benefit from historic restoration. BB Heritage's Analysis and Strategy outlines which buildings and blocks are potentially suitable for historic shopfront improvements and enhancement of upper facades.

In addition, units along Wilmslow Road (for example 458-462 and 455-469) present an opportunity for contemporary design. This should be of high quality design and is of appropriate height and density informed by this part of the Village and the Conservation Area consistent with policies set out in the Core Strategy and saved policies from the UDP.

Development along and near Wilmslow Road should support the aims and objectives of the framework, including contributing to the delivery of key projects.

### Copson Street

Copson Street is where more modern, late 20th century development is located. There is scope to improve the streetscene through redevelopment and/or intensification of blocks and enhancement of existing building facades and shopfronts consistent with policies set out in the Core Strategy and saved policies from the UDP.

In terms of future uses, Copson Street should continue to serve the local population, particularly those of Old Moat. The quality of the environment should be improved to address access issues, safety and general attractiveness, including Age Friendly initiatives. It should be a space where the community can gather. This means addressing vehicle access. Once public realm enhancements are delivered, it is a potential location for a regular market.

Development along and near Copson Street should support the aims and objectives of the framework and contribute to improvements to the public realm and delivery of the Age Friendly strategy.

Further details can be found in the list of potential projects at Appendix 1.

## Development and Enhancement Opportunities

To achieve the design objectives scale, height and massing of new development should reflect the character of their area consistent with policies set out in the Core Strategy and saved policies from the UDP.

As a district centre, Withington Village is identified as an appropriate location for residential development of appropriate density. Significant development opportunities with the Village are limited, as shown at Figure 13. An increase in residential living around the centre would increase the level of available expenditure to support local businesses. However, new development should not be to the detriment of the sustainability of district centre's commercial operations.

### Restoration of the Conservation Area

Investment in buildings, shop fronts and areas of public realm have been identified with heritage merit that would benefit from enhancement.

Please refer to the Heritage Intervention Area on the Spatial Framework and the Heritage Streetscape Strategy for further detail.

### Reuse

The greatest opportunity in the Village is for existing buildings to be repurposed for new uses or a higher quality offer. Proposed uses should complement and support the vitality of those character areas.

### Extensions

There is potential scope within the centre for an appropriate level of intensification. These are likely to entail upper floor extensions or extensions to the rear (which in certain locations could be larger than the frontage, depending on the context). Sites identified on Copson Street could deliver appropriate schemes. On Wilmslow Road, there are limited opportunities for upper floor extensions on the street frontages. Opportunities may exist to the rear of properties.

### Reconfiguration

Where buildings are not fit for purpose and would benefit from internal renovation or the occupation of more than one ground floor unit, there may be opportunities for proposals that would assist in delivering the Vision and are undertaken in a sympathetic manner in keeping with the Heritage and Streetscene Strategy. In such cases, shop frontages on Wilmslow Road should not lose the rhythm of

the building façade. In addition, there may be opportunities for extensions or reconfigurations that support uses that do not need a ground floor public shop frontage but would contribute to increasing footfall and activity, including residential, flexible/co-work spaces or community uses. However, there should not be a significant cumulative loss of active frontages along the high streets. Inactive frontages for high footfall uses should be minimal (which could contribute to the detriment of street activity).

### **Redevelopment**

There are potential sites within the Village centre that could offer redevelopment opportunities. These have been identified as indicative only. Any development would need to be of an appropriate height and density and demonstrate how it would contribute to the area both in terms of use and townscape consistent with policies set out in the Core Strategy and saved policies from the UDP. The opportunities on Wilmslow Road are limited. Where they do exist, they are infill plots. On Copson Street, a single storey block is identified which could benefit from comprehensive redevelopment. Use, scale, height and design parameters would apply that are consistent with the existing character, certainly on street frontages.

### **New build**

There are a limited number of sites in the Village centre suitable for new build development. Gledhill Street Car Park is currently an uninviting space backed onto by properties on Wilmslow Road and the Strathblane Close and Easthope Close Housing Estate. It is heavily used for long stay as well as short stay parking. The space has an opportunity to be reconfigured so that it becomes a valuable public space within the Village. Opportunities to include the Strathblane Close and Easthope Close housing estate should be explored as a part of a wider design. Pedestrian linkages to this space could be enhanced, including improving the state of the ginnels along Wilmslow Road.

## **Development Activity**

Notable development projects are likely to come forward. These include:

- Withington Baths
- Former NatWest Bank

### **Withington Baths**

Withington Baths & Leisure Centre is run by Love Withington Baths, a local charitable organisation. The organisation consists of local community members who saved the Baths from closure in 2014 and since has successfully operated the Baths as a multi-purpose community asset for the benefit of all members of the community. Withington Baths is being supported by the National Heritage Fund to restore architectural features and repair the envelope of the building. It has ambitious plans to further develop the site with an additional multi-function arts and cultural space with potentially an associated residential offer.

### **Former NatWest Bank**

The former NatWest Bank is a listed building. The building is currently vacant but has been successfully used for a range of pop up cultural activities and community events. Planning permission has been approved for a four storey residential block to the rear of the site, with a change of use to the former NatWest Bank. Importantly the scheme offers the opportunity to attract a high quality food outlet to the Village.



## Movement Strategy

### Access and Connectivity

The Movement Strategy specifically focuses on improving the accessibility of the Village centre for the local population, of all ages and needs and is shown in Figure 9. It acknowledges that there is a high proportion of older residents and residents with health care needs living in the area, particularly around Old Moat to the west of the centre. The Movement Strategy therefore focuses on improving key routes that provide main connections between the surrounding residential areas and encourage more trips to be made on foot or by cycle, thus reducing those that were made previously by private car, promoting an increased participation in physical activity and reducing Withington's carbon footprint.

Priority projects that will help to address this include:

- Bee Network enhancements
- Age-Friendly Strategy, including the Old Moat Action Plan
- Village Gateway improvements

A series of recommendations that will assist in delivering the Movement Strategy includes crossing improvements, decluttering, lighting improvements and a Wayfinding Strategy linked to the Public Realm Strategy.

Access and servicing of existing and future businesses will be required. This will need to be considered in more detail as part of any scheme, including improving access to the rears of Wilmslow Road and along Copson Street.

Establishing Withington as a location with quality digital infrastructure is a key aim. Improving digital connectivity will be beneficial to existing and future businesses and will support a rise in flexible, co-worker space. In turn, this will enable Withington in becoming a 'smarter' district centre, a place where young professionals and families can thrive, inspire the next generation to upskill and succeed, as well as support the older generation to stay an active part of our communities.

### Village Gateways

A number of village gateways are identified for improvement. These will enhance access and connectivity with the surrounding neighbourhood and for people travelling to the centre. The townscape analysis has identified that schemes are required for the following gateways.

- Wilmslow/Palatine/Burton/Parsonage Road Junction
- Burton Road (Withington Baths)
- Old Moat/Yew Tree Lane/Copson Street
- Mauldeth Road/Wilmslow Road

By doing so, Withington Village will be able to better rebrand and reinvent itself.

Improving connectivity between the Village centre and The Christie is an aim of the Framework, and is identified in The Christie SRF (2019) report.

### Walking and Cycling

Walking and cycling (and the principles of 'get Greater Manchester moving') are critical to the movement strategy and to creating a healthier community.

Key interventions required (as part of delivering key projects) include:

- Implementing physical changes to the character of streets to discourage through traffic, including measures on Wilmslow Road and Copson Street;
- Reassigning space taken up by the carriageway to pedestrians and cyclists (and public realm), including loading bays;
- Introducing traffic management;
- Improving crossings along Wilmslow Road and including the junction and route to The Christie, Parsonage Road and Old Moat Lane;
- Exploring the potential to reconfigure junctions along Wilmslow Road (at Wellington Road, Parsonage Road, Egerton Crescent, Swinbourne Crescent, and Davenport Avenue) as part of the Bee Network.

### Car Parking Management

Gledhill Street and Egerton Crescent car parks become full during daytime and are used for long stay parking. Management of the current on and off street supply is required for use by residents and visitors/shoppers to the Village centre. This is a core transport issue. Redressing the imbalance in usage is therefore a priority, as well as improving signage, wayfinding and quality of the public realm.

An extension of The Christie parking zone scheme is being proposed which will limit the length of parking allowed in Gledhill Street and Egerton Crescent Car Parks. This would change movement patterns and behaviour. As well as people accessing the Christie, it is likely that there are also other long stay car park users, such as employees of local businesses and residents of the Village centre. Improvements to more sustainable modes of transport will assist in addressing car parking need.

To future proof the centre and to respond to the Council's climate change agenda, charging points should be encouraged. This would need to take account of TfGM's Greater Manchester Transport Strategy 2040.

Improving cycle parking, pedestrian facilities and age-friendly provision should also be integral to any external works to the public realm or development environment.

### Relationship with the Public Realm

A key environmental objective is improving movement through the area in conjunction with the aims for Public Realm, Heritage and Streetscape. These are clearly interrelated issues and there are opportunities to address these matters.

There is the potential for highways interventions for public realm improvements in Withington, particularly along Wilmslow Road, Copson Street, and the Wilmslow/Palatine/Burton/Parsonage Junction. Each indicative project has outlined high, medium and low levels of intervention that can be undertaken as phased projects as funding becomes available and delivery partners are identified.

### Highways Intervention Areas

The following indicative interventions have been identified and demonstrate how design and environmental objectives could be achieved: this would all require more in depth analysis.

#### Wilmslow/Palatine/Burton Road junction

- Reconfiguration of the junction, through changes to signal timings and/or the junction layout to rebalance towards ease of pedestrian movement.

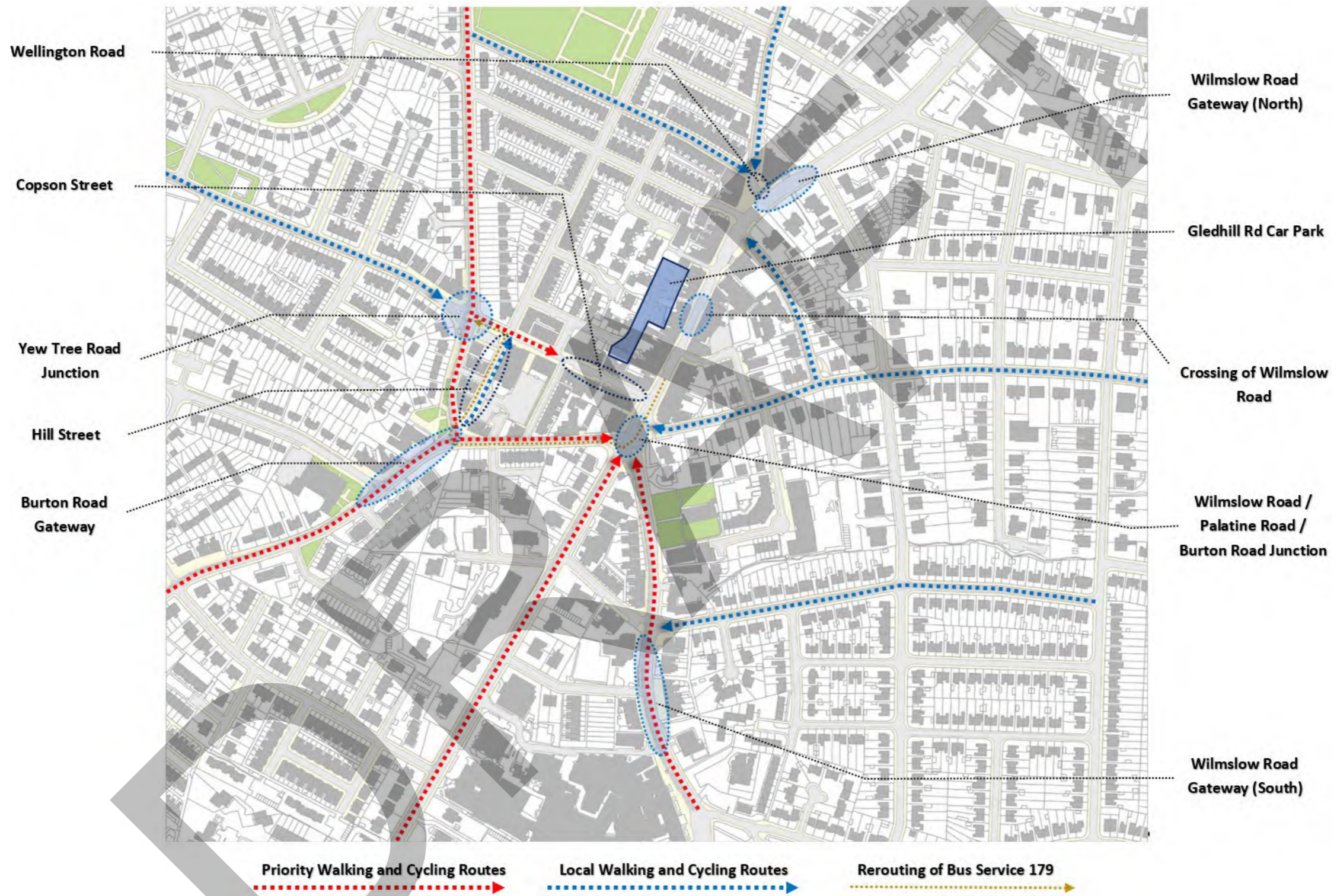


Figure 9: Withington Movement Plan

### Copson Street/Re-routing of bus service 179

- Closure of Copson Street to through traffic between Wilmslow Road and Patten Street on a permanent or occasional basis to create a pedestrian focused area.

### Hill Street

- On-street parking removal, footway widening, and closed to southbound traffic

### Old Moat Lane/Yew Tree Road roundabout and village gateway

- Improvements for pedestrians and cyclists at this junction to remove an identified barrier to movement.

### Wilmslow Road/Burton Road gateways

- Introduction of measures including raised table junctions, low kerbs, carriageway narrowing and landscaping and signage to provide a recognisable entrance to the Village.

## Public Realm

The public realm objective is focused around three themes and illustrated in Figure 10. These are:

- Distinctive identity
- Heritage revealed
- Attractive and active

### Distinctive Identity

The public realm strategy encourages positive expressions of character. This could be delivered in imaginative ways, and could reflect the artistic nature of the local population. For example, gateways need not be about traditional signage, but could be an opportunity for an expression of identity.

Colour, lighting, materials and public art should be considered as features of the public realm. Greenery should be considered in appropriate locations and respond to the wider Green and Blue Infrastructure Plans ambitions.

Historic restoration is considered later in this section. Interventions could be temporary (for example, as part of a short-term event or activity) or permanent. Modern interventions should be complementary and sympathetic to the setting of the Conservation Area but not stifle creativity.

Historic and modern interventions have been indicatively identified. The objective should be to create focal points, attractive destinations, and place-brand.

In addition, renewal of the public realm (and streetscape) should consider what elements could provide dual functions. For example, cycle parking or bus stops could be a public art feature. Lighting displays could use existing settings (buildings, spaces or streets) to support rebranding. In this vein, attempts should be made to maximise impact using limited additions (and therefore assist with decluttering streets or spaces). Bespoke art work will contribute to expressing Withington's identity, for example wall art (pictures or installations) or shop windows displays.

The Framework seeks an enhancement of Wilmslow Road and Copson Street.

The enhancement of Rutherford Place is also key public realm objective. It is a key gateway to the Village.

### Heritage Revealed

A key aim is to restore the quality and setting of the Conservation Area. The public realm strategy has been developed to complement the heritage and streetscape strategy.

### Attractive and Active

The Public Realm strategy specifically draws together many of the aims and objectives of the Framework into a possible physical form to demonstrate how these can be achieved. Public realm overlaps with proposed improvements to movement, heritage and streetscape. In Withington Village, it is the transformation of the public realm that will act as a catalyst and provide the platform from which other environmental, social and economic benefits can be delivered.

In this regard, the public realm should not be viewed as new spaces alone. It includes the streets and connections between people, businesses and potential development/investment sites. It represents a place-led approach for Withington, with healthy streets, a connected core, and active and vibrant spaces. This approach supports the integration of movement and infrastructure into any scheme. Moving away from highways domination, it puts people at the heart of Withington Village centre's revitalisation, and is to support a more liveable, loveable Withington. In order to do so will

require a rebalance of traffic movement to prioritise the experience of pedestrians, cyclists and the local businesses that will attract the footfall and encourage people to dwell.

### Public Realm Components

Specific components that would be required as part of any scheme should include:

- Decluttering
- Wayfinding
- Connectivity
- Materials
- Lighting
- Green infrastructure
- Public art

### Priority Projects

Key public spaces identified as priority projects are:

- Rutherford Place (library)
- Copson Street
- Gledhill Street Car Park
- Village Gateways

These areas are identified in Figure 10.





Figure 10: Withington Public Realm Plan

## Heritage and Streetscape Strategy

The key heritage and streetscape priorities are illustrated at Figure 11. These include:

- Withington Conservation Area enhancement
- Withington's Contemporary Culture
- Shopfront Guidance

Some of which has been touched on in other sections of this report.

### Withington Conservation Area Enhancement

Enhancements to the Conservation Area are to be driven by the heritage action projects including restoration of historic shopfronts and enhancement of upper building facades.

Buildings in the Village retain historic shopfront elements, with extant features behind (sometimes unattractive) modern shop fascias. Opportunities for more appropriate signage and shopfronts, masonry repairs and reinstatement of metalwork should be explored.

Enhancement of the Conservation Area setting (in conjunction with the public realm and movement strategies) could be delivered through the following projects:

- Rutherford Place
- Wilmslow Road corridor
- Wilmslow/Palatine/Burton/Parsonage Road Junction
- Village Gateways (primarily the Wilmslow Road link to the Christie)

### Withington's Contemporary Culture

In addition to being a Conservation Area, where buildings maintain a historic importance for the community, Withington is also a people's place. Another element of Withington's identity is the character of its diverse community – the people who have lived and loved Withington, who are creative and artistic, joyful and forward-looking. Withington's community spans all ages, but the youthfulness of the 'Manchester' influence is a subtle yet apparent factor. It is evident in those businesses and community members that are living and working in the Village. It is engrained in their persona and explicit on their buildings and shopfronts, albeit the appearance of the physical environment does not do the community justice. It is perhaps more strongly visible on social media. The objective is to complement this online activity and translate this expression into the physical environment, and by doing so widen the appeal. This will

help to support repositioning and rebranding Withington over the next ten or more years.

Local initiatives that groups such as the Withington Village Regeneration Partnership and We Are Withington have implemented and are further promoting include:

- Street art – wall murals and shutter art
- Cultural 'Hub' – the potential for cultural organisations in Manchester to establish in the district centre
- Pop-up events in underused/vacant buildings, such as the Former Working Men's Club

### Heritage and Community Funding Bids

The local community is working in partnership, opening opportunities to capitalise on a village-wide vision that extends beyond the bricks and mortar of one business or building, to provide a shared, loveable offer for all the community.

This means that there is opportunity to continue to work together on a comprehensive identity strategy – a place-making brand for the Village – that encompasses design influence for buildings and public realm; facades and shopfronts; a place-led vision that will improve the qualitative offer, type and number of independents; PR, place-led marketing and social media. This will be the basis for achieving the repositioning aims of this Framework.

### Shopfront Guidance

Withington's distinct identity has been touched on in the Public Realm Strategy section. Expression of identity can take numerous forms. In this instance, it should include the design approach to buildings and shopfronts of the areas identified in this Framework.

Consideration is being given to the possibility of guidance for new shop fronts which could address:

- Copson Street (service centre and pedestrian realm)
- Wilmslow Road (contemporary design)

Reflective of Withington's modern identity, contemporary shopfronts can contribute to the character of the Conservation Area. Façade treatment including potential for street art should be located in areas that would create impact, including on landmark buildings/spaces and on key views and vistas.

BB Heritage Studio has prepared outline Heritage Shopfront illustrations for sections of Wilmslow Road. This is informal guidance and not planning policy. Owners and public and private sector bodies could use this as the basis for funding applications and the implementation of heritage restoration works.

Street art is already a feature of Withington. It contributes to the village identity. Further opportunities should be sought. The Framework strongly supports Withington's desire to express identity in this form. Innovative pieces can be commissioned and can extend beyond wall murals or 'traditional' interpretations of history or place-identity. Additions should be implemented in accordance with a comprehensive approach and should be of quality. This means that detailed design projects (as recommended in this Framework) should consider street art within a wider public realm, streetscape and movement plan, to be delivered in a cohesive and comprehensive manner. The impact of the artwork on the Conservation Area, including designated and non-designated heritage assets should be considered.

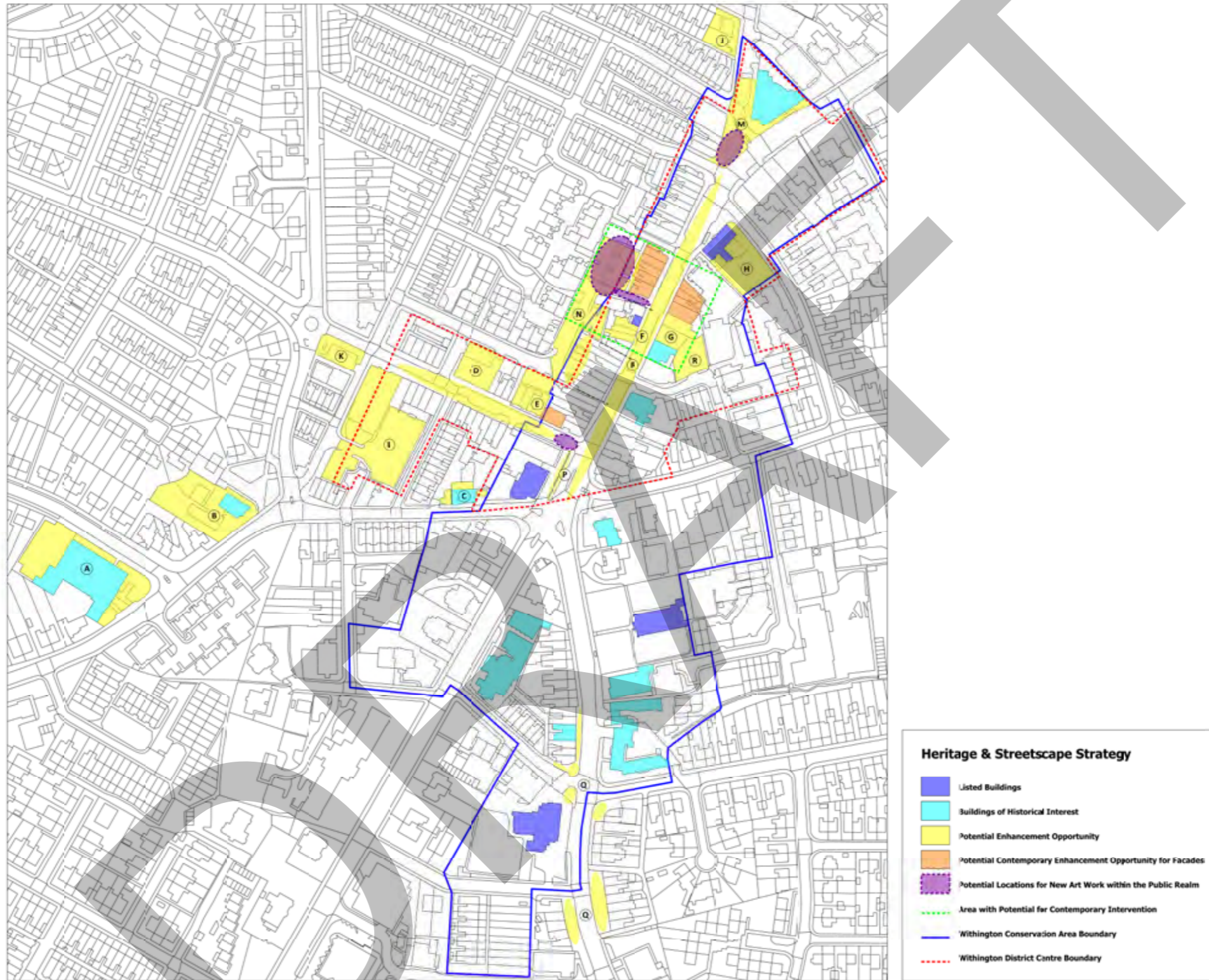


Figure 11: Heritage Strategy

**DRIVER**

# Projects

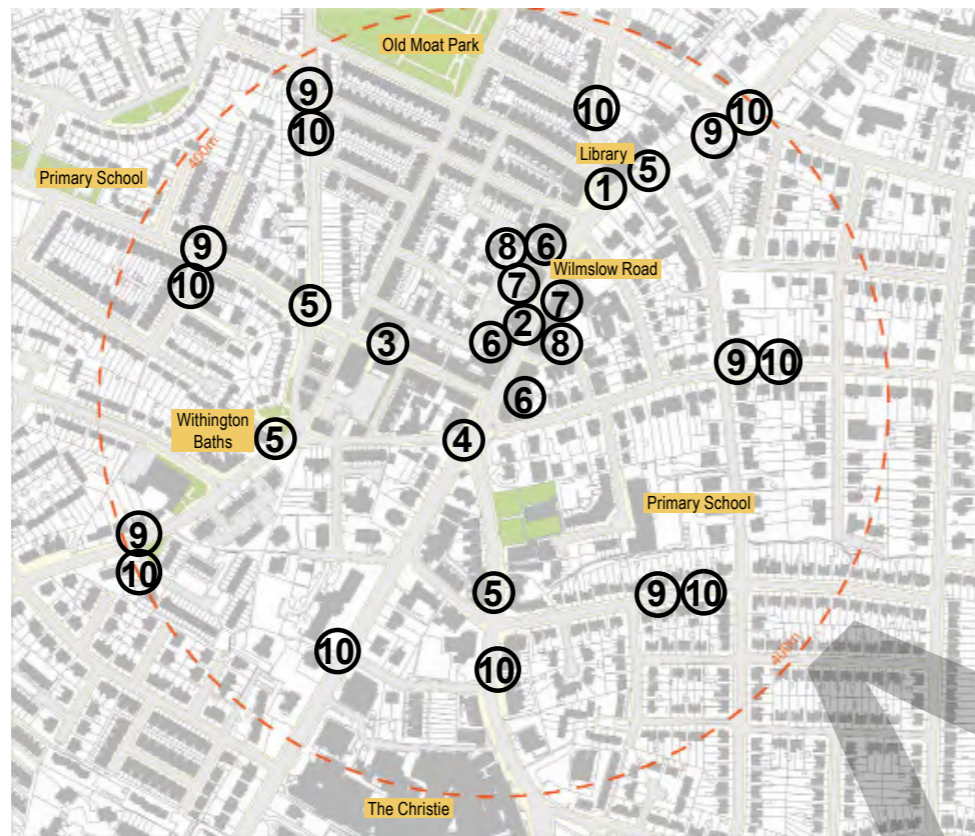
This section identifies indicative projects that could support the delivery of key objectives. This is for illustrative purposes only.

## Development Opportunities Projects

Figure 13 illustrates a range of development of enhancement sites that have been considered during the production of this Framework.



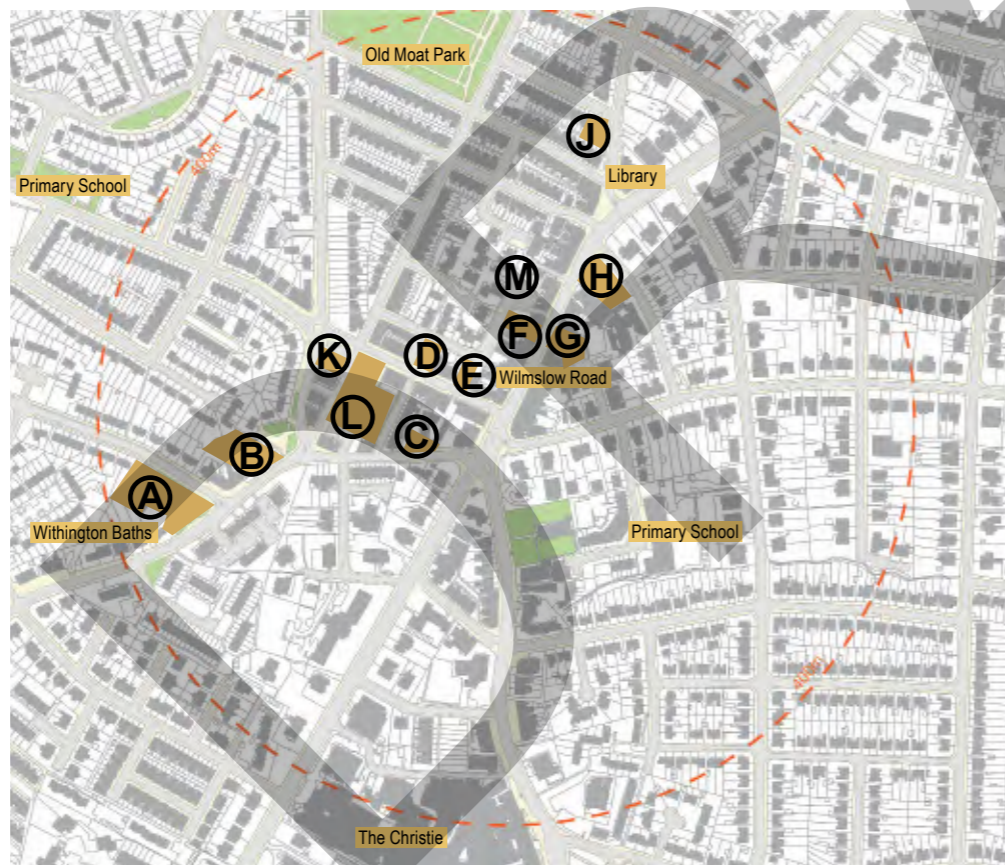
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Key

- 1. Rutherford Place (library)
- 2. Wilmslow Road Corridor
- 3. Copson Street Pedestrianisation
- 4. Wilmslow Road / Palatine Road / Parsonage Road Junction
- 5. Village Gateways
- 6. Heritage Projects
  - a. Restoration of Historic Shopfronts
  - b. Enhancement of Building Facades
- 7. Contemporary Streetscene Projects
  - a. Contemporary building/facade design
  - b. Street art
- 8. Gledhill and Egerton Crescent Car Parks
- 9. Walking and Cycling Routes / Bee Network
- 10. Age Friendly Strategy
- 11. Withington Cultural 'hub' (not shown on Figure)
- 12. Development or Enhancement Opportunity Sites (see Figure 13)

Figure 12: List of projects



Key

- A. Withington Baths
- B. Withington Adult Learning Centre
- C. Former Working Men's Club
- D. 18-22 Copson Street
- E. 4-6 Copson Street
- F. 458-462 Wilmslow Road
- G. 455-459 Wilmslow Road
- H. Former Nat West Bank site
- J. Withington Garage site
- K. Hill Street Car Park
- L. Coop Car Park
- M. Gledhill Street Car Park

Figure 13: Withington Opportunity Sites

DRIVER



# Recommendations & Next Steps

This section of the Framework provides an overview of the approach to realising the Vision and objectives for Withington. The Framework identifies key design and environmental objectives to help shape and deliver projects and developments. Moving forward, there will need to have a constant focus on delivering the aims and objectives of the Framework.

The Framework is about physical development activity. However, it identifies cross-cutting themes that need to be coordinated with the implementation of wider policies and strategies and neighbourhood initiatives to ensure that education, skills, learning, health, business support, climate change, economic growth and other initiatives are improved in tandem.

## Early Intervention

The Vision will not be realised overnight. The Objectives will be delivered over at least the next ten years. Early actions will however be key to delivering early wins and to build momentum towards the delivery of longer-term projects.

These early actions will be critical. There is clearly potential, not least in the energy, commitment and vested interest of the local community, to deliver the Vision. Recent activity by individuals and local groups such as the Withington Village Regeneration Partnership is testament to the ability of the Withington community to work together to achieve further successes – with an agreed Vision in place, partner support and a viable delivery plan.

The approach to delivery is therefore focussed on:

- Maintaining and building momentum;
- Working closely with key stakeholders, partners and the community;
- Delivering short-term projects and enabling investment (or ‘meanwhile’ interventions) to underpin the virtuous cycle of growing interest and confidence in the Village;
- Supporting the Framework and the Vision to deliver a higher quality offer and standard of design and development

Moreover, given the response to the Covid-19 pandemic the necessity of the actions identified above has been heightened. Many of the recommended projects set out in the proceeding sections support and reflect the initial phases of the response to the pandemic, with improvements to accessibility, walking and cycling among the primary interventions.

Investors are remaining interested in the Village and the Withington Village Regeneration Partnership will continue to meet to drive change and realise the opportunities for the Village. With strong and effective local collaborative networks in place, Withington can begin rebuilding momentum that had existed before lockdown and augment its vision in the light of the broader impact of Covid-19.

Ensuring that this Framework is delivered will help to underpin the response to the pandemic for Withington Village.

## Local Partnership

The Withington Village Regeneration Partnership (WVRP) is well represented by a number of partner organisations, local groups and stakeholders. With an appropriate constitution, the WVRP is well positioned to lead on the delivery of elements of the Vision, and is already positively impacting on the vitality and viability of the Village centre.

WVRP should continue to make funding applications that will assist in delivering projects, including applications for funding for short-term interventions, albeit as part of a comprehensive plan to deliver longer-term projects.

## Withington Village Framework

The Withington Village Framework is a live document that will need to be updated on a regular basis to reflect ongoing work and delivery achievements. The Framework includes spatial actions to support the delivery of the Framework's Vision and Objectives.

A series of recommendations are set out in this report that will help to facilitate the delivery of the Framework and wider Manchester agenda.

## Conclusion

The Framework has been prepared in consultation with a number of local stakeholders and partner organisations. It establishes the Vision for Withington to 2030 and supports the policy framework to seek improvements in the Village centre and immediate surroundings.

Fundamentally, the Vision is about improving the village centre in a way that engenders community pride and celebrates Withington's identity. A series of aims and objectives underpin the Vision and the Framework providing a physical basis for guiding, promoting and implementing investment in the centre. This is focused around movement, access,

public realm, streetscape and heritage, with overarching regeneration aims to reposition, reinvent, rebrand and restructure.





# Appendix 1: Key Projects & Precedent Images

Priority - High

Description - Create a new public space in Withington Village

Purpose - To create a useable public space, a clear gateway to Withington Village and improve the setting of Withington Library.

Baseline - Rutherford Place contains a range of street furniture including benches, bins, bollards, cycle hoops, guard rails, traffic lights and signs, and raised planters, which obstruct pedestrian desire lines and views of the square and the historic library building. They often contribute to a cluttered appearance of the public realm.

Project Outline - The following measures are to be considered for the square:

A new community hub fronting the library building,

An enhanced setting for the heritage assets surrounding the square,

A space to stop and stay with opportunities for spill-out for businesses,

Closing of Wellington Road enables a seamless public square and pedestrian movement, and

Opportunities for public art.

Low Intervention - Placement of temporary measures to stop use of Wellington Road by vehicles but allow cyclists. Remove unnecessary street furniture.

High Intervention - Full closure of Wellington Road, stopping up and physical removal of the section of highway to incorporate into Library Square.



Precedent images



Priority - High

Description - Create a more pedestrian friendly environment along Wilmslow Road.

Purpose - To improve the environment for pedestrians and improve the setting of the Village and the ease of crossing major routes

Baseline - Wilmslow Road has a high traffic volume, creating a strong barrier to pedestrians. There are only a few options to cross this road corridor safely. The junction with Palatine Road creates a multi-stop crossing experience which may influence routes taken by pedestrians who want to enter the village centre from the south.

Proposals - Wilmslow Road functions as a key link between Withington Village centre and The Christie. Enhancements to the footways and Green Infrastructure (e.g. street tree planting) will create a pleasant pedestrian route for visitors. Stop and stay opportunities within the public realm on the way provide a draw along this link. Improvements to the pedestrian crossing experience at the junction of Wilmslow Road and Palatine Road will shorten walking times and put pedestrians first.

Low Intervention - Amendment to the signal timings / phasing to provide more time and opportunities for pedestrians to cross and allow for crossing of an arm in one movement.

High Intervention - Reconfiguration of the crossing to the benefit of pedestrians including:

Remove specific movements

Reduce lane widths / numbers at the stop line to reduce distances pedestrians must cross an arm

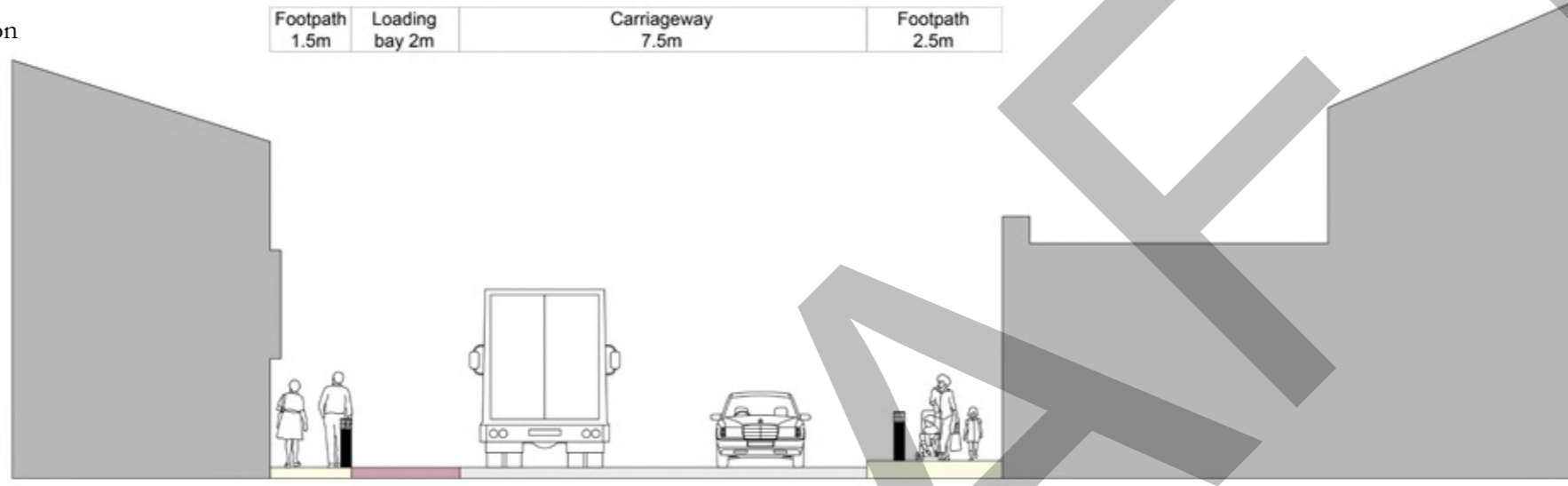
Provision of a diagonal crossing movement(s) / all red phase for pedestrians to cross



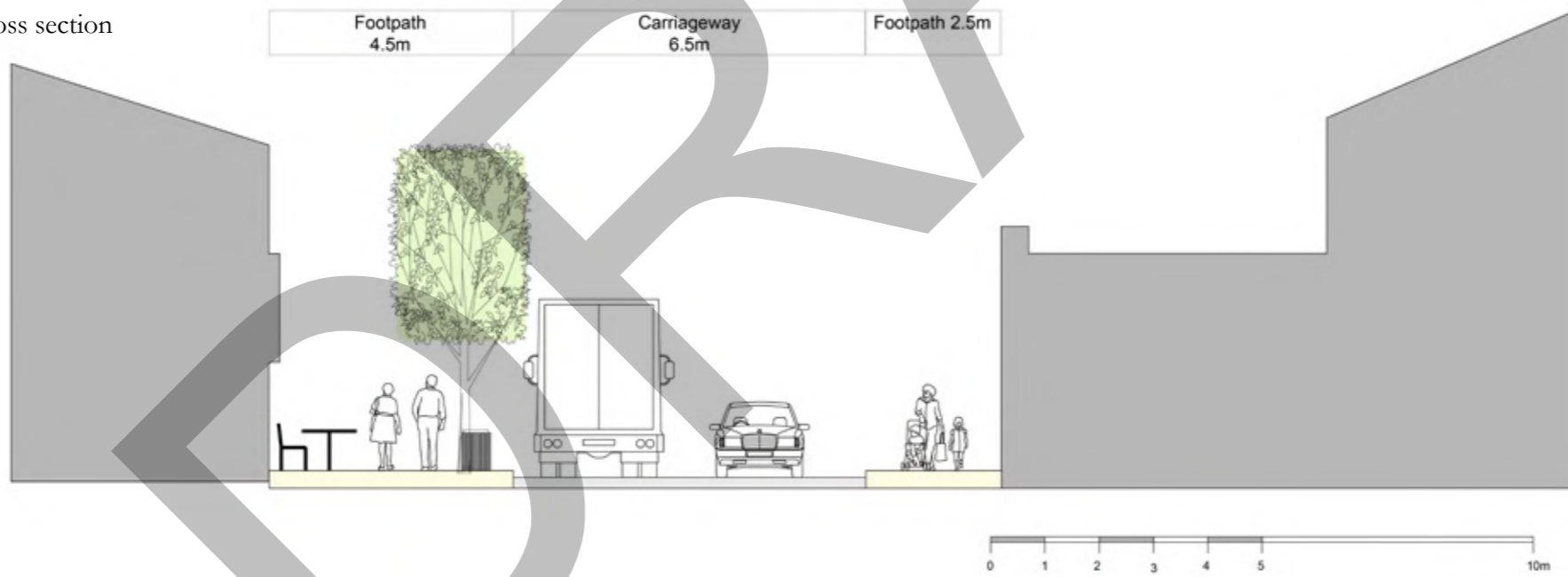
Precedent images



Existing cross section



Proposed option cross section



Priority - High

Description – Reorganise Copson Street into a pedestrian priority area

Purpose - To develop the public realm and environment for pedestrians along Copson Street

Baseline - Copson Street seems to be used by through-traffic and bus routes contributing to a low quality public realm experience. Parked vehicles contribute to this impression. Large areas of the public realm along Copson Street is also dedicated to loading.

Proposals - Pedestrianising Copson Street will be achieved through creation of a linear community space and pedestrian first street that provides space for regular community events (e.g. markets). This will provide an enhanced shopping experience in a car-free environment.

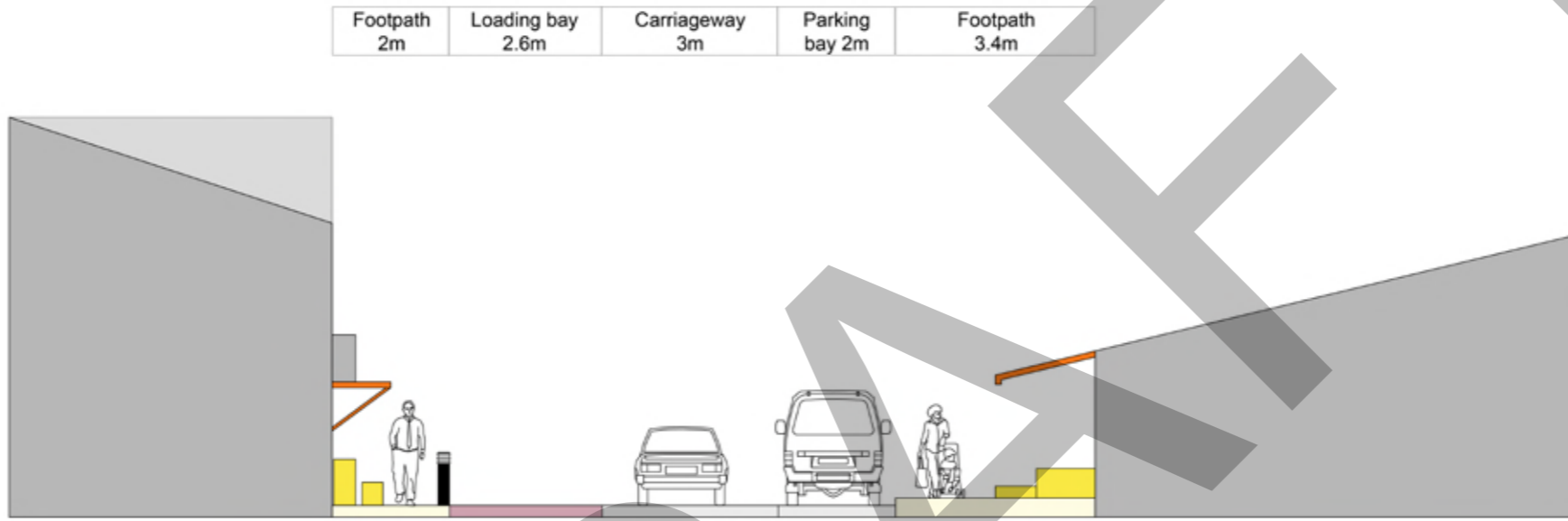
Low Intervention - Temporary closure of the road to through traffic (access only and bus service 179) at specific times day / days of the week. Restrict servicing to specific hours e.g. before 10am / after 7pm or allow in designated areas. Maintain access for businesses located in Surcon House. To support public realm aspirations for Copson St bus service 179 will be diverted via Burton Road & Hill Street back to Copson Street. The bus stop on Copson St to be moved to the western end.

High Intervention - Permanent closure of Copson Street to traffic with servicing & access restricted to specific hours e.g. before 10am / after 7pm. Access to Surcon House via new link from Burton Road (demolition of public toilets). Provision of shared surface (removal of identifiable carriageway)

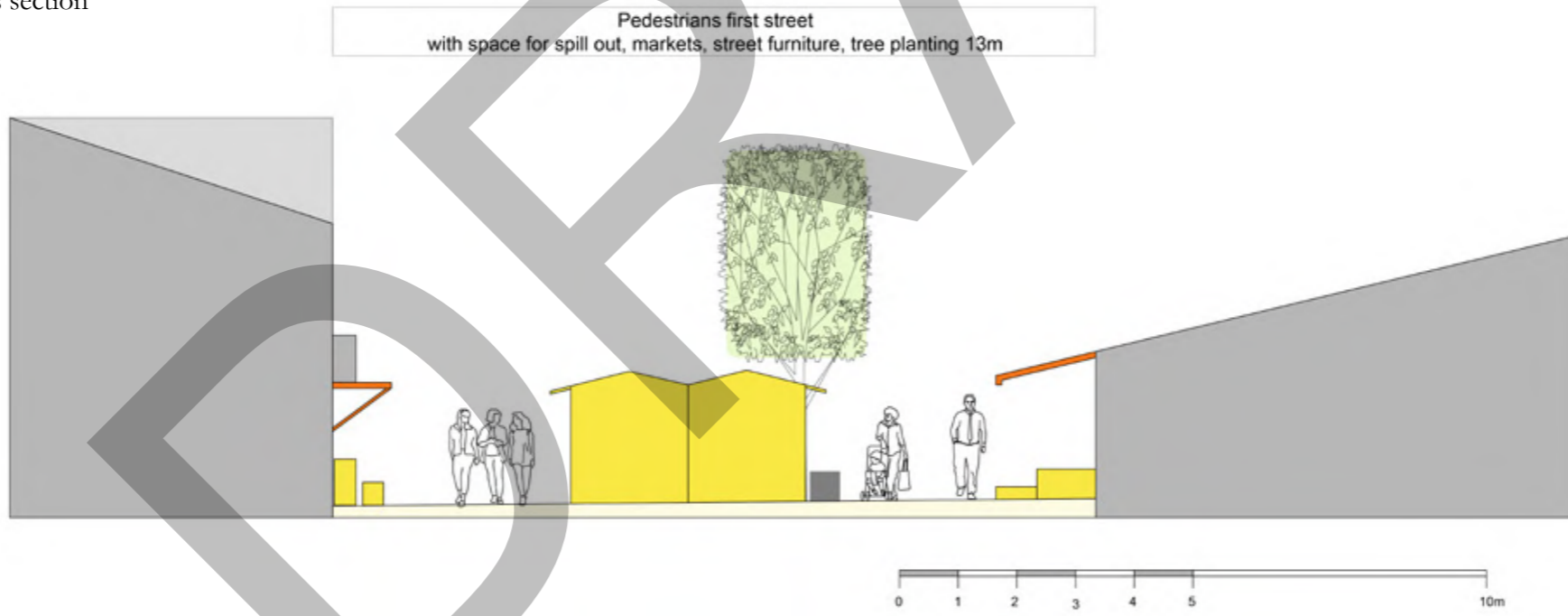


Precedent images

Existing cross section



Proposed option cross section



Priority - Medium

Description - Reduce crossing times for pedestrian sat the junction of Wilmslow Road/Palatine Road/Burton Road and Parsonage Road.

Purpose - To make pedestrian movement easier throughout the Village

Baseline - Pedestrian desire lines are determined by key attractors and access to public transport. Currently the provided pedestrian crossings do not follow those lines for positive pedestrian experience.

Proposals - Pedestrian connectivity between residential areas and the Village Centre are essential to its success as a community core and heart of the village. Short distance journeys on foot and cycle are proposed to be encouraged by improved pedestrian experience and cycle environment. This will include repairing and decluttering footways, providing resting opportunities and greened streets.

Low Intervention - Signs and on road markings, traffic calming measures and dropped kerb crossings (tactile paving) at key crossing points. Cyclist and pedestrian priority across side roads using markings and signs, improved lighting and provision of regular rest places

High Intervention - Provision of segregated cycle lanes & crossings, raised tables / shared surfaces at junctions & across sideroads. Restrict traffic and reassign road space for cyclists / pedestrians (where appropriate. Comprehensive wayfinding strategy, improved lighting and provision of rest places linked to smaller scale public realm improvements



Precedent images

Priority - Medium

Description - Provide attractive and distinctive gateways into the Village

Purpose - To provide a gateway into Withington Village at key entrance points

Baseline - A lack of signposting at key entrances into Withington Village minimises the sense of 'arrival' onto the Village when approached along key routes.

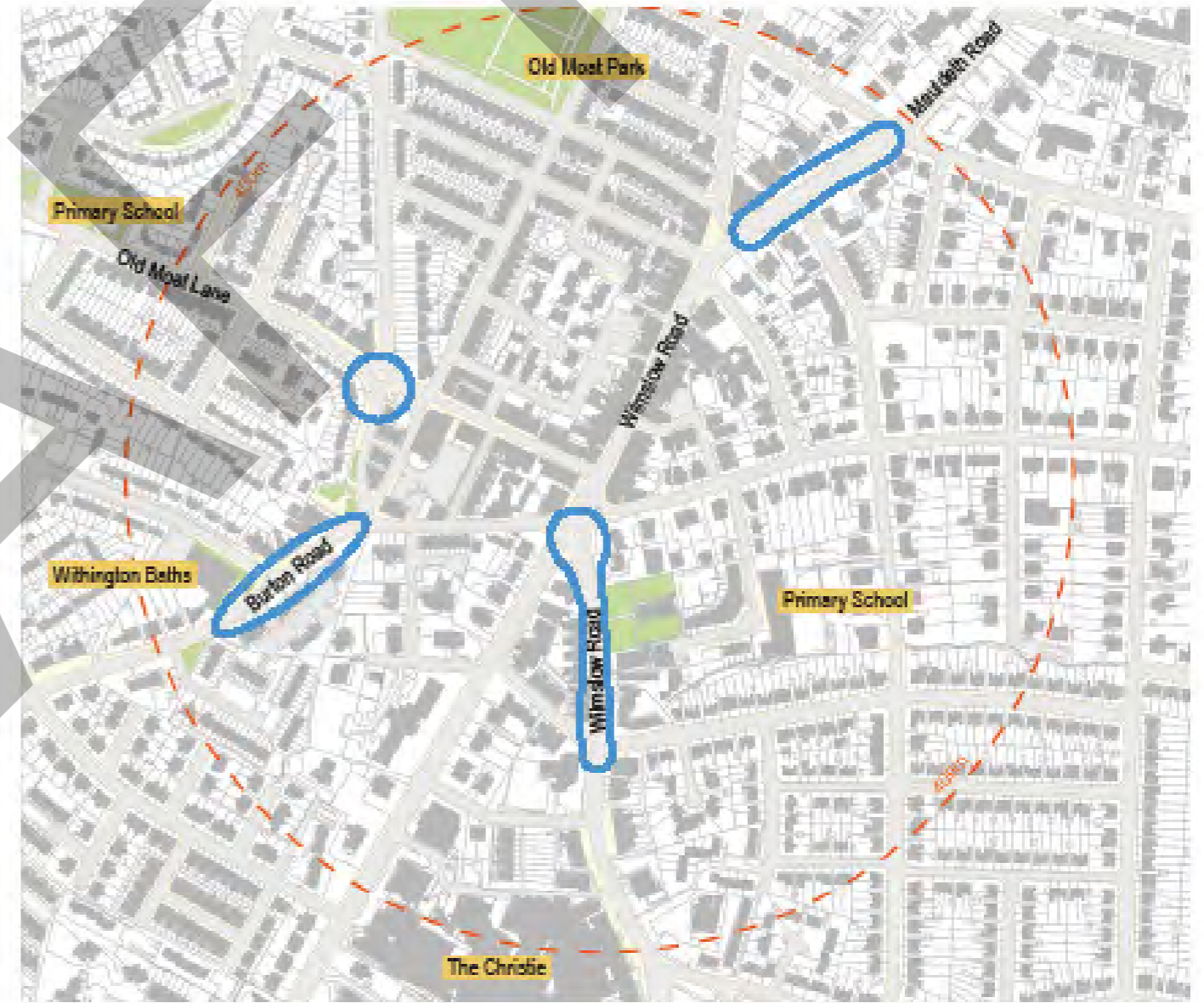
Proposals - It is proposed that the extent of the Village Core be defined at the entrance gateways into the Village Centre. Interventions could include traffic calming measures, public art, changes in materiality and street tree planting.

Low Intervention - Reduce the width of the carriageways to shorten the crossing distance. Provision of tactile paving at the crossing points. Provide a raised table across the mouth of the junctions. Provide raised uncontrolled crossings at gateways. Carriageway surface treatment different to approaches through the gateway section

High Intervention - Reduce width of carriageway at key entrances to shorten the crossing distance. Provision of a raised table or reduced height curbs through the gateway section. Carriageway surfacing / materials to be different to approaches through the gateway section.



Precedent images



Priority – High

Description - Invest in shopfronts to ensure façades are high quality and characterful

Purpose - To ensure that shopfronts are befitting and respectful of the Conservation Area

Baseline - A number of buildings within the Village have been identified as retaining their historic shopfronts, however there is potential that extant features remain beneath modern shopfront fascias and may be suitable for restoration.

Proposals - Reinstatement of appropriate shopfronts and signage and provision of appropriate shopfronts. Replacement doors, windows and shopfront windows. Repair of decorative masonry where appropriate. Cleaning and repair to historic shopfront details.

Low intervention - Cleaning of and repairs to historic shopfronts throughout the Conservation Area, including reinstatement of metalwork details and reinstatement of appropriate glazing.

High intervention - Cleaning of and repairs to historic shopfronts throughout the Conservation Area, including reinstatement of metalwork details and reinstatement of appropriate glazing. Reinstatement of appropriate shopfronts and signage, repair of masonry and more appropriate ground floor security shutters.



Precedent images



Opportunities for shopfront restoration identified in Withington

Priority - Medium

Description - Implement a programme of restorative works within the Conservation Area

Purpose - To restore the fabric of the Conservation Area and remove poor quality modern additions

Baseline - There are a number of poor quality modern shopfronts and additions that detract negatively from the historic fabric of the Conservation Area.

Proposals - The restorative works are to include repairing and redecorating gutters and eaves, reinstating historic details including roofing and windows, removal of paint to masonry/stone cills and removal of redundant fittings/signage and tidying and removal of wires and cabling on front elevations.

Low intervention - Removal of redundant fittings and signage, including tidying and/or removal of wires and cabling where necessary. Removal of inappropriate paint and graffiti.

High intervention - Consideration be given to potential for a unified paint scheme for features in Conservation Area, removal of pain to masonry and stone cills. Reinstatement of original windows, doors and similar features.



Enhancement opportunities identified in Withington

Priority - Medium

Description - Identify suitable, contemporary interventions in Withington Village

Purpose – To express Withington’s cultural identity through contemporary and appropriate design interventions

Baseline – Opportunities have been identified throughout Withington Village where contemporary shopfronts exist in the village and how this is representative of the popular culture style within the Withington Village.

Project Outline – Building on existing locations of contemporary shopfronts that have been identified as making a positive contribution to the character of the conversation area.

Low Intervention - A set of parameters for proposals in these locations is to be established to ensure any proposals do not adversely affect the setting of the conservation area and/or the adjacent heritage assets.

High intervention - The buildings occupying 458-462 and 455-459 Wilmslow have been identified as potential development opportunity sites and present the opportunity for high quality contemporary design within the commercial core area



Contemporary facades in Withington



Priority - High

Description - Explore opportunities for public art throughout Withington Village

Purpose – To provide support to street art projects in Withington Village

Baseline – Existing mural art pieces have been identified within the conservation area, which is predominantly within the commercial core and contributes positively to the street scene.

Project Outline - Artwork is representative of the popular culture style within Withington village the impact of the artwork on the conservation area, designated and non-designated heritage assets should always be considered with regards to locations of future artwork as to not adversely affect the setting of the conservation area and/or heritage assets.

Low Intervention – Building on the crowdfunding project of We Are Withington, further community initiatives to secure additional community public art projects throughout the Village core.

High intervention - A set of parameters for opportunity sites for potential artwork are to established, this will consider site location for example not siting art work on listed building or positive contributor buildings, and is to be reviewed further following site investigation with all potential locations subject to consultation.



Precedent images

Priority - Medium

Description – Improvements to the environment of the public car parks, so that they become attractive public spaces within the Village. There may be scope for facilitating development (particularly on Gledhill Street Car Park) provided that parking and servicing needs can be met as part of the Frameworks wider movement strategy.

Purpose – To improve the environment of surface level car parking in the Village so that they can be attractive public spaces.

Baseline - There are public, semi-public, and private off-street car parks in the Village. The car parks are unattractive spaces which deter from the appearance of the Village and used by businesses to store waste receptacles currently attracting fly tipping.

Low Intervention – Renovation and repair to existing surfaces, provision of bin stores, removal of graffiti and enhancement of landscaped borders. Introduction of cycle parking and vehicle charging points. Limiting length of stay during the day would free up space for visitors.

High intervention – Reconfiguration of spaces to provide a higher quality public realm. Potential for supporting and facilitating development and wider cultural events as well as providing for parking needs and servicing of businesses.



Precedent images

Priority - High

Description - Create an enhanced network of pedestrian and cycle routes around Withington

Purpose - To improve the cycle network and pedestrian access throughout Withington

Baseline - Pedestrian and cycle access is restricted throughout Withington, with vehicular movement and poorly located crossing points inhibiting movement. The major routes through the centre and on-road car parking reduce the ease of cycling through the Village.

Proposals - Development of segregated pedestrian/ cycle lanes and routes, possibly including pedestrian first streets partially or completely closed to through traffic, removal of on-street parking to provide opportunities for spill-out by businesses, and encouragement of integrated cycle movement.

Low Intervention - Signs and on road markings and traffic calming measures. Dropped kerb crossings (tactile paving) at key crossing points. Cyclist and pedestrian priority across side roads using markings and signs. Improved lighting and provision of regular rest places will also be a priority.

High Intervention - Provision of segregated cycle lanes & crossings and raised tables / shared surfaces at junctions & across sideroads. Restrict traffic and reassign road space for cyclists / pedestrians (where appropriate). Comprehensive wayfinding strategy, improved lighting and provision of rest places linked to smaller scale public realm improvements



Precedent images



Priority - Medium

Description - Improve accessibility for all users

Purpose- To make the Village centre readily accessible to all residents within Old Moat and Withington areas

Baseline - Connections to and from Withington Village to surrounding residential areas are challenging due to busy vehicular routes, such as Yew Tree Road and Wilmslow Road, that restrict pedestrian movement. Accessibility is therefore challenging to those who are less mobile or older.

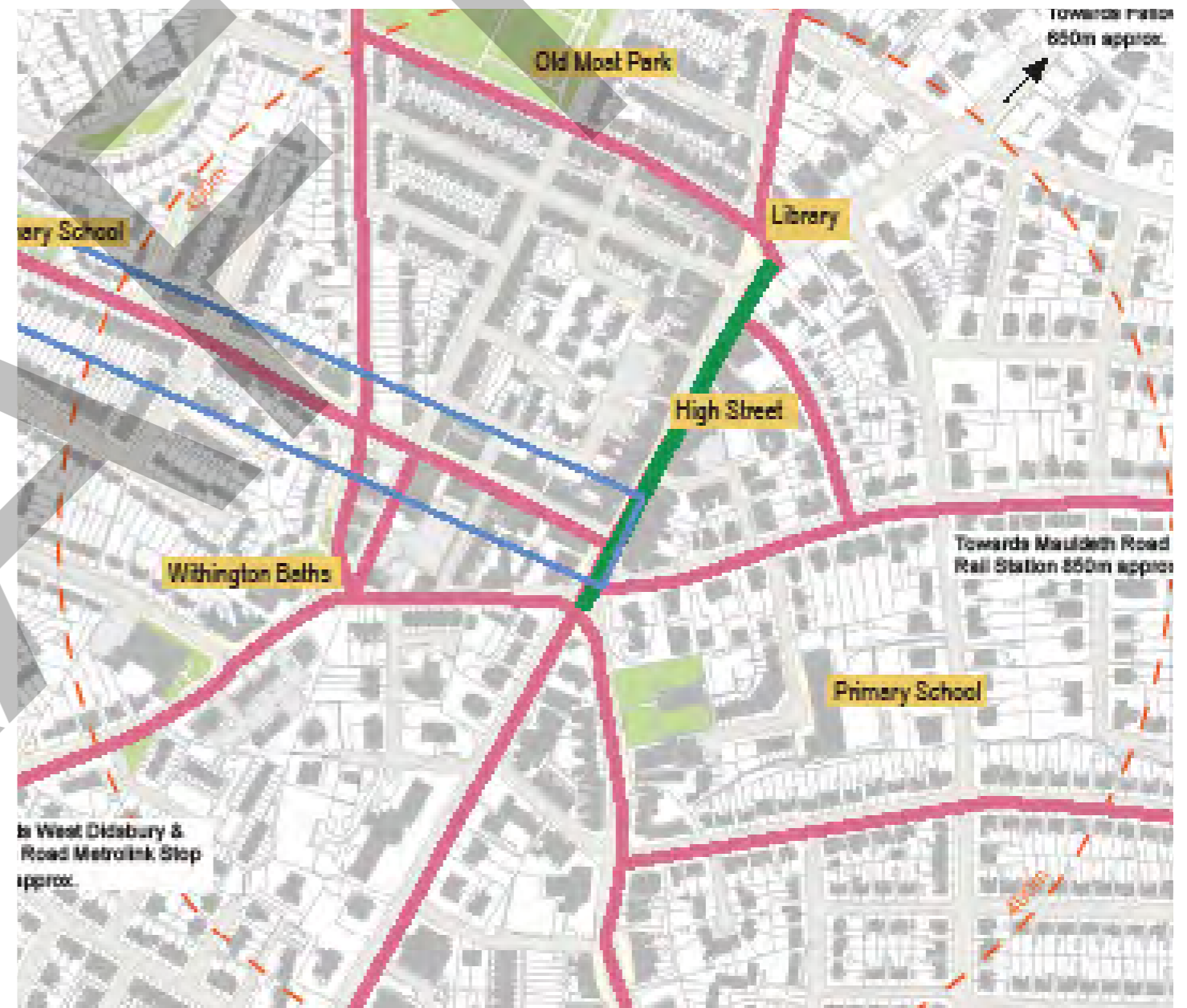
Proposals - This will include the introduction of street furniture, providing users the opportunity to 'stop and stay', improvements to the pavements to reduce the narrowness of them and improve connections between the residential areas, particularly Old Moat, and the Village Centre.

Low Intervention - Raised crossings at each key junction to allow level access of pedestrians and calming feature for vehicles at junctions, especially at Yew Tree Road roundabout. Dropped kerb crossings (tactile paving) at key crossing points and provision of regular rest places.

High Intervention - Raised tables / shared surfaces at junctions and across sideroads, including traffic restrictions and reassignment of road space for pedestrians where appropriate. Increase footway widths on corners of the junction. Provision of rest places linked to smaller scale public realm improvements.



Opportunity sites in Withington



Priority - Medium

Description - Promote Withington as a cultural destination

Purpose - To promote cultural activities in the Village in collaboration with the established cultural offer in the City Centre.

Baseline - Withington has a strong cultural background and heritage. It has made a number of contributions to popular culture.

Proposals - Encouragement will be given to pop-ups in vacant/ underutilised spaces in the Village Centre. Collaboration with the city's cultural organisations should be explored outside of the City Centre. This should be synergistic with Withington's cultural and heritage offer.

Low intervention - Development of local cultural events, markets, pop up events and activities utilising the centres public spaces and underutilised buildings. Using artwork to promote the Villages cultural heritage.

High intervention - To collaborate with the city's cultural organisations to develop in the Village a distinct cultural offer outside of the City Centre. Consideration should be given to utilising Withington Village Hall, the Baths & Leisure Centre and other public buildings in the Village to develop the Village as a cultural hub.



Precedent images

Priority - Medium

Description - Explore suitable opportunities for development or enhancement of existing buildings

Purpose – To revitalise Withington Village centre through suitable opportunities for development or enhancement of existing buildings

Baseline – Withington village is a historic urban centre with a tight urban grain, with limited opportunity sites for development or enhancement.

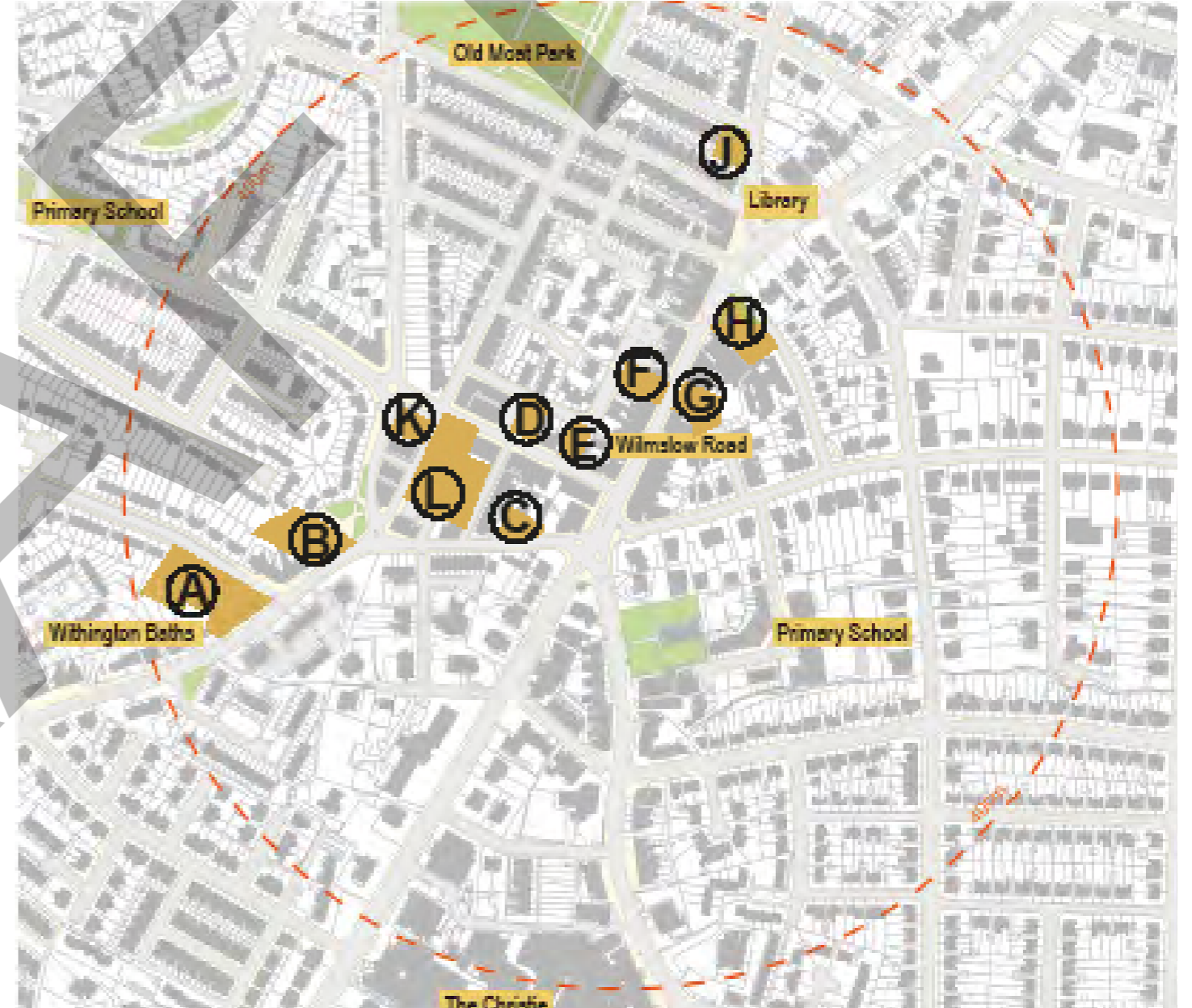
Project Outline - The baseline analysis of Withington Village has identified the possibility of targeted interventions in terms of smaller scale development opportunities and physical investment. Significant structural changes are not proposed, and are unlikely to be supported.

Low Intervention – Opportunities for restoration and reuse of buildings in the Conservation Area, through investment and repurposing existing buildings should be explored. There is also scope within the centre for an appropriate level of intensification.

High intervention - Where buildings are not fit for purpose, reconfiguration of existing buildings may be supported that would assist in delivering the Vision. Sites that come forward for redevelopment or new build proposals are not identified in the Plan and will be considered on a site by site basis in accordance with relevant planning policies.



Opportunity sites in Withington



**DRIVER**

# Appendix 2: Liveable Loveable Matrix



## Appendix 2: Liveable Loveable Matrix

Through their research, IPM have identified two key aspirations for district centres in Manchester. This is that they should meet functional needs, and be liveable, and meet affective needs, and be loveable. High Street UK 2020 research identified the following criteria as to whether a centre met liveable and loveable criteria:

### Liveable

- Does the offer meet the everyday, “convenience’ needs of the catchment?
- Are shops and other services open at suitable times?
- Is the centre clean and welcoming?
- Is the centre accessible (by a variety of transport modes), compact and walkable?

### Loveable

- Is there a central, spatial focus to the centre, like a market or attractive public realm?
- Are there community events and festivals that activate the centre?
- Are there unique attractions or businesses that add character to the centre?
- Is there a place management partnership that takes responsibility for the centre?

The following list provides an overview of key loveable and liveable priorities and assesses Withington against these.

A liveable centre will contain the following:		A loveable centre will contain the following:	
A food supermarket or concentrated food offer	✓	✓	Independent shops
Market provision	×	✓	Independent cafes
Augmented food offer (butcher, bakers, greengrocers)	✓	✓	Independent bars / pubs
Some comparison goods (e.g gifts, clothing, shoes, technology)	✓	✓	Independent restaurants
Household / DIY products	✓	✓	Individual attractions (businesses or natural assets) that ‘stand out’ on social media
Newspapers, magazines, tobacco, vaping	✓	×	Community Centre
Bank or building society and post office	✓	✓	Community events
Stationery and photocopying	✓	×	Community festivals
Beauty, hairdressers, barbers	✓	✓	Community groups
Public space and sporting facilities	×	✓	Residents groups
Facilities for children and young people	×	✓	Trade association(s)
Library	✓	✓	Sporting clubs (running groups, football etc)

Healthcare facilities (doctors and dentists etc) and pharmacy	✓	✓	A place management partnership
Professional services (accountant, solicitors etc)	✓	✓	Facebook groups / pages
Schools / Colleges	×	✓	Twitter accounts
Places of worship	✓	✓	Instagram content
Offices or other shared working space	✓	×	Local newspaper / radio / newsletter
Permeable centre with walking and cycling routes that connect the surrounding community to the centre (no barriers)	×	×	Cultural institutions
Public transport (buses, trains, trams)	✓	×	Performance venues
Be clean, tidy and free from litter	✓	×	Have a centre – a square, green-space, market, high street or some other physical ‘heart’ of the place
Feel safe and welcoming	✓	×	Have signs or apps to orientate people to a range of different attractions
Compact with the centre easily walkable	✓	✓	Evidence of community groups and other activities that activate the centre (e.g community noticeboard)
The centre should be connected to walking, cycling and public transport stops	✓	✓	Cues that people are taking care of the place – flower displays etc.

Assessed against the liveable/loveable priorities, it is clear that Withington meets many of the criteria to be considered as a liveable centre and is capable of meeting the convenience needs of the community. The centre benefits from public transport connections, and is easily walkable however it would benefit from improvements to the permeability of the Village. This would include the removal of barriers to pedestrian and cycle movement, particularly with surrounding residential areas including Old Moat.

Similarly Withington has many features commensurate with a loveable centre, including a range of independents, community events and groups, active Facebook, Twitter and Instagram accounts that advertise events and services in the Village and a trade association, We Are Withington. However the matrix does demonstrate that Withington would benefit from creation of a distinct ‘centre’, such as a public square and improved signage and orientation.

However it is clear that Withington does have many of the features that can identify a centre as being both liveable and loveable.

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**Manchester City Council  
Report for Resolution**

**Report to:** Executive – 9 September 2020

**Subject:** Charles Street & Granby Row Development Framework

**Report of:** Strategic Director (Growth & Development)

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### Summary

This report presents a draft development framework for three sites largely within a single ownership: Victoria Park and Charles Street in the wider Oxford Road Corridor area; and Granby Row within the Piccadilly regeneration area of the city centre.

The report requests that the Executive approve the framework in principle, subject to public consultation. The draft framework sets out the vision and guiding development principles for the comprehensive redevelopment of the three areas.

### Recommendations

The Executive is recommended to:

- Note the site context and opportunities presented by the draft framework for three key strategic sites within the city;
  - Approve the draft Charles Street & Granby Row Development Framework as a basis for consultation with local stakeholders;
  - Request the Strategic Director – Growth & Development undertakes a public consultation on the framework with local stakeholders; and
  - Request that a further report be brought back to the Executive, following the public consultation, responding to the comments received.
- 

### Wards Affected

Piccadilly & Rusholme

<b>Environmental Impact Assessment</b> - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city
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Each development plot brought forward within the Victoria Park, Charles Street and Granby Row framework area will need to be carefully considered in order to ensure that they support the City in meeting its zero-carbon target.
--

The redevelopment of underutilised and inefficient buildings which have a negative contribution on the carbon footprint of the city centre will provide the opportunity to deliver development which meets the highest standards of energy efficiency.
--

Development should aspire to deliver exemplar, industry-leading accreditations, such as BREEAM – Outstanding, and have a net zero-carbon impact.

The sites are all in highly accessible locations within the city centre and the wider Oxford Road Corridor, and will benefit from excellent and sustainable transport infrastructure. Local and national rail and Metrolink services are available at Manchester Piccadilly, a 5-minute walk from both the Charles Street & Granby Row sites. The Victoria Park site will benefit from the significant transport infrastructure investment made in recent years within the Oxford Road Corridor. This has included the successful Cross City Bus Priority scheme, implementation of segregated cycle lanes and creating and enhancing pedestrian routes to the city centre and key transport hubs. These initiatives have improved cross-city connections and reduced journey times for active travel and those using public transport. This site is also within walking distance of the Manchester Royal Infirmary and University campuses.

The proposed introduction of new public realm will allow for the activation of the spaces and enhance the green infrastructure amenity within the framework areas.

<b>Manchester Strategy outcomes</b>	<b>Summary of the contribution to the strategy</b>
<p>A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities</p>	<p>The draft development framework presents a coordinated and holistic vision for the redevelopment and regeneration of three distinct areas of the city centre and Oxford Road Corridor. Development will provide a range of job opportunities during construction and in the future operation and management of the student accommodation, residential development and commercial spaces created.</p> <p>Students make a significant economic contribution to Manchester whilst they live and study in the city. Development within the Oxford Road Corridor area, in close proximity to the primary University campuses, which creates a high quality residential offer for students is critical for Manchester’s Universities’ ability to attract and retain students in a global market. It is envisaged that the provision of high quality PBSA and residential accommodation at various price points, tenures and sizes will support this.</p> <p>Well-connected, purpose-built student accommodation in appropriate locations will also free-up residential properties in other parts of the city, further away from the Universities,</p>



	<p>increasing the supply of good quality homes for sale and rent to Manchester residents.</p>
<p>A highly skilled city: world class and home grown talent sustaining the city's economic success</p>	<p>Development at the Victoria Park, Charles Street and Granby Row sites provides the opportunity to reinvigorate areas of the city which are currently underutilised. The sites are positioned in prominent gateway locations to the Oxford Road Corridor and Manchester Piccadilly Station. The Oxford Road Corridor, a world-class innovation district with a workforce of almost 80,000 people, is also home to one of the largest clinical academic campuses in Europe, and generates around 20% of the city's GVA.</p> <p>The development framework also sets out the opportunity to create affordable / key worker housing in close proximity to major employers, such as the Manchester Royal Infirmary, which will support the attraction and retention of the talent necessary for a growing global city.</p>
<p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p>	<p>The proposals set out within the development framework have been developed to align and support the range of regeneration activity in the wider local area. Development adjacent to the two city centre sites is either planned or underway at Piccadilly, Mayfield, North Campus, Kampus, Circle Square and First Street. All of these schemes will complement and benefit from the proposed development at Charles Street &amp; Granby Row.</p> <p>Within the wider Oxford Road Corridor, the provision of new, affordable housing will provide Manchester residents with access to high quality housing in a location which benefits from excellent accessibility by public transport and is located within walking distance of major employers.</p> <p>The proposals will contribute to demand for a range of new residential accommodation which will support the growing city centre population which is expected to increase from current levels of circa 65,000 to 100,000 residents by 2026.</p>
<p>A liveable and low carbon city: a destination of choice to live, visit, work</p>	<p>Development at the sites has the potential to transform a southern entrance point to the city centre. Major regeneration schemes at</p>

	<p>Piccadilly, Mayfield and Circle Square will all see a significant increase in the number of people living, working and spending time in this part of the city centre. Given its location, the framework for Victoria Park, Charles Street and Granby Row can support and benefit from the pipeline of adjacent development.</p> <p>The proposals recognise the importance of creating cohesive, high quality public realm and excellent pedestrian connectivity. This will not only be a catalyst for creating a sense of place at each site, but also ensure strong connections to neighbouring parts of the city.</p>
<p>A connected city: world class infrastructure and connectivity to drive growth</p>	<p>This prioritisation of improved connectivity to surrounding areas will support the major regeneration activity underway at Mayfield, Circle Square and along the Oxford Road Corridor. Development can provide enhanced access to residents and visitors from these emergent developments and deliver critical links to the employment, educational, retail and leisure and cultural opportunities that exist within the city centre.</p> <p>The framework sites are well located; the Charles Street and Granby Row sites are centrally positioned between two major rail hubs, Manchester Oxford Road and Manchester Piccadilly, whilst Victoria Park benefits from excellent bus connectivity and a range of recent active travel infrastructure investment. All of the sites which form the framework area are ideally positioned to drive growth sustainably.</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**

Development proposed within the framework would create additional residential and commercial accommodation which in turn would generate additional Council Tax and Business Rates Payments.

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

### **Financial Consequences – Capital**

None

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

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

- Former BBC Site Strategic Regeneration Framework – July 2013
- North Campus Strategic Regeneration Framework – May 2017
- Mayfield SRF – May 2019
- Oxford Road Corridor Strategic Spatial Framework – March 2018
- Oxford Road Corridor Strategic Regeneration Framework Guidance – October 2018
- Report to the Executive – Draft Oxford Road Corridor Strategic Spatial Framework Guidance – September 2019

## 1.0 Introduction

- 1.1 The Victoria Park, Charles Street & Granby Row Development Framework area covers three sites within the city centre and wider Oxford Road Corridor area. Two of the sites (Charles Street & Granby Row) are located at the south-easterly gateway to the core of the city centre. The third site is located within the wider Oxford Road Corridor at Victoria Park.
- 1.2 IQ is one of the largest providers of purpose-built student accommodation (PBSA) in the UK with a portfolio of over 28,000 operational bed spaces across 68 sites in 28 locations. It is also the second largest provider of PBSA in Manchester, owning and operating circa 3,600 bed spaces across 11 sites. The three sites which form the Charles Street & Granby Row Development Framework are largely within the ownership of iQ Student Accommodation (IQ) who propose a significant level of investment over the next 10-15 years.
- 1.3 Each site is underutilised, with a mix of uses, including; car parking, hotel, student accommodation and commercial spaces including office, retail and leisure. These sites have the potential to make a significant contribution to the realisation of a number of the City Council's strategic objectives, by:
- Delivering net-zero carbon development, which supports Manchester's aspirations to be a carbon neutral city by 2038;
  - Delivering a significant amount of new affordable housing;
  - Contributing to the ongoing transformation and regeneration of the city centre linking existing and emerging regeneration areas such as Circle Square to Mayfield;
  - Creating vibrant new places
  - Delivering high quality PBSA, close to the academic campus thereby supporting the attraction of talent within the Oxford Road Corridor;
  - Supporting the growth of the tourism economy through the qualitative and quantitative enhancement of the existing hotel offer;
  - The creation of employment opportunities, including for local people, both during the construction phase and during operation once completed.
- 1.4 The framework sets out an overarching vision to create new places and bring underutilised space back into use. Development would seek to provide:
- Purpose-built student accommodation in a central and well connected location for the Oxford Road Corridor campuses of the University of Manchester (UoM) and Manchester Metropolitan University (MMU) to meet increased demand;
  - An enhanced hotel offer, close to Piccadilly Station;
  - Co-Living accommodation that can diversify the choice of residential accommodation in the city centre and complement / support the concentration of business and commercial activity that shall emerge at Mayfield and at ID Manchester;

- A range of commercial and social spaces such as bars, restaurants and retail facilities, encouraging visitors to spend time and socialise within the area;
- Affordable housing which will support the growing demand for homes within close proximity to the range of employment opportunities on offer within the city centre;
- New connections and generous public realm to create a sense of place and ensure the areas' integration with the wider city centre and its neighbourhoods.

## 2.0 Development Context

- 2.1 There are a number of key schemes that are currently in development which are located close to the Charles Street & Granby Row Development Framework. The development of the draft proposals for the area have been influenced by these regeneration schemes. Proposals for all sites present a key opportunity to respond to, and complement, development being delivered within these adjacent areas and provide critical linkages from Piccadilly through the Oxford Road Corridor to First Street and Great Jackson Street.
- 2.2 **Circle Square** - The Circle Square masterplan includes 2.3m sq. ft. of floor space comprising of 1m sq. ft. of commercial space. The scheme also incorporates 680 new apartments and 1100 VITA Student serviced apartments alongside retail, leisure and hotel amenities in addition to significant public realm investment. Development of the site started in 2016, with VITA already delivered and fully let; a second, significant phase of development will be completed later this year. When complete it is envisaged that the site will support 9,000 new jobs.
- 2.3 **North Campus** – North Campus / ID Manchester is a £1.5billion regeneration scheme to create a world-class innovation district at the former University of Manchester campus. A SRF for the area was approved in May 2017 which details the ambition to transform the 26-acre site into a leading European innovation district. The site has the potential to deliver 3.5 m sq. ft. of mixed use space, incorporating 3 acres of public realm. This will include 2.6 m sq. ft. of offices and the potential to create 6,000 jobs.
- 2.4 **Piccadilly** – The vision for Piccadilly is to deliver a major new district for Manchester with a world-class transport hub at its heart. The arrival of HS2 and NPR into Manchester will provide a once-in-a-century opportunity to transform and regenerate the eastern side of the city centre. The SRF for Manchester Piccadilly sets out a commercially led, mixed use regeneration scheme with the potential to support up to 40,000 new jobs, 13,000 new homes and circa 9 m sq. ft. of new commercial development.
- 2.5 **Mayfield** – The 20-acre Mayfield site represents the opportunity to create a distinctive and unique city centre district. The area forms part of the wider Piccadilly Strategic Regeneration Framework area however, benefits from its own SRF. This framework outlines the scope to deliver a commercially led

mixed use neighbourhood supported by a significant residential community alongside unique retail and leisure amenities and a new city park. When complete the site will deliver 1.6 m sq. ft. of office space, 1,400 new homes, a 350-bedroom hotel, a range of unique retail and leisure amenities and support 10,000 new jobs. A range of temporary uses have already been successfully held including Escape to Freight Island, Dirt Factory, and a range of major events including Pride and Manchester International Festival. The first phase of development, including the new Mayfield Park, is due to start on site later in 2020.

- 2.6 **Oxford Road Corridor** - The Oxford Road Corridor is a key zone of academic excellence, innovation and entrepreneurship within Greater Manchester, with more employment creation potential than anywhere else in the city region. The area is already home to almost 80,000 jobs, over half of which are within knowledge-intensive sectors, including the health, education and professional, scientific and technical sectors. Employment within the Oxford Road Corridor has increased by 11 % over the last four years and the area accounts for 20% of Manchester's GVA, totalling over £3.6 billion. Future growth forecasts for the area estimate the creation of an additional £2 billion of GVA and a significant growth in employment, taking the total number of FTE jobs to over 104,000 by 2025.

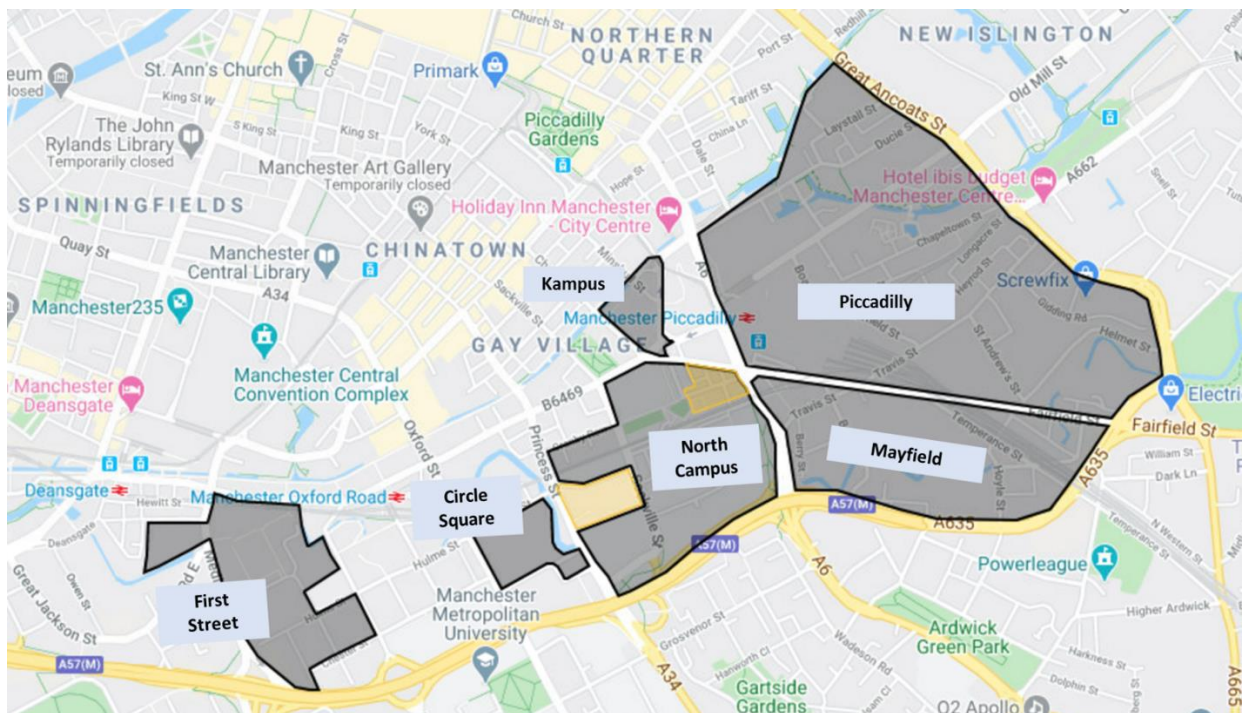
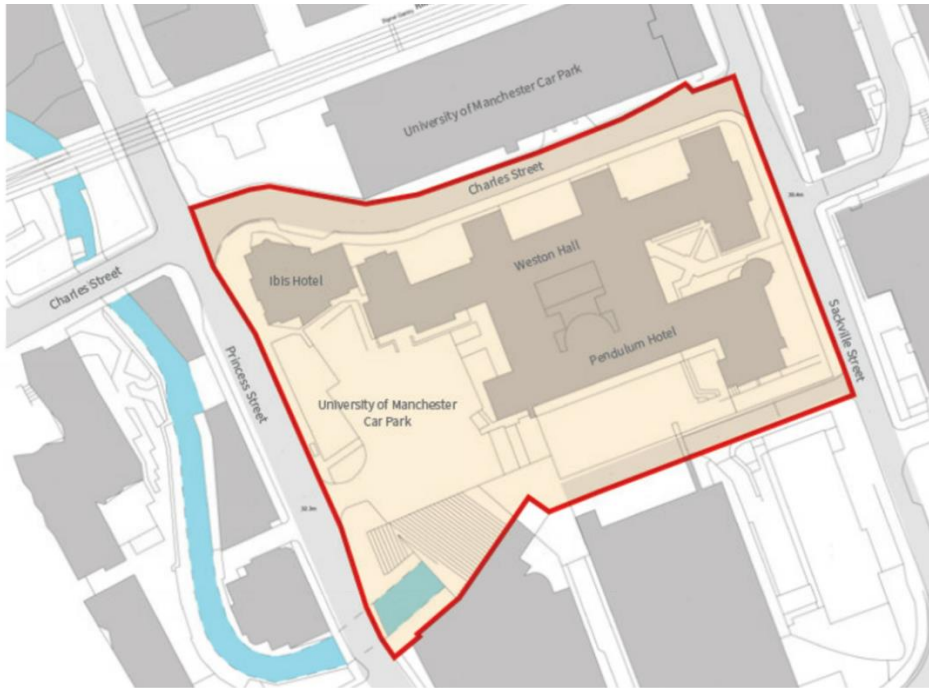


Fig 1.1 – Adjacent development areas

### 3.0 Charles Street Area

- 3.1 The Charles Street framework area is bound by Charles Street, Princess Street and Sackville Street.

- 3.2 The site is located within the Oxford Road Corridor, strategically positioned to the immediate west of ID Manchester and, to the east, is separated from Circle Square by Princess Street.
- 3.3 Charles Street represents an opportunity to create a new destination within a currently underutilised part of the city centre, making it an attractive place to live, visit and spend time. Existing buildings on the site include Weston Hall (PBSA), the Pendulum Hotel and the IBIS hotel. The buildings are dated, make little contribution to the quality of the physical environment and, in the case of Weston Hall / Pendulum Hotel, and act as a barrier to pedestrian movement from east-west between Oxford Road and Piccadilly. The site also includes a surface car park with a frontage to Princess Street which is within the ownership of UoM.
- 3.4 The draft framework outlines the scope to provide a combination of new PBSA, residential accommodation and a range of commercial and social spaces such as bars, restaurants and retail facilities at ground floor level alongside generous new areas of public realm. Density could be significantly increased at the site and taller buildings could be appropriate.
- 3.5 Public realm and green space is proposed adjacent to Princess Street, Charles Street and Weston Hall that would complement the existing public space and improve pedestrian connectivity through the site. Delivering new public realm which prioritises the pedestrian environment will require exploration of the potential to prevent through-traffic within Charles Street.
- 3.6 The draft framework seeks to prioritise enhanced connectivity and improve the integration of Charles Street and Granby Row with other parts of the city centre. Neighbouring development at Great Jackson Street, First Street, Circle Square and Mayfield are already creating significant increases in the number of people living, working or visiting this part of the city centre. Providing safe and secure connections between each of these areas, in addition to key transport hubs, is of fundamental importance to the function of the city centre.



**Fig 1.2 – Charles Street Site**

#### **4.0 Granby Row Area**

4.1 The Granby Row framework area is in the Whitworth Street Conservation Area, where the boundary of the Oxford Road Corridor meets the Piccadilly and Mayfield SRF areas, and within the 'Southern Arc' of higher density development extending from the Great Jackson Street area in the west to Mayfield in the east.

4.2 The framework area is bounded by Fairfield Street and London Road, and occupies a prominent location, adjacent to Piccadilly Station and Mayfield. The site holds the potential to provide a landmark eastern gateway into ID Manchester, the Charles Street framework area, Circle Square and First Street.

4.3 Granby Row contains 5 buildings; IQ are the freehold owners of the Echo Street, Lambert House, Fairfield House and Warehouse One buildings in addition to holding a 150-year lease for Bainbridge House. The functions of these buildings are as follows:

- **Echo Street** – A Co-Living / PBSA development which is presently under construction.
- **Bainbridge House** - A largely vacant office building
- **Lambert / Fairfield House** – Purpose Built Student Accommodation
- **Warehouse 1** – Student Accommodation

4.4 The framework proposes a landmark building at Bainbridge House directly opposite Piccadilly Railway Station. The draft framework sets out guiding



principles for the delivery of a 55 storey building housing a hotel and co-living accommodation.

- 4.5 The framework sets out principles that would activate Granby Row through the introduction of ground floor commercial uses at Lambert House and Fairfield House, together with enhancements to the surrounding public realm.
- 4.6 The site is close to the University campuses and the principal retail and leisure areas of the city centre, and has historically provided student accommodation. Further purpose-built student accommodation has recently been delivered at Circle Square, and on New Wakefield Street.

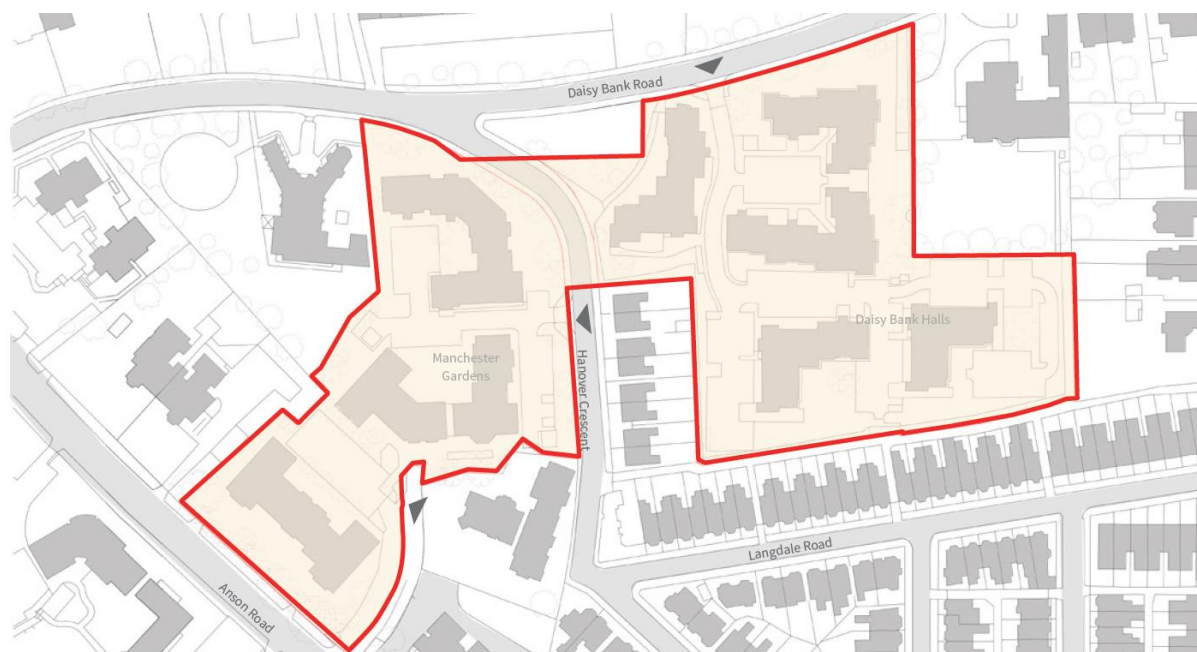


**Fig 1.3 – Granby Row Site**

## **5.0 Victoria Park Area**

- 5.1 Victoria Park is located immediately south of the Oxford Road Corridor, with Anson Road to the west and Daisy Bank Road to the east.
- 5.2 The area is highly accessible by public transport and close to key employers, such as Manchester University NHS Foundation Trust (MFT) and UoM and other locations identified for future employment-led development within the health and life sciences sectors, such as Manchester Science Park (MSP). The surrounding area is predominantly residential in nature.

- 5.3 The area comprises the Manchester Gardens and Daisy Bank Hall student accommodation sites, situated within the Victoria Park Conservation Area. The buildings are of poor architectural quality and detract from the historic character and appearance of the conservation area. As gated developments they also preclude access by the wider community and prevent pedestrian movement east to west. There is, therefore, a significant opportunity to repair the townscape qualities of this part of the Victoria Park Conservation Area, and to enhance its character and appearance.
- 5.4 The draft development framework proposes the release of land within Victoria Park to a Registered Provider (RP) for the provision of affordable / key worker housing. The site could accommodate up to 300 homes of a variety of styles and sizes (including houses and apartments) of mixed tenure (e.g. shared ownership, affordable rent and social rent) along with associated areas of public open space and facilities for car and cycle parking. The site has the potential to provide 10% of the city's remaining affordable housing target to 2025, and accommodation could be targeted at key workers.
- 5.5 A detailed analysis of the special qualities of the Victoria Park Conservation Area has been undertaken and is presented in Appendix 5 of the draft framework. This analysis has informed the creation of development principles which could help to guide the future development of the site. For example, the height of buildings is to be restricted to three storeys where adjoining existing housing on Langdale Road. There may, however, be opportunities for buildings of greater height on Anson Road.
- 5.6 The development principles proposed a sensitive approach to architectural details and the use of materials, e.g. the need for use of traditional building materials, such as red brick, with detailing to reflect the distinctiveness of the existing townscape within the Conservation Area. The framework sets out the opportunity to incorporate new areas of open and green spaces between buildings and new footpaths to connect the area; as well as the creation of legible entrances and active frontages. Limited levels of parking are proposed, in favour of public and active transport, with parking to be provided outside individual houses or within communal parking areas, while the provision of secure cycle storage is encouraged for all properties.



**Fig 1.4 – Victoria Park Site**

## **6.0 Pre-Draft Development Framework Consultation**

6.1 IQ Manchester have carried out some initial, informal consultation during the process of developing the draft framework in order to understand the views of local members, residents and organisations. In addition to meetings with local Members (Piccadilly, Rusholme and Ardwick wards), and the universities, a number of local stakeholders were contacted (tenants, statutory consultees such as Historic England, Network Rail etc) as well as a total of 4,000 homes and businesses in and near to the development areas to invite feedback and a total of 34 responses were received during this period of consultation. The key issues raised are set out below, and have been taken into account within the final draft document. An accompanying Consultation Report has also been prepared which summarises the following feedback:

- Housing need and tenure – the level of affordable housing, student accommodation and co-living accommodation;
- Scale of development - in particular, appropriateness of scale height, density and distance between buildings;
- Planning and consultation – including how the framework links to the North Campus framework and the need for more local engagement;
- Environment and sustainability – the provision, and amount, of green space, sunlight and daylight, and more information on zero-carbon development and social cohesion;
- Detailed local issues – including the impact on local areas (both during and after construction) and amenity provision;
- Heritage – the impact on key buildings and their surroundings;
- Highways and parking – including parking arrangements, traffic calming, pedestrian routes, cycle provision and the impact on bus routes.

- 6.2 Subject to Executive approval, a formal consultation exercise on the draft development framework will be undertaken by the Council, in line with the usual process for regeneration and development frameworks.

## **7.0 Environmental and Sustainability Design Principles**

- 7.1 Sustainable development holds a vital role in all regeneration initiatives across the city. The city's approach to climate change has significantly intensified in recent years and it is envisaged that all development proposals will play a fundamental role in tackling climate change and supporting the city's carbon-neutral strategy.

- 7.2 To effectively support the Council in achieving its 2038 zero-carbon target, the development of regeneration proposals within the Charles Street & Granby Row Development Framework will need to consider:

- Innovative development design which achieves the highest standards of sustainability;
- How construction can be undertaken sustainably to minimise impacts on the environment;
- An approach to connectivity which prioritises sustainable transport. This should seek to prioritise active travel through the provision of functional and attractive pedestrian routes and cycling infrastructure. Additionally, development should maximise the excellent nearby public transport connections;
- The draft proposals for the Charles Street site details opportunities to introduce new, generous areas of public realm and green space. This will deliver better activation of the spaces within the framework area and enhance the green infrastructure amenity which will have a positive impact on the surrounding built environment.

## **8.0 Conclusion**

- 8.1 The Charles Street & Granby Row Development Framework covers important but underutilised parts of the city, with the potential to significantly contribute towards Manchester's regeneration and growth ambitions. Development of these sites can:

- Support the continued growth of Manchester's diverse population through the provision of high quality residential accommodation;
- Introduce new public realm, green space and amenity provision into the area and make it an appealing place to visit and spend time;
- Deliver connections which link together the mix of established city centre neighbourhoods and transformational regeneration underway in this part of the city; and

- Provide a significant quantum of affordable / key worker housing. In particular, the proposals have the potential to accommodate up to 300 affordable homes of varied of types at Victoria Park.
- 8.2 The draft framework sets out the opportunity to provide a mix of high quality accommodation including a significant quantum of student accommodation, and new homes for Manchester's working households, all located to benefit from the wide range of employment opportunities, cultural and leisure amenities and education facilities within the city centre. The sites are particularly well positioned with regards to the city's higher education institutions and the MFT site, with the potential to provide accommodation to support employees and students of these important institutions.
- 8.3 As part of project delivery, IQ will work to safeguard and sustain existing employment. Significant new jobs will be created through construction and operation. Section 6 of the draft framework details circa 275 FTE jobs during construction and c270 jobs when operational in leisure, retail and building management roles. In the Granby Row area, Bainbridge House currently accommodates 4 business occupiers, with leases due to expire in August 2021. The standard of the office accommodation in Bainbridge House increasingly doesn't meet modern business requirements; there is sufficient alternative (and higher quality) supply within the city to accommodate relocations. IQ will work positively and constructively with all occupiers that remain to support them in ensuring business continuity.
- 8.4 IQ are engaging with the operators of the Nursery located in Weston Halls (part of the Charles Street area) and will work proactively to find alternative premises to facilitate relocation, when phasing necessitates this. The Nursery has previously been located on the Echo Street site, and IQ successfully worked with the operators to relocate to Weston Halls, maintaining employment and the effectiveness of the operation. The Pendulum Hotel (also part of the Charles Street area) is presently operated by IQ: The development framework proposes replacement (higher quality) hotel accommodation on Bainbridge House, which will offer opportunities for staff relocation. Where displacement may occur, IQ will work with existing staff to identify other recruitment opportunities within the wider, extensive IQ estate within Manchester.
- 8.5 The development framework presents initial details of the planned phasing of development which will ensure the re-provision of employment opportunities within the proposed PBSA at Granby Row from that presently available at Manchester Gardens / Daisy Bank Hall
- 8.6 Recommendations can be found at the front of this report.

## **9.0 Key Policies and Considerations**

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

- 9.1 The proposals will create enhanced connections to the surrounding city centre communities, providing excellent access for local residents to the amenities and opportunities within the area. Additionally, as planning applications are developed within the framework area, there will be an expectation for developers to demonstrate a continued commitment to ensure that design standards throughout comply with accessibility standards.

**(b) Risk Management**

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

**(c) Legal Considerations**

- 9.3 Subject to Executive approval to go out to consultation a further report will be brought to the Executive after the public consultation exercise which will set 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 the Local Planning Authority.

**Manchester City Council  
Report for Resolution**

**Report to:** Economy Scrutiny Committee - 3 September 2020  
Executive - 9 September 2020

**Subject:** Housing Revenue Account Delivery Model - Northwards ALMO Review

**Report of:** The Chief Executive

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### Summary

To inform the Executive of the outcome of the recent “due diligence” review of the Arms Length Management Organisation (AMLO), Northwards Housing, undertaken by Campbell Tickell. The report provides a summary of the findings. It is proposed to develop a service offer to tenants in light of the findings in order to move to a full consultation and “test of opinion” of tenants and leaseholders to the service being brought in-house.

### Recommendations

Executive is asked to:

1. Note the review concludes:
    - doing nothing is not an option;
    - that there is an opportunity to achieve savings of at least £77m over the 30-year business plan by ending the current arrangements under which the Council’s housing stock is managed by Northwards Housing Limited (NHL). Savings can be achieved by the removal of duplicated costs and service improvements. Savings would support the viability of the HRA and allow continued investment in the housing stock, work to include achieving a zero carbon City and new build projects.
  2. Confirm that insourcing the service remains the preferred option and the intention to take over direct management of the Housing Service into the Council from 5 July 2021 subject to a “test of opinion” involving all tenants and leaseholders.
  3. Note the proposals contained within the report about how the new council controlled service offer will be developed and how, in future, tenants will be involved and empowered in the decision making about services to homes and communities.
- 

### Wards Affected:

Higher Blackley, Charlestown, Crumpsall, Harpurhey, Moston, Cheetham, Miles Platting and Newton Heath, and Piccadilly

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

The retrofitting of existing homes managed by Northwards is one of the key aspects of this proposal. The HRA cannot currently support the level of investment required to achieve a number of investment objectives including the level of retro-fit to meet Zero Carbon. Measures need to be taken to manage the projected deficit in the HRA in order to meet Zero carbon and other policy aspirations.

<b>Manchester Strategy outcomes</b>	<b>Summary of how this report aligns to the OMS</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	As the largest single landlord in the City the Housing service is a major source of contracts and supplies that ideally are sourced locally. Options under consideration will seek to maximise the community wide benefits and impact in North Manchester.
A highly skilled city: world class and home grown talent sustaining the city's economic success	A major employer the Housing services for the council stock currently employs c350 people and supports apprenticeships and wider skills development.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The housing service is the largest single community influencer in North Manchester alongside the City Council.
A liveable and low carbon city: a destination of choice to live, visit, work	Central to this report is the investment needed to retrofit existing homes in order to achieve a Zerocarbon housing stock. .
A connected city: world class infrastructure and connectivity to drive growth	The housing service is a major contributor to the North Manchester infrastructure.

## Financial Consequences

The “due diligence” exercise has provided robust and externally validated financial analysis of the available options. Indications of the revised HRA budget position is included in the report.

The budget to conclude the prices and transfer the service into the Council is £1.4m. This can be funded using HRA reserves.

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

- Housing Revenue Account 2016/17 to 2018/19, Executive, 17th February 2016;
- Housing Revenue Account 2016/17 to 2018/19, Finance Scrutiny, 25th February 2016;
- Housing Revenue Account and the Council's Housing Management Contracts, Executive, 11th January 2017
- Housing Revenue Account Delivery model- Northwards ALMO Review, Executive 3 June 2020

## 1.0 Introduction

- 1.1 Manchester City Council owns nearly 16,000 council homes. These are managed on behalf of the council by a mix of delivery methods:
- The majority of the homes (13,300) are managed by Northwards Housing Limited (NHL);
  - 527 homes in Ardwick are managed by Grove Village Limited;
  - 1,469 homes in Miles Platting and Newton Heath are managed by Renaissance Miles Platting Ltd;
  - 741 homes in Brunswick are managed by Solutions for Brunswick (S4B); and
  - Guinness Partnership - manage 171 Council properties in West Gorton
  - Peaks and Plains Housing Association - manage 11 bungalows in Alderley Edge
  - Avro Hollows Tenant Management Organisation (TMO) - manage 312 properties in Newton Heath
  - Shout Tenant Management Organisation - manage 94 properties in Harpurhey
- 1.2 The Council established Northwards Housing Limited (NHL) in 2005 with the primary objective of securing government funding to deliver the Decent Homes standard. Although the decent homes funding has now ceased, the Council has retained NHL and continues to commission housing and additional services including the City wide allocations scheme, Manchester Move and the delivery of the capital investment programme for Council housing.
- 1.3 On 3 June 2020 Executive considered the position of the delivery of the Housing service in the context of the Housing Revenue account (HRA). The current HRA business plan shows that reserves fall below the c£60m level required to avoid having to pay increased interest charges on debt in 2027/28, and the reserves are forecast to be exhausted by the end of the 30-year business plan leaving a deficit of over £11m. The current plan is primarily aimed at maintaining decent homes.
- 1.4 The June report reflected that there is additional pressure and demands on the HRA including enhanced fire safety works, new build schemes and retro-fitting to achieve full Zero carbon of existing homes by 2038. Combined these areas lead to a projected deficit in excess of £400m by the end of the 30-year business plan.
- 1.5 Following consideration of the issues and options Executive agreed to:

- approve consultation on the preferred option (insourcing) identified as part of the HRA review to bring the ALMO back in-house with a recommendation for the decision to be made in September 2020;
- approve the commission of a due-diligence exercise of the Northwards ALMO, including consultation with staff, unions, tenants and local stakeholders, and review the costs of options that will assist the HRA and develop a business case; and
- approve that Northwards be asked to make interim arrangements for a suitably qualified Interim Chair and defer any recruitment until the consultation and due diligence exercise is concluded.

1.6 It is confirmed that Northwards agreed to recruit an Interim Chairman and have duly made an appointment. In regard to a “due diligence” review, Campbell Tickell was appointed and has conducted the review which is reported here.

## **2.0 Campbell Tickell Review of the HRA and the Northwards ALMO**

### 2.1 Methodology

- 2.1.1 The review conducted by the consultancy Campbell Tickell has involved extensive review and interviews:
- Survey of all tenants, including option to complete hard copy or online.
  - Webinars for tenants
  - Direct dial number for tenants
  - Meetings with “Tenants View” representative group and tenant Board members
  - Interviews with community stakeholders identified by Northwards and MCC
  - Interviews with staff and Board members within the ALMO and Corporate leaders within the Council.
  - Interviews with several groups of Board members
  - Extensive document review including accounts, structure charts, Board and Council papers, previous reviews
  - Meeting with North Manchester members.
  - Interview with Executive Member for Housing and Regeneration
  - Financial Analysis of options to retain the ALMO; insource management into the Council; and stock transfer.
- 2.1.2 Over 3000 responses were received from tenants and leaseholders constituting around 23% response rate. Participants were asked to rate their opinion of the service in seven areas;
- Overall rating of the service
  - Ease of accessing the service
  - How well they think their views are taken into account
  - Quality of repairs service
  - Communal areas
  - Dealing with anti-social behaviour
  - Value for money

These themes were selected as they are traditionally the main influencers of tenants overall satisfaction with their landlord. Participants were asked a final free text question “What are your priorities for the Housing service in the future?”

2.1.3 The review exercise commenced on 1 June with the survey being issued from early July. The closing date for responses was 31 July and the final report was received on 24 August.

2.1.4 The financial and non financial benefits of all three options have been evaluated against six criteria:

- Potential to add-value to North Manchester tenants and communities
- Cost of delivering a high quality housing management service
- Cost of management
- Sustainability of the HRA and General Fund (revenue and capital)
- Deliverability within the legislative context and at an acceptable level of risk
- Potential to deliver wider Council outcomes

2.2 Main findings.

2.2.1 Campbell Tickell has assessed the current service baseline, the challenges that need to be addressed for the service and HRA; and reviewed the three options of retention of the ALMO; insourcing management into the council; and stock transfer.

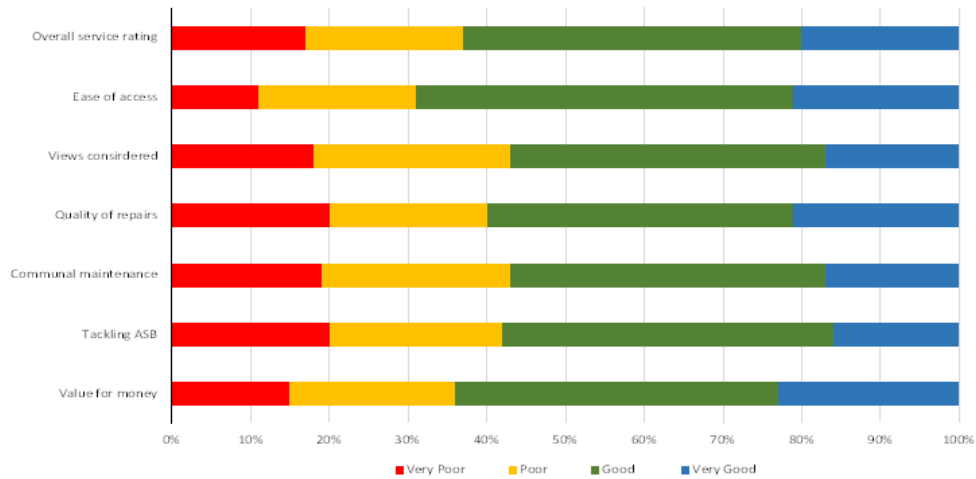
2.2.2 Current service baseline

- Campbell Tickell concludes Northwards has operated relatively effectively at relative arms-length within the terms of its original management agreement (renewed and extended in 2013) over the last fifteen years.
- It is a focused housing management organisation with a committed frontline team that is widely perceived by stakeholders as delivering effectively on the ground in a challenging operating environment.
- Its relative strengths lie in income collection, tenancy sustainment and in the community partnerships built to support vulnerable residents through close alignment with Manchester Move and YES (the employment and training Community Interest Company) .
- Neighbourhood services are responsive and work well within the Council’s neighbourhood framework, but there is a sense of parallel working with the Council in areas such as tackling ASB. Demarcation issues caused by a patchwork of estate management service arrangements do not help in providing a seamless service across neighbourhoods.
- MCC officers highlight the need for Northwards to provide greater support in delivering strategic priorities and in delivering wider community solutions.

- With regards to efficiency, annual operating surpluses had been made year-on-year, but there have been deficit budgets in the current and previous financial years that are being met by use of reserves.
- However, overhead costs are high compared with other providers, though these do include the charges of services provided by the Council that are not market-tested, as well as the cost of operating from Hexagon Tower.
- The major works service has not responded effectively to the upscaling of complex, whole system works needed to deliver fire-safety works, and the service needs restructuring and re-equipping to improve its delivery capacity and cost effectiveness. Consequently, benchmarks for major works and cyclical maintenance are weak, reflecting the high fixed-cost within the service relative to the level of works delivered.
- Governance arrangements need attention, as highlighted by an earlier Governance review, and further amplified by this review. The Board requires reshaping and re-equipping to enable it to lead the organisation and respond to the priorities of the Council.
- The survey undertaken as part of this review has received feedback from over 3,000 tenants. It is recognised that whilst not systematically conducted, and run at a point three months into lockdown when service delivery has been severely impacted, it does provide some level of insight into how tenants view services provided to them.
- Analysis shows that tenants rate services Good over Poor on a 2:1 ratio, however 30-40% of tenants are not satisfied with the service provided to some extent. Collating and acting upon this type of insight is essential in understanding and responding to tenants' needs and aspirations, and it must be recognised that this apparent level of dissatisfaction with some services indicates some problems. At the same time though, it should be recognised that this was an exercise to collate views, rather than a comprehensive STAR survey.

## Tenant Feedback

### *Feedback across seven aspects of service delivery*



### 2.2.3 Challenges to be addressed

- In common with every other local authority and social housing landlord, MCC has experienced a significantly tougher regulatory and operating environment over recent years. The impact of the four-year rent reduction has reduced expected levels of income, and the ongoing response to the Grenfell tragedy with significant investment being made in life-saving fire-safety improvements.
- However complex these challenges may be, the impact of the Covid-19 pandemic is system threatening, and has forced a full reset of operating environment priorities and working models for everyone delivering public services, currently operating in little more than safe mode.
- In assessing the relative merits of the future options for managing the housing service, it is to set and assess each of them within current and emerging contexts, both strategic and operational, so that risks, opportunities and achievability can be correctly assessed, and informed decisions made.
- Whilst Northwards has demonstrably achieved what the council has expected of it over time, faced with an unforeseen and stark operating reality, it is an opportune moment to ask whether an ALMO represents the best vehicle to deliver the housing service for the Council on behalf of its tenants.
- Not unsurprisingly, at fifteen years old, the Management Agreement which was renewed in 2013 is in need of review as in many respects it does not

meet the needs of either party in optimising efficiency, making the best use of resources or in raising the quality of services:

- 2.2.4 Campbell Tickell concluded that staying as we are is not an option. That the ALMO, whilst having had some successes, currently has too many weaknesses in terms of Governance, performance, structure and delivery that need to be addressed. Whatever option is chosen will have to be in the context of a significant service delivery improvement programme.

### **3.0 Option appraisal**

The financial and non financial benefits of three options have been evaluated. The three options are:

1. Retention of the ALMO
2. Return of the Housing service to MCC
3. Stock transfer.

#### **3.1 Retention of the ALMO**

- 3.1.1 Northwards Board and management have submitted a business case for retention as part of this review process. The Northwards retention case has been evaluated by Campbell Tickell and analysed alongside Campbell Tickell's own independent consideration. In the NHL business case they make it clear that they believe that they can offer up significant savings whilst improving services and customer satisfaction.

- 3.1.2 For Northwards to be considered as a fully credible delivery vehicle for the housing service moving forward, a re-focusing of its remit and operational transformation is needed, to create a cost effective delivery service and fully aligned partner capable of delivering the Council's wider objectives across North Manchester. It requires:

- A renewed remit set-out within a refreshed Management Agreement;
- A Business Plan reflecting the Council's vision and values, strategic ambitions, housing strategy and cross-working objectives;
- A sustainable service offer negotiated with tenants that it will be measured against
- A reinvigorated Board to provide strong leadership and challenge, and an intelligent clienting framework that will enable an effective partnership to flourish;
- A holistic operating model that maximises the potential of digital self-service and delivery processes, effective field-based working, and shared service opportunities;

- An agreed Value-Add proposition that will enable Northwards to use its position within the local community to help support a whole system approach to service delivery in North Manchester;
- A Transformation Plan to deliver the above and an agreed efficiency savings programme over a 12 to 18 month period.

3.1.3 Campbell Tickell estimated the annual operational savings achievable through adopting this model to be worth at least £1,532k pa and along with management savings worth £273k pa. A cumulative saving of £60m could be realised over the 30-year HRA business plan. This would be delivered by a number of operational savings and managerial efficiencies. This includes new ways of work, enhanced digitisation, reducing tiers of management and right sizing some delivery areas.

3.1.4 The cost of transition to the new operating model is estimated at £858k, covering the cost of rewriting the Management Agreement, legal fees and restructuring costs, which would be chargeable to the HRA and funded out of the current operational surplus.

3.1.5 The strength of this option is that it maintains continuity and avoids any possible loss of focus, whilst building on the service strengths and community connections promoted by Northwards. The risk inherent within the ALMO model is the additional layer of management cost of running a separate company and that the Council is dependent on the effectiveness and quality of the relationship to deliver the change necessary and to achieve key service objectives moving forward.

## **3.2 Return the service to the council option**

The option to manage the service in-house appears to have the optimum financial benefits. It also has a number of strategic benefits.

3.2.1 Our Manchester. Whilst NHL have contributed to the Our Manchester agenda, the direct management of the housing service would allow us to more closely align the service with our vision for the future.

3.2.2 Accountability and transparency. By bringing the service back into direct management we enhance the accountability to the democratic structure. This will allow tenants to have a relationship with their landlord and not a third-party agency.

3.2.3 Excellent services and customer access. Upon re-integration it would be proposed to develop a service charter with tenants and leaseholders. This would allow us to offer a whole council service through our Bringing Services Together (BST) framework as well as a single point of access to the service.

3.2.4 Value for money. By aligning service delivery with council operational and “back-office” functions we will save money which will directly benefit tenants.



- 3.2.5 Growth and place. Using housing as an agency for growth and neighbourhood regeneration we can contribute significantly to the major projects in North Manchester.
- 3.2.6 In the event that the service were to be brought in house the council has a clear view of how it would be run and structured. The framework would be designed to maintain maximum continuity of service, and to exploit the benefits of the existing Neighbourhood structures and principles of Bringing Services Together.
- 3.2.7 The initial changes upon transfer that would take place would primarily affect the corporate and governance level of NHL. The impact on tenants would be minor, with the confidence that MCC corporate functions can maintain the necessary support to ensure effective delivery of housing front line services.
- 3.2.8 The council would use the opportunity of insourcing to strengthen tenants engagement processes and to provide opportunities for influence and empowerment. Importantly tenants would be engaging directly with the landlord and not a third party.
- 3.2.9 A robust and appropriately resourced transition plan will be required to manage the transition process. In outline the activities that would be required are covered below.
- 3.2.10 Bringing the service in-house will remove the ALMO management overhead and potentially save £591k p.a., in addition to realising the £1,805k saving achievable under the *Retain* case, giving a total of £2,396k pa. This would result in a full savings total of £77m, over the 30-year HRA business plan.
- 3.2.11 The process of Return must be carefully managed, with both tenant and staff engagement essential in achieving a smooth transition and realising the anticipated outcomes. To be successful it will require:
- An Offer to tenants that is clear about the purpose of the change, a vision for the service and how it will benefit them and their communities, how service quality will be sustained, and the opportunities for more accessible engagement and scrutiny;
  - An organisational design that will optimise the capacity and capability of the Council to deliver the new service model and inherent efficiency savings;
  - An senior management-led change programme and plan that will support all staff through the transition process and ensure continuity of service is maintained.
- 3.2.12 The strength of returning the service to the Council is that it gives back direct control of the service at a time of considerable operating challenge and a background of uncertainty. The main risk with returning the service to Council control is the loss the momentum gained by Northwards and loss of focus when the service demonstrably needs to achieve more.

3.2.13 The cost of returning the ALMO to the council is estimated as £1,482, covering the legal costs of closing the ALMO, administering the inward transfer of staff including their TUPE, pension arrangements, and management of change costs, which would be chargeable to the HRA, with retained surpluses used to meet these costs.

### **3.3 Stock transfer**

3.3.1 The scale and complexity of fully assessing the viability of any form of stock transfer was not commissioned within the scope of this report. Campbell Tickell was asked to consider the option for completeness and at a strategic level.

3.3.2 There were a number of factors that they considered that confirmed that this was not an option at the present time:

- There is no Government supported programme in place or associated debt write-off facility, and in any event the structure of the debt in the HRA means that it cannot be written off;
- There is a need for a detailed condition survey of the stock. Stock values are low and carbon retro-fit costs high, relative to the level of HRA debt;
- A transfer programme would be complex to deliver, would divert attention and resources from improving services, would be high cost and with a high level of associated risk;
- There is no evidence of support from stakeholders at the present time;
- Tenants would need to support the transfer of their homes, which could be divisive

3.3.3 A full review and costed business case would be required to assess the potential cost and benefits of transfer, before it could be meaningfully compared with the Retain and Return options, using the assessment criteria.

3.3.4 However, Government is continually developing and the possibility of transfer must always be considered, especially if there are changes in legislation or funding which substantially change the current situation.

3.3.5 There is also significant inward investment being attracted by the Northern Gateway that could be used to facilitate stock transfer and regeneration of estates. With record low interest rates, housing-led projects with sustainable levels of long-term rental income could attract a wider range of investors.

### **3.4 Summary and conclusion**

- 3.4.1 Analysis of Options 1: Retain Northwards and 2: Return the service to Council Control, confirms that both are valid paths to select, but each has strengths and weaknesses, opportunities and risks associated with it, that need careful consideration. As a whole-stock solution, Option 3: Stock Transfer does not appear to be a viable option in the short term, but would have the potential for securing investment to drive estate-based regeneration. In either option significant change to how the service operates is required. ie structure, governance, management agreement etc. In addition in either option there is scope for a lot more integration with how services are delivered including for contact centre, capital delivery and neighbourhood management. There are a range of issues, benefits and risks to either option e.g. is it useful to have a separate vehicle?; but on balance bringing back in could give the higher savings and control.
- 3.4.2 Retaining Northwards in its current form is not an option, meaning retain or return has to be considered. Its remit needs to align with and clearly deliver to meet Council's priorities, with strengthened oversight delivered through refreshed governance and clienting arrangements. However, building on its current strengths and community positioning, it could make a significant contribution to delivering value-add services that address the Council's wider service priorities. A realistic set of annual operational efficiency savings worth at least £1,532k and management savings worth £273k will yield £60m over the 30-year HRA business plan. Consideration has to be given whether Northwards have the capacity to deliver the required improvement programme.
- 3.4.3 Returning the service to Council control offers the greatest financial benefit and arguably the greatest non-financial benefits. This option would enable the Council to reshape services more widely and enable more efficient, joined-up delivery across North Manchester. It will also potentially yield an additional management saving of £577k p.a., in addition to the £1,805k savings achievable under the Retain case total, making a full savings total of at least £77m, over the 30-year HRA business plan. Due consideration must be given to creating the optimum service model, how the transition will be managed, and how residents would be engaged in the process.

### **4.0 Next steps**

- 4.1 Developing the tenants offer is a critical part of moving to the test of opinion ballot. Utilising the significant level of responses received from tenants and leaseholders as well as the free text responses from the question posed "What are your priorities for the Housing service in the future?" an offer will be made that responds to service users' identified priority issues.

- 4.2 The council teams that would potentially take over the delivery of the service will develop a detailed tenants offer. This will describe how the service will be managed and accessed, how it will be delivered within the neighbourhoods and how we plan to move the service from a “slightly above median” performing service to a top quartile performer.
- 4.3 A further component of the offer to tenants is how we will improve their opportunities to be engaged with and influence their services. This will include how governance oversight will work. An important opportunity on offer is that tenants will engage directly with their landlord rather than a third party as is currently the case. By having that role directly with the council tenants will be able to impact not only housing services but all community based services.
- 4.4 The offer document will be brought back to the Executive before commencing the wider consultation and test of opinion.

## 5.0 Consultation

- 5.1 There is a statutory requirement under section 105 of the Housing Act 1985, to consult with tenants about proposals that relate to the management of their homes. Specifically the act states:

*(1) A landlord authority shall maintain such arrangements as it considers appropriate to enable those of its secure tenants who are likely to be substantially affected by a matter of housing management to which this section applies:*

- (a) to be informed of the authority’s proposals in respect of the matter, and*
- (b) to make their views known to the authority within a specified period; and the authority shall, before making any decision on the matter, consider any representations made to it in accordance with those arrangements.*

*(2) For the purposes of this section, a matter is one of housing management if, in the opinion of the landlord authority, it relates to;*

- (a) the management, maintenance, improvement or demolition of dwelling-houses let by the authority under secure tenancies, or*
- (b) the provision of services or amenities in connection with such dwelling-houses;*

- 5.2 If the Executive supports the principle that we dis-establish the ALMO and bring services in-house, then formal consultation on that proposal will be the next step.
- 5.3 This will take the form of a “test of opinion” to establish the views of tenants and leaseholders.

- 5.4 A test of opinion would take the form of correspondence to every tenant and leaseholder outlining the council's proposals, including what other options were considered and details of the evidence behind the proposal e.g. estimates of savings and efficiencies. It would include a reply form for tenants and leaseholders to express their view. It will be supplemented with information on the websites of the council and Northwards with information and Frequently Asked Questions (FAQ's).
- 5.5 The test of opinion will be conducted by an independent agency qualified in this type of consultation and will be required to take measures to ensure maximum possible opportunity for tenants to express their views.
- 5.6 We will employ a "tenants friend" to provide independent support and advice to assist tenants and advise them about the issues and implications of the proposal. Any such advisory service will be restricted to advise on the issues under consideration. It is not their role to advocate alternative solutions or options.

## **6.0 Timescales**

- 6.1 If the Executive supports the development of a tenants offer this will be undertaken between mid-September and October and presented to members at the November Executive.
- 6.2 Subject to approval there will then be a consultation with a view to insourcing of the service. The "test of opinion" consultation, against a clearly stated tenants offer, would commence in mid-November and conclude mid-December. The consultation would be concluded and the outcome reported to the Executive at its meeting in January 2021.
- 6.3 If the consultation supported the proposal the intended date of the service commencing from Council delivery would be 5 July 2021. This transfer date is later than the original estimated date of April. This is to reflect time lost during the COVID lockdown, the need to develop a meaningful and realistic offer to tenants and to allow tenants a reasonable time to consider the options.
- 6.4 If the proposal was not supported by tenants then the position would need to be reviewed as the HRA deficits would still need to be addressed.
- 6.5 In those circumstances retaining the ALMO would require a combination of much more efficient working on their part or a transfer of additional council services to the ALMO to gain a better level of economies of scale, or both as outlined in the retention option.

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

- 7.1 The retrofitting of existing homes to meet zero carbon objectives is at the heart of the revision of the HRA. The investment calculations by Savills

are based on a programme of decarbonising the fabric of the homes assuming no carbon neutral energy network source.

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

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

- 8.1 As the largest landlord in the City it is critical that the Council's own tenants get as good as, if not better, service and investment, as any other social housing tenant.

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

- 8.2 As a major employer we can ensure that the housing management and maintenance service provides work and training opportunities to the Manchester community.

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

- 8.3 The investment programme taking account of new and emerging programmes and projects.

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

- 8.4 The presumption of a large scale fabric based retrofitting programme is featured in the revision of the 30-year business plan.

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

- 8.5 The housing service is a major contributor to the North Manchester infrastructure.

## **9.0 Key Policies and Considerations**

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

- 9.1 None at this stage

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

- 9.2 As outlined in the report.

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

The HRA is a highly regulated entity, and Northwards Housing is a fully constituted legal entity, and consequently there are a number of considerations in completing this business appraisal, whichever option is adopted.

The next break clause for the Management agreement is April 2023. The Board of Northwards would need to support the mutually agreed termination of the management agreement.

If the service transfers to direct provision staff in NHL will be affected by the Transfer of Undertakings (Protection of Employment) regulations 2006 ("TUPE")

If the service transfers and we process the closure of NHL then the Council, as the sole shareholder, will accept the transfer of all assets and liabilities. A robust due diligence exercise will be undertaken which will include the termination or novation of contracts for services or supplies.

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