



Executive

Date: Wednesday, 11 November 2020
Time: 2.00 pm
Venue: Virtual meeting - https://manchester.public-i.tv/core/portal/webcast_interactive/485350

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

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

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

Membership of the Executive

Councillors

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

Membership of the Consultative Panel

Councillors

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

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

Agenda

- 1. Appeals**
To consider any appeals from the public against refusal to allow inspection of background documents and/or the inclusion of items in the confidential part of the agenda.
- 2. Interests**
To allow Members an opportunity to [a] declare any personal, prejudicial or disclosable pecuniary interests they might have in any items which appear on this agenda; and [b] record any items from which they are precluded from voting as a result of Council Tax/Council rent arrears; [c] the existence and nature of party whipping arrangements in respect of any item to be considered at this meeting. Members with a personal interest should declare that at the start of the item under consideration. If Members also have a prejudicial or disclosable pecuniary interest they must withdraw from the meeting during the consideration of the item.
- 3. Minutes**
To approve as a correct record the minutes of the meeting held on 14 October 2020. 5 - 26
- 4. COVID-19 Monthly Update Report** **All Wards**
The report of the Chief Executive is to follow.
- 5. Greater Manchester Spatial Framework Publication Draft 2020** **All Wards**
27 - 42
The report of the Strategic Director Growth and Development is enclosed.
- 6. The Council's Financial Position and Strategy from 2021/22** **All Wards**
43 - 52
The report of the Deputy Chief Executive and City Treasurer is enclosed.
- 6.1 Children and Education Services Budget 2021/22 - 2024/25** **All Wards**
53 - 82
The report of the Strategic Director for Children's and Education Services is enclosed.
- 6.2 Health Budget Options for 2021/22** **All Wards**
83 - 106
The joint report of the Acting Chief Executive Manchester Local Care Organisation and Executive Director of Adult Social Services is enclosed.
- 6.3 Neighbourhoods Directorate Budget Options 2021/22** **All Wards**
107 - 120
The report of the Strategic Director (Neighbourhoods) is enclosed.
- 6.4 Homelessness Directorate Budget and Savings Options 2021/22** **All Wards**
121 - 134
The report of the Director of Homelessness is enclosed.

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| 6.5 | Growth and Development Directorate Budget Options 2021/22
The report of the Strategic Director Growth and Development is enclosed. | All Wards
135 - 144 |
| 6.6 | Corporate Core Budget Options 2021/22
The joint report of the Deputy Chief Executive and City Treasurer, and City Solicitor is enclosed. | All Wards
145 - 164 |
| 7. | Capital Programme Update
The report of the Deputy Chief Executive and City Treasurer is enclosed. | All Wards
165 - 174 |
| 8. | Housing Compliance and Enforcement - HMO Standards and Licensing Policy
The report of the Strategic Director (Neighbourhoods) is enclosed. | All Wards
175 - 222 |
| 9. | Draft North Manchester Health Campus Strategic Regeneration Framework
The report of the Strategic Director Growth and Development is enclosed. | Crumpsall
223 - 324 |
| 10. | Mobility Hub Proposal - Back of Ancoats
The report of the Strategic Director Growth and Development is enclosed. | Ancoats and
Beswick;
Miles Platting
and Newton
Heath
325 - 336 |
| 11. | NOMA Strategic Regeneration Framework Update 2020
The report of the Strategic Director Growth and Development is to follow. | Deansgate;
Piccadilly |
| 12. | Efficiency Early Release Scheme (comprising Efficiency Severance and Early Retirement)
The joint report of the Deputy Chief Executive and City Treasurer and Director of HR and OD is to follow. | All Wards |

Information about the Executive

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

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

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

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

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

Further Information

For help, advice and information about this meeting please contact the Committee Officer:
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This agenda was issued on **Tuesday, 3 November 2020** by the Governance and Scrutiny Support Unit, Manchester City Council, Level 3, Town Hall Extension (Lloyd Street Elevation), Manchester M60 2LA

Executive

Minutes of the meeting held on Wednesday, 14 October 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, Midgley, Ilyas and Taylor

Apologies: Councillor Ollerhead and S Judge

Exe/20/100 Minutes

Decision

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

Exe/20/101 The Queen's Birthday Honours

Congratulations were offered to the Executive Member for Culture and Leisure, Councillor Luthfer Rahman, and to the Deputy Chief Executive and City Treasurer, Carol Culley, on their award of an OBE by Her Majesty The Queen.

Exe/20/102 Appointment of the (Statutory) Deputy Leader

Decision

To note the appointment by the Leader of Councillor Nigel Murphy as the (Statutory) Deputy Leader.

Exe/20/103 COVID-19 Monthly Update Report

The written report from the Chief Executive took the form of three "situation reports", one each for the work on the city's economic recovery, work with residents and communities, and work on the future of the Council itself. The written report was noted.

The Leader of the Council provided the meeting with a report on the discussion that had been taking place on the levels and the possible 'Tiers' that would be applied by the Government across the country and in Greater Manchester. He also explained the proposals and actions that Greater Manchester was putting forward collectively as a more effective way to contain the virus outbreak and reduce the other health and economic damage that the Tier 3 restrictions would cause to people in Greater

Manchester. He reported that the government had been urging the local authorities in the region to accept the Tier 3 restrictions being applied in Greater Manchester. He explained why that had been resisted.

The Executive Member reported that the recent spike in rates of infection had peaked a few days previously at 582 cases per 100,000 people and since then had begun to level off and drop, with the latest non-validated data showing 448 cases per 100,000. The profile of infection was also explained, including the impact on the number of university students that had contracted the virus, as had been anticipated in the Council's planning.

At the meeting an oral update on the pandemic was also provided by the Director of Public Health. He gave more details of the Council's work with the city's universities and the steps that had been taken to deal with the outbreaks that had occurred in the student populations in the city. He also explained the on-going priority being given to tackling and reducing levels of community transmission. He also reported that the situation with respect to access to testing in the city had been improving, with fewer problems being reported by residents.

Decision

To note the report.

Exe/20/104 Revenue Budget Monitoring 2020/21 and Budget Position 2021/22.

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 August 2020 and the work to develop a balanced budget for 2020/21. The report identified a projected deficit for 2020/21 of £271k, a significant improvement on the forecast deficit reported in July of £5.476m (Minute Exe/20/81). That new forecast was based on the financial implications of COVID-19, government funding confirmed to date, other identified budget changes, and in-year efficiencies and mitigations. The anticipated financial cost of the COVID-19 pandemic to the Council so far was £55.583m in 2020/21, increasing by a further £160.675m in 2021/22. The overall revenue forecast for 2020/21 was:

Forecast as at 31 August 2020	Original Approved Budget £000	Revised Budget £000	Forecast Outturn £000	Total Forecast Variance £000	Movement from last report £000
Total Available Resources	(666,125)	(827,470)	(812,604)	14,866	33
Total Corporate Budgets	126,761	264,202	262,634	(1,568)	(1,192)
Children's Services	130,320	130,540	131,198	658	(6,021)
Adult Social Care	221,253	232,291	239,165	6,874	(1,491)
Homelessness	15,285	17,292	22,120	4,828	(2,316)
Corporate Core	69,958	77,598	78,893	1,295	(2,414)
Neighbourhoods	93,802	94,841	103,282	8,441	2,497
Growth and Development	8,746	10,706	16,035	5,329	(2,264)

Forecast as at 31 August 2020	Original Approved Budget £000	Revised Budget £000	Forecast Outturn £000	Total Forecast Variance £000	Movement from last report £000
Total Directorate Budgets	539,364	563,268	590,693	27,425	(12,009)
Total Use of Resources	666,125	827,470	853,327	25,857	(13,201)
Total forecast over / (under) spend	0	0	40,723	40,723	(13,168)
COVID 19 Government grant income (tranche 1, 2 and 3) - Confirmed				(40,452)	0
Proposed Corporate mitigations				0	7,963
Net forecast over / (under) spend				271	(5,205)

The report examined the impact the COVID-19 pandemic was expected to have on the council's finances in 2021/22 and beyond. The report included a reminder that the Council had, back in February and early March 2020, forecast a £20m budget deficit which would have had to be addressed as part of the 2021/22 budget setting process. With the impact of the pandemic, the added costs and the loss of income, the forecast deficit had increased to £136m before possible mitigations, and £105.448m after mitigations. The forecast position for the coming years was:

	Revised 2020/21 £000	2021/22 £000	2022/23 £000	2023/24 £000	2024/25 £000
Budget shortfall after confirmed funding/ mitigations	271	135,958	146,801	110,143	123,391
Sales, fees and charges support (estimate)	(6,400)	0	0	0	0
Smooth Collection Fund over 3 years:	0	(24,381)	12,190	12,190	0
Defer planned use of reserves to balance the budget	6,129	(6,129)			
Total - Potential Budget Gap	0	105,448	158,991	122,333	123,391

Unless further government support was forthcoming that scale of reduction in 2021/22 would require cuts of about 20% of the budgets for the delivery of services. Those cuts would be on top of cumulative budget cuts of £379m and workforce reductions of around 40% since 2010. The ways the potential deficit could be addressed were to be considered in November, by the Scrutiny Committees and then by the Executive.

The report also addressed a number of specific changes and approvals needed as part of the Council's budget revisions processes in 2020/21.

Budget 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:

- £5,252,000 in 2020/21 for the annual pay increase award for employees
- £57,000 for external fostering placements as the North West framework for external fostering had been updated with an average price increase of 1.5%
- £61,000 for inflation in the Council's own costs for business rates
- £600,000 additional budget provision to meet the requirements of a security contract
- £100,000 for a trauma informed response to domestic violence to provide an opportunity to resolve issues, preventing the escalation of risk and demand on services

Grants in Addition to that Already Planned

The report explained that notifications had been received in relation to specific external grants. These allocations had not confirmed at the time of the 2020/21 budget setting processes, confirmation of them was now being sought. Five of the eight grants were additional funds for the Council's response to the COVID-19 pandemic. These were all supported:

- £230,000 in 2020/21 and £395,000 in 2021/22 for "Build-A-Business" in libraries to help improve support for start-up and newly formed businesses across Greater Manchester.
- £224,000 in 2020/21 and £224,000 in 2021/22 from a National Network Funding award also to improve support for start-up and newly formed businesses currently supported by the Business & IP Centre in Central Library.
- £65,000 in 2020/21 for a wellbeing for education return grant to provide training and support on specific mental health issues.

The grants awarded in relation to the pandemic were:

- £2m in 2020/21 for the Next Steps Accommodation Programme, being £1.6m for government additional funding for rough sleepers as part of the "Everyone In" programme; £100,000 for cold weather provision for those sleeping rough when the temperature drops below zero; and £300,000 for incentives to landlords to secure properties in the private rented sector specifically for people who were rough sleepers and have been provided with accommodation during the COVID pandemic.
- £1.862m in 2020/21 and £2.975 in 2021/22 from the Test and Trace Support Grant, total government support being £4.837m to support Manchester City Council's Test and Trace programme.
- £3.084m in 2020/21 from Infection Control Round 2 funding, to be provided to care homes within Manchester on a 'per beds' basis and to CQC-regulated community care providers on a 'per user' basis, including to social care providers with whom the Council has no existing contracts. The Council had discretion over the remaining 20% (£0.617m) to provide support to other care settings and wider workforce measures in relation to COVID-19 infection control.

- £0.68m in 2020/21 for the Test and Trace Support Payments (Self Isolation Scheme) to assist individuals who have been formally notified to self-isolate.
- £0.453m in 2020/21 from the Local Authority Compliance and Enforcement Grant to support additional compliance and enforcement activities in the city.

Budget Virements

The report proposed three funding virements. All those were supported and agreed, with the largest virement to be recommended to the Council for final approval:

- From corporately held budgets to be allocated to Facilities Management: £600,000 in each of 2020/21 and 2021/22 for an increase on security contract costs so as to maintain Manchester Living Wage for the staff.
- From all directorates to corporately held budgets to be allocated: £204,000 in 2020/21 and 451,000 in 2021/22 from savings on the Council's energy bills, with savings of 8% on electricity and 7% on gas having been secured.
- To be recommended to the Council - from third party payments to transfer to reserves: £7,627,000 in 2020/21 from retaining 50% of the anticipated growth from participation in the 100% business rates pilot scheme, instead of transferring that money to the GMCA, as had been the intention when the budget had been set. This was to help increase reserves that would be available to mitigate the business rates deficit in 2021/22.

Decisions

1. To recommend to the Council the approval of the proposed budget transfer of £7.627m from 'third party payments' to 'transfer to reserves' in order to support the 2021/22 budget.
2. To note the global revenue monitoring report and a forecast outturn position of a £271k deficit, which it is anticipated will be balanced by government funding, with any surplus supporting the 2021/22 position.
3. To approve the use of budgets to be allocated, including the 2020/21 pay award, as set out above.
4. To approve the use of grants in addition to that already planned, as set out above.
5. To approve the proposed virements as set out above.
6. To approve additional COVID-19 grants in Homelessness of £2.000m, made up of £1.600m for the Next Steps Accommodation Programme grant, £100k for cold weather provision, and £300k for incentives to landlords to secure properties in the private rented sector.
7. To approve additional COVID-19 grants in Adult Social Care of £3.084m for Infection Control round 2.
8. To approve additional COVID-19 grant in Neighbourhood Services of £453k for Compliance and Enforcement.

9. To note the application of £0.680m for Test and Trace Support Payments to assist individuals self-isolating following the confirmation of the Government's Self Isolation Scheme.

Exe/20/105 Capital Budget Monitoring 2020/21

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

The forecast of expenditure for 2020/21 for the Manchester City Council capital programme was £435.9m compared to the proposed revised budget of £435.7m. Spend as of 31 August was £169.9m.

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

Also appended to the report was a schedule showing the updated capital budget for each project within the overall programme. The budgets shown in that table anticipated the approval of the virements being requested at this meeting. They also included the changes arising from any predicted or known advances or delays in when money would be spent in each of the five years in the programme. It was agreed that the Council also be recommended to approve that complete programme.

The prudential indicators as at the end of August 2020 were shown at appendix C of the report, and were noted.

It was also noted that the report had been considered at a recent meeting of the Resources and Governance Scrutiny Committee, and the Committed noted the report and not made any recommendations of the decisions the Executive was being asked to consider (Minute RGSC/20/39).

Decisions

1. To recommend that the Council approve virements over £0.5m within the capital programme as outlined in Appendix 1 of these minutes
2. To recommend that the Council approve the capital programme as presented in Appendix 2 of these minutes which will require prudential borrowing of £790.7m to fund non-HRA schemes over the five-year period for which provision has been made in the revenue budget for the associated financing costs (within limits previously agreed).

3. To approve virements under £0.5m within the capital programme as outlined in Appendix 1 of these minutes.
4. To note that approvals of movements and transfers to the capital programme, will result in a revised budget total of £435.7m and a latest full year spend forecast of £435.9m. Expenditure to the end of August 2020 is £169.9m.
5. To note the prudential indicators as set out in the report.

Exe/20/106 Capital Programme Update

A report concerning requests to increase the capital programme was submitted. It was agreed to recommend three changes to the Council for approval, and to make a further two changes under delegated powers. These changes would increase Manchester City Council's capital budget by £15.647m over the next three years, funded by a mixture of the Eastlands Reserve, borrowing, capital receipts, and external grants.

It was also reported that the Deputy Chief Executive and City Treasurer had made a further change using delegated powers:

- £33,000 for the Early Years maintenance programme within Children's Services.

Decisions

1. To recommend that the Council approve the following changes to Manchester City Council's capital programme:
 - a) Growth and Development – Demolition of Grey Mare Police Station. A capital budget increase of £0.761m is requested, funded by HCA Eastlands Reserve Fund.
 - b) Highways Services - Planned Maintenance 2020/21 Carriageway Preventative Programme. A capital budget virement of £1.289m is requested from the Highways Project Delivery Fund budget.
 - c) Public Sector Housing – Silk Street. A capital budget increase of £12.048m is requested, funded by £5.650m HRA (RCCO), £4.140m Grant and £2.258m Capital Receipts.
2. Under powers delegated to the Executive, to approve the following changes to the City Council's capital programme:
 - a) Highways Services - Patching defect repairs 2020/22 Maintenance Programme. A capital budget increase of £2.838m is requested, funded by Government Grant.

- b) Neighbourhoods – Wythenshawe Track Changing Rooms. A capital budget virement of £0.380m is requested from the Parks Development Programme budget
3. To note the increase to the programme of £0.033m as a result of a delegated approval.

Exe/20/107 Purpose Built Student Accommodation in Manchester

Decision

To defer this item of business to a future meeting so as to allow councillors to have more time to examine the potential issues in their wards.

Exe/20/108 Demolition of the Maisonettes on Bridgnorth Road

The Riverdale estate in the Higher Blackley ward has four blocks of maisonettes at Bridgnorth Road, Inchcape Drive and Riverdale Road. Together, these comprise 44 properties: 8 x 3-bed and 36 x 2-bed homes. Despite investment in the maisonettes to achieve the Decent Homes standard in 2011, the blocks are considered to be a generally a poor housing offer with limited demand for the upper units.

A report submitted by the Interim Director of Housing and Residential Growth explained that an assessment of all the blocks had been undertaken. That had concluded that that three of the blocks at Riverdale Road and Inchcape Drive were considered to be suitable for refurbishment but that the block at Bridgnorth Road was not, and should be demolished. That block comprised 16 x 2-bed homes. That block was situated on a large site next to other vacant land and so provided an opportunity, if the block was demolished, to create a larger development site for the re-provision of modern, energy efficient, social and affordable homes in the area. The larger development site had the potential for 38 new homes, providing an increase of 22 homes in the area.

The report explained that a consultation exercise with residents had been concluded in March 2020. Overall, 82% of residents responded to the consultation of which 93% supported the proposal to demolish the block, so being more than three quarters of all the residents.

The estimated total cost of the demolition and the tenant homelessness & disturbance payments was £637k. This was made up of £475k demolition costs and £162k for home loss and disturbance payments to existing tenants. All the affected residents were to be relocated to alternative accommodation with at least 2 bedrooms in accordance with their housing need, if they requested relocation.

The necessary approvals to demolish the block and relocate the tenants were given.

Decisions

1. To note the results of the residents' consultation where 82% of residents took part, of which 93% supported the proposal to demolish the maisonette block.
2. To authorise the Interim Director of Housing and Residential Growth, in consultation with the Executive Member for Housing and Regeneration, to cease new lettings for the maisonettes at Bridgnorth Road.
3. To authorise the Interim Director of Housing and Residential Growth, in consultation with the Executive Member for Housing and Regeneration, to declare the maisonettes in the block surplus to requirements and should be demolished.
4. To authorise the Interim Director of Housing and Residential Growth to serve Initial Demolition Notices to all secure tenants within the block in order to suspend the right to buy pending the demolition of the block.
5. To authorise the Interim Director of Housing and Residential Growth to award Band 1 rehousing priority to displaced residents.
6. To approve the use of Home Loss and Disturbance compensation for all displaced residents.

Exe/20/109 Lyndene Children's Home - Re-modelling and Next Steps

The Lyndene children's home in Wythenshawe is at a property owned by the Council in Wythenshawe; a large detached property with its own substantial grounds. A report submitted by the Strategic Director for Children and Education Services explained that the home had been operating under-capacity in its current format in recent years.

The report explained that a number of children and young people in Manchester had high volume, complex needs and packages of care. Some of those children had to be placed outside the city, away from home, family, carers, friends and their local community, because local provision was not available or not configured to meet their needs. The intention therefore was for the under-occupied home to be refurbished to provide outreach and short term support as part of a pathway to enable children and young people to remain with or move back to their family environments.

The proposal was procure the capital works needed to support the delivery of a service for children and young people with learning difficulties and autism who may potentially become looked after by the Council and/or transition to a family setting. The estimated refurbishment cost of approximately £850,000 was to be met through external National Health Service England grant funding.

This proposal was supported.

Decisions

1. To approve the decommissioning of the existing children's home provision.

2. To approve the recommissioning of Lyndene Children's Home to better respond to the presenting needs of children and young people with learning difficulties and/or autism and their families.

Exe/20/110 Former Central Retail Park Development Framework

Central Retail Park, on Great Ancoats Street on the eastern side of the city centre, had been an established retail destination in the city. It had occupied the strategically significant site since the late 1980s. In 2015 and 2016 consideration had been given to the possible redevelopment of the site and a Development Framework for the area had been approved in February 2016 (Minute Exe/16/013). The Council holds the freehold on the site and in September 2017 resolved to take full control of the site, buying out the then leaseholder (Minute Exe/17/122). In October 2019 temporary consent had been granted by the Planning and Highways Committee for the site to be used as a car park (Minute PH/19/93). In February 2020 the Executive had endorsed a new draft Development Framework for the Central Retail Park site as a basis for public consultation (Minute Exe/20/24). A report now submitted by the Strategic Director (Growth & Development) reported on the outcome of that consultation and proposed that the revised Framework be adopted.

The vision for the area was for it to become an exemplary net zero-carbon commercial district with the ability to attract new businesses and talent to Manchester. The development should bring together activities and people to create a vibrant mixed use neighbourhood.

The consultation exercise had run for eight weeks from Monday 3 August 2020 to Friday 25 September 2020. A total of 598 responses had been received, the breakdown of which included:

- 471 who describe themselves as local residents
- 19 who describe themselves as local business owners
- 8 who describe themselves as landowners
- 2 who describe themselves as from a statutory body
- 106 who describe themselves as working in the local area
- 142 who describe themselves as a regular visitor to the local area
- 16 who describe themselves as belonging to a local interest group

The report set out the issues that consultees had raised in their responses, including details on the submissions from other statutory bodies, utility companies, housing providers and local councillors.

The report then set out proposed responses to those issues, examining in turn the public realm and greenspace, zero-carbon objectives, the height, density and massing of the proposed developments, the development principles and proposed uses of the land, and traffic and highway safety.

Having examined the outcome of the consultation, the report suggested that the development framework be amended to:

- highlight the proximity of public space in adjacent areas;

- note the requirements for the development to be more walking and cycling friendly, particularly in how it links through to adjacent districts; and
- better capture the aspiration to deliver zero carbon objectives.

That was agreed and the amended framework was adopted.

Decisions

1. To note the outcome of the public consultation on the draft Development Framework for the former Central Retail Park.
2. To approve the Development Framework for the former Central Retail Park area and request that Planning and Highways Committee take the framework into account as a material consideration when considering planning applications for the site.

Exe/20/111 Exclusion of the Public

Decision

To exclude the public during consideration of the following item which involved consideration of exempt information relating to the financial or business affairs of particular persons and public interest in maintaining the exemption outweighs the public interest in disclosing the information.

Exe/20/112 Capital Budget - The Factory - Part B

A joint report submitted by the Strategic Director (Growth & Development) and the Deputy Chief Executive and City Treasurer provided an update on progress with the delivery of The Factory, including the impact of the Covid-19 pandemic on the project; and progress with the redevelopment of St John's.

In relation to the Factory development, the report explained the source of unavoidable and irretrievable additional projects costs that had arisen from the pandemic, the prolongation costs for the revised building and commissioning programme, and other changes to projects costs.

The report proposed the means for those budget changes to be addressed, which were supported.

Decisions

1. To recommend that the Council approve a Capital Budget increase of £45.17m for The Factory. This will increase the total capital budget for the construction of The Factory from £140.62m to £185.79m to be met from external contributions. This increase will be met from Council resources to support the delivery of Factory in advance of external contributions being

received by the Council, in order that the Council can continue to meet its contractual obligations.

2. Subject to the Council approving the increase in the Capital Budget, to delegate authority to the Chief Executive, in consultation with the Deputy Chief Executive and City Treasurer and the Leader, to determine the Council resources which are to be used in advance of receipt of external contributions. Noting that there is a MIF reserve of £11m held to support the revenue funding match funding requirement for future years and a £4.3 m capital loan repayment due to be paid by Manchester Quays Riverside Limited to the Council in August 2023 which may be applied to support the project until external contributions are received.
3. To note progress with the delivery of The Factory.
4. To note that the external contributions are proposed to be funded from a funding application to Arts Council England (ACE) and external fundraising and commercial sponsorship.
5. To note the intention to make the next formal submission of the updated business plan to ACE in December 2020 and the planned Business Case review process with ACE.
6. To note the progress in the development of employment, training and education opportunities and creative engagement programmes as part of The Factory's skills development programme.

Exe/20/113 Appendices to the Minutes

Appendix 1 - Proposed Programme Virements

Project Name	2020/21 £'000	2021/22 £'000	2022/23 £'000	2023/24 £'000	2024/25 £'000
Other Improvement works		359			
Princess Rd Safety Review		-359			
Total Highways Programme	0	0	0	0	0
External cyclical works Charlestown Chain Bar Hillingdon Drive maisonettes		-11			
External cyclical works Crumpsall Blackley Village		-20			
Environmental improvements Moston corrolites	31				
Delivery Costs	-5	-4			
Fire Risk Assessments			800		
Delivery Costs		54	138		
Delivery Costs	-2				
Delivery Costs	14				
Northwards Housing Programme - Unallocated	-38	-19	-938		
Total Public Sector Housing (HRA) Programme	0	0	0	0	0
St. Augustine's	1				
Mauldeth Rd Rewire	17				
Charlestown Community Fire Alarm/Lighting	-80				
Manley Park Primary roof repairs	-1				
Schools Capital Maintenance -unallocated	63				
Total Children's Services Programme	0	0	0	0	0
Total Capital Programme	0	0	0	0	0

Appendix 2 - Proposed Revised Capital Budget

Project	2020/21 Proposed revised budget £'000	2021/22 Proposed revised budget £'000	2022/23 Proposed revised budget £'000	2023/24 Proposed revised budget £'000	2024/25 Proposed revised budget £'000	Total Budget £'000
Drainage	2,120	1,871	0	0	0	3,991
Patching Defect repairs	2,000	528	0	0	0	2,528
Carriageway Resurfacing	8,592	8,499	0	0	0	17,091
Footway schemes	1,316	2,110	0	0	0	3,426
Carriageway Preventative	3,500	1,100	0	0	0	4,600
Bridge Maintenance	500	2,234	2,233	2,233	0	7,200
Other Improvement works	739	4,164	4,164	4,164	0	13,231
Highways Maintenance Challenge Fund	5,160	910	0	0	0	6,070
Hyde Road (A57) Pinch Point Widening	3,147	0	0	0	0	3,147
Manchester/Salford Inner Relief Road (MSIRR)	100	0	0	0	0	100
Great Ancoats Improvement Scheme	5,854	514	0	0	0	6,368
Mancunian Way and Princess Parkway NPIF	4,910	87	0	0	0	4,997
Christie Extension Residents Parking Zones	108	201	0	0	0	309
Hathersage Residents Parking Zones	60	0	0	0	0	60
North Mcr General Hospital Residents Parking Zones	63	0	0	0	0	63
St George's Residents Parking Zones	90	71	0	0	0	161
Rusholme Residents Parking Zones	55	204	0	0	0	259
School Crossings	3,784	0	0	0	0	3,784
Chorlton Cycling Scheme	4,381	7,645	354	0	0	12,380
Northern Quarter Cycling Scheme	1,996	8,280	0	0	0	10,276
Manchester Cycleway	415	178	0	0	0	593
Beswick Filtered Neighbourhood Development Costs	938	494	0	0	0	1,432
Green Bridge at Airport City	852	71	0	0	0	923
A6 Stockport Road Pinch Point Scheme	438	8	0	0	0	446
Levenshulme Mini Holland Cycling and Walking scheme	638	340	0	0	0	978
Northern/Eastern GW Walking and Cycling scheme-development costs	503	111	0	0	0	614
Rochdale Canal	168	9	0	0	0	177
20mph Zones (Phase 3)	124	0	0	0	0	124
Princess Rd Safety Review	60	28	0	0	0	88
Public Realm	1,500	924	0	0	0	2,424

Project	2020/21 Proposed revised budget £'000	2021/22 Proposed revised budget £'000	2022/23 Proposed revised budget £'000	2023/24 Proposed revised budget £'000	2024/25 Proposed revised budget £'000	Total Budget £'000
Street Lighting PFI	1,500	3,039	0	0	0	4,539
Didsbury West	23	0	0	0	0	23
A56 Liverpool Road	62	0	0	0	0	62
A56 Chester Road	40	0	0	0	0	40
Sunbank Lane	7	0	0	0	0	7
Sharston Roundabout SCOOT	6	0	0	0	0	6
Derwent Avenue	8	0	0	0	0	8
Woodhouse Park	16	0	0	0	0	16
Arena Security Measures	28	0	0	0	0	28
Ladybarn District Centre	26	0	0	0	0	26
CCTV Operating System Upgrade	243	0	0	0	0	243
Manchester Trash Screens	143	0	0	0	0	143
Oldham Rd Feasibility study	255	45	0	0	0	300
Total Highways Programme	56,468	43,665	6,751	6,397	0	113,281
Waste Reduction Measures	750	330	0	0	0	1,080
Waste Contract	200	350	350	0	0	900
Purchase of Electric Refuse Charging Vehicles	9,896	0	0	0	0	9,896
Cremator and Mercury Abatement Plant Replacement Strategy	310	1,241	0	0	0	1,551
Park Events Infrastructure	12	0	0	0	0	12
Parks Development Programme	552	3,200	3,574	4,685	0	12,011
Somme 100 Year Memorial	3	0	0	0	0	3
Painswick Park Improvement	2	0	0	0	0	2
Heaton Park Southern Play Area	28	0	0	0	0	28
Wythenshawe Park Sport Facilities	5	0	0	0	0	5
King George V Park	15	0	0	0	0	15
Angel Meadow	192	0	0	0	0	192
Gately Brook Pre-Development Fees	116	0	0	0	0	116
Indoor Leisure - Abraham Moss	212	9,631	13,030	46	0	22,919
Indoor Leisure - Moss Side	68	0	0	0	0	68
Boggart Hole Clough - Visitors Centre	0	535	0	0	0	535
Mount Road	0	32	0	0	0	32
Culture Website	4	0	0	0	0	4
Manchester Regional Arena Track Replacement	404	434	0	0	0	838
Mellands Playing Fields - Levenshulme	164	0	0	0	0	164
Mellands Project - Longsight Ward	330	0	0	0	0	330
Gorton & Abbey hey Project	292	0	0	0	0	292
Hough End Master Plan - Strat	508	0	0	0	0	508

Project	2020/21 Proposed revised budget £'000	2021/22 Proposed revised budget £'000	2022/23 Proposed revised budget £'000	2023/24 Proposed revised budget £'000	2024/25 Proposed revised budget £'000	Total Budget £'000
Football Hub Development Costs						
Range Stadium Capital Project	168	0	0	0	0	168
Manchester Aquatics Centre - Car Park Improvements	402	0	0	0	0	402
Non-Turf Wickets - Parks & Playing Fields	232	0	0	0	0	232
Central Library Wolfson Award	2	0	0	0	0	2
Central Library Refresh	194	763	0	0	0	957
Open Libraries	115	190	0	0	0	305
Contact Theatre loan	200	0	0	0	0	200
HOME Arches Phase 1	215	0	0	0	0	215
Total Neighbourhoods Programme	15,591	16,706	16,954	4,731	0	53,982
First Street Cultural Facility	14	0	0	0	0	14
The Factory (Build)	37,930	36,931	227	0	0	75,088
St Johns (Public Realm)	288	3,820	91	0	0	4,199
Asset Management Programme	7,536	13,291	0	0	0	20,827
Manchester Aquatics Centre feasibility works	464	0	0	0	0	464
Town Hall Complex Transformation Programme	54	0	0	0	0	54
Hammerstone Road Depot	2,154	11,303	5,815	0	0	19,272
Carbon Reduction Programme	3,910	10,200	5,000	5,000	0	24,110
Greening of the City	500	500	0	0	0	1,000
Estates Transformation	0	0	800	0	0	800
Estates Transformation - Hulme District Office	90	0	0	0	0	90
Estates Transformation - Alexandra House	5,426	1,180	0	0	0	6,606
Ross Place Refurbishment	0	0	0	0	0	0
Proud Trust - Sidney Street	250	0	0	0	0	250
Space - Phase 3	195	455	0	0	0	650
The Sharp Project	0	600	0	0	0	600
Digital Asset Base - One Central Park	230	538	0	0	0	768
Strategic Acquisitions Programme	3,038	1,323	0	0	0	4,361
Sustaining Key Initiatives	0	2,858	8,600	0	0	11,458
Mayfield Park	296	35	0	0	0	331
Housing Infrastructure Fund	2,230	14,000	16,500	18,270	0	51,000
Acquisition of land at Red Bank	2,305	0	0	0	0	2,305
Northern Gateway	6,700	4,445	7,275	4,875	0	23,295
Eastern Gateway - Central Retail Park	709	0	0	0	0	709
Eastern Gateway - New Islington	10	55	0	0	0	65

Project	2020/21 Proposed revised budget £'000	2021/22 Proposed revised budget £'000	2022/23 Proposed revised budget £'000	2023/24 Proposed revised budget £'000	2024/25 Proposed revised budget £'000	Total Budget £'000
Marina						
House of Sport	432	7,988	0	0	0	8,420
St. Peters Square - Peterloo	106	0	0	0	0	106
Medieval Quarter Public Realm	851	801	0	0	0	1,652
Manchester College	5,000	0	0	0	0	5,000
Digital Business Incubators	200	0	0	0	0	200
Lincoln Square	0	1,200	0	0	0	1,200
Piccadilly Gardens - Phase 1	250	1,561	0	0	0	1,811
Manchester Digital Security Innovation hub	0	2,000	0	0	0	2,000
New Smithfield Market	100	369	0	0	0	469
Heron House and Registrars	1,966	0	0	0	0	1,966
Civic Quarter Heat Network	9,679	4,000	0	0	0	13,679
Total Growth & Development Programme	92,913	119,453	44,308	28,145	0	284,819
Our Town Hall refurbishment	39,140	70,327	86,216	50,397	34,094	280,174
Total Town Hall Refurbishment Programme	39,140	70,327	86,216	50,397	34,094	280,174
Brunswick PFI Land Assembly	100	593	677	0	0	1,370
Collyhurst Regeneration	0	178	1,000	2,700	0	3,878
Collyhurst Environmentals	0	55	0	0	0	55
Collyhurst Land Assembly	29	0	0	0	0	29
Collyhurst Land Acquisitions	0	210	799	0	0	1,009
Eccleshall Street - 3 Sites	0	0	500	0	0	500
Site Investigation and Early Works HIF Pilot Sites	0	0	65	0	0	65
Miles Platting PFI Land Assembly	4	146	266	0	0	416
Disabled Facilities Grant	4,004	7,200	1,000	0	0	12,204
Toxteth St CPO & environmental works	1	29	0	0	0	30
Bell Crescent CPO	0	0	0	482	0	482
HCA Empty Homes Cluster Phase 2	107	415	891	0	0	1,413
Princess Rd	100	0	0	0	0	100
Empty Homes Scheme	2,000	0	0	0	0	2,000
Ancoats Dispensary: Survey Work to Confirm Major Project Viability	352	0	0	0	0	352
Redrow Development Phase 2 onward	21	0	0	0	0	21
West Gorton Compensation	4	0	0	0	0	4
West Gorton Ph 2A Demolition &	51	386	904	0	0	1,341

Project	2020/21 Proposed revised budget £'000	2021/22 Proposed revised budget £'000	2022/23 Proposed revised budget £'000	2023/24 Proposed revised budget £'000	2024/25 Proposed revised budget £'000	Total Budget £'000
Commercial Acquisitions						
HMRP	10	30	89	0	0	129
Collyhurst Acquisition & Demolition (Overbrook & Needwood Close)	0	664	0	0	0	664
Extra Care	0	1,245	1,200	0	0	2,445
Moston Lane Acquisitions	0	0	0	7,500	0	7,500
Equity Loans	0	0	397	0	0	397
West Gorton Community Park	350	25	25	0	0	400
Ben Street Regeneration	428	623	0	0	0	1,051
Marginal Viability Fund - New Victoria	6,215	5,185	0	0	0	11,400
Chimebank	34	0	0	0	0	34
Total Private Sector Housing Programme	13,810	16,984	7,813	10,682	0	49,289
Charlestown - Victoria Ave multistorey window replacement and external cyclical works	2,382	6,420	3,481	0	0	12,283
Harpurhey Lathbury & 200 Estates external cyclical works	-18	18	0	0	0	0
Environmental works	0	5	0	0	0	5
Moston Miners Low Rise externals	0	18	0	0	0	18
Newton Heath Limestone Drive externals	0	6	0	0	0	6
External cyclical works Ancoats Smithfields estate	75	0	0	0	0	75
External cyclical works New Moston (excl corrolites)	0	8	0	0	0	8
Environmental improvements Moston corrolites	81	0	0	0	0	81
ENW distribution network (various)	194	0	0	0	0	194
Various Estate based environmental works	100	163	0	0	0	263
Moston Corrolites external work	53	1,050	117	0	0	1,220
Charlestown Pevensey and Rushcroft Courts door entry systems renewal	49	0	0	0	0	49
Retaining Walls	0	150	150	0	0	300
Delivery Costs	540	1,002	486	0	0	2,028
Decent Homes mop ups ph 9 and decent homes work required to voids	0	20	0	0	0	20
One offs such as rewires, boilers, doors, insulation	0	31	0	0	0	31
Ancoats - Victoria Square lift	4	0	0	0	0	4

Project	2020/21 Proposed revised budget £'000	2021/22 Proposed revised budget £'000	2022/23 Proposed revised budget £'000	2023/24 Proposed revised budget £'000	2024/25 Proposed revised budget £'000	Total Budget £'000
replacement						
Boiler replacement programme	-6	0	0	0	0	-6
Harpurhey - Monsall Multis Internal Works	583	365	0	0	0	948
Newton Heath - Multies Internal Works	1,452	1,685	0	0	0	3,137
Higher Blackley - Liverton Court Internal Works	4	62	0	0	0	66
Various - Bradford/Clifford Lamb/Kingsbridge/Sandyhill Court Internal Works	152	0	0	0	0	152
Charlestown - Rushcroft/Pevensey Court Internal Works	678	265	0	0	0	943
Collyhurst - Mossbrook/Roach/Vauxhall/Humphries Court Internal Works	405	127	0	0	0	532
Decent Homes mop ups and voids	181	214	22	0	0	417
One off work - rewires, boilers, doors	2	50	0	0	0	52
Fire precautions multi storey blocks	0	150	0	0	0	150
ERDF Heat Pumps	2,488	1,825	101	0	0	4,414
Charlestown - Rushcroft/Pevensey Courts Lift Refurb	0	300	225	0	0	525
One off type work (rewires/boilers/doors)	211	0	0	0	0	211
Fire Risk Assessments	697	3,473	1,640	0	0	5,810
Northwards - Harpurhey 200 Estate Internal Works	636	215	0	0	0	851
Rushcroft and Pevensey Courts Ground Source Heat Pumps	1,261	1,162	0	0	0	2,423
Harpurhey Baths Estate (excl Edward Grant Court) and Cheetham Appleford Estate	318	507	0	0	0	825
Newton Heath Troydale and Croyden Drive Low Rise Estates	463	1,637	0	0	0	2,100
Responsive Investment Works	0	650	100	0	0	750
Retirement blocks various M&E/H&S works	215	769	250	0	0	1,234
Retirement blocks lift replacement apprentice and edward grant courts	0	114	0	0	0	114
One off type work such as rewires boilers doors	0	350	0	0	0	350
Delivery Costs	1,804	1,760	301	0	0	3,865
Bringing Studio Apartments back in use	0	12	0	0	0	12
Various Locations - bringing bedsits	0	104	0	0	0	104

Project	2020/21 Proposed revised budget £'000	2021/22 Proposed revised budget £'000	2022/23 Proposed revised budget £'000	2023/24 Proposed revised budget £'000	2024/25 Proposed revised budget £'000	Total Budget £'000
back into use						
Delivery Costs	0	15	0	0	0	15
Improvements to Homeless accommodation city wide	0	36	0	0	0	36
Plymouth Grove Women's Direct Access Centre	0	28	0	0	0	28
Improvements to Homeless Accommodation Phase 2	375	355	0	0	0	730
Woodward Court reroofing	102	145	0	0	0	247
Woodward Court lift replacement	0	0	434	0	0	434
Delivery Costs	88	71	54	0	0	213
Stock Acquisitions	2	0	0	0	0	2
Adaptations	150	202	0	0	0	352
Various Locations - Adaptations	305	388	0	0	0	693
Delivery Costs	56	50	0	0	0	106
Northwards Housing Programme - Unallocated	0	0	13,366	0	0	13,366
Collyhurst Maisonette Compensation & Dem	0	89	935	0	0	1,024
West Gorton PH2A Low & High Rise Demolition	26	0	0	0	0	26
Collyhurst Estate Regeneration	0	0	1,541	0	0	1,541
Buy Back Properties - Right to Buy	6	0	0	0	0	6
Collyhurst Regeneration - Highways Phase 1	0	287	1,394	0	0	1,681
Collyhurst Regeneration - Churnett Street	0	0	790	0	0	790
Collyhurst Regeneration - Needwood & Overbrook acquisition / demolition	0	134	0	0	0	134
Willert Street Park Improvements	0	10	0	0	0	10
North Manchester New Builds	38	339	0	0	0	377
North Manchester New Builds 3	245	0	0	0	0	245
Parkhill Land Assembly	0	0	4,270	0	0	4,270
Collyhurst	500	13,890	4,210	0	0	18,600
Buying Back Former Council Homes	0	500	500	500	0	1,500
Total Public Sector Housing (HRA) Programme	16,897	41,226	34,367	500	0	92,990
Lytham Rd	14	0	0	0	0	14
Plymouth Grove Refurbishment	89	0	0	0	0	89
Crossacres Primary School	24	0	0	0	0	24
Dean Trust Expansion	2,859	0	0	0	0	2,859

Project	2020/21 Proposed revised budget £'000	2021/22 Proposed revised budget £'000	2022/23 Proposed revised budget £'000	2023/24 Proposed revised budget £'000	2024/25 Proposed revised budget £'000	Total Budget £'000
Brookside Rd Moston	4,632	2,784	5	0	0	7,421
North Hulme Adv Playground	2,522	2,127	10	0	0	4,659
Roundwood Road	5,940	1,905	159	0	0	8,004
Coop North Expansion	488	0	0	0	0	488
Our Lady's Expansion	160	0	0	0	0	160
Manchester Communications Academy	111	0	0	0	0	111
Hyde Road Secondary School	1,000	1,000	0	0	0	2,000
St Peters RC High school expansion	383	0	0	0	0	383
Basic need - unallocated funds	0	20,866	44,359	0	0	65,225
Universal Infant Free School Meals (UIFSM) - Allocated	7	0	0	0	0	7
Universal Infant Free School Meals (UIFSM) - Unallocated	75	0	0	0	0	75
Broad Oak Primary School Kitchen	757	0	0	0	0	757
Lily Lane Prim Windows	0	46	0	0	0	46
Moston Lane Reroof	6	0	0	0	0	6
St. Augustine's	68	0	0	0	0	68
Medlock Primary - Boundary Wall rebuild	80	0	0	0	0	80
Crumpsall Lane - Electrical rewire	899	0	0	0	0	899
Mauldeth Rd Rewire	693	0	0	0	0	693
Button Lane Primary Fire Alarm	161	0	0	0	0	161
Charlestown Comm Fire Alarm/Lighting	202	0	0	0	0	202
Northenden Primary Pipework and Radiators	258	0	0	0	0	258
Crowcroft Park roof repairs	324	0	0	0	0	324
St Wilfreds CE roof repairs	6	444	0	0	0	450
Northenden Comm external works	81	0	0	0	0	81
Abbott Kitchen ventilation	114	0	0	0	0	114
Manley Park Primary roof repairs	350	0	0	0	0	350
Broad Oak Reception class and roof repair	346	0	0	0	0	346
Schools Capital Maintenance - unallocated	150	3,361	0	0	0	3,511
Early Education for Two Year Olds - Unallocated	52	0	0	0	0	52
Healthy Pupil Capital Funding	0	257	0	0	0	257
North Ridge SEN	3,127	9	0	0	0	3,136
Special Educational Needs grant	0	683	0	0	0	683
Seymour Road	653	0	0	0	0	653
Commercial Wharf/ISS Refurbishment	97	43	0	0	0	140

Project	2020/21 Proposed revised budget £'000	2021/22 Proposed revised budget £'000	2022/23 Proposed revised budget £'000	2023/24 Proposed revised budget £'000	2024/25 Proposed revised budget £'000	Total Budget £'000
of YJS Building						
Ghyll Head	1,091	0	0	0	0	1,091
Acquisition of land at Hyde Road	13,157	12	0	0	0	13,169
Nurseries Capital Fund - Unity Community	230	139	0	0	0	369
Lyndene Children's Home Refurbishment	655	220	0	0	0	875
Total Children's Services Programme	41,861	33,896	44,533	0	0	120,290
Internet Resilience	30	0	0	0	0	30
Network Refresh Programme	96	3,837	2,349	0	0	6,282
Data Centre Network Design and Implementation	510	0	0	0	0	510
End User Experience	570	1,000	0	0	0	1,570
Microsoft 365	1,760	0	0	0	0	1,760
Telephony	200	200	0	0	0	400
Technology Enabled Care Digital Platform	157	0	0	0	0	157
ICT Investment Plan	0	6,560	8,900	7,690	0	23,150
Total ICT Programme	3,323	11,597	11,249	7,690	0	33,859
Pay and Display Machines	220	0	0	0	0	220
Phase 1 Implementation - Locality Plan Programme Office	375	112	0	0	0	487
Integrated Working - Gorton Health Hub	4,429	14,674	1,076	0	0	20,179
BioMedical Investment	3,792	7,785	2,308	0	0	13,885
Manchester Jewish Museum Loan	290	0	0	0	0	290
Manchester Airport Car Park Investment	3,730	0	0	0	0	3,730
FC United	170	0	0	0	0	170
VCSE Small premises works	0	500	500	0	0	1,000
Irish World Heritage Centre Loan	10	0	0	0	0	10
Airport Loan	142,700	0	0	0	0	142,700
Inflation	0	8,783	5,965	2,527	0	17,275
Total Corporate Capital Programme	155,716	31,854	9,849	2,527	0	199,946
Total Capital Programme	435,719	385,708	262,040	111,069	34,094	1,228,630

**Manchester City Council
Report for Resolution**

Report to: Executive – 11 November 2020

Subject: Greater Manchester Spatial Framework Publication Draft 2020

Report of: Strategic Director (Growth and Development)

Summary

This report seeks approval for the consultation on the publication stage of the Greater Manchester Spatial Framework (GMSF) pursuant to Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012. Consultation on the plan will commence on 1 December 2020 running until 26 January 2021.

Recommendations

The Executive is recommended to:

1. Approve the GMSF: Publication Draft 2020, including strategic site allocations and green belt boundary amendments, and reference to the potential use of compulsory purchase powers to assist with site assembly, and the supporting background documents, for publication pursuant to Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 for a period for representations between 1 December 2020 and 26 January 2021;
 2. Recommend that Council approves the GMSF: Publication Draft 2020 for submission to the Secretary of State for examination following the period for representations;
 3. Delegate to the Strategic Director (Growth and Development) authority to approve the relevant Statement of Common Ground(s) required pursuant to the National Planning Policy Framework 2019; and
 4. Delegate authority to the Chief Executive in consultation with the Executive Member for Executive member for Environment, Planning and Transport to make minor or non-material amendments to the Publication Draft 2020 and background documents prior to their publication;
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Wards Affected - All

<p>Environmental Impact Assessment - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city</p>
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<p>The GMSF Publication Draft 2020 is a key final stage of the plan prior to its submission for examination next year. The consultation is statutory stage that provides an</p>

opportunity for organisations and individuals to submit their final views on the content of the plan. The GMSF includes objectives and policies that seek to achieve a zero carbon Greater Manchester by 2038. The GMSF also covers a range of issues that will have a direct bearing on successfully meeting the zero carbon challenge by 2038.

Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The GMSF Publication Draft 2020 covers this outcome, both in the strategic policies and other specific thematic policies. If Greater Manchester is to flourish in the long run then it will need to make the most of its key assets and advantages, which can differentiate it from other places. The growth potential of a small number of locations that can boost international competitiveness will need to be maximised in order to support the prosperity of Greater Manchester as a whole.
A highly skilled city: world class and home grown talent sustaining the city's economic success	The GMSF Publication Draft 2020 covers this outcome, both in the strategic policies and other specific thematic policies. The central theme of the spatial strategy for the plan is to deliver inclusive growth across the city region, with everyone sharing in the benefits of rising prosperity.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The GMSF Publication Draft 2020 covers this outcome, both in the strategic policies and other specific thematic policies. The central theme of the spatial strategy for the plan is to deliver inclusive growth across the city region, with everyone sharing in the benefits of rising prosperity.
A liveable and low carbon city: a destination of choice to live, visit, work	The GMSF Publication Draft 2020 covers this outcome, both in the strategic policies and other specific thematic policies. Objective 7 of the plan seeks to ensure that Greater Manchester is a more resilient and carbon neutral city-region.
A connected city: world class infrastructure and connectivity to drive growth	The GMSF Publication Draft 2020 covers this outcome, both in the strategic policies and other specific thematic policies. Objective 6 of the plan promotes the sustainable movement of people, goods and information. Moreover, Objective 9 of the plan seeks to ensure access to physical and social infrastructure.

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 GMSF is a joint Development Plan Document that has been produced by the ten Greater Manchester local authorities and the Combined Authority. Manchester has contributed resources, particularly through officer time, in developing the plan.

Financial Consequences – Capital

No capital costs are involved in this process.

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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.

GMSF Documents

- Greater Manchester Spatial Framework – Publication Plan (Appendix 1)
- Integrated Appraisal Habitats Regulations Appraisal (Appendix 2)
- Statement of Consultation (Appendix 3)
- GM Strategic Housing Market Assessment
- Economic forecasting
- Employment Land Demand
- GMFM Landscape Character Assessment

- Biodiversity Net Gain
- Strategic Flood Risk Assessment level 2
- GMSF Strategic Viability Assessment
- GM allocations – Viability Assessment
- Carbon & Fracking
- Carbon & Energy Implementation
- Historic Environment
- Land supply data (housing and employment)
- Transport Locality Assessments
- Strategic Modelling Technical note
- Existing Land Supply Technical note
- Transport 2040 Refresh/Delivery Plan
- Heritage/archaeological screening assessments
- Growth and Spatial Options
- Site Selection process
- Overall Green Belt Harm Assessment
- Statement of Common Ground
- Greater Manchester Transport Strategy 2040
- Our Five-Year Delivery Plan (2020-2025)
- Manchester Local Implementation Plan
- District site specific evidence
 - Historic Environment Assessment - GMA11 Roundthorn Medipark Extension
 - Manchester GMSF Allocations: Viability and Deliverability Assessment - AG2 Roundthorn Medipark Extension

1.0 Introduction

1.1 The GMSF Publication Draft 2020 is a key final stage of the plan prior to its submission for examination next year. The consultation is a statutory requirement under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 that provides an opportunity for organisations and individuals to submit their final views on the content of the plan. There have been two previous consultations on GMSF (2016 and 2019) and this Publication version of the plan has been revised to take account of comments from those previous consultations alongside a full suite of evidence base that has informed the plan. The three main documents are appended as follows:

- Publication Plan (Appendix 1);
- Integrated Appraisal (Appendix 2) that has assessed the plan for its economic, environmental and social impacts; and
- Consultation Statement (Appendix 3) setting out summaries of previous consultations.

2.0 Background

Greater Manchester Spatial Framework - Process

- 2.1 In November 2014, AGMA Executive Board recommended to the 10 Greater Manchester local authorities that they agree to prepare a joint Development Plan Document (“Joint DPD”), called the Greater Manchester Spatial Framework (“GMSF”). Further, the recommendation was that AGMA be appointed by the 10 authorities to prepare the GMSF on their behalf.
- 2.2 Over the course of 2014/15, the 10 authorities secured the approvals required to enable the GMSF to be prepared and for that preparation to be carried out by AGMA on their behalf. The first draft of the GMSF Joint DPD was published for consultation on 31st October 2016, ending on 16th January 2017. The consultation generated significant interest and over 27,000 responses were received.
- 2.3 A further consultation on the Revised Draft GMSF took place between January and March 2019. Over 17,000 responses were received. Since the consultation closed, work has been underway to analyse the responses (a consultation summary report was published in October 2019), finalise the evidence base and prepare a further version of the plan.
- 2.4 Progress on the GMSF was delayed due to the Covid 19 pandemic, however AGMA Executive Board in September 2020 agreed that:
- The GMSF would be progressed as a Joint Development Plan Document of the 10 authorities; and
 - The next version of the plan would be the Publication Plan
- 2.5 The ‘Publication stage’ is a formal consultation on the draft joint DPD pursuant

to Reg. 19 of the Local Planning Regulations. It is a statutory stage that provides an opportunity for organisations and individuals to submit their final views on the content of the plan. The decision to 'Publish' the draft joint DPD is an Executive decision for the GM local authorities.

- 2.6 One key supporting document will be a strategic Statement of Common Ground. This will set out the key matters between the ten authorities agreeing on the distribution and quantum of development contained in the Publication Plan. It will also deal with any matters with other organisations that require to be agreed to enable the Publication Plan to be submitted next year. There may be a need for additional Statements of Common Ground to deal with specific matters linked to the proposed site allocations and these will be the responsibility of the relevant local authority to draw up if required.
- 2.7 Following consultation on the Publication Plan, the draft joint DPD and the representations made in the Publication stage are sent to the Secretary of State – this is called the 'Submission stage', pursuant to Reg. 22 of the Local Planning Regulations. Upon completion of the consultation on the Publication draft, a post-consultation report will be prepared and then the plan will be submitted to the Secretary of State for Examination in mid-2021. Submission requires approval of each of the 10 Full Councils of the GM local authorities. Whilst anyone can make a representation on any point, only those pertaining to the 4 tests of soundness¹ will be taken into account by the Inspector(s). If major new issues arise at the Publication Consultation stage there would need to be further consultation prior to any submission of the plan.
- 2.8 An Examination in Public takes place at which a Planning Inspector will consider the joint DPD and representations made in respect of it and determine whether the DPD is capable of being adopted, either with or without amendments.
- 2.9 Assuming that the document is capable of adoption, whether with or without amendments, the ultimate decision to adopt must be taken by each of the 10 Full Councils

3.0 GMSF 2020: Publication Plan (Overview)

- 3.1 The Greater Manchester Plan for Homes, Jobs and the Environment: the Greater Manchester Spatial Framework Publication Plan 2020 (GMSF 2020) is our plan to manage growth so that Greater Manchester is a better place to live, work and visit. It will:
- set out how Greater Manchester should develop up to the year 2037;
 - identify the amount of new development that will come forward across the 10 districts, in terms of housing, offices, and industry and warehousing, and the main areas in which this will be focused;
 - identify the important environmental assets across the conurbation which will be protected and enhanced;

¹ As set out in NPPF para 35

- allocate sites for employment and housing outside of the urban area;
 - support the delivery of key infrastructure, such as transport and utilities;
 - define a new Green Belt boundary for Greater Manchester.
- 3.2 In general the overall approach of the plan - to concentrate development in the most sustainable locations, increase density of development, move to carbon neutral living, make an explicit commitment to more affordable housing, provide stronger protection for valuable green spaces - was supported and has been carried forward into GMSF 2020.
- 3.3 A number of key issues were raised which have been considered during the preparation for the GMSF 2020.
- Scale of Greater Manchester's ambition – for both employment and homes.
 - Credibility of evidence base – Local Housing Need Methodology, economic forecasts in period of uncertainty
 - Brownfield preference/viability of the baseline land supply
 - Green Belt release for development – the case for exceptional circumstances
 - Sustainability/viability of carbon proposals in the plan
 - Infrastructure required to support scale and pattern of growth
- 3.4 These issues have helped to inform the scope of the further evidence that has been undertaken since March 2019. Given the importance of the plan to the range of communities, organisations and interests across Greater Manchester it is not surprising that the comments received in relation to these issues were often divergent.
- 3.5 A Consultation Final Report (appendix 3) accompanies the GMSF 2020 which outlines how these issues have been considered and how the plan has been changed as a result of comments made, or why some comments have not resulted in changes.

4.0 hGMSF 2020: Publication Plan (Specific Detail)

- 4.1 Our vision is for a Greater Manchester which has been changed for the better by the experience of Covid, which embraces the acceleration in flexible working and harnesses this to cement the benefits for our towns and cities. This offers a real opportunity to support the transition of our centres as they experience the continued (and possibly accelerated) decline in their traditional retail role. Greater Manchester needs to be a place where all of our people can access the services they require through high quality digital communications. And one of the biggest lessons of the pandemic is the importance of good quality greenspace close to where people live. This is particularly important in our densely populated and deprived neighbourhoods. Urban greenspace is under pressure and needs to be protected and enhanced wherever possible.

Spatial Strategy

- 4.2 The GMSF 2020 spatial strategy seeks to deliver sustainable, inclusive

growth. It has three key elements;

- Significant growth in jobs and housing at the core – continuing development in the ‘core growth area’ encompassing the city centre and beyond to the Etihad in the east, through to the Quays, Trafford Park and Port Salford in the west. The majority of commercial employment growth is proposed in this area and 40% of overall housing supply is found here
- Boosting the competitiveness of the northern districts – provision of new employment opportunities and commitment that collectively the northern districts meet their own local housing need
- Sustaining the competitiveness of the southern districts – supporting key economic drivers, for example around Wythenshawe hospital and the Airport, realising the opportunities offered by national infrastructure investment, e.g. HS2, whilst recognising the important green infrastructure assets in the area.

Jobs

- 4.3 Economic growth is central to the overall strategy for Greater Manchester. It will be essential to raising incomes, improving health and quality of life, and providing the finances to deliver better infrastructure, services and facilities.
- 4.4 Greater Manchester has the opportunity to lead with the ‘levelling up’ agenda helping to deliver a more successful North of England and aiding the long-term economic success of the country as a whole.
- 4.5 As such, the GMSF supports high levels of economic growth across Greater Manchester and seeks to put in place the measures that will enable such growth to continue in the even longer-term. However, delivering these high levels of growth means that Greater Manchester will need to continue to invest in the sites and critical infrastructure that will make it an even more attractive place for businesses to invest, bringing high-value, well paid jobs, to the city region, and supporting the continued progress towards a low-carbon economy.
- 4.6 In pursuit of this, the GMSF proposes at least 2,460,000 sq.m. of new office floorspace and at least 4,100,000 sq.m. of industrial and warehousing floorspace across Greater Manchester over the plan period.

Homes

- 4.7 Government has introduced a standard methodology for calculating local housing needs to provide local authorities with a clear and consistent understanding of the number of new homes needed in an area. If insufficient new homes are provided to meet increasing demand, then there is a risk that affordability levels will worsen and people will not have access to suitable accommodation that meets their needs. The construction of new housing is also an important part of the economy, providing large numbers of jobs and often securing the redevelopment of derelict and underused sites.
- 4.8 Applying the current methodology means that around 10,534 new homes will

be required across Greater Manchester over the plan period. The plan sets out Greater Manchester's commitment to deliver more affordable housing - 50,000 units over the plan period, including 30,000 for social rent.

Environment

- 4.9 GMSF is not just about accommodating development. It also includes a range of policies designed to protect and enhance Greater Manchester's many and varied green spaces and features which are used in many different ways and afforded many different values by the people who live, work or visit the city-region.
- 4.10 The GMSF supports the important role of Greater Manchester's natural assets by:
- Taking a landscape scale approach to nature restoration;
 - Seeking to protect and enhance Greater Manchester's network of green and blue infrastructure;
 - Seeking a significant overall enhancement of biodiversity and geodiversity; and
 - Seeking to maintain a new and defensible Green Belt which will endure beyond this plan period.
- 4.11 Furthermore, the GMSF supports wider strategies around clean air, walking and cycling and underpins Greater Manchester's ambition to be a carbon neutral city-region by 2038. A key element of this is to require all new development to be net zero carbon by 2028 and to keep fossil fuels in the ground.

Brownfield land preference

- 4.12 There is a strong focus in the GMSF on directing new development towards sites within the existing urban area, which are often in sustainable locations, close to facilities and served by existing infrastructure. Maximising the use of land in the urban area reduces the need to release greenfield and Green Belt land for development.
- 4.13 The land supply identified for development in the plan is largely within the urban area:
- Offices - 99%
 - Industry and Warehousing- 47%
 - Housing - 88%
- 4.14 There are significant viability issues in parts of the conurbation and there is a need to continue to press Government for support to remediate contaminated land, to provide funding for infrastructure and to support alternative models of housing delivery. The recently announced Brownfield Land Fund is targeted at Combined Authorities and the £81m allocated to Greater Manchester begins to help to address viability issues but it is not enough to enable the full

potential of our brownfield land supply to be realised.

Green Belt

4.15 GMSF 2020 proposes a limited release of a Green Belt for both housing and employment. The net loss of Green Belt is 1,939 hectares. This represents a significant reduction (over 60%) in the amount of Green Belt release than was proposed in the 2016 GMSF. This has been achieved through:

- Reducing a number of sites
- Reducing the extent of Green Belt release within sites and retaining more Green belt within some sites
- Proposing a limited number of Green Belt additions

4.17 The proposals in GMSF would result in the overall extent of the Greater Manchester Green Belt reducing by 3.25%. The current Greater Manchester Green Belt covers almost 47% (46.9%) of the land area of Greater Manchester, the proposals in GMSF 2020 would reduce this by around 1.5% meaning that over 45% (45.3 %) of Greater Manchester land area would be designated Green Belt.

GMSF 2020: Publication Plan (Manchester Aspects)

4.18 The plan includes specific policies and allocations that directly relate to Manchester including:

- Delivery of around 50,000 new homes; and over 2.3 million square metres of office floorspace in Manchester by 2037;
- Policies to deliver growth and regeneration across the City;
- Seeking to achieve a carbon neutral city no later than 2038;
- Policies across a range of other themes including flood risk, water resources, air quality, economic and housing matters, heritage, culture, education and skills, health, and sport and recreation; and
- Specific allocations identified in the plan for Manchester for new jobs at the airport and Wythenshawe Hospital; and new housing at Southwick Park.

4.19 The GMSF, on adoption, will supercede some of the policies in Manchester's Core Strategy. Appendix 4 sets out a table that identifies the policies in the Core Strategy that will be, in part, replaced by the GMSF. The information in this table will be included in the consultation on the GMSF: Publication Draft 2020. Following and informed by the consultation, further consideration can be given to which aspects of the Core Strategy will be replaced by the GMSF allowing for any necessary amendments to be made prior to submission of the GMSF next summer.

5.0 Integrated Appraisal

5.1 As part of the development of the GMSF 2020, an Integrated Assessment (IA) has been undertaken incorporating the requirements of:

- Sustainability Appraisal (SA): mandatory under section 19 (5) of the Planning and Compulsory Purchase Act 2004.
- Strategic Environmental Assessment (SEA): mandatory under the Environmental Assessment of Plans and Programmes Regulations 2004 (which transpose the European Directive 2001/42/EC into English law).
- Equality Impact Assessment (EqIA): required to be undertaken for plans, policies and strategies by the Equality Act 2010.
- Health Impact Assessment (HIA): there is no statutory requirement to undertake HIA, however it has been included to add value and depth to the assessment process.

5.2 The IA contributes to the development of the GMSF through an iterative assessment, which reviews the draft policies and the discrete site allocations against the IA framework. Stakeholder consultation is a significant part of the IA, and opinions and inputs from stakeholders have been sought on previous iterations and will be sought on this 2020 IA, as part of the consultation on the 2020 draft GMSF.

5.3 A Habitats Regulations Assessment (HRA) refers to several distinct stages of Assessment which must be undertaken in accordance with the Conservation of Habitats and Species Regulations 2017 (as amended) to determine if a plan or project may affect the protected features of a habitats site before deciding whether to undertake, permit or authorise it.

5.4 All plans and projects (including planning applications) which are not directly connected with, or necessary for, the conservation management of a habitat site, require consideration of whether the plan or project is likely to have significant effects on that site. If a proposed plan or project is considered likely to have a significant effect on a protected habitats site (either individually or in combination with other plans or projects) then an Appropriate Assessment of the implications for the site is required.

5.5 The Greater Manchester Spatial Framework (GMSF) is regarded as a Plan which is considered likely to have significant effect on one or more European protected site and has been subject to an HRA.

6.0 Evidence Base

6.1 A comprehensive evidence base has been assembled to support the policies and proposals in the GMSF 2020. The background papers are listed at the front of this report which have informed the plan and which will be made available in advance of the formal consultation start on 1 December via the GMCA website. This evidence base remains draft until all 10 councils have approved the GMSF 2020 for Publication, as any potential changes that might be agreed during the approval process may require some changes to the evidence

7.0 Consultation Proposals for GMSF

7.1 The consultation will be carried out in line with the requirements of Manchester's Statement of Community Involvement². The government has been clear that the challenge posed by Covid 19 is not a sufficient reason to delay local plan preparation. Equally however, all members of society are required to adhere to guidance to help combat the spread of coronavirus (Covid 19). The guidance has implications for how the public are engaged and the ability of the districts to comply with policies including those set out in their Statements of Community Involvement. Government issued emergency legislation to remove the need for hard copies of the plan to be available in town halls/libraries and advised local authorities to review their SCI to ensure that consultation can take place in a Covid compliant way. The current Manchester SCI enables compliance with the emergency legislation to be adhered to.

7.2 However, effective community engagement must be promoted by means which are reasonably practicable. Government guidance strongly encourages the use of online engagement methods. Engagement strategies are being prepared which consider the use of the following;

- virtual exhibitions,
- digital consultations,
- video conferencing,
- social media and online chat functions

7.3 Reasonable steps need to be taken to ensure sections of the community that don't have internet access are involved and consider alternative and creative ways to achieve this. This could include;

- engaging sections of the community, that do not have internet access, through representative groups rather than directly;
- targeting those most affected by proposals;
- using existing networks;
- allowing individuals to nominate an advocate to share views on their behalf;
- Providing telephone information lines; and
- Providing timed face-to-face information sessions for community representatives (maintaining social distancing).

7.4 Given the uncertainty around the type of local/national lockdown which may be in place at the time the consultation, different scenarios are being developed to respond to different levels of social distancing/public interaction which may be possible.

8.0 Contributing to a Zero-Carbon City

8.1 The GMSF includes objectives and policies that seek to achieve a zero carbon Greater Manchester by 2038. The GMSF also covers a range of issues that

² https://secure.manchester.gov.uk/info/200074/planning/7538/statement_of_community_involvement

will have a direct bearing on successfully meeting the zero carbon challenge by 2038.

9.0 Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

- 9.1 The GMSF Publication Draft 2020 covers this outcome, both in the strategic policies and other specific thematic policies. If Greater Manchester is to flourish in the long run then it will need to make the most of its key assets and advantages, which can differentiate it from other places. The growth potential of a small number of locations that can boost international competitiveness will need to be maximised in order to support the prosperity of Greater Manchester as a whole.

(b) A highly skilled city

- 9.2 The GMSF Publication Draft 2020 covers this outcome, both in the strategic policies and other specific thematic policies. The central theme of the spatial strategy for the plan is to deliver inclusive growth across the city region, with everyone sharing in the benefits of rising prosperity.

(c) A progressive and equitable city

- 9.3 The GMSF Publication Draft 2020 covers this outcome, both in the strategic policies and other specific thematic policies. The central theme of the spatial strategy for the plan is to deliver inclusive growth across the city region, with everyone sharing in the benefits of rising prosperity.

(d) A liveable and low carbon city

- 9.4 The GMSF Publication Draft 2020 covers this outcome, both in the strategic policies and other specific thematic policies. Objective 7 of the plan seeks to ensure that Greater Manchester is a more resilient and carbon neutral city-region.

(e) A connected city

- 9.5 The GMSF Publication Draft 2020 covers this outcome, both in the strategic policies and other specific thematic policies. Objective 6 of the plan promotes the sustainable movement of people, goods and information. Moreover, Objective 9 of the plan seeks to ensure access to physical and social infrastructure.

10.0 Key Policies and Considerations

(a) Equal Opportunities

- 10.1 The GMSF is a statutory plan which seeks to contribute to the achievement of sustainable development, delivering economic, social and environmental

benefits together in a mutually reinforcing way. It is informed by an Integrated Appraisal which includes an equalities assessment.

(b) Risk Management

- 10.2 Risks have been identified that could impact on the consultation timetable and potentially delay the GMSF. The most obvious is a second spike in Covid 19 either nationally or locally. This could affect:
- the ability to complete all of the work needed if staff and consultant support is affected (either by staff absence or redeployment / furlough);
 - the timescales needed to respond to the evidence and the ability to consult meaningfully/fairly if the region/country is in lockdown.
- 10.3 Mitigation measures including local outbreak management plans will be in place and these will be taken into account as GM develops the plan and our consultation strategies.
- 10.4 A further risk is to note that Government published 'Planning for the Future' White Paper on 6 August 2020. This proposes significant reform of the planning system including the development plan process. The consultation ends on 29 October. The changes proposed would require primary and secondary legislation. No timescale is given for this, however it is considered unlikely that this will be in place before late 2021/early 2022. Additionally, Government is consulting on some more immediate changes to the planning system, including a proposed new Local Housing Need methodology. The figure for Greater Manchester is slightly lower than the current LHN figure (10,234 as opposed to 10,543). This consultation ended on 1 October. Given the level of uncertainty around the timescales associated with these consultations, it is not considered appropriate to delay the consultation on the Publication Plan GMSF at this time.

(c) Legal Considerations

- 10.5 The legislative and constitutional requirements for the preparation of a joint Development Plan Document (DPD) in the Planning and Compulsory Purchase Act 2004 ("2004 Act") and the Town and Country Planning (Local Planning) (England) Regulations 2012 ("2012 Regulations") have been complied with.
- 10.6 The joint DPD will be submitted to the Secretary of State for independent examination (s20 of the 2004 Act) along with the documents prescribed by Regulation 22 of the 2012 Regulations. Prior to submission to the Secretary of State, the draft joint DPD must be published and representations invited, pursuant to Regulation 19 and Regulation 20 of the 2012 Regulations.
- 10.7 If the draft joint DPD is not prepared in accordance with the 2004 Act and the 2012 Regulations, any subsequent attempt to adopt the plan would be susceptible to challenge.

Appendices – Links

Appendix 1 - Greater Manchester Spatial Framework – Publication Plan (Parts 1 and 2)

Appendix 2 - Integrated Appraisal Habitats Regulations Appraisal

Appendix 3 - Statement of Consultation

Appendix 4 - Policies in the Core Strategy that will be, in part, replaced by the GMSF

All available at

<https://democracy.manchester.gov.uk/ecSDDisplay.aspx?NAME=SD290&ID=290&RPID=3455124>

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**Manchester City Council
Report for Information**

Report to: Executive– 11 November 2020

Subject: Report to update on the Council's MTFP focusing on the financial position and strategy from 2021/22

Report of: Deputy Chief Executive and City Treasurer

Summary

The report will set out the impact of COVID-19 and other pressures and changes on the Council's budget for the period 2021-2025. It will summarise the savings options under consideration from 2021/22 as well as set out the approach to Equality Impact Assessments and consultation as part of the budget setting process. It also sets out next steps in the budget process, including scrutiny of the draft budget options by scrutiny committees.

Separately the report sets out the impact of COVID-19 on the capital programme and the implications for the budget.

Recommendations

The Executive is recommended consider the officer cuts and savings options, considering the feedback from the six scrutiny committees.

Wards Affected: All

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

The budget reflects the fact that the Council has declared a climate emergency by making carbon reduction a key consideration in the Council's planning and budget proposals.

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

destination of choice to live, visit, work	
A connected city: world class infrastructure and connectivity to drive growth	

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Background documents (available for public inspection):

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

Executive 14 October - Revenue Budget Monitoring 2020/2 and budget position 2021/22

1 Introduction and Context

1.1 The approved 2020/21 budget reflected the priorities below:

- care and support for vulnerable people, including older people and those with learning disabilities and mental health needs;
- taking action on family poverty and giving young people the best start in life;
- tackling homelessness;
- tackling the climate emergency and achieving zero carbon;
- supporting people into jobs and training;
- keeping roads and neighbourhoods in good shape; and
- parks and leisure to keep people active and happy.

1.2 The Council's net revenue budget is funded from five main sources which are Council Tax, Business Rates, government grants, dividends and use of reserves. In recent years as central government funding has reduced and business rates retention has been introduced the ability to grow and maintain the amount of resources raised locally has become even more important for financial sustainability and is integral to the Council's financial planning.

1.3 The budget for 2020/21 was a one-year roll over budget. The strategic framework which underpins this is the Our Manchester Strategy, the Corporate Plan and the Locality Plan. Whilst the Council published a one-year budget in line with the one-year spending round announced by the Government, this was supported in the background by a longer-term financial plan over five years, including spreading the use of one off resources through reserves to support longer term investment in areas such as social care. This was critical to demonstrate forward planning and resilience, ensuring the Council was in a stronger position to respond to the national funding changes.

1.4 The medium-term financial plan remains challenged by uncertainty. These include the outcome of the Spending Review. After 2021/22 there are potential changes to how local government funding is distributed, the Business Rates Retention scheme, and the future of Adult Social Care funding.

1.5 Prior to COVID-19 there was an underlying budget gap of c£20m for 2021/22 rising to c£80m by 2024/25. This was to be addressed in the Medium-Term Financial Planning process. The impact of COVID-19 outlined in this report is in addition to this. At this stage no COVID-19 related funding has been confirmed beyond 2020/21 any additional support for 2021/22 will not be announced until the outcomes of the Comprehensive Spending Review.

2 Position reported to October Executive

Impact of COVID-19 on Council revenue finances

2.1 Dealing with the impact of COVID-19 has resulted in major spending pressures, particularly in social care, but also across all Directorates. There are costs arising from a number of new functions such as providing the

community hub and services for shielding residents as well as sourcing and supplying personal protective equipment (PPE) for other organisations. At the same time there has been a significant reduction in income received, particularly in relation to commercial income and local tax income.

- 2.2 The forecast budget shortfall relating to COVID-19 pressures is £55.6m this financial year increasing to £160.1m next year as shown in the table below.

Table One: Summary of COVID-19 Impact across 2020/21 and 2021/22 (excluding funding announcements)

	2019/20 £000	2020/21 £000	2021/22
Additional Costs (MCC only)	389	25,108	24,994
Income:			
Loss of Income (MCC only)		126,129	107,840
Adjustment for element of dividends not budgeted to use in year		(55,809)	(8,729)
2020/21 Council Tax and Business Rates shortfalls which impact a year in arrears		(36,571)	36,571
Bus Lane and Parking Income - impact on reserves capacity		(3,274)	0
Budget impact of lost income	0	30,475	135,681
Total Costs and Net income losses	389	55,583	160,675

- 2.3 A £100m gap broadly equates to 20% of the Council's budget used to support the delivery of services. This would be on top of the cumulative reductions of £379m and workforce reductions of c4,000 fte or 40%, that have had to be delivered over the past decade.
- 2.4 The additional government funding and in year measures taken (which have included holding a number of vacancies and the use of some reserves) should enable a balanced budget to be delivered in this financial year. An additional £24m for Manchester has been announced in the fourth tranche of government funding and the Council is likely to receive up to £6.4m additional support for lost fees and charges income (this does not cover loss of commercial or rental income). Any capacity this creates in 2020/21 will enable the Council to defer and reprofile the use of reserves that were planned to support the budget and which can now be applied to reduce the gap in 2021/22.

Budget Position 2021/22 to 2024/25

- 2.5 The budget assumptions that underpin 2021/22 to 2024/25 include the commitments made as part of the 2020/21 budget process to fund ongoing demand pressures and the Adult Social Care Improvement Plan as well as provision to meet other known pressures such as inflation and any pay awards (estimated at 2%). In addition, there are ongoing costs of c£25m as a result of COVID-19 including £13.5m for Adult Social Care, £7.5m for Homelessness Services and £3.8m for Children's services. Whilst this contributes to the

scale of the budget gap it is important that a budget is not set that does not adequately reflect ongoing cost and demand pressures.

- 2.6 The current budget shortfall for 2021/22 is £135m rising to £146.8m in the following year. The government announcement that the Collection Fund deficit can be smoothed over three years will improve the position by c£34.4m next year but worsen the two subsequent years by £12m. As set out above, the recent funding announcements have also meant that the planned additional use of reserves can now be deferred to help the position in 2021/22. This then reduces the 2021/22 gap to £105m as shown in the table below.

Table Two: The budget gap 2020/21 to 2024/25

	Revised 2020/21 £000	2021/22 £000	2022/23 £000	2023/24 £000	2024/25 £000
P5 Budget shortfall after confirmed funding/ mitigations	271	135,958	146,801	110,143	123,391
Sales, fees and charges support (estimate)*	(6,400)	0	0	0	0
Smooth Collection Fund over 3 years:	0	(24,381)	12,190	12,190	0
Defer planned use of reserves to balance the budget	6,129	(6,129)			
Total - Potential Budget Gap	0	105,448	158,991	122,333	123,391

*subject to MHCLG confirmation of eligibility

3 Addressing the Budget Gap

- 3.1 On 21 October the government announced the Spending Review will be published at the end of November and will be for one year only, in order to prioritise the response to COVID-19 and the focus on supporting jobs. Detailed funding allocations for the Council will only be made available as part of the provisional Local Government Finance Settlement, normally late in December. This again means that effective long-term financial planning is more difficult.
- 3.2 Prior to COVID-19 the Council had established a Medium-Term Financial Plan and Balance Sheet strategy with capacity to offset shocks and provide investment where necessary. This had included for example using most of the dividend income in arrears and smoothing budget investment in social care. However, the depth and breadth of this pandemic could not have been foreseen and the Council, like many other Authorities across the Country, is facing a significant and long-term financial challenge.
- 3.3 As outlined above the main financial impact from Covid-19 falls in 2021/22. Due to the scale of the budget gap some decisions will be required in advance

of the Spending Review and the Local Government Finance Settlement to enable the budget to be balanced next year. A programme of c£50m cuts are therefore being put forward by officers for consultation now so they can be fully delivered in time for 2021/22. Where possible these are designed to protect front line services.

- 3.4 It is likely there will be some further support in the Spending Review although due to the extent of the financial gap further cuts will be required in the future. It is not known what funding the Council will get after 2020/21 and work will be required to ensure that where possible further cuts are carefully planned as part of the Future Shape of the Council work.
- 3.5 Given the scale and complexity of changes now facing the Council, a piece of work is being carried out until the end of December to review the future shape of the Council, in order to best deliver the priorities for the city and develop how the Council needs to operate in the future. The context for this work is the current re-set of the Our Manchester Strategy, the ongoing embedding of the Our Manchester approach and behaviours, development of a new Organisational Development strategy, the further integration of health and social care, and the decisions regarding the future of the Northwards Housing Arms' Length Management Organisation.
- 3.6 The scale of the changes required to deliver all of the above are so significant that this will require a fundamental review of the future size, shape and purpose of the Council. This work will start by developing the design principles that in turn frame the future shape and priorities of the organisation.
- 3.7 However, if there is no further support through the Finance Settlement the Council will have to act quickly to make more severe cuts for next year. The individual scrutiny committee papers set out the areas where tough decisions may have to be made but that the Council is working hard to avoid. If required, they will be brought forward in more detail to Scrutiny Committees once the Finance Settlement has been announced. It should also be noted the capacity to effectively deliver a programme of cuts of £100m in one year is limited and this is an important consideration when looking at the sustainability of the budget position for next year.
- 3.8 All the options for budget cuts have been risk rated and are contained within the individual scrutiny committee reports. The savings options which align to this Scrutiny Committee are provided in that report which includes the workforce impact. The Committee is invited to consider the options within its remit and to make recommendations to the Executive.
- 3.9 Broadly the £52m, which will be subject to consultation, breaks down into:
- Health and Social Care integration: The planned Improvement Plan investment of £2.150m, funding for inflation, demographics and any increases in the national living wage will be maintained along with the estimated £13.5m ongoing impacts of Covid-19. £20m savings are planned through a reduced Council contribution to the pooled health and

social care budget under devolution arrangements. Accelerating and extending the integration of the health and social care system will support a healthier population, which in turn will unlock savings. Earlier detection and prevention of problems can stop them escalating into long-term care needs and costs and help people to live more independently for longer.

- Resources and Governance - £7.1m from the Corporate Core with reductions in capacity across all support services, how the Corporate Core provides support to residents and changes to the model for supporting residents and a review of access channels which will include the Customer Service Centre. These will be clearly set out in the report to Resources and Governance Scrutiny Committee and Executive with the changes to the Customer Service Centre forming the basis of a separate scrutiny report, consultation and engagement process.
- £6.9m cost avoidance and revenue generation from business units which will also be contained within the Resources and Governance Scrutiny Report. The proposed options envisage that this will largely be achieved through income generation for example an extra £4.5m in 2021/22 through the council taking over running the city's car park operation and £1.3m through increased advertising income. There is also the proposal to withdraw from being a provider of school catering services reflecting the continued reduced demand for these services which mean a substantial Council subsidy is now required.
- Neighbourhood Services: £1.4m which mainly relates to Highways (£0.6m) and parks and leisure income generation (£0.6m). There will be additional investment of £7.5m for the ongoing support for the homeless and rough sleepers after the pandemic. As part of the ongoing changes to the Homelessness Service as well as the need to make cuts across all areas of the Council, there are also cuts planned of up to £3.6m in Homelessness Services. These will be achieved through working with voluntary and community sector and registered housing provider partners to reduce costs; a service restructure which will particularly focus on reducing layers of management and improving prevention and move on initiatives which should reduce the need for more expensive B&B accommodation.
- Economy Scrutiny: £2.3m through a combination of efficiencies, such as reducing the number of buildings occupied because of new ways of working developed during the pandemic and deleting/not filling vacant posts and income generation such as increased surveyors' fees.
- Children and Young People: Much of the Children's Services budget is devoted to caring for looked after children and safeguarding and will be protected. In addition to the anticipated additional demand due to increases in numbers of children in the City, estimated at 3% and totals £2.2m is still contained within the budget along with a further £3.8m to support the likely increase in children and young people requiring support post the pandemic. The average growth in Looked After Children is the last

three years has been 6.8% per year. However, almost £11.3m of other potential cuts have been identified. These will be partly achieved by reducing escalation and need for external residential placements by working with partners to prevent placement breakdowns and expand the availability of more local good quality foster placements and support. Other savings will be made through service reductions such as targeted support for early years. Additional grant and charging schools for services are also part of the Directorate's plan to achieve the cuts.

4 Equality Impact Assessment and Setting the Budget

- 4.1 Many of the options put forward will require an Equality Impact Assessment (EIA) to be undertaken, in particular those that involve impacts on services for residents and reductions in the Council's workforce. A streamlined EIA template has been developed during the response to COVID-19, which has received positive feedback so far, and will continue to be used in relation to EIAs for the budget. Communities and Equalities Scrutiny Committee have an important role in reviewing the EIA process for the budget options put forward and the potential impact on any decisions on the VCSE and on cultural activity.
- 4.2 Equalities and inclusion are a key theme emerging from the reset of the Our Manchester Strategy and have been drawn into sharp relief by COVID-19 exacerbating existing inequalities within the city. A cumulative EIA of the total impacts of budget proposals will be undertaken starting in January 2021 once there is greater clarity about the proposals being taken forward. This will consider and build on the COVID-19 cumulative impact assessment that has been undertaken that has shown the impacts of the pandemic on groups across the city.

5 Consultation on Budget Options

- 5.1 All budget options will be reviewed in detail and where required formal consultation on the details of those options will take place. They will be subject to further refinement following feedback from public consultation and scrutiny committees. The figures may be subject to change following the contents of the Local Government Finance Settlement. Final budget proposals will be made to Scrutiny and Executive in February 2021.
- 5.2 Alongside the formal consultation requirements identified from the options put forward there is a statutory requirement to consult with business rates payers. A public consultation on any proposed council tax increases would take place in late January/early February.
- 5.3 The budget approval process key dates are outlined in paragraph 7.3, and the consultation will commence on 11 November 2020 and close on 6 January 2021.

- 5.4 As in previous years it is proposed that the business plans and saving options are summarised on the Council's website to ensure that the information being consulted upon is in plain English and easy to understand.
- 5.5 It is also proposed that residents are asked to comment on the plans/options via an online consultation form with a few short questions to gauge agreement and space to provide further comment via open text boxes. Paper copies of the form will also be sent to libraries. Again, this is in line with the approach in previous years.
- 5.6 Time will be required following the closing date to review the responses and analysis the information. As a result, consultation results will not be available for the Executive budget meeting on 20 January, however, a brief update will be prepared on the response rates and how the consultation is performing.
- 5.7 The full results will be issued in advance of the Executive meeting on 17 February for consideration.

6 COVID-19 and the Impact on the Capital Programme Budget

- 6.1 The Coronavirus pandemic has had a significant impact on a number of capital schemes during 2020/21. At the start of the pandemic in March there was a pause across construction activity whilst developers and contractors reviewed risk assessments and safety measures. Of the Council's major capital schemes only works on the Town Hall project, The Factory, Alexandra House and works to increase school provision remained on site, albeit with significantly reduced productivity as a result of COVID-19, such as social distancing measures being implemented.
- 6.2 Subsequently, the inflationary impact of COVID-19 has become more evident. Social distancing is reducing productivity leading to increased work programmes and creating cost pressures. Where possible these pressures will be contained within existing project-specific contingency budgets, but in some cases additional budget has been and may be required. Current estimates for inflation are between 4% and 7%, although this will vary between projects. There is also concern that there could be unforeseen impacts to the supply chains which would further exacerbate the inflation impacts already being observed.
- 6.3 It is in this context, alongside the Council's revenue position and based on the existing capital programme, that the Capital Strategy for 2021/22 will be set. Alongside the planned assurance work, the capital financing costs of the existing capital programme are being reviewed, and the programme will be reviewed to confirm that the existing allocated capital budgets are sufficient to complete each project.
- 6.4 Further work is also being undertaken to agree the investment priorities which will inform the Capital Strategy for 2021/22 and beyond. This will include how projects can support the revenue budget position, for example through income

generation, cost avoidance, or through supporting the delivery of revenue savings.

- 6.5 With the planned assurance work, noted above, it will be important to review how capital monitoring and capital decision making are undertaken, to ensure that the processes and outcomes are fit for purpose. A further report will be provided to the Committee within the existing work programme.

7 Next Steps

- 7.1 Following scrutiny, the Executive will consider the officer cuts and savings options at its meeting on 11 November, taking into account the feedback from the six scrutiny committees.
- 7.2 Consultation will start on 11 November and decisions can be assessed in the light of the Finance Settlement and the outcome of any consultation.
- 7.3 The proposed next steps are as follows:
- Officer Options will be presented to the November Scrutiny Committees (3-5 November) for comment and recommendations to Executive on 11 November. The options are being developed in collaboration with partners and will be subject to consultation.
 - Spending Review expected by the end of November and the Local Government Finance Settlement usually follows in December. The outcome will be reported back to January Scrutiny Committees (12-14 January) and Executive (20 January) along with the proposed budget options and any required further cuts that will need to be consulted on.
 - February Scrutiny Committees (9-11 February) and Executive (17 February) receive proposed budget
 - Resources and Governance Budget Scrutiny - 1 March
 - 5 March Council - approval of 2021/22 budget

8 Recommendations

- 8.1 The recommendations appear at the front of this report.

**Manchester City Council
Report for Resolution**

Report to: Children and Young People Scrutiny Committee – 4 November 2020
Executive - 11 November 2020

Subject: Children and Education Services Budget 2021/22 - 2024/25

Report of: Strategic Director for Children’s and Education Services

Summary

As reported to the Executive on the 16th October 2020 it is anticipated the implications of COVID-19 will have a significant impact on the Council’s finances for a number of years, the current forecast gap for 2021/22 Council is facing a significant funding gap for 2021/22 which is estimated to be £105m for 2021/22, £159m for 2022/23 and c£122m thereafter.

This report which for ease of reference is structured as follows;

Section 1	Introduction
Section 2	Background and context
Section 3	Directorate Budget Approach
Section 4	Directorate Revenue Budget 2021/22 and Proposed Savings
Section 5	Areas for Consideration subject to the outcome the Financial Settlement
Section 6	Impact on Workforce and Residents
Section 7	Summary
Section 8	Next Steps

This report outlines the financial management and leadership of the Directorate’s budget, the financial position which includes demography, growth of demand and a series of savings options proposed by officers aligned to the remit of the Children and Young People Scrutiny Committee to contribute to the Council’s duty to achieve a balanced budget in 2021/22. The report also sets out the impact the options will have on residents and the workforce.

The Council’s budget proposals for 2021/22 and onwards will be subject to further refinement following feedback from public consultation and scrutiny committees. In addition the figures may be subject to change following the contents of the local government finance settlement which is expected mid-late December 2020. At this point an indicative date has not been provided for the likely publication of the Settlement. Final budget proposals will be made to Scrutiny and Executive in February 2021.

Recommendations

1. The Children and Young People Scrutiny Committee members are asked to consider the content of this report and comment on the propositions,

challenges, priorities and opportunities which are outlined throughout the body of the report.

2. Executive are asked to consider the officer cuts and savings options, taking into account the feedback from this scrutiny committee.

Wards Affected: All

Environmental Impact Assessment - the impact of the issues addressed in this report on achieving the zero-carbon target for the city
The report reflects the fact that the Council has declared a climate emergency by making carbon reduction a key consideration in the Council’s planning and budget proposals.

Manchester Strategy Outcomes	Summary of the Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Effective Children and Education Services are critical to ensuring our children are afforded opportunities and supported to connect and contribute to the city’s sustainability and growth.
A highly skilled city: world class and home grown talent sustaining the city’s economic success	Ensuring children and young people are supported and afforded the opportunity to access and achieve in the City; empowered and supported by the delivery of a strong and cohesive system that works for all children.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Improving education and social care services that are connected to the wider partnership build the resilience of children and families needed to achieve their potential and be integrated into their communities
A liveable and low carbon city: a destination of choice to live, visit, work	Improving outcomes for the children and families across the City, helps build and develop whole communities and increases the livability of the City
A connected city: world class infrastructure and connectivity to drive growth	Successful services support successful families who are able to deliver continuing growth in the City

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

- Equal Opportunities
- Risk Management
- Legal Considerations

Financial Consequences for the Capital and Revenue Budgets:

The report contains draft savings options, for comment, prior to a draft budget report being prepared for January 2021 Executive. The draft options in the report total £11.295m planned to be delivered 2021/22-2024/25. These options are deemed to be deliverable and there is a level of confidence that most of the options are “the

right thing to do” and have been developed in line with the Directorate budget strategy. On top of this further savings options have been developed and whilst are considered to deliverable there is also a risk that they will negatively impact on the deliverability of the Directorate’s transformation plans and ability to be **safe, effective and efficient**. The need for further savings options are to be reviewed once the outcome of the financial settlement is known.

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Background documents (available for public inspection):

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

Children and Education Services Business Planning: 2019-2020, Executive 13th February 2019

Annual report on Special Educational Needs and Disability (SEND) - Children and Young People Scrutiny Committee - 4 March 2020

Attainment and Progress 2019 - Children and Young People Scrutiny Committee – 24 June 2020

Council Business Plan 2020/21 - Executive - 12 February 2020

1.0 Introduction

- 1.1 Manchester City Council has been at the forefront of the response to the coronavirus pandemic in the City. As a result of additional demand for services and impact on the Council income as set out in the report to Budget Executive on the 14th October 2020 the Council is facing a significant funding gap for 2021/22 which is estimated to be £105m for 2021/22, £159m for 2022/23 and c£122m thereafter. This is if there is no further support from the Spending Review or extra use of reserves.
- 1.2 With the likely scale of funding pressures and future resource reductions, it is important that the Council holds a robust position on reserves and maintains the ability to deal with issues that arise during the financial year. It has to be stressed no figures for the national Financial Settlement for 2021/22 have been confirmed at this stage and so these figures are an estimate and the position will change as more information becomes available.
- 1.3 This report provides the draft 2021/22-2024/25 revenue budget options for the Children and Education Services Directorate. The proposed officer budget options follow a comprehensive review across all service areas in order to ensure that the existing budgets are realistic and sufficient to ensure that the service area can deliver its objectives and contribute to the Corporate Plan priorities during and the pandemic and managing the impact of the longer term consequences once the pandemic is controlled. The budget strategy is intelligence led, reflects the Directorate priorities that aim to work within existing economies of scale to strengthen partnerships and deliver services local, place based services on a city wide, locality and neighbourhood footprint. This delivery model includes collaborating and working in partnership with Manchester Local Care Organisation (MLCO); is aligned with the Council's Bringing Services Together arrangements and scrutiny from Manchester's Safeguarding Partnership (MSP).
- 1.4 Set out in this report are a series of proposed savings and relevant information relating to the Children and Education Services Directorate to assist Committee Members in their considerations. **Appendix 1 attached to this report is a summary of the proposed savings schedule.** The proposed savings options outlined in this report have been assessed by officers for their deliverability and impact. In addition, the summary savings schedule is supported with a risk or RAG (Red /Amber /Green) rating.
- 1.5 The proposals have also been considered by Executive Members who are keen that all the identified options are set out so they can be considered and consulted on.

2.0 Background and Context

- 2.1 A key priority for Manchester City Council is to ensure that Manchester's children are safe, happy, healthy and successful; supported by services that are effective and efficient.

- 2.2 The Directorate also contributes to other corporate priorities, including supporting Manchester's Children and Young People to be healthy, well and safe (**Healthy, cared for people**), enabling clean, safe and vibrant neighbourhoods through promoting the welfare of young people (**Neighbourhoods**) and reducing demand through reform and enabling our workforce to be the best they can be (**Well-managed Council**). It also plays a leading role in ensuring our young people are equipped with the skills they need to benefit from the growth of the city (**Growth that benefits everyone**) and ensures there are sufficient and high quality places in local schools and early years settings.
- 2.3 The priorities, guiding principles and behaviours of Our Manchester, run throughout all key strategies and approaches being taken forward in the city from the overarching Children and Young People's Plan (Our Manchester, Our Children) through to Early Help, Our Promise to Looked After Children and Care Leavers, All Age Disability Strategy, Youth Justice Plan, Valuing Young People and Young Carers Strategy; as well as contributing to other strategy/delivery plans to improve the experiences and outcomes for our children and young people.
- 2.4 The Directorate for Children and Education Services is responsible for the delivery of the following services:
- Early Help
 - Early years
 - Education services
 - Special educational needs and disabilities (SEND) for 0-25 years
 - Children's social care services for children and their families
 - Statutory responsibilities for safeguarding, looked after children and young people, care leavers
 - Youth Justice Services
 - And a broad range of associated functions.
- 2.5 Manchester's population has continued to grow since the 2011 Census figure of 503,000, and our forecasts for population growth are estimating that by the mid-2020s the city of Manchester will have a population of circa 644,000, a 28% increase. This population growth is driven by the continued, and forecasted continuation, of economic growth. The annual school census completed in May 2019 identified 87,874 pupils attending Manchester Schools compared to 89,481 pupils in summer 2020 – this snapshot shows growth of 1,607 pupils across the mainstream primary and secondary phases within a year.
- 2.6 Within the Manchester school population, the January 2020 census showed that 18% of pupils have Special Education Needs. This was made up of 14% who have their needs met at SEN Support level and 3.9% of the school population who have an Education, Health and Care plan (EHCP). The census shows that the number of pupils who have their needs met through SEN Support or an EHCP is increasing. The percentages of pupils at SEN Support level and EHCP are higher than the latest national comparison data.

Manchester currently maintains 5,285 Education, health and care plans for children and young people up to age 25.

- 2.7 The basic level of unit funding for primary and secondary pupils in the Dedicated Schools Grant (DSG) has risen from £5,088 in 2014/15 to £5,362 in 2020/21, an increase of £274 per pupil in cash terms. However, when compared to the Retail Price Index (RPI) over the same period, it represents an actual real term reduction of around £680 per pupil. Similarly, for those children with SEND/high needs, which has seen funding for 2-18 year olds increase from £615 to £753; an increase of £138 per child. When the retail price index is applied, this represents an increase in real terms as well, of approximately £4 per pupil over the period.
- 2.8 Following Ofsted's inspection in 2017 which judged Manchester's Children's Services to no longer be inadequate, the service has continued to make progress and improvements in the services provided. This is evidenced through the frequent reporting to Scrutiny Committee(s), alongside regular performance/assurances reporting, independent peer reviews and through Ofsted's focused visits in 2018 and more recently December 2019.
- 2.9 However, it is evidently clear in order for the service to continue to make improvements and for Manchester's Children's Services to be judged as 'good or better' by Ofsted, a key success factor is for there to be a stable, talented and confident workforce. Subsequently the Directorate launched in 2020 a five-year workforce strategy to sustain and continually improve Children Social Care Services. The strategy which has been scrutinised by Committee Members offers a range of incentives to specific groupings of roles which have proven difficult to recruit, retain and offer the foundation for the development of the services' future strategic leaders.

Summary Impact Of Children And Education Services

Children Services

- 2.10 Since 2015/16 there has been significant progress in reducing the number of children placed in residential provision with an increase in those placed within internal foster care placements. In addition, there have been improvements in securing a 'permanent' arrangement for children through adoption and the increased number of Special Guardianship Orders (SGOs). There 592 special guardianship orders at present, a 62% increase in the number of SGO's since 2015/16.
- 2.11 Implementation of a redesigned 'front door' to respond to requests for a Social Care Service - the Advice and Guidance Service was developed to increase the access to social care expertise and deliver a more locality coordinated and efficient and proportionate Children's Social Care service. This contributed to a wider programme of reforms to enable *"Practitioners working together in a locality, having conversations to agree effective, right and timely interventions resulting in positive change for our children to have safe, happy, healthy and successful lives;* presented to Scrutiny Committee members in March 2020.

The impact of these improvements were evidenced by the number of referrals made into the service reducing from 13,228 in 2017/18 11,174 in 2018/19 whilst at the same time overall reducing the rates of referrals to the service. Quality assurance measures are in place to scrutinise decisions made by staff in the three locality hubs.

- 2.12 In addition we have reduced the number of children and young people subject to child protection plans from 787 at the end of 2018/19 to 731 at the end of 2019/20 and increased the percentage of child protection conferences held within 15 days of the start of the Section 47 enquiry from 78.4% in 2017/18 to 88% in 2019/20.
- 2.13 The Council has been part of a Regional Adoption Agency since 2017 which has maintained good performance and mitigated the removal of the 'inter-agency fee' grant. Adoption timeliness continues to improve with a three-year average of 384 days from entering care to being placed for adoption, compared to 429 days at the end of 2018/19. There is a three-year average of 98 days from Placement Order to an adoption match being agreed, compared to 131 days at the end of 2018/19.

Education Services

- 2.14 Before schools partially closed in the summer term 2020, the overall Ofsted outcomes for Manchester in March 2020 indicated:
- 95% of Early years settings and 89% childminders were judged to be good or better.
 - 89% of schools are good or better which is above national average and indicates a continually improving system.
 - 93.3% of Manchester primary schools and 69% of secondary schools are judged by Ofsted to be good or outstanding.
 - all post 16 provision is judged to be good or better in the City
 - 88% pupils in the City attend a good or better school which is above national average and 5th highest in NW region.
- 2.15 Due to the pandemic Ofsted inspections of schools and Children's Services will not resume until January 2021 although they will carry out assurance and focused visits throughout the Autumn to look at how the system is responding. There will not be a grade provided for this.
- 2.16 The improvements in both Children and Education Services has in part been associated with continued and strengthening partnerships that support even greater collaboration and robust leadership; underpinned by an effective performance/assurance framework.

3.0 Directorate Budget Approach

- 3.1 As previously outlined Manchester's Children and Education Services remain committed to continue a 'journey to excellence'; characterised by effective and efficient services that improve the experiences and outcomes for children and

young people. This paper sets out a revised approach towards the reduction of costs by developing and changing services alongside the capacity and culture within the Directorate to ensure its delivery.

3.2 An effective Children and Education Service and delivery of our financial plan cannot be achieved in isolation, and requires a continued strong relationship with all of our partners both internally within MCC and externally. This is facilitated through effective leadership and management at a locality level and development of programmes of activity with our key partners, adopting a targeted and systematic approach which through the following key strands of activity support the Directorate Budget approach. This is further underpinned by a mission statement to be *safe, effective and efficient* and built around the following 4 themes which are articulated in paragraphs 3.4 to 3.18;

1. Cost avoidance - preventative and edge of care intervention
2. Care planning and practice improvement
3. Commissioning and Partnerships
4. Service improvement/efficiencies

3.3 It is recognised within Children and Education Services the budget is an interconnected set of financial commitments designed to improve the experience and outcomes of Manchester's children and young people. Thus, enabling a managed and complex ecosystem of interventions, services and organisations held together by relationships, partnerships and collaboration; evidenced in successive Peer Reviews, Ofsted monitoring, focused visits and inspections.

Cost Avoidance - Preventative and edges of care Interventions

Early Help

- 3.4 A recent evaluation of Manchester's early help approach found that a coordinated and targeted offer of support for families can have a significant impact on reducing the need for high cost, statutory children's services by:
- a) preventing families coming into contact with high cost support: since 2015, 4,337 families who had not previously been known to Children's Social care, were identified as needing coordinated support (either through a referral to Early Help or commencing an Early Help Assessment) . Of these 97% (4,202) remained having no social care involvement within 12 months of the intervention ending;
 - b) supporting 'step down' from high cost support: since 2015, 2,402 families received 'early help' support who had a CIN status before or during an intervention. Of these 83% (2,004) were stepped down and remained so 12 months after the support had ended.
- 3.5 The evidence from the evaluation demonstrates that mainstream investment in early intervention, supplemented by national Troubled Families funding, is preventing families from needing further, high cost support across a range or

measures but particularly children's social care. The family level data is complimented further by a cost benefits analysis, covering the period 2015-2020, which shows a return on investment of £1.90 for every £1 invested.

Edge of Care Intervention

3.6 Research tells us children living in stable and loving homes tend to do better than their counterparts. As a result, and alongside other specialist interventions, in 2017 Alonzi House was remodelled to support children on the 'edge of care/becoming looked after' to remain safely within their families and communities. Since this time the children Alonzi House has worked with:

- 85% have remained at home with their families.
- Increased their attendance at school to 90% or above
- Reduced school exclusions by 50%
- Contributed to the risk of exploitation for 71% of young people where this was a presenting issue.

3.7 In addition and more recently, in 2019/20 having adopted and adapted the No Wrong Door model as part of the Greater Manchester innovation programme. The services provided by Alonzi House have been adapted to include our 'looked after' children to promote stability and inclusion in family-based care arrangements. This has resulted in the multidisciplinary team operating out of Alonzi House to provide foster families with a wraparound support which will include an outreach element and both practical and emotional support; securing stability, permanent arrangements for children and significantly reduce 'unplanned' placement endings.

3.8 The underpinning financial principle is to prevent unplanned placement moves, which invariably are associated with increasing, expensive costs and poor outcomes for children and young people.

Care Planning and Practice Improvement

3.9 Effective leadership of the system is fundamental and underpins strategies to mitigate rising demand and costs. This is reinforced by maintaining a strong grip on decision-making, assessments and resource allocation for individual children and young people.

3.10 The successful delivery of the Children's Services Locality Programme during 2019/20 has enabled the redistribution of social worker capacity. The aim of which has been to secure a timely plan of 'permanence' for children who become looked after and the continued improvement in the overall quality of practice. Over time it may be possible to divert further resources from specialist social work to early help services. This is evidenced by the presentation at today's Scrutiny Committee, recent Looked After Children (LAC) admissions and discharges compared to other Core Cities. Manchester is seeing quite a different trend - with significantly lower admissions and less impact on discharges. In terms of admissions Manchester did have a particularly high rate of growth in the LAC population last year. This points to

improved practice and management oversight/grip on planning and decision making for children.

- 3.11 Spend on residential placements for 'Looked After Children' has increased each year since 2015/16, attributed to increasing need, unplanned endings and limitations in the internal and external fostering capacity. A refreshed commissioning approach in 2019/20 that is based on 'relationships' and seeks to embed an outcomes-based commissioning approach and shared understanding of expected outcomes with providers whilst working collaboratively with health partners to identify provision that meets the needs of children with complex health problems and children with Special Education Needs or Disability has seen the use of External Residential placements reduce by 10% since April 2020.
- 3.12 Manchester City Council operates two children's homes through commissioning arrangements with external providers. Informed by research and an analysis of children's needs, this has led to Children's Services and Manchester Health and Care Commission securing capital funding from NHS England which will contribute to costs associated with the remodelling of one of these homes to better respond to the presenting needs of children and young people with learning difficulties and/or autism and their families. The home will provide outreach and a specialist short break provision, which is expected to improve the experiences and outcomes of children. The service is informed by a cost benefit analysis and will deliver significant financial savings in the medium/long term.
- 3.13 Manchester continues to seek to increase the number of internal foster carers for specific groups of children whilst at the same time strengthening its relationship with Independent Foster Care agencies to develop a market of high-support foster placements for children with high/complex needs, including those stepping down from residential placements.
- 3.14 In addition in responding to the accommodation needs of our care leavers, the Directorate continues to work proactively and positively with the housing providers including the third sector to further develop models and increase the Leaving Care offer. This has led to a reduction in Care Leavers experiencing placement moves and successfully transitioning to independence.

Commissioning and Partnerships

- 3.15 Manchester has established a talented and skilled commissioning team within Children's Services. This capacity provides greater opportunities to negotiate on price, shape the market and develop stronger, enduring relationships with providers. Furthermore, strong collaboration between the Council and the health service is essential to achieve improved influencing of the market, greater economies of scale and improved outcomes.
- 3.16 The service has developed the following set of commissioning principles which prospective providers are to consider and underpin the Directorate's approach to commissioning:

- Prioritise ethical providers who are informed by appropriate values and principles and are passionate about Our Children
- Recognise and value the voices of children and young people in the development and monitoring of services.
- Ensure we learn from/utilise experience, use data 'intelligently' and consultation to inform innovative service design.
- Co-produce and develop the provider market with service users and providers.
- Ensure we work collaboratively across the Council to ensure maximisation of existing resources.
- Social value is embedded within all commissioning activity to support our communities and services.

Delivering Services Locally and in Partnership

3.17 The Children's Locality Model Programme delivered during 2019/20 was focused on reforming Children's Services to deliver local, place based services on a 1-3-12 footprint; aligned with Integrated Neighbourhood Teams/ Bringing Services Together; strengthening local partnerships to work together in response to specific complexities of each geographical area across the city. Following the successful implementation of this programme, a review has been undertaken; resulting in an emphasis on strengthening our partnerships and collaborations to jointly commission and deliver services in unison with key partners, as reflected in the following 4 service delivery areas:

1. **Smoke Free Families** (an initiative that involves early years, help and community health services working closely together). Delayed due to the impact of Covid19 but more recently progress has been accelerated in partnership with Manchester Local Care Organisation which will inform future relationships and improve outcomes for children and families. Adopting a thematic approach where partners can work together putting aside service boundaries and focus on the needs of residents and families. The Smoke Free Families is a resulting approach that will involve a whole family approach to adopt a smoke free home environment for babies and young children. The resulting impact and outcome measures are aligned to the Start Well Board priorities and will highlight learning and wider adaptability for our future neighbourhood and locality working.
2. **Think Family** - Many children who 'become looked after' have experienced domestic abuse parental mental health and substance misuse problems. Subsequently Manchester's Children's Services and its partners are developing plans to implement the Strengthening Families programme which is a multi-agency approach which uses motivational interviewing and takes a 'think family' approach which is facilitated by the co-location and joint working between Adult, Mental Health, Domestic Abuse and Children's Services. Developed in Hertfordshire, the research evidence demonstrates a reduction in both admissions and length of time children spent in local authority care can be achieved.

3. **Targeted offer for children with SEND** - The repurposing of Lyndene Children's Home will see the development of an integrated service offer for children with SEND and their families with robust commissioning governance. The service is developing a dedicated short breaks and outreach service for children with disabilities (including autism) and building on existing pilot short breaks projects which support the transition to universal services. Assessments will be integrated within existing planning routes for specialist services.
4. **Care Leaver Accommodation Offer** - The aim of the Care Leaver Accommodation Project is to work in partnership with Health, Housing, education and both children and adult social care to:
 - Improve stability / Homes for Life for Manchester's Care Leavers
 - Deliver accessible Integrated Support services delivered at the right time
 - Improve choice in where and who to live with
 - Deliver Innovative and individual models of living including intergenerational living where appropriate.
 - To share learning with the Greater Manchester Commissioning leads and develop regional approaches to delivering accommodation and support.

Service improvement/efficiencies

- 3.18 Service improvements and efficiencies run across all the budget approaches outlined above, as demonstrated by the review of Families First and commissioning and partnership involved in the repurposing of Lyndene's Children's Home.

4.0 Children And Education Services Directorate Revenue Budget 2021/22

- 4.1 During 2019/20 an external benchmarking exercise was undertaken to consider the costs, profile of children and the range and choice of placements for our looked after children set against similar local authorities. The findings from this exercise indicated the correlation between need and the 'trilogy of risk' (domestic violence, substance misuse and mental health) and social determinants. This exercise indicated a requirement for a more prudent forecast for financial modelling should be used. The report predicted a 3% increase per annum in admissions to care was judged as a realistic projection for Manchester.
- 4.2 The following section outlines the revenue budget for the Council's Children and Education Services, emerging areas of pressure and financial savings proposals which are organised to reflect the Directorate's budgetary approach as set out in paragraph 3.2.

Education and Schools

- 4.3 In July 2020 the Department for Education announced the provisional school funding settlement for 2021/22. Beyond 2021/22 the government will, later this calendar year, put forward its proposals to move to a 'hard' National Funding Formula 2022/23 onwards. It is estimated that Manchester receives £20m above the national funding formula values which equates to roughly £300 per pupil in the city. It is expected that once the national funding formula is introduced transitional protection will be applied and the £300 per pupil loss may be protected over a number of years.
- 4.4 For 2021/22 the City's Primary and Secondary schools should expect to see a 2% increase in pupil related funding, this is estimated to equate to **£26m** for Manchester's primary and secondary schools. This is before increases in pupil number and changes to pupil characteristics are taken account of.
- 4.5 Manchester's provisional grant allocation for support to children with special educational needs has increased by 10.32%, and it is estimated that the additional allocation will be c. **£10m**, included within the additional allocation is an uplift for Teacher pay and pension grant of £1.5m. This part of the Dedicated Schools Grant is currently overspent consequently the estimated £10m increase will mostly be allocated to meet the existing and new pressures on the budget. There will be a significant carry forward deficit from 2020/21 projected to be £1.2m.
- 4.6 Funding for early years in schools and private, independent and voluntary settings will be published in December 2020. The part of the grant supporting the Local Authority, the central schools block shows a reduction of £83k, the Local Authority is working through implications of this change.
- 4.7 The Children and Education Services net annual budget for 2020/21 is £130.540m with 1,316 full time equivalent staff summarised in the table below:

Table one: 2020/21 Base budget

Service Area	2020/21 Gross Budget £'000	2020/21 Net Budget £'000	2020/21 Budgeted Posts (FTE)
Children's Safeguarding	126,829	108,801	885
Education*	337,071	17,225	314
Directorate Core and Back Office	4,542	4,518	117
Total	468,442	130,540	1,316

*Education gross budget includes the Dedicated Schools Grant (excluding Academy Schools)

- 4.8 In 2020/21 the continued investment of £10.674m was applied to ensure the Directorate is able to meet levels of need of children in 2020/21; supported by the application of a £6m social care grant to reflect existing and future potential pressures from predicted increasing need.

Demography and Growth

- 4.9 It is proposed that the Children and Education Services cash limit budget will increase by £6.027m in 2021/22 and £2.293m in 2022/23, £2.362m in 2023/24 and £2.433 2024/24 for demography and growth in demand as a result of the pandemic. Table two below summarises these changes.
- 4.10 **Demography** - Table two (below) shows the budget identified for demographic growth in Children's and Education Services. The demand has been determined based on the demographic numbers on which the 2020/21 budget was set compared to the current position and potential increase in demand informed by 3% population growth predictions.
- 4.11 Benchmarking of Manchester against other Greater Manchester local authorities, as well as 10 local authorities with the similar levels of deprivation indicates that LAC demand is likely to exceed population growth. Using a range of analysis, including correlation between Looked After Children demand and the 'trilogy of risk' (domestic violence, substance misuse and mental health) a more prudent forecast was based on a 3% increase in admissions each year, which equates to £2.227m in 2021/22, before taking account of the impact of Covid-19.
- 4.12 **Growth** - In the short term it is expected that budget pressures for Children's Services will only increase. The Family Courts are still fully recovering from the impact of the national "lockdown" that continues to delay proceedings to deal with discharge from care. Over the Covid period, referrals to our services fell by 18% across the North West, and as a result, it is expected that this repressed demand will flow through the system, particularly as children return to school.
- 4.13 In the medium term the repercussions of the pandemic is that there will be new demand through increased vulnerability in the community due to increases in family poverty, domestic violence and detrimental impact on mental health. There are some indications coming through from Core Cities that they are starting to see an upturn in Looked After Children placement numbers, however this has not yet been the experience in Manchester.
- 4.14 The annual increase in Looked After Children in the City was 9.2% last year. Assuming placements increase at a similar rate 2021/22 creates a further budget requirement of £3.8m 2021/22 onwards.
- 4.15 The Directorate has as indicated in paragraphs 5.9 and 5.10 what steps it can take to safely 'manage down' the additional demand Covid-19 may create.

Table two: Demography and Anticipated Growth

Service Area	2021/22	2022/23	2023/24	2024/25
Children's Safeguarding Placements	1,953	2,011	2,072	2,134
Education Home to School Transport	274	282	290	299
Impact of Covid-19	3,800			
Total	6,027	2,293	2,362	2,433

Emerging Financial Pressures/risks

- 4.16 Paragraph below set out the emerging financial pressures/risks for 2021/22. Additional funding has not been allocated for this but the risks needs to be considered as part of the budget planning for next year.
- 4.17 **Early Years** - In 2012, the Council took the decision to withdraw from the direct provision of day-care services in order to move to a new model, with the Council acting as commissioner of day-care services. The condition of the Manchester City Council estate for tendered day care is in a poor state, which is having an impact on the environment Manchester children are experiencing. The cost of maintaining the buildings is prohibitive with providers requesting that the Council takes responsibility for repair and maintenance of the property whereupon they would be willing to pay a higher market rent. Over the last 3 years the existing arrangement with providers has led to 15 settings withdrawing from the market. With lease income being lower than expected and running costs of maintained tendered day care sites being higher than budgeted for there is a recurring pressure on the budget; with a risk this may increase should 'provider income' reduce further. A review of the current arrangements with tendered day-care is well underway and will conclude by the end of 2020.
- 4.18 **Youth Justice Services Accommodation** - It is critical that the service ensures that accommodation for the service is safe for children and staff. This will continue to impact on service delivery with the lack of readily available and suitable premises. This has delayed the implementation of some planned changes. Corporate Property colleagues are working to identify appropriate office space. Once suitable premises are identified there is a risk that this will add an additional financial pressure on Children's Services.
- 4.19 **Additional Demand Due to Impact of Covid-19** - As stated earlier in the report it is likely that the Directorate will see additional costs pressures due to the impact of Covid-19, this is outlined paragraph 4.12 of the report.

Overview of Options for Savings in the Children's and Education Services Directorate

- 4.20 The draft options for savings have been informed by the Directorate Budget approach **to deliver safe, effective and efficient services**, the progress and impact of the services to date. This approach has been developed by thinking

through the way in which the Directorate can meet its statutory duties and make the maximum contribution to the priorities for the City, as set out in the earlier parts of this report. In some cases, this is by increasing the pace of implementing the already identified reforms and services improvements as a way of making financial savings by reducing demand for expensive, reactive services. In other cases, this is by choosing options for service reductions which will have the least damaging impact on the achievement of our priorities.

4.21 £11.295m of the officers' options are deemed to be deliverable and there is a level of confidence that most of the options are "the right thing to do" and have been developed in line with the budget strategy. Further options totalling £7.381m are being developed and whilst considered to be deliverable, these represent a significant risk that they will negatively impact on the deliverability of the Directorate's transformation plans and our ability to be **safe, effective and efficient**. These options are to be reviewed once the outcome of the settlement is known.

4.22 Options developed by officers can be categorised into:

- Directorate's safe, effective and efficient budget strategy - options for cost avoidance and those associated with the delivery of services to children with high/complex needs through transforming services and increasing the range and choice of placements (sufficiency). Most of these options are underpinned by commissioning activity.
- Options to accelerate the pace and ambition of collaboration with partners.
- Options which aim to remove duplication and develop a shared understanding of how services could deliver tasks effectively and efficiently. These include options for service reductions which will enable the Directorate to deliver a balanced budget whilst enabling the Council to meet its statutory duties.
- Options for income generation

Cost Avoidance - Preventative and Edge of Care Services

4.23 There have been fluctuating trends over the last decade in terms of the number of Looked After Children in Manchester **decreased** between 2010 to 2017. However comparable to a national trend, numbers of Looked After Children began to **increase**. The average annual increase over the last three years has been 6.8%. Population increase has had some part to play in recent LAC growth but an increase in rate from 97 per 10,000 children 2017 to 116 in 2020 demonstrates that there are other factors at play than simply the increase in population. The Directorate has reported recently that it has not always been able to discharge children from care, because of the restricted Family Court sittings. There has also been an inability to move children from existing placements has meant that they have had to keep some children in high cost placements, particularly in residential care, when in the normal course of events they would have been moved into Foster Care, adoption or out of care altogether.

- 4.24 The primary aims of the placement options outlined in paragraph belows are to improve outcomes for children and young people by reducing escalation and need for external residential placements by preventing placement breakdowns and expanding the availability of more local good quality foster placements and support. These options have the additional benefit of helping the Council to reduce costs in this area. A number of the options are underpinned by the development of commissioning approach outlined in paragraph 3.14 - 3.16 of this report.

Placement Stability Offer

- 4.25 The Placement Stability offer will form part of the current service provided by Alonzi House under the umbrella of the Alonzi Hub (formerly known as No Wrong Door) and will come under the existing management structure. The hub will provide foster families with a wraparound support which will include an outreach element and both practice and emotional support. This will aim to help build up confidence and relationships; allowing both the child and the adults to have an allocated worker and access to appropriate professional interventions to help with the child's care plan. It is expected that the offer will enable step down of two residential placements per quarter starting from July 2021, this equates to part year saving of **£0.616m** in 2021/22 and rises by another **£415k** in 2022/23.

Effective Commissioning

Lyndene Children's Home

- 4.26 The Council's Executive recently approved the repurposing of Lyndene Children's Home. Lyndene Children's Home is to provide children and young people and their families' good quality edge of care services, helping young people remain living within their family and community where it is safe and possible to do so. The re-purposed facility is projected to lead to avoidance of four residential placements per annum, net of additional cost running this totals **£462k** reduction in costs per annum 2021/22 onwards.

Multi-Agency Joint Commissioning Arrangements for Children with High and Complex Needs

- 4.27 Despite much improved planning and joint commissioning arrangements between children's social care, education and MHCC, since 2015/16 the average cost of residential care has increased by £1,500 (60%) per week. This presents one of the most significant financial challenges for the directorate's budget. It is anticipated that through further development of multi-agency arrangements **£1m** of reduced residential costs are planned delivered by improving the quality of partnership working and improved strategic partnership commissioning.

Care Leavers - Transition to Independence

- 4.28 The key outcome of the Care Leavers covenant, outlined in section 3 is to ensure that a quality and innovative offer of support and accommodation is accessible to care leavers as standard. It is expected that as a result of recent discussions with GM Housing Providers that over 100 placements will be made available to care leavers. Further work will be completed which will oversee the support hours to ensure that all young people aged 17 ½ will have step down support hours as standard within their placement agreement. This transformation has already commenced and is expected to release savings of **£1.030m** 2021/22 onwards.
- 4.29 Recently legislative changes place a duty on local authorities to provide Care Leaver support up to the age of 25. However, young people leaving care are able to access housing support after their 18 birthday. Planning for transition to independence pre 18 years is met by the social worker and pathway planning. On-going support after the age of 18 years shifts to personal assistant. Additionally, the Homelessness Directorate have identified £130k which is to be used to commission steppingstone care leavers accommodation with Manchester Housing Providers. Through earlier and better pathway planning it is expected that the average number of over 18 Supported Accommodation placements changes from 30 to 15 over the financial year, this should lead to a saving of **£0.737m** 2021/22, like the previous option this service transformation has commenced and is part of the current projected outturn position of the Directorate.

Market Sufficiency - Looked After Children Placements

- 4.30 This strategy aims to demonstrate a detailed understanding of the children's placement market, examining supply whilst identifying gaps in provision. The strategy will offer realistic, cost effective and outstanding solutions to ensure sufficiency for looked after children. The keys aims of the strategy will be:
- Grow internal fostering refocus the External Foster Care market
 - Reform processes to manage complexity
 - Commission for outcomes
 - Reduce avoidable residential care unit costs
- 4.31 Informed by our own analysis and that of the external provider a detailed action plan for the sufficiency strategy is being produced by the service. Progress against the plan will be overseen by the Strategic Director of Children's Services and Education reported quarterly to Strategic Management Team and Executive Members. It is planned that this strategy could aim to save **£400k** in 2021/22 and a further **£376k** 2022/23 onwards.

Unaccompanied Asylum Seeking Children (UASC)

- 4.32 A specialist team has recently been established to respond to UASC and offer bespoke and targeted intervention alongside providing consultation and wider support across the services in the city, sharing knowledge and expertise to overcome barriers for children and families. The increased demand and level

of complexity within this population has informed the development of this targeted service and partnership approach.

- 4.33 In responding to the accommodation needs of our care leavers work is being progressed to access and commission high quality accommodation more efficiently. It is expected this work will reduce the risk of spend on Unaccompanied Asylum Seeking Children (UASC) and Care Leaver placements exceeding the Home Office UASC grant by **£297k**. In addition to reducing spend on UASC, whilst the outcome on the National Transfer Scheme consultation is outstanding the grant received from the Home Office was increased on 8th June 2020. The effect of the change in grant rates, based on the current numbers of 221 UASC and unaccompanied minors that have turned 18, is estimated to be **£0.515m**. Both of these savings have been achieved in 2020/21 and are included in the projected outturn position for this year.

PACE

- 4.34 Police and Criminal Evidence Act sets out that children should not be kept in the police station overnight after they have been charged with a criminal offence. Children refused bail should be transferred from the police station to local authority accommodation under the requirements of the Section 21(2)(b) Children Act 1989. Jointly commissioning provision at Greater Manchester level would release a commissioning saving of **£28k** 2021/22 onwards.

Care Planning and Practice Improvement

Securing Timely Plans of Permanence

- 4.35 Permanence is the term used to describe the long-term plan for a child's upbringing and provides an underpinning framework for all social work with children and their families from family support to remain within their family through to adoption. By working on the basis that all children should live within their family and community and for those who become 'looked after' by the Council should have a timely and permanent loving and stable family as soon as possible. Increased focus on permanence through improved performance structures, management oversight/grip and tracking systems for individual children to ensure more timely and better outcomes for children. It is estimated that from April 2021 onwards a 5% reduction can be applied to the number of days in care for all new entrants to care. This saving total **£160k** in 2021/22 and increases by another **£159k** 2022/23 onwards.

External Residential Care

- 4.36 The implementation of a workstream considering both under 13's and over 13's year old children in residential care has provided insights that indicate for some an unplanned ending of their fostering arrangement led to their placement in a residential setting. Currently there is a £200k budget to prevent unplanned ending of a fostering arrangement. Whilst this has helped some children the impact has been insufficient. Consequently, it is proposed this

budget is reduced by £100k in 2020/21 and the £200k budget to set up the Stability Team is no longer required. Rather, we will establish the Stability Team by remodelling existing staffing allocations; this will release a saving of **£300k** in 2021/22 onwards.

Efficiencies and Income Generation

Agile Working

- 4.37 Agile working is being undertaken across the Directorate. However, it is evident some Education staff will be able to work in a more agile way operating between home and the office. This will lead to a diminishing need for office space and as a result release rental costs for one of the sites currently in use. Surrender of the lease this year generates a **£129k** saving 2021/22 onwards.

School Attendance

- 4.38 Work related to prosecutions for non-attendance at school is currently commissioned outside the Council. In September 2020 this work was brought back in-house. A savings has been realised as a result of this coming back to the Council, the full year impact of this is **£70k** 2021/22 onwards.

Business Support

- 4.39 Business Supports staffing budgets have been reviewed looking at spend in previous years. Currently staffing budgets are set using the top of each grade for all posts, and a percentage allowance reduction is made to reflect the anticipated turnover in staffing throughout the year. Based on the historic turnover in this area it is proposed to introduce a higher turnover allowance for the service, it is anticipated that a **£130k** saving 2021/22 can be achieved through this approach.

Regional Adoption Agency

- 4.40 From July 2017, adoption services in Stockport, Manchester, Trafford, Salford and Cheshire East local authorities have been delivered through an integrated service called Adoption Counts. This is a Regional Adoption Agency (RAA) as set out in the Education and Adoption Act 2016 and was the second regional adoption agency to become operational nationally. By 2020, the government expects all adoption services to be delivered via regional adoption agencies. Adoption Counts is responsible for recruiting adopters, family finding for children and providing support to adoptive families. In 2019/20 MCC invested £200k into the RAA to reflect the national challenge with identifying prospective adopters and the need for greater capacity to increase the number of adoptions opportunities for Manchester children. Re-negotiation and rebasing of Regional Adoption Agency recharge, has already realised saving of **£357k** in 2021/22 onwards.

Service Level Agreements with Schools

- 4.41 Education Services have reviewed their Service Level Agreements with schools. It is proposed that:
- The Newly Qualified Teacher offer current charge has been benchmarked against other providers and it is believed that the charge can be increased without reducing take-up.
 - Key Stage Two writing moderation is currently free to all our schools. It is proposed primary academies are charged £200 for MCC to be the moderation provider.
 - Quality Assurance, the Council currently pay for every school to have a Quality Assurance Professional visit. This is a key aspect of the Council's assurance of our school system. It is proposed academies are charged 50% of the £475 cost per visit.

It is anticipated the activity above would generate **£30k** 2021/22 onwards.

Service Reductions

Families First

- 4.42 A review of the Family First Service in 2019/20 concluded that whilst there were benefits the resource should be better aligned to the developing locality delivery model and support earlier intervention which is one of our wider Directorate priorities. These changes were reflected in the report 'A five year workforce strategy to sustain and continually improve Children Social Care Services' that has previously been presented to Scrutiny Committee Members. Alternative opportunities have been created and accepted by staff and as a result a saving of **£445k** has been released this year and forms part for other 2021/22 options.

Section 17- Financial Assistance

- 4.43 Section 17 of the Children Act 1989 places a duty on local authorities to safeguard and promote the welfare of children within their area who are in need; and so far as it is consistent with that duty, to promote the upbringing of such children by their families. This support can include a wide range of services but usually includes accommodation and/or essential living expenses; often associated with families at risk of homelessness, including those with refugee status, limited leave to remain or discretionary leave; all of whom are eligible for an assessment and/or support. Guidance is to be provided to staff about when these payments can be made should lead to a modest efficiency of **£50k** 2021/22 onwards.

No Recourse to Public Funds

- 4.44 People who remain in the UK unlawfully or are refused asylum seekers and have 'No Recourse to Public Funds' (NRPF) may still be entitled to support to avoid a breach of the family's human rights and to support a child directly. The

Council supports families in this position through the NRPF team which supports people with their application to the Home Office and has a separate budget. In the last few years, and which has helped to increase efficiencies resulting in a current budget underspend, is that the length of time taken to resolve immigration issues has shortened. Work is on-going to forecast the additional spend as a result of Brexit, however at this stage it is still expected that the spend will be **£0.6m** lower than the budget available 2021/22 onwards.

Workforce Development

- 4.45 Part of the aforementioned workforce strategy outlined in paragraph 2.9 a budget was earmarked for masters for social workers totalling **£140k**, as part of the efficiencies options it is proposed this budget is released 2021/22 onwards.

Legal Fees

- 4.46 The cost of legal support for Children's Services has increased in the last few years. The Strategic Director of Children's Services and the City Solicitor have considered the cost drivers and have worked together to manage need, reduce the use of experts, streamline decision making/legal advice processes to create solicitor capacity. Whilst the impact of this work is yet to be realised through continued focus on practice, work with the Family Courts and Legal Services it is anticipated that spend on legal fees can be reduced by **£260k** 2021/22 onwards.

Schools Quality Assurance

- 4.47 The School Improvement grant is currently £420k per annum. Part of the grant could be used to fund School Quality Assurance officers in order to release capacity in the council budget. It is proposed that **£300k** is saved in 2021/22. This would reduce to **£150k** 2022/23 onwards as this would ensure Education is able to retain some of the quality assurance model which has been highly successful and effective in ensuring an improving school system built on a high level of trust with MCC. The current use of the grant allows for strategic intervention with our schools on Maths, phonics and reading, leadership support all with evidenced impact and based on risk assessments and other data for all Manchester schools. Reduced funding within the school improvement grant would therefore mean that there were fewer interventions available and a far more targeted approach would be required.

Free Travel

- 4.48 A local authority has a statutory duty to provide transport assistance if the nearest available school is not within statutory walking distance of the child's home as set out in the Education Act 1996 (as amended) or to certain children whose families are on a low income (Schedule 35B to the 1996 Education Act). Otherwise the provision of transport assistance is at the local authority's discretion. Only where children meet the criteria in this policy will they be

entitled to transport assistance between their home and school. This policy does not apply to children with Education Health Care Plans. The proposal is that a **£400k** saving is made from the Free Travel budget 2021/22 onwards based on the current level of applications made to free travel following a review of the free travel policy and the creation of more secondary school places across the city.

Strategic Business Support

- 4.49 This part of the service supports the service's social care system training offer to the workforce and information governance. The service is reviewing their approach to systems training and considering the unpredictability in demand for subject access requests, at this stage it is proposed this review would generate a saving of **£80k** 2021/22 onwards.

Child and Adolescent Mental Health Services (CAMHS)

- 4.50 The Council ceased contribution for CAMHS (£0.400k) in 2019/20 after working closely with the lead Clinical Commissioning Group for Children's Services and providers to support a review of CAMHS services to ensure provision is aligned with the Future in Mind report and responsive to local needs. The removal of the Council funding has been mitigated through the redesign of the service. This will enable 3.5fte posts to be amalgamated into other roles, leading to **£148k** savings from 2021/22 onwards.

Early Years

- 4.51 The three proposals are an integral element of the Early Years Delivery Model (EYDM) and contribute to the first 1000 days/ Start Well Strategy. The proposals relate to the following interventions/service:
- Commissioned Parenting Programme (CAPs)
 - Commissioned Speech and Language Offer
 - Sure Start Children's Centre Core Purpose
- 4.52 The parenting commission has an annual budget of £1.5m and provides evidenced based interventions to a targeted cohort of families; meaning those at risk of harm and neglect and/or having clinical problems such as developmental delay, attachment disorders, conduct disorders, anxiety and depression. The current commission provides intervention and targeted support to approximately 1,000 families per year, at an average cost of £1,500 per family. A revised parenting commission will be developed with partners; it is proposed that the scale of the programme reduces to 800 families, this would generate a saving of £300k 2021/22 onwards.
- 4.53 The original scale of investment in Early Years **speech and language**, £436k is not required in the medium term as a key aspect of this commission involves training of the Early Years' and health workforce, which has already been delivered at scale. A revised speech and language therapy pathway that maintains a commitment to early intervention and prevention and Wellcomm

screening will be redesigned with our partners. This will allow us time to respond to the disproportionate impact arising from Covid - 19. It is proposed there would be a phasing to the reductions incrementally over the next three years, the phasing would be over a three year period, starting in 2022/23 at a rate of **£100k** per annum.

- 4.54 The **Sure Start Core offer** is central to the integrated arrangements that underpin the delivery of the early years service. In 2019/20 the Early Years Service redesigned delivery arrangements in line with the Children's Locality Programme, Bringing Services Together and strengthened partnership with the Manchester Local Care Organisation requirements. As a result there is the opportunity to rationalise the number roles. However, the implementation of this redesign has been delayed due to the current pandemic situation. The implementation of the redesigned neighbourhood model has recommenced and is planned to be implemented in April 2021. This will deliver efficiency of **£200k** 2021/22 onwards.

Mitigation of Anticipated Covid-19 impact and pressures

- 4.55 Investment in our 'front door', edge of care services and approach to permanency as outlined previously are all expected to have a positive impact on managing the demand. This coupled with an ongoing high performing Early Help service would indicate that the service is potentially resilient to meet the highly likely increase in need as a result of Covid-19; as such it is expected there is a risk that there could be an increase in the numbers of looked after children going forward, it is proposed that **£1m** of additional costs can be avoided 2021/22 onwards.

Use of Reserves

- 4.56 Section 4 the report sets out the options which are recommended to take forward. Not all the options can be fully realised in 2021/22. It is proposed that the following reserves are used to smooth out transition to reductions in budget.
- Dedicated Schools Grant (£1m) - Increase in contribution to support to multi-agency placements, 2021/22.
 - Children's Services Reserve (£311k) - reduction in current year reserve drawdown 2021/22.
 - Children's Services Reserves (£1.409m) - reduction in 2022/23
 - Troubled Families Reserve (£1.150m) - this reserve was planned to be used to manage shortfalls in Troubled Families grant. Any reduction in grant will need to be considered alongside this proposal.

5.0 Areas for Consideration Subject to the Outcome of the Local Authority Settlement

- 5.1 The outcome of the spending review is presently unknown. However given the anticipated deficit in the Local Authority's budget, other options are being developed from within the Children and Education Services Directorate budget

allocation which potentially total £7.381m. These and subject to feedback from the consultation arrangements would be options the Directorate would seek to avoid but dependent upon Manchester City Council's settlement may have to be given due consideration. These options will have to a lesser or greater extent have the following impact/risks:

- Adversely impact the most vulnerable children in the City
- Capacity to sustain progress and limiting the scope to reform/innovate
- Reduced influence and poor performance of schools/settings resulting in a fragmented education system
- Increase numbers of young people not in education, employment or training
 - A significantly reduced preventative service/offer leading to compromised specialist services, increases in social work caseloads, quality of practice, unmet need, edge of care leading to:
 - Increased care cost
 - Judicial costs/review
 - Reduced effectiveness and efficiency of the Directorate;
 - Potential reputational harm for MCC

6.0 Impact On Workforce

- 6.1 The Children and Educations Directorate currently has a budgeted workforce of 1,316 fte. The projected workforce impact of activity to deliver the savings options a reduction of 14 fte. This isn't a significant change and it can be managed through the Council's mpeople principles, which focuses on supporting staff to move across the Council to meet its current and future need. The detailed impact on specific roles will continue to be identified as options are developed over the coming weeks and months. This process will be supported by continuous engagement with the workforce and Trades Unions.
- 6.2 Effective and robust workforce planning arrangements are in place to ensure that, as functions and roles change, the skills and focus of the workforce are effectively developed to ensure the Directorate is able to meet its strategic priorities.
- 6.3 The workforce implications for children's and education services represent a continuation and improvement of existing priorities as expressed in the workforce strategy; which is to achieve a stable, confident and talented workforce through a culture of success, strengths-based approach and strong and effective leadership and management which will be achieved through:
- The continuing development and implementation of the Children's improvement plan
 - Implementation of the Children's Locality Model programme
 - Developing strong and effective leaders and managers; enabling them to create high performing and motivated team
 - Effective recruitment and retention; to ensure the Directorate has the skills to meet current and future needs.

- Managing and improving the health and wellbeing of the workforce; with a specific focus on reducing absence and improving attendance.
- Building a high impact learning culture which ensures staff feel empowered and equipped to practice to high standards.
- Ensuring professionals that work with children and young people have manageable workloads
- Continue to reduce the reliance on interim and agency workers

6.4 **Impact on Residents, Communities and Customers**

- 6.5 Children's and Education Services deliver core business in line with the Council's strategic equality objectives in particular improving Life Chances; where there are specific needs identified these are informed by an individual assessment that gives due regard to their race, culture, gender, sexual orientation and disability.
- 6.6 We will continue to ensure that the Council meets its obligations under the Public Sector Equality Duty, building on our successes at fostering good relations between Manchester's communities of identity and maintaining fair and equal access to Council functions. Through ongoing customer monitoring, satisfaction and engagement approaches, we will strengthen and utilise our growing evidence bases at both Corporate and Directorate levels to identify the differential experiences of individual identity groups in Manchester accessing Council services, and proactively respond to make these as fair and equitable as possible.

7.0 **Summary**

- 7.1 In summary the council is facing a significant budget deficit and uncertainty in respect of the local government financial settlement, which will not be known until November/December 2021. Should this be unfavourable the financial challenge will be further exacerbated. It is therefore imperative contingency planning and financial savings are considered whilst balancing the challenges associated with securing an immediate financial reduction that leads to a negative impact in the medium/longer term; as so can often occur in Children's Services.
- 7.2 Since 2016 significant progress has been made in the quality and subsequent impact of Children and Education Services on the lives and outcomes of Manchester's children; whilst acknowledging there is more to do to realise our ambitions for their welfare and future. However, whilst there are risks (as indicated in paragraph 6.4) the benefits of this progress and an effective commissioning arrangement has informed the proposals as outlined in section 4 along with the planned demography and anticipated pressure arising from Covid-19.
- 7.3 Should the proposed savings options be agreed and applied this would lead to a reduced budget of £11.295m.

- 7.4 Table three below summarises the projected budget for the next 4 years, which is reflective of demographic and proposed growth; as well as the all officer options set out in the report.

Table three: Budget Summary 2020/21 - 2024/25

Service Area	Net Budget £000's				
	2020/21	2021/22	2022/23	2023/24	2024/25
Children's Safeguarding	108,801	104,037	105,050	108,431	110,465
Education	17,225	15,570	17,002	17,292	17,591
Directorate Core and Back Office	4,518	4,308	4,308	4,308	4,308
Total	130,540	123,915	126,360	130,031	132,364

The table above does not include savings options that are subject to the outcome of the financial settlement.

- 7.5 Finally it will be important to consider the interdependence and impact of proposals to be considered by other scrutiny committees in due course such as Facilities Management and Manchester Fayre.

8.0 Next Steps

- 8.1 The savings options set out in this report are being considered as part of the production of a draft budget in early January 2021. Members are asked to comment on the options and identify areas where they would like further information to be considered as part of the scrutiny committee cycle.
- 8.2 Members of the public who wish to comment on these options will be able to do so.
- 8.3 Following consideration of the reports by the Executive on 11th November an eight-week formal public consultation will be launched on specific identified options and the general consultation on all of the Council's budget options will be launched. The general consultation will run through to the Executive in early 2021. The Council's budget proposals for 2020/21 will be subject to further refinement following feedback from public consultation and scrutiny committees.

Appendix 1 - summary of the proposed savings

Service	Description of Saving	Type of Saving	RAG Deliverability	RAG Impact	Amount of Saving					Indicative FTE impact
					2021/22 £'000	2022/23 £'000	2023/24 £'000	2024/25 £'000	Total £'000	
Children's Services	Early Years - Core Offer	Service reduction	Amber	Amber	200	-	-	-	200	13
Children's Services	Workforce Development Budget	Service reduction	Green	Green	140	-	-	-	140	-
Children's Services	Commissioning Review	Service reduction	Amber	Amber	297	-	-	-	297	-
Children's Services	Legal - Fees 20% reduction	Service reduction	Amber	Amber	260	-	-	-	260	-
Children's Services	CAMHS	Service reduction	Amber	Red	148	-	-	-	148	-
Education	SSQA- Charge to School Improvement Grant	Service reduction	Amber	Red	300	- 150	-	-	150	-
Children's Services	Section 17	Service reduction	Green	Green	50	-	-	-	50	-
Children's Services	Adoption Services	Efficiency	Green	Green	357	-	-	-	357	-
Children's Services	Multi-Agency Arrangements (Health)	Income Generation	Red	Red	1,000	-	-	-	1,000	-
Children's Services	Joint Commissioning - Lyndene	Service reduction	Amber	Amber	462	-	-	-	462	-
Children's Services	Multi-Agency Arrangements (Early Years)	Service reduction - High Risk	Red	Red	300	100	100	100	600	-
Children's Services	NRPF	Service reduction	Amber	Amber	600	-	-	-	600	-
Education	Free Travel	Service reduction	Green	Green	400	-	-	-	400	-
Education	Premises - Universal Square	Efficiency	Green	Green	129	-	-	-	129	-

Core	Strategic Business Support:	Service reduction	Amber	Amber	80	-	-	-	80	2
Core	Business Support	Service reduction	Amber	Amber	130	-	-	-	130	-
Children's Services	Stability Team and Wrap Around Support	Service reduction	Green	Green	300	-	-	-	300	-
Children's Services	Leaving Care - 50 RP placements and improved transition to timely independence	Efficiency	Green	Green	1,767		-	-	1,767	-
Children's Services	Pace Beds	Income Generation	Green	Green	28	-	-	-	28	-
Education	Attendance	Efficiency	Green	Green	70	-	-	-	70	-
Children's Services	Improving Permanence	Efficiency	Green	Green	160	159	-	-	319	-
Children's Services	Market Development/Sufficiency	Efficiency	Red	Red	400	376	-	-	776	-
Children's Services	Placement Stability Offer	Service reduction	Amber	Amber	627	415	-	-	1,042	-
Education	SLA Schools	Efficiency	Amber	Amber	30	-	-	-	30	-
Children's Services	Families First	Efficiency	Green	Green	445	-	-	-	445	-
Children's Services	Unaccompanied Asylum Seeking Children	Efficiency	Green	Green	515	-	-	-	515	-
Children's Services	Managing Demand	Service reduction - High Risk	Red	Red	1,000	-	-	-	1,000	-
Children's Services	Troubled Families	Efficiency	Amber	Amber	1,150	- 1,150	-	-	-	-
Education	DSG reserve	Efficiency	Green	Green	1,000	- 1,000	-	-	-	-
Children's Services	Children's Services Reserve	Efficiency	Green	Green	311	- 311	-	-	-	-
Children's Services	Children's Services Reserve	Efficiency	Green	Green	-	1,409	- 1,409	-	-	-
Total					12,656	- 152	- 1,309	100	11,295	14

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Manchester City Council Report for Resolution

Report to: Health Scrutiny Committee – 3 November 2020
Executive - 11 November 2020

Subject: Budget Options for 2021/22

Report of: Acting Chief Executive Manchester Local Care Organisation and
Executive Director of Adult Social Services

Summary

As a result of additional demand for services and impact on the Council income as set out in the report to Budget Executive on the 14th October 2020 the Council is facing a significant funding gap for 2021/22 which is estimated to be £105m for 2021/22, £159m for 2022/23 and c£122m thereafter. The report of the Deputy Chief Executive and City Treasurer, elsewhere on the agenda provides an update on the financial context for 2021/22.

This report details the service and financial planning and associated budget strategy work that is taking place for adult social care with partners across the health and care system.

It details the identified and proposed opportunities to make savings in 2021/22 aligned to the remit of the Health Scrutiny Committee, to support the City Council to achieve a balanced budget in 2021/22.

As adult social care is both within the MHCC health and care pooled budget, works in partnership and is increasingly focused on integrating with community health services through the Manchester Local Care Organisation (MLCO); this report is jointly presented to the Scrutiny Committee by the key partners of MHCC, MCC and MLCO, noting the areas that will be led by MLCO.

It is important to note that the health contribution to the pooled budget is currently unknown as the NHS has not published the financial regime for 2021/22 yet.

Recommendations

1. The Health Scrutiny Committee is asked to consider and make recommendations to Executive on the savings options put forward by officers and prioritise which options they believe should be taken forward to ensure the Council is able to deliver a balanced budget.
 2. Executive are asked to consider the officer cuts and savings options, taking into account the feedback from the scrutiny committee.
-

Wards Affected: All

Environmental Impact Assessment - the impact of the issues addressed in this report on achieving the zero-carbon target for the city
The budget reflects the fact that the Council has declared a climate emergency by making carbon reduction a key consideration in the Council's planning and budget proposals.

Manchester Strategy outcomes	Summary of how this report aligns to the OMS
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The effective use of resources underpins the Council's activities in support of its strategic priorities as set out in the Corporate Plan which is underpinned by the Our Manchester Strategy
A highly skilled city: world class and home grown talent sustaining the city's economic success	
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	
A liveable and low carbon city: a destination of choice to live, visit, work	
A connected city: world class infrastructure and connectivity to drive growth	

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Background documents (available for public inspection):

Not applicable.

1.0. Introduction

- 1.1. As a result of additional demand for services and impact on the Council income as set out in the report to Budget Executive on the 14th October 2020 the Council is facing a significant funding gap for 2021/22 which is estimated to be £105m for 2021/22, £159m for 2022/23 and c£122m thereafter. The report of the Deputy Chief Executive and City Treasurer, elsewhere on the agenda provides an update on the financial context for 2021/22.
- 1.2. Manchester City Council's Adult Social Care (ASC) services support people who have been assessed and meet the eligibility for care and support under the Care Act 2014. Following an assessment, a support plan sets out how the needs of people will be met and services are arranged to meet that need and help people to continue to live as independently as possible.
- 1.3. The Population Health (PH) commissioning and strategic role is set out in the Manchester Population Health Plan, the City's overarching plan for reducing health inequalities and improving health outcomes for residents across the lifecourse.
- 1.4. The 2020/21 budget for ASC and PH, as approved at the start of the year, was £221m of which £217m is included in the health and social care pooled budget overseen by Manchester Health and Care Commissioning (MHCC). The vast majority of the ASC and PH budget is now delivered through the Manchester Local Care Organisation (MLCO). The ASC and PH budget for 2021/22 is planned to be increased for the key inflationary and demographics pressures, together with funding in relation to Covid-19, which is set out later in the report, and the MLCO has been asked to determine how a savings target of £20m will be met across a range of programmes of work and this report sets out how this will be delivered.
- 1.5. This report details the service and financial planning and associated budget strategy work that is taking place for ASC with partners across the health and care system and opportunities to make savings in 2021/22, whilst continuing to meet the statutory duties of the Care Act 2014 and maintaining standards for safety, effectiveness and reliability of services for adults with care and support needs and/or their carers in Manchester.
- 1.6. As ASC is both within the MHCC health and care pooled budget, works in partnership and is increasingly focused on integrating with community health services through the Manchester Local Care Organisation (MLCO); this report is jointly presented to the Scrutiny Committee by the key partners of MHCC, MCC and MLCO, noting the areas that will be led by MLCO.
- 1.7. The City Council is working as part of a work stream sponsored by the Transformation Accountability Board (TAB) of Manchester's Health and Social Care leaders. The work is focussed on actions to accelerate progress towards health and social care integration in the city. This is a critical area of development given the challenges faced by the response and recovery from Covid-19, the financial circumstances of all partners, widening of health

inequalities in the city, and potential national policy and legislative changes for the NHS and social care.

- 1.8. This work is currently in progress and looks to support stronger, integrated offers around health and social care delivery and commissioning and is likely to include changes for all organisations across the City. Further briefings will be provided as this work progresses.

2.0. ASC Statutory Responsibilities - Services, Eligibility, Care and Support

- 2.1. Manchester City Council has statutory responsibilities to meet the requirements of the Care Act 2014. The Act entitles all adults to a social care assessment, and, subject to meeting the threshold for eligibility, the care and support required to meet their needs and outcomes set out in the Act.
- 2.2. This support ranges from advice and information (minimal cost) to very intensive services (potentially costing several hundreds of thousands of pounds per person per annum). Whilst the Care Act 2014 places a statutory duty on ASC to meet assessed needs and outcomes it does not prescribe how these should be met. In discharging its statutory duty ASC retains discretion to determine how an individual's needs and outcomes should be met within available resources.
- 2.3. Adults Eligibility: The Care and Support (Eligibility Criteria) Regulations 2014 sets out the eligibility criteria and determines an adult meets the eligibility criteria if:
- (i) the adult's needs arise from or are related to a physical or mental impairment or illness;
 - (ii) as a result of the adult's needs the adult is unable to achieve two or more of the outcomes specified below; and
 - (iii) as a consequence there is, or is likely to be, a significant impact on the adult's well-being.
- 2.4. The outcomes that are specified for adults are: Managing and maintaining nutrition; Managing and maintaining hygiene; Managing and maintaining toileting needs; Being appropriately clothed; Being able to make use of the home safely; Maintaining a habitable home environment; Developing and maintaining family and personal relationships; Accessing and engaging in work, training, education or volunteering; Making use of necessary facilities or services in the local community including public transport, recreational facilities and services; Carrying out any caring responsibilities the adult has for a child.
- 2.5. For the purposes of this regulation an adult is to be regarded as being unable to achieve an outcome if the adult:
- (i) is unable to achieve it without assistance;
 - (ii) is able to achieve it without assistance but doing so causes the adult significant pain, distress or anxiety;

- (iii) is able to achieve it without assistance but doing so endangers or is likely to endanger the health or safety of the adult, or of others; or is able to achieve it without assistance but takes significantly longer than would normally be expected.

2.6. These eligibility criteria apply equally to Carers, where the carer's physical or mental health is, or is at risk of, deteriorating and is unable to achieve similar outcomes; unable to achieve care without assistance; without causing the carer significant pain, distress or anxiety; or is able to care without assistance but doing so endangers or is likely to endanger the health or safety of the carer, or of others.

3.0. 2020/21 Budget Context

3.1. The Adult Social Care and Population Health budget priorities relate to the Corporate Plan priority theme of 'Healthy, Cared for People'. This is to work with partners to enable people to be healthy and well and support those who need it most, working with them to improve their lives:

- Support Mancunians to be healthy, well and safe
- Improve health and over time reduce demand by integrating neighbourhood teams, that are connected to other services and assets locally, delivering new models of care
- Reduce the number of people becoming homeless, and enable better housing and better outcomes for those who are homeless

3.2. Manchester's Adult Social Care Improvement Programme is driving change and longer term sustainability through investment in workforce, a shift of focus to 'our people in place' via the mobilisation of Integrated Neighbourhood Teams (INTs) and transformation to new ways of working underpinned by 'our culture' and the Our Manchester strategy. Significant investment has been made within the programme to deliver safe, effective and sustainable services that take a 'strengths based' approach to assessment and care and support planning. Mobilised INTs are beginning to realise tangible outcomes relating to joint visits with improved communication between health and social care (i.e. district nurses, social workers, GPs, care navigators, community mental health teams), streamlined referral processes and multi-agency meetings.

3.3. The Homecare market has been re-procured and is being mobilised to integrate at place level with INTs and to better collaborate in care and support to enable better outcomes. Investment has been made in new and existing care models for example, the expansion of the Reablement Service to reach more people and to better support timely hospital discharge pressures alongside the development of a new Complex Reablement Service to support people who require a specialised, longer term approach to enablement. Plans around housing support options continue to mature with new capacity of Extra Care accommodation from 2020/21. These housing options create longer term sustainable responses to care and support, reduce pressures and cost in the system and improve personal choice and independence.

- 3.4. The Care Market is a vital component of the ASC system supporting Manchester to meet statutory responsibilities and supporting Mancunians to live as independently as possible. During 2020/21 considerable work was prioritised to support our care market in response to Covid-19 and ensure services continued to be delivered to support vulnerable people. Focussed work during 2021/22 will evaluate our current and future needs and the capacity, quality and sustainability of our independent care market. There is potentially a need for capital investment to allow market intervention, enabling a response should market failure occur to ensure continuity of service. This may be short-term in nature, but could be of vital importance to limit the impact of such market issues on residents. Linked to collaboration work with partners, investment may also be needed to build capacity, and in particular creating capacity for specific care needs to ensure that there is appropriate provision for vulnerable residents. This may require new build facilities, or the acquisition of existing buildings which can be tailored to care models.
- 3.5. Progress is being made to implement integrated health and social care that improves outcomes for residents. The new ways of working in the INTs are starting to deliver changes and the new care models are starting to demonstrate improvements in outcomes.
- 3.6. The 2020/21 base budget, approved at the start of the year, is broken down as follows:

Service Area	2020/21 Net Budget £'000	Narrative
Localities	9,564	INT Social workers and primary assessors
Reablement	5,299	Core reablement
Learning Disability	60,611	Social workers, supported accommodation, short breaks, shared lives and external care
Mental Health	24,327	Emergency duty, social workers, external care, supported accommodation
Other Care	46,271	Day centres, equipment, community alarms, information and advice, cash PBs, carers, homecare, residential and nursing care, external supported accommodation, day care
Public Health	39,656	Wellbeing, sexual health, drugs and alcohol, childrens, health visitors, staffing
Commissioning	11,307	Extra care, sheltered housing, homelessness, staffing
Specialist and support services	3,753	Staffing
Inflation and National Living Wage	13,702	Allocation for annual uplifts
Demography	2,371	Allocation to reflect population changes
Pooled Budget	216,864	
Asylum	57	
Voluntary &	2,122	

Community Sector (Adults)		
Safeguarding	2,209	Staffing
Other ASC	4,389	
Total	221,253	

- 3.7. Whilst all of the ASC service budgets are considered to be statutory with regards to the responsibilities set out in the Care Act 2014, the scale of preventative services remains discretionary. The most significant areas of prevention are public health and ASC reablement services.
- 4.0. Covid-19 Pandemic and the ASC Improvement Programme - Context and Impact on Adult Social Care**
- 4.1. The Covid-19 pandemic presents a unique challenge for the country and Manchester. It also presents a challenge to ASC to undertake its functions of assessment, support planning, monitoring, review and safeguarding (the five core responsibilities of social work within the service) and the commissioning and delivery of care and support through internal services and the social care market within Manchester.
- 4.2. ASC has played a critical role in supporting vulnerable people across the city to remain safe and as independent as possible, continuing to live within the community and preventing crisis and the need for more intensive health and social care services. In addition, throughout the pandemic, work has continued with the hospitals on rapid discharge arrangements to discharge people as soon as people are medically fit, ensuring valuable capacity is available in the hospitals.
- 4.3. From the outset, ASC's response plan was structured around clear objectives:
- (i) Continuity of care for vulnerable people assessed under the Care Act;
 - (ii) Minimising risk of harm/fatality; and
 - (iii) Protecting the credibility and reputation of health and social care and partners (it is important at times of national crisis that Manchester people see that our social care and health system has acted in the best interest of people and in a joined up way that has met their needs - this deepens the trust and future co-operation as public services and residents face future challenges together).
- 4.4. Focusing on these three objectives has meant that the service has responded well to the pandemic including ongoing support to care providers, ensuring supply and provision of PPE, testing of citizens and staff, recruiting additional support workers to meet capacity gaps and undertaking safe and well calls to support vulnerable citizens and those not accessing services. The service has been able to keep a close overview of issues and challenges within social work teams, in house provider services and the external care market throughout the response period, which has meant that support provided has been targeted and managed and there has been no need to enact Care Act Easements provisions at stage 3 and 4 introduced through emergency

legislation nationally. Only a very limited number of services were paused (within Provider Services) whilst other services have continued to operate throughout the pandemic, adapted to be delivered in a different way.

- 4.5. Central to making this possible was the support from the Council over the last 18 months to invest to re-build front line staffing levels, to improve leadership and support to the social work assessment function and the commitment to the Improvement Programme within ASC. The investment for 2019/20 and 2020/21 to stabilise and build strong foundations in the service provided significant resilience to be able to work through the challenges of the pandemic.
- 4.6. Limited work has continued on the Improvement Programme due to the need to respond to Covid-19 including the key need to reduce waiting lists across services and improved leadership and performance management. The investment has led to a significant reduction in the waiting list and other improvements in practice. Between November 2019 and August 2020 (latest data) There has been a 66% reduction in waiting lists for those entering the service prior to allocation (i.e. 66% fewer citizens waiting), a 40% reduction in waiting lists for work ongoing and 39% reduction in waiting lists for reviews. There is ongoing work to further reduce the waiting lists.
- 4.7. The rest of the year will present a particular challenge as ASC is likely to face increased contact from citizens for support and will need to make assessments and set up care and support within the best practice of social distancing and PPE to prevent / mitigate the risks of a local outbreak of the virus. The recent move to Tier 3 and Covid-19 Wave 2 adds significant additional risk into service and financial planning.
- 4.8. There are still a number of areas of focus for ASC going forward, which will need to be prioritised as part of wider recovery planning within our health and social care LCO, to ensure that the work to stabilise and strengthen the service can continue. This includes ensuring that the processes within LiquidLogic and the financial system (contrOCC) are working effectively and support practice and payments; continued roll out of strengths based working including strength-based practice framework; further strengthening management and supervision arrangements. Whilst some work on the Improvement Programme has been paused it is important that the programme as a whole continues to enable transformation and the benefits of integration to be delivered in the context of ASC and given new opportunities and challenges created by the pandemic.

5.0. Planning to Support Council Budget 2021/22 Onwards

- 5.1. Before moving to 2021/22, it is important to recognise the baseline position for transformation and integration for which Manchester has set up and developed the Manchester Local Care Organisation (MLCO), Manchester Health and Care Commissioning organisation and the joint working with health on developing a single hospital system.

- 5.2. It is also important to recognise the impact of the Covid-19 Virus and the strengths shown from the health and social care integration, to jointly plan and respond to the pandemic.
- 5.3. As a result of the national response to Covid-19, MLCO implemented national guidance relating to the provision of essential community health services from 26th March 2020. The response and the learning from that has reconfirmed the importance of the journey to integrate health and care services with wider public services to support residents to be well and live independently. It also confirms the need for an increasing focus on our Neighbourhoods as the places from which to do this and join up local community resources and responses to support people where they live.
- 5.4. The MLCO priorities for 2020/21 have been developed and are set out below:
- (i) Review and restart community services based on national guidance and evidence / learning from recent months, supporting our staff to work safely;
 - (ii) Develop the Operating model for community services to build from our understanding of learning from recent months, ensuring coherence with the GM ADASS 'Living well at Home' programme and the Locality plan;
 - (iii) Continue to support the timely and effective flow through the Integrated Control Room from acute into community and ensure the requisite community offer is in place to enable that;
 - (iv) Lead system work on the development of an offer for people with Long-Term Conditions that enables a multi-disciplinary proactive offer built through the INTs and our wider service offer;
 - (v) Work with partners on the substantial programmes focused on financial resilience;
 - (vi) Develop an approach with system partners to improve the services we provide to those with Learning Disabilities and support through transition; and
 - (vii) Prioritise our transformation programmes to ensure our people can effectively connect and support their design, delivery and development.

Adult Social Care – Scope for Change and Supporting the Budget Challenge

- 5.5. As identified above the most critical aspect of ASC is that following an assessment of need and setting out a care and support plan, there is a legal obligation to continue to support that person until there is a change in their care needs. Therefore it is not possible to simply stop services, as the need remains and the legal obligation remains.
- 5.6. It is not possible to choose to scale back services as they are meeting each person's individual needs and can only be changed following an assessment and revision to the support plan.
- 5.7. It is possible to scale back prevention services, which are provided outside assessed and eligible needs, however, those services (such as reablement) often reduce, prevent or delay the need for statutory care and support requirements. Therefore, careful assessment and evaluation is needed before

a policy / strategy decision to reduce these areas, as a budget saving in this area may simply result in an increase in statutory long term care, leading to higher overall expenditure.

- 5.8. Having taken into account the statutory responsibility and accountability of the Council for ASC; the investment and improvement programme; the interconnectedness of statutory and prevention expenditure; the established Manchester transformation / integration journey and the scale of the financial challenge for the Council the programmes of work have been identified for consideration and development within the policy / strategy and financial framework for the Council and are set out further below.

6.0. Financial Planning Assumptions and Approach

- 6.1. The annual business and budget plan for Adult Social Care and Population Health is part of the MHCC Plan which reflects the refreshed Manchester Locality Plan and is supported by the Manchester Local Care Organisation (MLCO) Operational Plan. The Council determines the scale of its contribution into the pooled budget. The health and social care annual pooled budget for Manchester is £1.2bn.
- 6.2. The key planning assumptions for the contribution to the pooled budget for 2021/22 are being developed in the context of the financial challenges, outlined in the report elsewhere on the agenda. There is recognition this position is subject to significant change following the Comprehensive Spending Review (CSR) announcements and any specific announcements to meet the commitment to address the funding crisis across the country for ASC.
- 6.3. The City Council's current indicative Medium Term Financial Plan (MTFP) modelling includes the following significant further investment assumptions into ASC totalling £23m recognising normal uplift requirements and pressures. They do remain subject to change and update:
- (i) Pay, Price and allowance for National Living Wage (£7.6m);
 - (ii) Demographics for population modelling (£2.8m); and
 - (iii) Covid-19 assumptions covering the full year effect of discharges this year on 2021/22 over and above the demographics increase (£9.3m), PPE (£2.5m) and social work capacity (£0.8m), a total of £12.6m.
- 6.4. In addition, the current City Council budget planning assumptions are that **without further financial support from government** there will be a minimum £20m reduction from the Council to the Health and Social Care Pooled Fund and therefore a consequential savings requirement. This is based on the current pooled budget plus the planned additional funding outlined above. It is important to note that the health contribution to the pooled budget is currently unknown as the NHS has not published the financial regime for 2021/22 yet.
- 6.5. The MLCO has been asked to determine how the overall reduction of £20m will be met across a range of programmes of work. It is fully expected a

proportion of this requirement will be addressed from targeted additional financial support from government in the forthcoming comprehensive spending review (CSR). The MLCO are progressing a number of work programmes aimed at maintaining or improving outcomes through improved service delivery arrangements and addressing the budget savings requirements. They include:

- (i) Improving pathways and focusing support for independence for Manchester people;
- (ii) Advancing integration across the system within the ten year plan for MLCO;
- (iii) Working with partners to provide system financial support to maintain community based care, especially where there is an interim requirement until improved pathways are embedded;
- (iv) Commissioning programmes and realising the expected benefits from integrated commissioning; and
- (v) Working in a focused way over winter to mitigate the impact of Covid-19 on 2021/22.

6.6. The financial challenges are however severe and to the extent the £20m cannot be found, more difficult service reductions across preventative areas, where there is some discretion, would need to be developed and in such circumstances, further detailed proposals will be developed for Health Scrutiny consideration in the New Year.

6.7. The City Council, MFT and MHCC will be working with the MLCO Executive to ensure governance arrangements are further developed to provide the key levers for change to realise the ambitions for advancing integration and realising the benefits of a genuinely pooled budget. This will include, for example, effective risk share arrangements between Manchester system partners.

6.8. The ASC budget can be considered in three parts:

- **the workforce** including social work practice,
- **prevention and reablement** – services provided to help reduce, prevent or delay the need for ongoing formal care or services to help people regain their independence and ability to meet their own needs
- **long term care provision** - ongoing formal care to meet the needs of people to help them to continue to live as independently as possible.

6.9. Significant progress has been made to invest in structures in recent years to ensure the workforce establishment infrastructure is fit for purpose through the improvement plan. Reductions in prevention can have a significant impact as those services often prevent, delay or reduce the need to statutory care and support requirements. The service and finance work programmes are therefore focused on long term care.

6.10. It is not currently expected that budget work in view in this report will have consultation implications for the existing City Council workforce. However,

work to accelerate progress towards health and social care integration in the city may lead to further organisational change in due course.

7.0. Improving Pathways and Focusing Support for Independence

- 7.1. Improving pathways and focusing support for independence is a key programme of work to support people to live as independently as possible and maintain control over their lives. The approach is one of service improvement, supporting people with strengths based assessments and better ways of delivering care and support services. Of key importance is prevention and intervening early, as this is the best way to ensure people get the services that are responsive to their needs and prevent, reduce or delay the need for longer term care. We will always meet the long term care needs of individuals where required.
- 7.2. A significant piece of work on improving pathways and focusing support for independence has been undertaken, starting with how to do this in adult social care. This involves:
- (i) Working with individuals using strengths based assessments, empowering citizens to take control of their lives and be able to manage their own conditions where they have the ability to do so. This may be using their own strengths, family and friends or support within the community. This will involve changing expectations across the system, focusing more on independence and working with people through individual assessments
 - (ii) Acting earlier to prevent problems occurring or escalating;
 - (iii) Ensuring additional interventions are not being caused by the service failing to get something right first time or unintentionally reinforcing dependency;
 - (iv) It does not involve: tightening eligibility criteria, restricting access, or stopping non-statutory services.
- 7.3. The programme is being supported by a commissioned piece of work from IMPOWER, a specialist ASC support agency with experience and proven track record with a number of other local authorities to undertake diagnostic work to support the development of evidence-based, sustainable opportunities. Some of the key activities that have been included within this programme include:
- (i) Staff survey with over 220 responses;
 - (ii) Case reviews;
 - (iii) Observations - contact centre, INTs and hospital site; and
 - (iv) Behaviour change workshops to apply behavioural science techniques to social care and embed these in frontline practice.
- 7.4. The emerging insights from the programme include:
- (i) There is an opportunity to improve pathways and focusing support for independence in order to prevent, reduce or delay long term care, to

some degree, in almost half of the cases reviewed. In some cases this maybe a minor change whereas in others a more substantial opportunity. The challenge is how to release the opportunity consistently through the complexity of first contact / assessment / review and expectations or legal challenge of the population being supported;

- (ii) There are opportunities emerging to build on the foundations developed in the last 2 years across ASC, to embed strength based practice consistently across all teams; awareness and use of community assets; broadening the Technology Enabled Care (TEC) offer, whilst building confidence in practitioners and people to use TEC; building on the positive impact of reablement by increasing access; implementing the positive changes in the carers offer and changing the front door to be a more co-ordinated preventative offer to prevent flow to community teams.

- 7.5. With a properly resourced change infrastructure and clearly set out conditions of success, this suggests a significant opportunity for savings **over three years**. The phasing of savings is currently being finalised. **The target for 2021/22 is £6m and this will increase to £18m by 2023/24 (net of investments)**. Some of the key conditions of success include early and full engagement of staff; investment in prevention, clear and agile performance management and governance; securing early impact from change to build momentum and capacity and capability to deliver the change. In addition, significant system support is integral to successful delivery.
- 7.6. The key changes in metrics arising from the proposed programme on improving pathways and focusing support for independence, based on implementation in 2020 quarter 3, against the 'Do-Nothing' scenario projected to 2021/22 are detailed in the table below.

Metric	2019/20 Baseline	Do-nothing by 2021/22	Potential Impact by 2021/22
Nursing Care clients	672	688	-11
Residential Care clients	1,352	1,384	-40
Supported Accommodation clients	743	770	-28
Homecare clients	2,671	2,890	-57
Reablement clients	1,869	n/a	+518

- 7.7. Further work is under way to identify what the improvements in outcomes for individuals will be associated with these metrics, such as improved levels of wellbeing, self-care and greater independence.
- 7.8. This programme is being developed into an implementation plan and which addresses and secures the conditions of success. A key element of this is integration with existing MLCO transformation projects set out below into one refreshed programme of change for the next three years.

- 7.9. The option presented for improving pathways and focusing support for independence aims to deliver better outcomes, experience of services for the people of Manchester and better use of resources. This will require significant commitment from all health and social care partners, in order to provide the capacity and capability required to deliver this scale of complex change at speed. It needs to be recognised as the substantive piece of work which will underpin the system's approach to meeting care and support needs across Adult Social Care with many of the principles transferrable to health services.

8.0. MLCO Transformation Programmes Update

- 8.1. The MLCO has an established transformation portfolio that has driven its development since its establishment in 2018. The Portfolio is overseen by the Recovery and Portfolio Board and is a key responsibility of the Director of Strategy. It comprises a range of transformational and enabling programmes from Neighbourhood development to the work programme of the Care Homes Board, from Workforce to Estates.
- 8.2. The MLCO is working with colleagues in MCC to develop an agreed programme that will aim to contribute to the financial and budget strategy for the City Council, as well as further integrate community health and adult social care through the LCO as the key vehicle for integration. It will incorporate into this portfolio:
- (i) The outstanding work in the ASC Improvement plan,
 - (ii) The agreed workplan as a result of the IMPOWER work; and
 - (iii) Any other transformation work already underway.
- 8.3. This will ensure that there is a single programme of change in place for adult social care that secures its further integration with community health services in the MLCO and supports the delivery of improved outcomes for Manchester residents alongside helping to address the financial budget challenge.
- 8.4. This programme is being brought together under the leadership of MLCO with support from MCC and MHCC and will start in November in order for the financial benefits to be realised as soon as possible, and in line with the IMPOWER modelling described above. Work is underway to finalise the structure, key milestones, phasing and delivery framework for the programme but it will include the following:
- ### **8.5. Maximising Independence**
- This is a critical piece of work and builds from work already delivered by the ASC improvement programme which implemented strengths based assessment and support planning into adult social care. This work will focus on further embedding strengths-based practice, applying behavioural change as well proportionate reviewing.
- 8.6. The work will target specific teams where there are the biggest opportunities to influence demand and increase independence/ensure the most appropriate packages of support in place – specifically the INTs, LD teams and

reablement. Four months of intensive support will take place with teams building on the trial intervention which took place with the LD south team. This work will commence immediately.

8.7. Early Help

This will build on work already underway to strengthen the front door to adult social care as part of the wider health and social care system. It will include strengthening 'initial contact' by ensuring that staff within the contact centre have the right skills and knowledge available to effectively triage contacts, and signpost to alternative support and equipment that could meet their needs.

- 8.8. It will also involve strengthening the information and advice offer online – increasing the number of people addressing their needs independently without intervention from adult social care. Further work, building on the covid-19 community response, will take place to expand the voluntary and community sector offer and engagement in prevention and early intervention. This work will all be prioritised in year 2 of the programme.

8.9. Short Term Offer to Support Independence

This work will build on the effectiveness of our reablement offer, building an approach that maximises the independence of citizens being discharged from hospital through 'discharge to assess' (D2A) aligned to 'home first' principles. It will look to increase capacity in the reablement service – including ensure that those who are currently not receiving reablement (but would benefit from it) are able to do so.

- 8.10. Alongside the reablement offer, further work to build awareness and confidence of frontline staff in using technology enabled care (TEC) and digital options as a 'default' will continue as well as a review of the TEC offer to ensure it reflects the support people need.
- 8.11. Reablement and TEC are priorities in delivering the desired financial trajectory and therefore will be early priorities for delivery.

8.12. Transforming Community and Specialist Teams

This work will continue the programmes already underway to integrate and transform community teams across health and social care both in LD services but also maximising the opportunities created by the Integrated Neighbourhood Teams. This will align to the work to embed strengths-based practice and ensure that a joined-up approach to assessment and 'care management' is in place across professional groups thus reducing demand in all parts of the system. This work is already a priority, is underway and being monitored as part of the wider MLCO transformation portfolio referred to above.

8.13. Responsive Commissioning

Again, building on work already in train this work will seek to ensure that a commissioning plan and approach are in place that supports the change priorities. This will be integral in developing care market supply of the right

quality and price , and support the changing demand trajectories set out within the IMPOWER modelling and the work going forward.

- 8.14. Dedicated commissioning capacity working alongside social work teams will be key during the work described above ('maximising independence') which will align with work to review the contracts register and procurement plans going forward as well as work inherited from the improvement programme around the efficiency of the interactions between the case management system (LiquidLogic) and payments system (contrOCC) which will need to continue to be prioritised. This work will also include further strengthening the commissioned offer to carers building on the positive work delivered over the last 12 months.
- 8.15. This work is already a priority and will align to work already underway to review high cost packages of care as well as work to create an integrated commissioning approach within the MLCO across health and adult social care.
- 8.16. Strengthened Performance Framework**
The programme will be supported by a strengthened performance framework which will need to be designed as part of the programme plan, in order to understand progress, delivery and the impact (outcomes and financial) of the objectives described.
- 8.17. This will need to align to the existing arrangements within the MLCO and these will be clarified as part of the transformation programme. The delivery of such an ambitious, wide ranging and comprehensive programme will not come without significant challenges.
- 8.18. The service is still responding to the covid-19 pandemic and as such will need to ensure that this transformation work is prioritised alongside continued, immediate and changing demand into the service.
- 8.19. The right capacity to support the programme will therefore be critical; both programme management support as well as 'change' resources to work alongside teams and individual professionals. They will embed the new ways of working, ensure continued focus on the desired outcomes and ongoing management as well as understanding of performance and delivery to planned financial trajectories. These resources are being confirmed – and include consolidating existing capacity and capability within MLCO, with partners and investing in additional capacity as required.
- 8.20. It will also be critical that partners and senior stakeholders are collectively and continually supporting the delivery of the programme as a key priority for the city's health and social care system. There will not be capacity for MLCO and the service to take on additional and competing priorities. The opportunities are however significant, and will be realised if the right attention, focus and priority is given to work going forward.

9.0. Health and Social Care System

- 9.1. The information contained in this report should be considered as a key component of the health and social system. Two key updates are provided below covering discharge arrangements and the approach to mitigate the pressures arising from Covid-19 and in relation to new care models and the approach to mitigate the loss of GMTF from 2021/22 and sustain the investment in these priority services that are integral to the MLCO operating model.

Discharge Arrangements

- 9.2. New national hospital discharge guidance has been in place since March 2020 and the current updated guidance will run to the end of the financial year. Substantial costs in 2020/21 are being met from NHS Covid-19 funding. Following completion of care assessments for the clients discharged from hospitals, the City Council will again become responsible for funding care arrangements. The current financial planning assumptions provide for £9.3m additional cost into 2021/22 as the full year effect from discharges from hospitals since March 2020 and modelling of forecast discharge numbers to the end of March 2021. MLCO is working with partners on discharge arrangements, with an effective system based control room and placement function to mitigate the risk of additional placements over the rest of 2020/21. Winter planning arrangements are integral within this. This is very challenging in the context of 2nd wave predictions. Government funding through the extension of the Infection Control Fund also allows further financial support to be passed to providers for manage risks around infection, prevention and control. Through the following key actions the MLCO are aiming to be able to minimise the £9m requirement which would allow any excess funding to be released, in effect a saving.
- (i) The 'Control Room' will work with the acute hospitals to identify people as soon as they no longer need to be an acute hospital bed and will facilitate next steps in care. The Discharge to Assess service will support people to move out of hospital and will assess ongoing needs and appropriate next steps in a non-acute setting – preferably in a person's own home, but otherwise in a non-acute Discharge to Assess bed;
 - (ii) Strength based assessments will facilitate maximising each person's independence; and
 - (iii) Access to reablement, where appropriate, will improve each person's baseline and maximise independence.

New Care Models

- 9.3. The 2020/21 budget included non-recurrent investment from GMTF and from MCCG on the care models detailed in the table below. The programme of time limited investment into new care models from GMTF is now winding down. In order to sustain current levels of activity, the following cost requires funding in 2021/22 and is currently factored into MHCC Health financial planning assumptions for 2021/22 on a non-recurrent basis. This is key support in

ensuring arrangements continue to be sustained. Longer term financial planning is however dependent on the Government also setting out multi-year financial settlements. These care models are now an integrated part of the Health and Social care system and savings are substantially incorporated into baseline budgets, albeit work is on-going on the evaluation to ensure scale and capacity continue to be reviewed in a dynamic changing operating environment and the additional challenges under the Covid-19 pandemic.

Care Model	Funding	2021/22 £'000
Crisis	Health	182
D2A	GMTF	1,584
Extra care expansion programme	GMTF	233
INT – Leads and social work team managers	GMTF	1,044
Total		3,043

- 9.4. The recommendations included in the substantial programme aimed at improving pathways and focusing support for independence includes further investment in areas such as reablement and technology enabled care and the savings are incorporated into this programme.

Working with Partners in the Health and Care System

- 9.5. It is important to note that the health contribution to the pooled budget is currently unknown as the NHS has not published the financial regime for 2021/22 yet. However financial planning assumptions with health partners are including additional non-recurrent financial support for 2021/22, aimed at smoothing the transition until the work on improving pathways and focusing support for independence realises the savings trajectory ambition. £4m of additional support is the current planning assumption for 2021/22.

10.0. Population Health

- 10.1 The Population Health (PH) commissioning and strategic role is set out in the Manchester Population Health Plan, the City's overarching plan for reducing health inequalities and improving health outcomes for residents across the lifecycle. The social and economic impact of Covid-19 has further exacerbated health inequalities in the city.
- 10.2. The Manchester Population Health Team is currently leading the City's public health response to Covid-19 as set out in the 12 Point Action Plan which is updated on a monthly basis. The Plan includes the detail of key actions to be undertaken in relation to the Manchester Test and Trace Service, managing outbreaks, community engagement and communications, work with schools, universities and businesses and specific sections on our most vulnerable residents and care homes.
- 10.3. The Population Health Team is also responsible for commissioning a range of preventative services (children's public health, wellbeing, drugs and alcohol, and sexual health services) totalling approximately £34m. These services

address health impacts upstream to reduce demand on more expensive health and social care services.

- 10.4. The majority of these services are mandated responsibilities, i.e. services that must be provided such as Health Visiting, Schools Nursing, Open Access Sexual Health Services and Health Protection Services.
- 10.5. The Public Health Grant was reduced by 6.2% (£3.3m) in 2015/16, with further reductions of 2.2% in 2016/17, 2.5% in 2017/18, 2.6% in 2018/19 and 2.6% in 2019/20. The impact on Manchester's public health funding was a £8.652m reduction by 2019/20. There was a major redesign and recommissioning of all public health services from 2015 and significant savings were delivered across all key programme areas including 25% savings for drugs and alcohol, 33% savings for sexual health, 50% savings across wellbeing services and 15% savings across children's public health.
- 10.6. Despite the capacity challenges of Covid-19 the Manchester Population Health Team continue to work on the overarching Wellbeing Model for 2022, which will bring all services together in an integrated way under the MLCO arrangements. This model will deliver a significant return on investment over a longer term timeframe and improve health outcomes for residents.
- 10.7. Clearly if the overall savings requirement for the Council is more challenging then all public health services will be impacted including children's public health, sexual health, drugs and alcohol and wellbeing services. Further discussions will be progressed through the MLCO with providers as necessary.
- 10.8. Finally, the Chief Finance Officer at Manchester Health and Care Commissioning and the Director of Public Health are also exploring all options for non-recurrent savings to offset pressures in 2021/22 and will also take account of any delegated responsibilities and resources from the disestablishment of Public Health England.

11.0. Summary

- 11.1. The financial parameters for the 2021/22 pooled budget are a £23m investment and £20m savings target, which represents a net increase of £3m. This is a substantial commitment when other Council Directorates are working to substantial reductions in resources, recognises that expenditure is incurred on support to people with eligible care needs and meets the inflationary pressures within services for care.
- 11.2. The planning arrangements for the delivery of the £20m target are:
 - (i) There is an expectation that government will recognise the pressures facing ASC and the incredible work that has taken place within the sector to support the national response to Covid-19 within the forthcoming CSR;

- (ii) Improving pathways and focusing support for independence £6m 2021/22 (rising to £18m 2023/24 and subject to significant system wide support to delivery arrangements and to specifically address the conditions of success and IMPOWER preventative investment recommendations);
- (iii) Working with partners to identify short term financial support until the above programme matures £4m 2021/22;

It is further expected a proportion of the balance will be met from:

- (iv) MLCO commissioning and transformation programmes;
- (v) Fully realising the benefits from integration; and
- (vi) MLCO discharge planning to mitigate the financial impact of Covid-19 on 2021/22.

11.3. The financial challenges are however severe and to the extent the £20m cannot be found, more difficult service reductions across preventative areas, where there is some discretion, would need to be developed and in such circumstances, further detailed proposals will be developed for Health Scrutiny consideration in the New Year. Based on the requirements of the Care Act 2014, this would have to be delivered from important priority areas such as Population Health, including mandated responsibilities and Reablement. The approach set out in this report is to avoid this if at all possible.

12.0. Consultation / Co-production

12.1. At this stage no specific consultation requirements have been identified.

12.2. We recognise that co-production is integral to working with Manchester People and a programme of co-production is illustrated below as an example of working with people with learning disabilities:

- (i) Set out earlier in the report are a range of priorities that impact on support arrangements for People with Learning Disabilities. The Learning Disability Transformation Programme is seeking to ensure that co-design principles are an integral part of the design and transformation process. As part of this we want to provide a meaningful voice for people with learning disabilities to influence strategic decision making and also to get involved in the design of future service delivery. The first stage of this approach is to co-design a refreshed approach to strategic engagement for the city.
- (ii) In order to achieve this we are in the process of designing a consultation approach to understand what has worked well previously and what people would like to see as part of a refreshed approach. This work is taking place in collaboration with three of our voluntary sector partners; Breakthrough uk, Pathways Associates and People First. We are also keen to widen the scope of engagement with strategic decision

making to provide the widest possible representation across the city and also to include the views of parents and carers.

- (iii) Alongside this we will be keen to ensure that there is co-production approach across the programme and at workstream level. Once the strategic engagement approach has been established, we will be working to ensure that people with lived experience are included and consulted across the programme. At this stage we cannot be prescriptive about what form this will take given that we intend to keep co-production principles at the heart of the approach that will be designed in collaboration with people with lived experience, their families and carers and members of the voluntary sector who support them.

13.0. Conclusions

- 13.1. Financial planning arrangements for the health and social care pooled budget are progressing but are extremely challenging in the context of the significant ambiguity on government funding/settlements, ASC policy direction and the impact of Covid-19. In addition, the NHS has not published the financial regime for 2021/22 yet.
- 13.2. The report presents the first staging post of the work in a variety of programmes which are currently being brought together into one overarching programme of change under MLCO programme management and governance arrangements.
- 13.3. At this stage no specific consultation requirements have been identified. The approach to care management will continue to put meeting clients needs first and foremost but will look to change the approach to doing so, primarily through prevention, building upon the approach to strength based practice and enabling citizens to take more control of their lives, maximising independence and achieving better outcomes and through strengthening commissioning and contracting arrangements.
- 13.4. The report contains significant steps towards a sustainable financial plan for ASC for 2021/22 but with further work to do. Specifically, £10m of the £20m target has been detailed in this report from the programme focused on improving pathways and focusing support for independence (£6m) and from working with partners in the health and social care system to provide interim support until the above programme matures further (£4m). There is also an expectation that government will recognise the pressures facing ASC and the incredible work that has taken place within the sector to support the national response to Covid-19 within the forthcoming CSR.
- 13.5. Further MLCO programmes are also progressing aimed at contributing to the financial target including integrated commissioning; fully realising the benefits from integration; and discharge planning to mitigate the financial impact of Covid-19 on 2021/22.

13.6. The financial challenges are however severe and to the extent the £20m cannot be found, more difficult service reductions across preventative areas, where there is some discretion, would need to be developed and in such circumstances, further detailed proposals will be developed for Health Scrutiny consideration in the new year. Based on the requirements of the Care Act, this would have to be delivered from important priority areas such as Population Health, including mandated responsibilities and Reablement. The approach set out in this report is to avoid this if at all possible.

14.0. Recommendations

14.1. As presented at the front of the report.

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Manchester City Council Report for Resolution

Report to: Neighbourhoods and Environment Scrutiny Committee - 4 November 2020
Communities and Equalities Scrutiny Committee - 5 November 2020
Executive - 11 November 2020

Subject: Neighbourhoods Directorate Budget Options 2021/22

Report of: The Strategic Director (Neighbourhoods)

Summary

As part of the planning for the 2021/22 budget, the Council is estimating a budget gap of £105m in 2021/22 increasing to c £159m in 2022/23, and all Directorates have been seeking to identify savings options for consideration by Members.

This report sets out the details on the initial savings options proposed by officers. The savings options will be considered by all six Scrutiny Committees for those areas within their remit.

Recommendations

1. The Communities and Equalities Scrutiny Committee is asked to consider and make recommendations to the Executive on the savings options put forward by officers and prioritise which options they believe should be taken forward to ensure the Council is able to deliver a balanced budget in 2021/22.
2. Executive are asked to consider the officer cuts and savings options, taking into account the feedback from this scrutiny committee.

Wards Affected: All

Manchester Strategy Outcomes	Summary of the Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Providing the leadership and focus for the sustainable growth and transformation of the City's neighbourhoods and highways
A highly skilled city: world class and home-grown talent sustaining the city's economic success	Ensuring residents are connected to education and employment opportunities across the City.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Creating places where residents actively demonstrate the principles of Our Manchester through participation and take responsibility for themselves and their community whilst encouraging others to do the same, supported by strong and active community groups.

A liveable and low carbon city: a destination of choice to live, visit, work	Creating places where people want to live with good quality housing of different tenures and effective use of the highways network; clean, green, safe, healthy and inclusive neighbourhoods; a good social, economic, cultural offer and environmental infrastructure.
A connected city: world class infrastructure and connectivity to drive growth	Ensuring residents, neighbourhoods, businesses and goods connect to local, national and international markets. Through working with partners both internally and externally maximise the impact of the provision of new and enhanced physical and digital infrastructure.

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

- Equal Opportunities
- Risk Management
- Legal Considerations

Financial Consequences Revenue

The savings options included within this report are officer proposals and Members will need to prioritise which options are to be included as part of the 2021/22 budget preparation.

Financial Consequences – Capital

There is already an approved capital investment programme for the Directorate, and some capital investment is required to assist in delivering some of the currently identified options included within 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.

Neighbourhoods Directorate Budget 2020/21 - Executive 12 February 2020

1. Introduction

- 1.1 This report should be read in conjunction with the covering report, and sets out the cut's options put forward by officers to support the work required to deliver a balanced budget in 2021/22. Unless further Government support is forthcoming as part of the Spending Review and Finance Settlement the Council is facing a potential budget gap of £105m in 2021/22 which will be ongoing into future years. Therefore, the report also sets out in less detail at this stage, further cuts that the Council is seeking to avoid but may have to consider if any further funding to support Council is not forthcoming.
- 1.2 The Neighbourhoods Directorate has a revenue budget of circa £94m of which £47m relates to waste collection, street cleansing and waste disposal. Outside of these areas the majority of the budget relates to staffing.
- 1.3 In response to the identified Council wide budget gap and the proposal to start to consult on a programme of cuts of **c£50m** for **2021/22**, all budgets have been reviewed in order that any efficiency savings or opportunities for increased income are identified as well as options for cuts and included for consideration by members. Savings within the overall Neighbourhoods directorate include initial options of **£7.776m** and this would require an FTE reduction of **2**. Due to lead in time around investments etc, the £7.776m would be phased over the period 2021/22- 2024/25, with an initial £7.083m being delivered in 2021/22.
- 1.4 As all identified options are being considered by the relevant Scrutiny Committee, this report is focussed on the options under the remit of the Neighbourhood and Environmental, and Communities and Equalities Scrutiny Committees. These **options total £1.391m**, and require a reduction of 2 FTE. Further details are included in section 5, and a summary table is provided at Appendix 1.
- 1.5 It is recognised that these alone may not be sufficient to bridge the overall budget gap and that further and deeper cuts that will affect the service offer to residents and neighbourhoods across the City may be required. Further work is progressing to develop options for a further total c.£9.4m should these be required, of which almost £9m will be under the remit of this Scrutiny Committee and is likely to impact on residents and communities although the Council are working hard to avoid these more drastic cuts.

2. About the Neighbourhoods Directorate Background and Context

- 2.1 The Neighbourhood Directorate plays a pivotal role in delivering the Council priorities, working with Manchester's communities to create and maintain clean, safe and vibrant neighbourhoods that residents can be proud of and where businesses and investors want to invest, bringing employment opportunities for our residents.

- 2.2 Teams work collaboratively with partners and local members within our neighbourhoods to enable people living in our communities to be healthy, well and safe and reduce demand by integrating neighbourhood teams that are connected to other services and assets locally.
- 2.3 Libraries, art galleries, leisure centres, parks, play areas, events and youth services as well as our cultural activity provide an offer to the city that enhances the experience of people living and working in the city; as well as supporting our children and young people, to be happy, healthy and successful, fulfilling their potential and contributing to their educational attainment.
- 2.4 Our world class offer also contributes to the vibrancy of the City and our neighbourhoods. Widening participation to ensure that the users of our community services reflect the diverse communities of Manchester remains a key priority .
- 2.5 The development of commercial activity across our parks and leisure and events have previously reduced the demand on revenue as well as increasing investment in our community assets impacting positively on the perception of the city and the opportunities for our residents.
- 2.6 The Directorate is fully committed to Zero Carbon Manchester and to reducing carbon throughout all programmes of work and raising awareness of carbon usage and looking for 'greener' alternatives. Key initiatives include driving forward the electric fueling infrastructure, plant and equipment for all Council services.
- 2.7 The quality of our highways, number of potholes repaired and gully cleansing remains a priority for our residents and road resurfacing is now happening at a greater scale. We are currently on target to deliver the 5 year highway investment programme. Investment and the maintenance of our highways beyond the current 5 year programme will be an essential consideration in our future strategy.
- 2.8 Waste and recycling is the largest budget area for the Directorate including both the cost of waste disposal and collection/street cleansing (almost 50%) The current contract for Waste collection and street cleansing will come to the end of the first 8 years in 2023 and decisions on the future delivery model for this service will fall within the timeframe of this budget strategy. We have achieved our highest overall levels of recycling (40%) and lowest levels of residual waste over the last 10 years. However, as the City grows and as more people work at home this will continue to have an impact on the demand for these services which need to be managed.
- 2.9 Investment in compliance and enforcement resources has led to an increase in business compliance, better managed neighbourhoods and measures to impact on flytipping have seen a positive impact in our neighbourhoods. Demand from anti social behaviour impacting on the quality of the places

people live continues to rise and despite investment is still less than 50% of capacity in 2011.

- 2.10 The impact of COVID has impacted on our Parks, Leisure and Events functions which rely on income as well as the Cultural sector in the city. The latter in particular will take some time to recover if this is even possible in all areas.
- 2.11 The priority for the Directorate remains supporting communities and building resilience whilst maintaining safe, clean, well managed and connected neighbourhoods in line with the expectations of local members and residents in a city that continues to grow and within the limitations of resources available.
- 2.12 Developing partnerships to enable more effective models of delivery through The Bringing Services together for People in Places programme remains key to improving the offer at a local level for residents and to support a reduction in demand on key public services.
- 2.13 Our universal Youth, leisure and culture offer combined is an offer to our residents that sets Manchester apart however this is an area that has struggled with the impact of COVID 19 and will take some time to recover.

3. Neighbourhoods 2020/21 Budget Position

- 3.1 The Neighbourhoods Directorate has a gross budget of £163m, and a net budget of c.£94m, with 1,420 FTE's employees. The breakdown by service area is provided in the table below:

Table 1: 2020/21 base budget

Service Area	2020/21 Gross Budget £'000	2020/21 Net Budget £'000	2020/21 Budgeted Posts (FTE) £'000
Compliance and Community Safety	15,208	10,450	297
Highways	26,697	14,454	236
Libraries, Galleries and Culture	12,625	9,091	270
Management and Directorate Support	1,208	1,208	18
Neighbourhood Teams	2,680	2,562	51
Commercial and Operations	84,143	47,931	461
Other Neighbourhoods	1,546	1,194	4
Parks, Leisure, Youth and Events	19,306	7,500	83
Grand Total	163,413	94,390	1,420

- 3.2 The 2020/21 cash limit budget is £94.390m and this is net of the £2.324m savings that were approved as part of the 2020/21 budget process.

4. Current In year forecast Position at August 20 (Period 5)

- 4.1 As at August 2020 the Directorate is forecasting a net overspend of £8.441m, this includes Covid-19 related pressures of £10.18m, offset by in-year mitigation of £1.739m.
- 4.2 The Covid-19 pressures are made up of a combination £3.772m increased cost pressures, with the main pressure being the in year financial support of £3.343m being provided to the external leisure operator to fund the ongoing costs of maintaining the City Council leisure assets during the initial closure, and subsequent reduced operations through until March 2021. Work is still progressing with the Government to secure as far as possible financial support for this sector in line with the support given to Local Authorities who have not procured an external partner to deliver these services.
- 4.3 In addition to the additional costs, there is £6.408m reduced income through sales, fees and charges. This includes a combination of reduced trading income (£3.751m) within operations and commissioning services, reduced sales income (£0.591m) in libraries and galleries because of closure of venues, and subsequent lower footfalls, loss of events and other income (£1.211m) in Leisure, Parks and Events, reduced income of (£392k) through off street parking and fees and permit income in Highways and reduced income of (£463k) from penalty notices and license income in Community Safety and Enforcement.
- 4.4 As part of the ongoing work seeking to mitigate the above pressures in year forecast savings of £1.739m have already been identified, this is largely due to staff savings because of vacant posts and reduced running costs across all services.

2021/22 Budget Pressures

- 4.5 As part of the Neighbourhood service budget planning a key consideration is the projected growth in the number of households across the City. Given the ongoing national response to the Covid-19 pandemic, and the uncertainty around both the level and duration of any restrictions that will apply in 2021/22 there are significant risks of further budget pressures across the Directorate. These will be monitored and reported as part of the monthly budget monitoring process. Detailed below are likely pressure areas that are already known, although they have not yet been quantified.
- 4.6 **Leisure Services Provision** – The existing leisure operator was appointed in 2019, and as part of their submission they included an initial income forecast of £12m, and expected to increase this over the life of the contract and reduce the level of subsidy required from the Council. Due to the initial closure of leisure facilities, and subsequent reduced capacity as part of the conditions on the reopening of facilities which is expected to continue into 2021/22 it is extremely unlikely in light of the impact of COVID 19 that the original income projections as part of the tender submission will be achieved and further support from the Council could be required.

- 4.7 **Waste Collection** – Due to the ongoing requirements for individuals to work from home wherever possible this has led to an increased volume of domestic waste requiring to be collected. In addition and unlike other areas in Greater Manchester it was agreed to collect any additional side waste left out by residents. This has created a pressure on the existing waste collection contractor to ensure they have the resources to collect increased volumes and has also increased the volume of waste requiring disposal and therefore the costs to the Council. In this financial year the additional costs of waste disposal have been offset by a rebate from the Greater Manchester Waste Disposal Authority (GMWDA). If the current position continues into 2021/22 this will likely result in further cost pressures that will need to be managed as part of the overall Council budget.
- 4.8 **External Income**– As part of the Directorate overall net budget there is an income budget of c£47m. If the restrictions linked to COVID 19 continue or are increased, then the external income budgets will be adversely affected into 2021/22.

5. 2021/22 onwards Savings Options

- 5.1 The Neighbourhoods Directorate has a net revenue budget of circa £94m of which £47m relates to waste collection, street cleansing and waste disposal. Outside of these areas the majority of the budget relates to staffing. In response to the identified Council wide budget gap all budgets have been reviewed in order that any efficiency savings or opportunities for increased income are identified and included for consideration by members. As part of the wider £50m savings The Neighbourhoods Directorate has identified an initial **£7.083m** in 2021/22 increasing to **£7.776m** by 2024/25 with an **FTE impact of 2** across the Neighbourhoods Directorate.
- 5.2 In seeking to minimise the impact on residents and neighbourhoods, all opportunities for maximising external income sources were considered and the overall Directorate options includes £6.385m of increased income generation, and these options will be considered by Resources and Governance Scrutiny Committee as part of the budget process. The options to be considered in this report total £1.391m and further details are set out below.
- 5.3 Whilst a number of areas have currently been identified, it is recognised that these alone may not be sufficient to bridge the overall budget gap and further deeper cuts that will affect the service offer to residents and neighbourhoods across the City may be required.
- 5.4 Further details of the initial proposals under the remit of this Scrutiny Committees are set out in more detail below whilst the table at appendix 1 provides a summary view along with RAG rating.

Initial areas identified

- 5.5 As part of the options being developed by the **Parks and Leisure service**, total savings options of **£0.582m** have been developed that could be

implemented through a combination of continuing to develop and increase the level of commercial income generated, and increasing collaboration across leisure operators. There would be a lead in time to delivering these options with **an initial c£127k** being delivered in 2021/22 and the savings would increase over the following three years, the total £0.582m savings would be achieved through the following;

- Within the current capital programme there is c.£12m approved for investment in parks, and as part of developing the business cases to utilise this funding it is proposed that any investment decisions are based on the ability to increase the income generation opportunities. Given the need for investment, and the time required to implement the required changes to generate **total savings of £427k** over a four year period, with an **initial £127k in 2021/22**. If this option is agreed it is likely that the additional investment would be focused more on larger parks than the community parks to realise income.
- Within the **Leisure sector** there are a number of different arrangements in place, both within Manchester and wider across Greater Manchester, this includes both different operators and different operating arrangements. In an attempt to streamline the existing arrangements it is proposed to look at options around collaborating with other Authorities in an effort to generate savings or increase income depending on the model adopted. Initial analysis indicates that savings of **c£155k** could be achieved, but given the lead in time this would not be achieved until 2022/23. As part of the work to look at the options the impact of Covid-19 on leisure operations would need to be considered, and as referred to above, the likely ongoing support could make this saving more difficult to achieve, but this would be looked at as part of developing any business case.

- 5.6 Within the **Compliance and Enforcement function total options of c£164k** have been identified, this is made up of, the following;
- 5.7 Increasing income from a combination of fixed penalty notices, and looking to introduce charging for advice to businesses **£80k**.
- 5.8 Some employees may also want to voluntarily reduce their hours to a four day week. This could potentially release up to **£20k**
- 5.9 The **animal welfare service** is currently provided in house, and there is an option to look at an alternative delivery model for this service which would impact on **2FTE's**. A tendered service would be operated on a contract basis and it is recognised that the flexibility that currently exists would reduce. This could contribute **£64k** savings subject to tender.
- 5.10 Additional time limited **grant funding of £137m** could be used on a one year only basis to replace existing mainstream budget provision within Compliance and Enforcement, particularly around the food inspection activity at Manchester Airport.

- 5.11 Within the **Highways service** significant work has progressed over the last two years to restructure and reorganise the function to enable it to better deliver for the residents of the city. Initial options of **c£0.645m** over 2021/22 and 2022/23 have been identified with minimal impact on the quality of service delivered, this includes a combination of reviewing existing charges and ensuring that income is maximised where possible, the initial options include identifying further opportunities to make eligible charges to the capital programme - **£270k**, seeking to ensure that any damage to highways infrastructure is recovered from the perpetrator or insurance company - **£25k**, increase the existing rates for permits and other rechargeables - **£75k** and increase the volume of commercial arrangements for provision of winter gritting service - **£25k**.
- 5.12 In addition to the options above due to a combination of the ongoing highways investment and the reduced footfall levels a **£250k** expected reduction in costs of accident claims/legal fees over the period is assumed, this would be phased £100k in 2021/22 and £150k in 2022/23.

6. Further Considerations

- 6.1 As detailed above there is a risk that further and deeper reductions in budgets may be required. In the neighbourhoods directorate this is likely to take the required savings upto a further **£9.385m with an associated FTE impact of around 100**. As a result further options are being developed across the whole directorate. It is recognised that if these were required there would be an unavoidable impact on the service offer to residents.
- 6.2 In this scenario we would have to consider the following and potentially more:
- Potential changes to the waste collection arrangements which could include:
 - Charges for replacement recycling bins
 - Changes to the frequency of recycling collections
 - Consideration of charges for garden waste collection and disposal
 - Consideration of amendments to charging for bulky waste
 - Reduction in frequency of grass cutting
 - Changes to litter bin collection arrangements in parks
 - Within the life of the current street cleansing contract changes to the frequency of street cleansing arrangements
 - It would be necessary to review the structures of key services and look at reductions. Inevitably this would impact on the service offer to residents. This would include Neighbourhood teams , compliance and community safety as well as Highways.
 - Potential reduction of neighbourhood funding arrangements such as NIF and development funds as well as other areas such as Youth.

- Potential reduction in opening hours of libraries and related services with associated staffing reductions.

7. Workforce Implications

- 7.1 The workforce implications related to the initial options being proposed are 2fte, and this can most likely be managed within existing turnover.
- 7.2 As part of supporting Directorates to achieve staffing reductions, the Council will open a limited voluntary redundancy/voluntary retirement scheme. At this stage this will be predominantly for the Corporate Core who have a larger number of posts to lose, but on a limited basis for time limited or other posts and in other areas where there are savings or changes that need to be achieved. Details of this scheme will be reported to the Personnel Committee on 11 November.
- 7.3 The government has passed regulations which implement a public sector exit pay cap of £95k from 4 November 2020. This means that anyone leaving with a severance package, that includes redundancy pay and actuarial strain on pension of over £95k will have it reduced to that cap. The regulations are not yet in place and this will add further complexity to the scheme.
- 7.4 Consultations have started with Trades Unions on the MPeople processes to ensure that the Council does not lose focus on providing support for our workforce to develop and progress and where relevant to reskill into different roles, with a view to focussing on giving excellent support to those at risk of redundancy in finding suitable alternative employment.

8. Equalities

- 8.1 We will continue to ensure that the Council meets its obligations under the Public Sector Equality Duty, building on our successes at fostering good relations between Manchester's communities of identity and maintaining fair and equal access to Council functions. Through ongoing customer monitoring, satisfaction and engagement approaches, we will strengthen and utilise our growing evidence bases within the Directorate to identify the differential experiences of individual identity groups in Manchester accessing Council services, and proactively respond to make these as fair and equitable as possible.
- 8.2 Each of the proposals outlined, if taken forward, will need to consider the requirement and completion of an Equality Impact Assessment. The outcome of which will inform the future planning and delivery to ensure that no residents are disproportionately affected by the changes to services.

9. Risk management

- 9.1 The Directorate will seek to manage all expenditure within the approved budget available and performance against budgets will be monitored and

reported to members on a regular basis, this will include a risk register with any mitigations identified.

10. Legal

10.1 There are no legal implications arising from this report.

11. Conclusion

11.1 The Council is facing a period of significant change, and there are growing demands on capacity alongside the need to make budget cuts. The 2020/21 budget gap is currently £105m, and this increases further in 2022/23. An initial programme of £50m cuts are required, that can be implemented from April 2021 to ensure a balanced budget can be achieved. If no further funding is forthcoming for, then further cuts will have to be made.

11.2 The savings options will be subject to further refinement following feedback from the Scrutiny Committee and updated prior to being submitted to the Executive. A further report will be brought back to the January Scrutiny committee that incorporates the feedback from this meeting, the budget consultation and the impact of the Finance Settlement.

Appendix 1 – Summary of savings

Service	Description of Saving	Type of Saving	RAG Deliverability	RAG Impact	Amount of Saving					FTE's
					2021/22 £000'S	2022/23 £000'S	2023/24 £000'S	2024/25 £000'S	Total £000'S	
Compliance & Community Safety	Externalise Animal Welfare Service	Efficiency	Amber	Amber	64				64	2
	Increased income from fixed penalty notices	Income	Amber	Amber	80				80	
	Temporary use of EU funding.	Income	Amber	Green	137	(137)			0	
	Option for volunteers to reduce their hours to a four day week	Efficiency	Amber	Amber	20				20	
Parks, Leisure, Events & Youth	Focus the £12m capital allocations to parks on initiatives that lead to income increases	Income	Red	Green	127	100	100	100	427	
	Look to develop further collaboration across leisure operators	Income	Red	Amber	0	155			155	
Highways Services	Reduction in accident trip claims	Efficiency	Green	Green	100	150			250	
	Increase income from permits and other rechargeable works	Income Generation	Green	Green	125				125	
	Increase charges to capital for eligible works	Income Generation	Green	Green	270				270	
Total					923	268	100	100	1,391	2

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**Manchester City Council
Report for Resolution**

Report to: Neighbourhoods and Environment Scrutiny Committee - 4
November 2020
Executive - 11 November 2020

Subject: Homelessness Directorate Budget and Savings Options 2021/22

Report of: Director of Homelessness

Summary

As reported to the Executive on the 14th October 2020, it is anticipated the implications of Covid-19 will have a significant impact on the Council's finances for a number of years, the current potential budget gap for 2021/22 is £105m, after mitigations are taken account of. The report of the Deputy Chief Executive and City Treasurer, elsewhere on the agenda provides the detailed update on the Council's MTFP focusing on the financial position and strategy from 2021/22.

This report provides the high level budget context and priorities for Homelessness across 2021/22 and the feedback from the budget conversation, which has been used for the development of savings options 2021/22 and investment requirements to fund population driven and other budget pressures.

Recommendations

1. The Neighbourhoods and Environment Scrutiny Committee is asked to consider and make recommendations to the Executive on the budget options which are within the remit of this Committee.
 2. Executive are asked to consider the officer cuts and savings options, taking into account the feedback from this scrutiny committee.
-

Wards Affected: All

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

Encouraging commissioned and inhouse services to reduce CO2 emissions and reduce their use of plastics will contribute to a low carbon city. Introducing climate change conversations with homeless people will support them in adopting a low carbon lifestyle.
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Our Manchester Strategy outcomes	Summary of how this report aligns to the OMS
A thriving and sustainable city: supporting a diverse and distinctive	Helping people to stay in their accommodation through prevention work will help them to thrive.

economy that creates jobs and opportunities	Reducing the number of people who are homeless, or placing them in appropriate accommodation with help to access employment and learning opportunities will contribute to Manchester becoming a thriving and sustainable city.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Having public, private and voluntary sector organisations working together to help people who have personal insight into homelessness into volunteering and employment will contribute to the objective of having a highly skilled city. Employment breaks the cycle of generational benefit dependency and will encourage children to access school and employment in later life
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Supporting people who are homeless to access employment and accommodation will unlock their potential to help them become independent citizens who contribute to our city. Working with the Homelessness Partnership to ensure that the views of people with personal insight into homelessness influence ways of working.
A liveable and low carbon city: a destination of choice to live, visit, work	Encouraging commissioned and inhouse services to reduce CO2 emissions and reduce their use of plastics will contribute to a low carbon city. Introducing climate change conversations with homeless people will support them in adopting a low carbon lifestyle.
A connected city: world class infrastructure and connectivity to drive growth	Promoting inclusive growth for the benefit all Manchester citizens

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Background documents (available for public inspection):

Note applicable.

1.0 Introduction

- 1.1 The report outlines the financial position and sets out Officer options for savings against Homelessness aligned to the remit of the Neighbourhoods and Environment Scrutiny Committee to help achieve a balanced budget in 2021/22.

2.0 Background

- 2.1 Homelessness has been at the forefront of the Council response to Covid-19 and effectively delivered the government's 'Everyone In' programme since its inception, providing accommodation for people sleeping rough in the city. Working with colleagues from the Greater Manchester Combined Authority (GMCA), voluntary sector, internal partners and other local authorities across Greater Manchester, 12 separate venues were secured, mainly within Manchester itself, representing 372 bed spaces, with 277 people who were sleeping rough and who are currently accommodated have been placed by Manchester City Council. This is a significant achievement but has come at considerable cost with an indicative additional cost in 2020/21 of £7m. Ongoing funding of £7m has been allocated to maintain this provision beyond March 2021, however if costs can be managed for less this will provide mitigation for the level of cuts which need to be made.
- 2.2 In the longer-term, greater unknowns include the potential homelessness-related economic impact of Covid 19 on individual households, such as unemployment, debt, arrears and home/tenancy loss. There are real risks of increasing homelessness through residents who lose tenancies and/or are no longer able to access affordable housing, so there is a real risk around any potential reductions to preventative or support services as activity levels and increased need could increase exponentially. Presentations in 2019/20 were 9,840, 21% higher than in the previous year. Despite Covid-19 restrictions, presentations from April to September 2020 are 4,851 and are expected to increase significantly once the impact of expected increases in unemployment and subsequent evictions are experienced across the City.
- 2.3 The Homelessness budget report for 2020/21 identified the greatest risk to the priorities of the service and the budget strategy is the continuing rise in need and the uncertainty of short-term funding and temporary staffing capacity. These risks have increased due to the impact of Covid-19. A key focus is on cost avoidance through preventing Homelessness and benefits maximisation, any reductions to preventative services will result in increased costs in future years.
- 2.4 The current system cannot cope with the constant pressure of demand and the growing imbalance between need and the availability of affordable solutions to meet this. This will be exacerbated by the impact of Covid-19, particularly in terms of pent-up demand for homelessness services due to mental health, domestic abuse and the insecurity and unhealthiness of overcrowding and shared accommodation. Therefore, the key solution for

Manchester City Council is to take a broader system-wide focus and re-design the system in the city for people in housing need and at risk of homelessness.

- 2.5 The vision for the Homelessness Directorate mirrors the Homelessness Charter vision and the Homelessness Strategy for the City (2018-23) developed with Manchester Homelessness Partnership. The Partnership consists of people with personal insight into homelessness, and organisations working to reduce homelessness and has agreed the following three key priorities:
- Homelessness a rare occurrence: increasing prevention and earlier intervention at a neighbourhood level.
 - Homelessness as brief as possible: improving temporary and supported accommodation to be a positive experience.
 - Experience of homelessness to be a one-off occurrence: increasing access to settled homes.
- 2.6 Since August 2019, the Directorate has adopted 4 key aims to focus on. These are embedded into service plans, will continue to be in the future, and will form the core of the activities for the service in 2021/22. The 4 key aims adopted are:
- Reduce rough sleeping
 - Reduce the use of temporary accommodation
 - Reduce the cost of temporary accommodation
 - Increase prevention
- 2.7 The 2020/21 business plan and budget recognised the continuing challenge of availability of affordable housing in the city. Welfare Reforms such as the freezing of Local Housing Allowance, the 'bedroom tax', the benefit cap, application of the shared room rate to single households under 35 and a stricter sanctions regime have all contributed to the increase in demand and also the ability of the Directorate to prevent and relieve homelessness. In addition, recent case law relating to the purpose of benefits payments will also make the prevention of homelessness and the rehousing of homeless households in receipt of benefits potentially more difficult.
- 2.8 The private rented sector has grown significantly in the last decade and rents have increased three times faster than wages nationally. This tenure is increasingly unaffordable for families on low incomes, particularly to households in receipt of Local Housing Allowance. The loss of a private rented tenancy has recently become the prime reason for people who are accepted as statutorily homeless. Work is ongoing with Private Rented Sector landlords to investigate the extent of arrears and provide support to landlords and their tenants to prevent loss of tenancy.
- 3.0 Budget Strategy**
- 3.1 The budget strategy for Homelessness has been to contain the cost of rising need for temporary accommodation within available resources whilst also

prioritising resources towards service developments that will achieve the service's priority to prevent and reduce the incidence of homelessness. This has been supported by significant additional investment from the Council, maximising draw down of Housing Benefit income that the Council can claim and seeking opportunities for accessing external funding.

- 3.2 The greatest risk for the priorities of the service and the budget strategy is the continuing rise in need which is likely to be exacerbated by the impact of Covid-19 and the uncertainty of short term funding. Primarily, key services designed to deliver homelessness prevention and rapid rehousing, underpinned by time-limited funding are the ones presenting most risk as these have the greatest impact on reducing the use of temporary accommodation and in enabling more housing solutions to reduce the length of people's stay. The 2020/21 budget process allocated £1m of funding to support the key teams at significant risk, the Section 21 team and the Private Rented Sector Team where 33 staff are employed to improve outcomes for people and supporting service priorities.
- 3.3 The number of people and families in temporary accommodation has continued to rise from 1,491 in March 2019 to 1,835 in September 2020. This is following a significant increase over the last few years where numbers in temporary accommodation are now ten times what they were five years ago. Unsupported temporary accommodation (known as Bed and Breakfast) during September averaged 227 single people and 31 families per night, a total of 258.
- 3.4 Successful management of pressures and risks must be addressed in the context of increasing demand and footfall, with over 9,840 households approaching the service in 2019/20. Presentations for April to September 2020 are 4,521, with numbers expected to increase in the latter half of the year. Funding for increased need of £0.979m was applied to support the budget position this year as part of the budget setting process for 2020/21 based on estimated growth in demand and assuming increases continued along a trend of 5 properties per week, with a further increase of £1.391m allocated for 2021/22.
- 3.5 The Service Transformation Programme will form the core of the approach to tackling and reducing homelessness over the next three years. It will be the framework in which reductions in temporary accommodation and rough sleeping will be achieved through a radical reorganisation of the Homelessness Service and its activities. The programme will focus on five key areas; the strategic vision, redesigning the journey through the system, prevention, accommodation and communication and development.
- 3.6 Several individual projects make up the programme as a whole, addressing each part of the system and redesigning it. Examples of bespoke projects include improving prevention and move-on through more cost-effective enhanced incentives for private landlords to increase the level of property available in order to rehouse households, at lesser cost than expensive and unsuitable temporary accommodation and bed-and-breakfast. The service will

work with Early Help, Education Services and Integrated Neighbourhood Teams providing a multiagency/multi-modal prevention response to those households identified as being at risk of homelessness before they hit crisis point and critically before they need to present as homeless.

4.0 Directorate Budget

4.1 The current Directorate budget for 2020/21 is summarised in the table below.

Service Area	2020/21 Gross Budget £'000	2020/21 Net Budget £'000	2020/21 Budgeted Post FTE
Homelessness	37,914	15,209	270
Homelessness Commissioned Services	5,915	5,915	6

4.2 The budget for 2021/22 by Business Area is provided at Appendix A. The approved adjustments to the current base budget reflect:

Homelessness Budget	Original Cash Limit	Cash Limit	Savings	Growth / Other Adj	Cash Limit
Financial Year	2020/21	2020/21	2021/22	2021/22	2021/22
	£'000	£'000	£'000	£'000	£'000
Homelessness Budget	15,285	15,209	0	1,391	16,600
Homelessness Commissioned Services	5,915	5,915	0	0	5,915

One Off Funding 2020/21

4.3 £2.000m from the Ministry of Housing, Local Government and Communities or Homelessness Service linked to Covid-19 expenditure from July 2020 to March 2021

- £1.700m for the Next Steps Accommodation Programme. This will contribute towards the longer term offer for those who have been sleeping rough prior to the Government's directive of 'Everyone In' linked to the Covid-19 response. The estimated cost of the rough sleeper offer, including the £500k A Bed Every Night (ABEN) shortfall and additional capacity in the winter months to cover cold weather provision, is £3.7m. Including ABEN this is 250 bed spaces available each night from July 2020 to March 2021.
- £300k is to be spent on incentives to landlords to secure properties in the private rented sector specifically for people who were rough sleepers and

have been provided with accommodation as a result of the Covid-19 response.

- £2.530m Next Steps Capital has been awarded to Manchester City Council and Registered Providers to bring on board an additional 40 bedspaces by 31st March 2021. This is supported by £134k additional revenue per annum from MHCLG.

4.4 Rough Sleeper Initiative funding of £0.724m funds a number of different initiatives and services that work together as an RSI Partnership, with the objectives of preventing people from rough sleeping and finding accommodation for people already rough sleeping. This funding includes the provision of a Rapid Rehousing Pathway programme of £215k for 4 Navigators and 1 Team Leader. These are attached to the Council's Outreach Team and the Navigators develop relationships and help people who sleep rough to access appropriate local services, get off the streets and into settled accommodation. It is anticipated that this funding will continue at similar levels to this financial year with a co-produced bid likely to be submitted to MHCLG in the coming months.

4.5 The new burdens funding of £461k is being utilised to provide capacity to reduce demand, as above it is assumed that this funding will be provided at the same level in the next financial year. This funding provides additional capacity which is needed for:

- Housing Solutions Officers to increase prevention work and reduce flow into the system
- Private Rented Sector (PRS) team to develop a PRS offer for homeless people
- Investment to reduce floating support caseloads to allow meaningful work in moving people on and ensuring people are appropriately safeguarded

4.6 Funding of £1.6m has been awarded by GMCA, supported by Housing Benefit of £400k, to fund 165 bed spaces in Phase 3 of A Bed Every Night which has been extended to cover the period July 2020 to March 2021, indicative costs are £2.5m. Therefore the shortfall in funding is approximately £500k which has been included in COVID-19 costs.

5.0 Savings Options and Proposals

5.1 The approach to savings will be based on the proposed Service Transformation Programme which gives a strategic direction and framework to services, based on a focus of outcomes and partnerships. The assumption is to achieve the total required saving there needs to be a targeted approach, rather than a flat percentage Directorate-wide reduction. In the instance of the 'least worst' option for the Council set out in the accompanying report which requires cuts of £50m in 2021/22, the Homelessness options if approved would deliver £2.835m in 2021/22 with a further £739k in 2022/23, detailed in appendix B. These proposed reductions will allow the Council to plan effectively to deliver a balanced budget in 2021/22 but will have a significant

impact and reduce support in key areas. If no additional financial support is received and the cuts have to go deeper, further service cuts within Homelessness will then need to deliver an additional £2m of cuts and these options will be presented in January after the financial settlement.

Covid-19 response and Everyone In.

- 5.2 Initial indications are that the annual cost of provision for providing accommodation for those previously sleeping rough in response to Covid-19 and Everyone In is £7m. However the Directorate are working with partners to confirm the expected provision beyond March 2021 which recognises the longer term needs of those who were sleeping rough and recognises the longer term accommodation needs. Positive discussions are ongoing with MHCLG to bid for funding to maximise recouping of MCC costs, work will also continue to maximise housing benefit claimed to support the new schemes in the long run, thereby providing better value provision as a legacy. Therefore current plans are to ensure that provision can be maintained at £1.4m below the original estimate of £7m as rough sleepers are moved out of temporary hotel accommodation and into more permanent accommodation ensuring residents do not return to the streets. If these costs can be managed for less than that will provide some mitigation for the level of cuts required.
- 5.3 Manchester City Council and Registered Providers (RP's) in Manchester have bid for funding from MHCLG to bring additional properties on line by 31st March 2021. To date bids have been approved to bring on board an additional 40 bed spaces. These bids aim to supply additional properties for use and are supported along with maximising Housing benefit and grant funding. The creation of these properties would create the vacancies in housing related support, to move the people from the 'Everyone In' hotels, ensuring appropriate support. This proposal is dependent upon keeping Housing Related Support accommodation open though, as otherwise there will be no accommodation to move people into.
- 5.4 We know that there are a number of people still sleeping rough, and that we will see an increase in people sleeping rough due to the economic impact of Covid-19 and the lifting of the eviction embargo. We want to ensure that there is a rapid offer of accommodation and support available so that their time spent on the streets is minimised, thus reducing cost pressures.
- 5.5 Review of A Bed Every Night provision, provision in Manchester currently stands at 165 bed spaces per night, this not a statutory service and funding at present is one off with MCC underwriting c£500k unfunded by GMCA. We are working with colleagues in Revenue & Benefits to identify whether this gap can be closed through higher levels of housing benefit income and will also be discussing options with GMCA to review the funding settlement for Manchester and/or the delivery model to fit the available funding envelope. The long-term viability of the A Bed Every Night programme in its current form will be impacted by the outcome of these discussions.

Externally Commissioned Homelessness Services

- 5.6 Review of the Housing Related Support Budgets c£6m, work is ongoing to identify value for money achieved and the outcomes delivered for each of the schemes to ensure each contract is delivering against the objectives. With indicative savings options of £1.2m.
- 5.7 Discussions with housing providers at present are centred around maintaining current service delivery as far as possible within a much reduced financial envelope. However, a reduction in funding of £1.2m would impact significantly on service delivery and it is expected that some services will close completely and cut provision. Under this model, the impact would be to reduce expenditure by £600k in 2021/22 and a further £600k in 2022/23.
- 5.8 The impact of such a reduction in funding to Housing Providers will almost certainly mean the closure of some accommodation schemes, and a reduction in resettlement and other support services. These services provide essential support to some of our city's most vulnerable residents, including young people and people sleeping rough. Housing Related Support (HRS) services support the key objectives in the city's homelessness strategy; they work to ensure that a person's experience of homelessness is as brief as possible by supporting them to develop the skills to move on to independent living, and they help to make homelessness a one off, and not a repeated experience by providing resettlement support to allow people to maintain their settled homes on an ongoing basis.
- 5.9 The impact of closure will mean an increase in the number of people who are homeless and sleeping rough, and an increased demand for temporary or more expensive emergency accommodation, including Bed and Breakfast. There will be a wider knock on cost effect as people accommodated in HRS are less likely to use more expensive services such as health and social care, and the police and justice system. There is a risk that the likely impact of making these savings is increased expenditure and greater impact on other budgets both in the short and longer term.

Homelessness Management

- 5.10 A full service redesign was already planned in Homelessness as the Directorate aims to focus on prevention and improving the flow of residents through temporary accommodation, this redesign will take place within Homelessness which will include a review of the management structure, including the Directorate Management Team. The management structure at Grade 10 and above is 9 FTE supported by a budget of £639k. As part of 2020/21 budget setting, funding was assigned for 3 FTE grade 10 posts to lead on the service redesign, this work will now be undertaken within existing resources. These posts were proposed as 18 month posts so reduction in posts would deliver £89k of savings in 2021/22.
- 5.11 33 FTE additional management posts support the service between grades 7-9, with a budget of £1.383m. The redesign aims to reduce management levels and replace them with a more consistent structure. At this stage it is not

known what level of savings can be delivered to maintain appropriate management to staffing ratios across the service. Removing management posts would significantly impact workload for remaining managers and consideration will need to be given to the new structure to maintain appropriate management and staffing numbers. A reduction in FTE would deliver savings of £277k over 2 years with a reduction of £138.5k in 2021/22 and a further reduction of £138.5k in 2022/23.

- 5.12 As part of the redesign the provisional assumption is a more coherent split into three areas, Accommodation, Access and Assessment (including Housing Solutions and Rough Sleeping) and Commissioning, Strategy and Policy.
- 5.13 The Programme will deliver a more joined-up system based around locality-based prevention. The current legislative-based process does not serve people well in terms of delivering outcomes and so the aim is to deliver a more person-centred service based on needs, with more people taken out of the formal statutory process altogether.

6.0 Additional options to be considered

- 6.1 In order to plan effectively to deliver a balanced budget this means that a programme of cuts totalling c£50m must be started on now for 2021/22. The options put forward above for consideration are designed to protect front line services and not to cut too much across what needs to be achieved in the future. Due to the extent of the challenge further cuts may be required, and these will need to be carefully planned, in line with the Future Shape of the Council work. These reductions will be avoided if possible, however if there is no further funding at all then the Council will have to act quickly to balance the budget. These have been identified on a 'least worst' basis in order to minimise the total impact, while acknowledging there will be significant implications, including difficult decisions to de-prioritise and reduce support in key areas.
- 6.2 If there is a requirement to cut deeper, there will be a need to complete a further review of value for money across all in house and externally commissioned services. If the prevention and the move on through the service is not efficient, there is a risk that closing temporary accommodation schemes will adversely impact on the number of people accessing more expensive and lower quality hotel accommodation.
- 6.3 There is a need to explore leaseholder schemes as an alternative to both temporary and settled accommodation that is more cost effective for the Council, affordable and accessible for homeless households.
- 6.4 Further detail on additional cuts will come back to Scrutiny after the financial settlement if required.

Overall Impacts

- 6.5 Although the service can hold some vacancies the vast majority of roles within homelessness services focus upon homelessness assessment which we know will face increasing demand as recession deepens, or the provision of direct support to individuals and families in temporary accommodation. Many of those the service supports have medium to complex needs and are vulnerable families. The safeguarding risk to the city and reputational risk for the Council would be considerable were frontline support services to be reduced.
- 6.6 Whatever we do - reducing core costs will not reduce demand - people will continue to increase in accessing the service, people will continue to present with complex needs and so we will pay for more expensive services to meet the demand.

7.0 Workforce Impact

- 7.1 The framework for how the Council supports its workforce is set out in the People Strategy. The development of the service workforce and the *Our Ways of Working* approach has been supported through a programme of activity that includes building rapport, Our Manchester context, introduction to strengths, and the Our Manchester behaviours.
- 7.2 Key elements of improved and increased service delivery within Homelessness have been reliant on time limited funding and therefore temporary posts. Previous proposals to put in place funding to enable a permanent staffing structure to be implemented in April 2020, therefore avoiding the need for 33 time limited placements are no longer viable given the accelerated requirement to deliver considerable levels of savings in the next financial year.
- 7.3 Working to move the service from a 'developing' to 'maturing' Our Manchester approach across all areas will be extremely challenging in regard to the capacity of the service and managers in light of the level of savings facing the service. The increased demand likely to be placed upon Homelessness Services as recession deepens, set against the need to deliver savings and the resultant reduced service offer as a result of budget reductions within the sector, both in-house and within Commissioned Homelessness Services, will undoubtedly impact upon the workforce's ability to further develop their approach and behaviours to delivering services; supporting citizens to develop personal resilience and break the cycle of poverty and homelessness.
- 7.4 Current savings options for Homelessness which would contribute to the £50m 'least worst' option for the Council would result in an FTE reduction of 12 FTE. If there is a requirement to deliver deeper cuts the likelihood is that schemes will need to close which result in a significant increase in the number of FTE impacted.

8.0 Recommendations

- 8.1 The recommendations appear at the front of this report.

APPENDIX A - Budget Control Totals based on 2020/21 Budget Reports

Service Area	2020/21 Net Budget £'000	Savings £'000	Growth and Other Adjustments £'000	2021/22 Net Budget £'000
Singles Accommodation	1,676	0	0	1,676
B&B's Room Only	4,063	0	0	4,063
Families Specialist Accommodation	299	0	0	299
Dispersed Temporary Accommodation	3,586	0	1,391	4,977
Homelessness Management	668	0	0	668
Homelessness Assessment & Caseworkers	2,317	0	0	2,317
Homelessness PRS & Move On	792	0	0	792
Rough Sleepers Outreach	397	0	0	397
Tenancy Compliance	201	0	0	201
Commissioned Services	1,210	0	0	1,210
Total	15,209	0	1,391	16,600

In addition to the approved budgets in the table above, £7m has been set aside for the continued provision of accommodation for those who previously slept rough. A further £6m of commissioned services budgets are in the MHCC pool but are managed by the Director of Homelessness.

APPENDIX B – Officer Savings Options

Service Area	Description of Saving	Type Of Saving	Rag Deliverability	Rag Impact	21/22 £000's	22/23 £000's	Total £000's	FTE's
Homelessness Commissioning budgets	Housing Related Support, work with RP's to reduce costs by 20%	Service reduction - High Risk	Red	Red	600	600	1,200	
Management posts	Management reductions for G10 and above	Service Reduction	Amber	Amber	108		108	2
Service Redesign Posts	As part of 2020/21 funding was assigned for 3 FTE grade 10 posts to lead on the service redesign, this work will now be undertaken within existing resources	Service Reduction	Green	Green	89		89	3
Homelessness - full service redesign	Management G7-G9	Service Reduction	Amber	Amber	139	139	277	7
Rough Sleeper Provision	New Provision Rough Sleepers	Service Reduction	Red	Amber	1,400		1,400	
A Bed Every Night	Provision for rough sleepers	Service reduction	Red	Red	500		500	
Total					2,835	739	3,574	12

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**Manchester City Council
Report for Resolution**

Report to: Economy Scrutiny Committee - 5 November 2020
Executive - 11 November 2020

Subject: Growth and Development Directorate Budget Options 2021/22

Report of: Strategic Director Growth & Development

Purpose of Report

As part of the planning for the 2021/22 budget, the Council is estimating a budget gap of £105m in 2021/22 increasing to c £159m in 2022/23, and all Directorates have been seeking to identify savings options for consideration by Members. This report sets out the initial the officers' savings options that are relevant to this Committee.

Recommendations

1. The Committee is asked to consider and make recommendations to Executive on the savings options put forward by officers and prioritise which options they believe should be taken forward to ensure the Council is able to deliver a balanced budget.
2. Executive are asked to consider the officer cuts and savings options, taking into account the feedback from this scrutiny committee.

Wards Affected: All

Manchester Strategy Outcomes	Summary of the Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Providing the leadership and focus for the sustainable growth and transformation of the City's neighbourhoods and highways
A highly skilled city: world class and home-grown talent sustaining the city's economic success	Ensuring residents are connected to education and employment opportunities across the City.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Creating places where residents actively demonstrate the principles of Our Manchester through participation and take responsibility for themselves and their community whilst encouraging others to do the same, supported by strong and active community groups.

A liveable and low carbon city: a destination of choice to live, visit, work	Creating places where people want to live with good quality housing of different tenures and effective use of the highways network; clean, green, safe, healthy and inclusive neighbourhoods; a good social, economic, cultural offer and environmental infrastructure.
A connected city: world class infrastructure and connectivity to drive growth	Ensuring residents, neighbourhoods, businesses and goods connect to local, national and international markets. Through working with partners both internally and externally maximise the impact of the provision of new and enhanced physical and digital infrastructure.

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

- Equal Opportunities
- Risk Management
- Legal Considerations

Financial Consequences Revenue

The savings options included within this report are officer proposals and Members will need to prioritise which options are to be included as part of the 2021/22 budget preparation.

Financial Consequences – Capital

There is already an approved capital investment programme for the Directorate, and some capital investment is required to assist in delivering some of the currently identified options included within 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.

Growth and Development Directorate Budget 2020/21 - Executive 12 February 2020

1. Introduction

- 1.1 This report should be read in conjunction with the covering report and sets the cut's options put forward by officers to support the work to deliver a balanced budget in 2021/22. Unless further Government support is forthcoming as part of the Spending Review and Finance Settlement the Council is facing a potential budget gap of £105m in 2021/22 which will be ongoing into future years. Therefore, the report also sets out in less detail further cuts which the Council is seeking to avoid but may have to consider if any further funding to support the Council is not forthcoming.
- 1.2 In order to plan effectively to deliver a balanced budget all Directorates are developing cuts options, totalling a combined c£50m, where work needs to start as part of the process to achieve a balanced budget for 2021/22. The options have been developed alongside Heads of Service and wherever possible consideration has been given to protecting front line services and to protect the capacity to support the recovery planning.
- 1.3 Overall The Growth & Development Directorate has identified officer cuts totalling **c. £2.314m**. This would require a reduction of **c22** full time equivalent (FTE) posts. Due to lead in time around required investment investments and timing on some contracts/leases, the £2.314m would be phased over the period 2021/22- 2024/25, with an initial £2.024m being delivered in 2021/22. Further detail is set out in the table below.
- 1.4 The options identified that are under the **remit of this Committee total £0.733m and requires a reduction of 11fte's**, further details on these options are included in section 4 of this report.
- 1.5 As part of identifying the cuts options consideration has been given to trying to minimise the impact on residents, businesses and other stakeholders, although this is not always possible.

2 Growth and Development Directorate Background and Context

- 2.1 The Growth and Development Directorate ("Directorate") has a pivotal role in driving the **sustainable economic growth of the city that benefits everyone**. They achieve this by securing new commercial development, attracting inward investment, generating employment growth across the city, and also supporting businesses and communities to thrive. The directorate has the leading role in the economic recovery of the City following the decline due to Covid-19. The Directorate is delivering the City Council's Residential Growth Strategy which underpins the city's economic growth trajectory. The management of the City Council's land and property assets to promote growth is closely aligned with the management of the City Council's operational and investment estates. The planning, building control and licensing functions further enhance the strategic planning and place shaping function.
- 2.2 The Work and Skills and Adult Education services ensure that **Manchester residents directly benefit from the economic growth and development of**

the city and associated jobs creation. The Directorate also works with a range of stakeholders to enable people to better support their **children's learning, fulfilling their potential** and to be active citizens contributing in their communities. For an increasing number of residents, this means support to manage the impact of welfare reform and transition to universal credit.

- 2.3 The Directorate has the central role in **ensuring the delivery of the right mix of affordable housing for Manchester residents to have a good choice of safe and secure homes.** We will accelerate and sustain the delivery of more housing, including enough which is affordable for our residents on low and average incomes and will intervene, where necessary, to speed up the delivery of housing across the city, including developing homes ourselves.
- 2.4 The Directorate also works directly with colleagues in the Neighbourhood Directorate in the planning and delivery of new **neighbourhoods** making sure these meet the needs of our diverse and complex communities. We work proactively in partnership with businesses, residents and partners to make sure our developments meet local needs to deliver neighbourhoods people want to live in and are designed to enable quality neighbourhood management services (such as waste collections and recycling).
- 2.5 Supporting Manchester's commitment to be a zero carbon city by 2038 is a priority for the directorate by reducing the Council's direct CO2 emissions through continued rationalisation of the operational building estate and improving energy efficiency in council owned buildings. The Directorate will also use its influence and leadership role across the city to encourage others to reduce CO2 emissions in industry, commercial and residential sectors through developing planning policy and influencing contractors through procurement and commissioning arrangements.
- 2.6 The Directorate strives to be **well managed, to balance our budgets** and to provide additional efficiencies and **increase income** from the Council's property portfolio to help underpin the council's budget.

3 Growth and Development 2020/21 Budget Position

- 3.1 The Growth and Development Directorate has a gross budget of £63m, and a net budget of c.£9.1m, with 636.5fte's. The breakdown by service area is provided in the table below:

Table 1: 2020/21 base budget

Service Area	2020/21 Gross Budget £'000	2020/21 Net Budget £'000	2020/21 Posts (FTE) £'000
Operational Property	12,012	8,023	35.8
Facilities Management	14,825	9,866	176
Investment Estate	8,815	(11,997)	28.8
Growth & Development	723	156	2.6

City Centre Growth and Infrastructure	1,065	518	11.9
Housing & Residential Growth	3,859	1,417	34.9
Planning, Building Control & Licensing	7,479	(609)	133.1
Work & Skills	1,857	1,741	25.6
MAES	10,389	0	182
Our Town Hall Project	2,385	0	5.8
Grand Total	63,409	9,115	636.5

- 3.2 The 2020/21 cash limit budget is c£9.115m And this is net of the £2.368m savings that were approved as part of the 2020/21 budget process.

Current In year forecast Position at August 20 (Period 5)

- 3.3 As at August 2020 the Directorate is forecasting a net overspend of £5.266m, this includes Covid-19 related pressures of £7.634m, offset by in year mitigation of £2.368m.
- 3.4 The Covid-19 pressures are made up of a combination of £5.371m reductions in income of £3.343m and increased cost pressures of £2.028m. The main loss of income has arisen within the Investment estate due to tenants not being in a position to pay their rents because their business has been impacted by Covid-19. In the majority of cases any support has been provided in the form of deferment of rent, rather than write off. This is in order to support businesses with cash flow, whilst also seeking to protect the Council overall position although the level of bad debts is likely to increase.
- 3.5 In addition to the income reductions, there have been increased costs with the main costs being in respect of supporting the food response as part of the Community Hub, this is forecast to cost over £2m in the current financial year.
- 3.6 As part of the ongoing work seeking to mitigate the above pressures in year forecast savings of £2.368m have already been identified, this is largely due to staff savings because of vacant posts and reduced running costs across all services.

4. 2021/22 onwards Savings Options

- 4.1 In response to the identified Council wide budget gap all budgets have been reviewed in order that any savings opportunities are identified and included for consideration by Members. The initial options from Growth and Development identified as part of the wider £50m savings equate to an initial **£2m** in 2021/22 increasing to **£2.3m** by 2024/25, although this does require a 22fte reduction across the Directorate. This report sets out the options that are relevant to this Committee, and these **total £0.733m and include a reduction of 11fte's**.

- 4.2 Whilst a number of areas have currently been identified, it is recognised that these alone may not be sufficient to bridge the overall budget gap and further deeper cuts that will affect both the future growth opportunities and the service offered to residents, businesses and communities across the City may be required.
- 4.4 Further details of the initial officer options are set out in more detail below whilst the table at appendix 1 provides a summary view along with RAG rating.

Initial areas identified

- 4.5 **Housing and Residential Growth - £190k**, growth agenda continues to be a priority, current work streams include the establishment of the Housing development vehicle, review of the housing ALMO, and ongoing development including increasing the supply of both affordable social housing and private housing.
- 4.6 In light of the above savings of £190k having been identified through increased rental income from a recently completed development, it is likely that this income could increase year on year as rent levels increase.
- 4.7 **Planning, Building Control and Licensing - £393k -11fte**, the service operates on a fee recovery basis, and there are certain ring fencing arrangements in place around how the fee income can be utilised. There are elements of the service that are statutory functions and any cuts will need to consider these statutory functions.
- 4.8 There are currently 11 existing vacancies across both planning and building control and holding these posts vacant will save c£393k. It is proposed that the posts will only be filled if additional funding is identified.
- 4.9 **Work and Skills - £150k** - The Government have recently announced they will provide £100k additional financial support for youth unemployment which will be available to offset existing mainstream budget provision. Given the likely increase in youth unemployment arising from the current economic uncertainty this will not allow resources for any increased support for youth unemployment.
- 4.10 In addition to the above a further **£50k reduction in commissioning** activity in business support & employment support has been identified.
- 4.11 Both the above savings will reduce the level of resources available and would impact on the team's ability to respond to the unemployment crisis and contribute to Manchester's economic recovery. It would mean some areas of work cease, such as sector based work, and reduce the team's ability to coordinate skills, training and employment support offered at a local level.

5. Further Considerations

- 5.1 As set out in the covering report, the Council is working hard to determine what the future shape of the Council will be which will set the framework for further budget cuts required in the future. However due to the severity of the budget position further cuts may need to be enacted quickly if further funding is not forthcoming in the Finance Settlement. These are not cuts that are being recommended at this stage and the Council is working hard to avoid these but the high level thoughts on potential options which would need to come back to scrutiny are set out below
- 5.2 The Growth and Development directorate potential options for a further **£2m with an additional reduction of 30FTE** have been identified for further development. It is recognised that if this were required there will be an unavoidable impact on the service offer to residents, businesses and communities.
- 5.3 The specific options under the remit of this Committee would deliver c£1.1m deeper cuts which would require service redesigns across a number of areas in order to support the reduction in 30fte's, which would significantly reduce the available capacity to support ongoing activity.

6. Workforce Implications

- 6.1 The City Council is seeking to avoid compulsory redundancies, and the workforce implications related to the initial options included in this report require a reduction of c.11fte's of which all posts are currently vacant.
- 6.2 As part of the Council requirements to reduce the existing workforce, the council will open a limited targeted voluntary redundancy/voluntary early retirement scheme to support services which are aiming to achieve staffing reductions, but on a limited basis for a time limited period or in other areas where there are savings or changes that need to be achieved. Details of this scheme will be reported to the Personnel Committee on 11 November.
- 6.3 The Government has passed regulations which implement a public sector exit pay cap of £95k from 4th November 2020. This means that anyone leaving with a severance package, which includes redundancy pay and actuarial strain on pension that amount to over £95k combined, will have it reduced to that cap. The regulations are not yet in place and this will add further complexity to the scheme.
- 6.4 Consultations have started with the Trade Unions on the MPeople processes to ensure that the Council does not lose the focus on providing support for our workforce to develop and progress and where relevant to reskill into different roles with a view to focussing on giving excellent support to those at risk of redundancy in finding suitable alternative employment.

7. Equalities

- 7.1 We will continue to ensure that the Council meets its obligations under the Public Sector Equality Duty, building on our successes at fostering good

relations between Manchester's communities of identity and maintaining fair and equal access to Council functions. Through ongoing customer monitoring, satisfaction and engagement approaches, we will strengthen and utilise our growing evidence bases within the Directorate to identify the differential experiences of individual identity groups in Manchester accessing Council services, and proactively respond to make these as fair and equitable as possible.

- 7.2 Each of the proposals outlined, if taken forward, will need to consider the requirement and completion of an Equality Impact Assessment. The outcome of which will inform the future planning and delivery to ensure that no residents are disproportionately affected by the changes to services.

8. Risk management

- 8.1 The Directorate will seek to manage all expenditure within the approved budget available and performance against budgets will be monitored and reported to members on a regular basis, this will include a risk register with any mitigations identified.

9. Legal

- 9.1 There are no legal implications arising from this report.

10. Conclusion

- 10.1 Clearly the Council is facing a period of significant change and it is important that there are sufficient resources to respond to the change going forward. Currently the budget gap is c£105m and increasing in future years so it is imperative that budget savings options are identified that can contribute towards bridging the gap. The future council work is ongoing, and this will set out what is required going forward what sort of Council we want to be in the longer term. This should also provide the framework for future budget decisions.
- 10.2 The budget proposals within this report will be subject to further refinement following feedback from the Scrutiny Committee and updated prior to being submitted to the Executive. A further report will be brought back to January Scrutiny that incorporates the feedback from this meeting, the budget consultation and the impact of the Finance Settlement.

Appendix 1- Summary Review

Service	Description of Saving	Type of Saving	RAG Deliverability	RAG Impact	Amount of Saving			FTE's
					21/22 £'000	22/23 £'000	Total £'000	
Planning, Licensing & Building Control	Hold/delete 11 vacant posts	Reduction	Green	Amber	393		393	11
Housing & Residential Growth	Additional income from housing redevelopment	Income	Green	Green	190		190	0
Work & Skills	Reduction in commissioning activity	Reduction	Green	Green	50		50	0
	Government Funding for youth unemployment,	Income	Green	Green	100		100	0
Total					733		733	11

Manchester City Council Report for Resolution

Report to: Resources and Governance Scrutiny Committee – 3 November 2020
Executive – 11 November 2020

Subject: Corporate Core Budget Options 2021/22

Report of: Deputy Chief Executive and City Treasurer, and City Solicitor.

Summary

As part of the planning for the 2021/22 budget, the Council is estimating an initial budget gap of £105m in 2021/22, increasing to £159m in 2022/23. All Directorates have been looking to identify savings options for consideration by Members. This report sets out the details on the initial savings options proposed by officers. The savings options will be considered by all six Scrutiny Committees for those within their remit.

Recommendations

1. The Committee is asked to consider and make recommendations to Executive on the savings options put forward by officers and prioritise which options they believe should be taken forward to ensure the Council is able to deliver a balanced budget.
2. Executive are asked to consider the officer cuts and savings options, taking into account the feedback from this scrutiny committee.

Wards Affected: All

Manchester Strategy Outcomes	Summary of the Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Providing the leadership and focus for the sustainable growth and transformation of the City's neighbourhoods and highways
A highly skilled city: world class and home-grown talent sustaining the city's economic success	Ensuring residents are connected to education and employment opportunities across the City
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Creating places where residents actively demonstrate the principles of Our Manchester through participation and take responsibility for themselves and their community whilst encouraging others to do the same, supported by strong and active community groups.

A liveable and low carbon city: a destination of choice to live, visit, work	Creating places where people want to live with good quality housing of different tenures and effective use of the highways network; clean, green, safe, healthy and inclusive neighbourhoods; a good social, economic, cultural offer and environmental infrastructure.
A connected city: world class infrastructure and connectivity to drive growth	Ensuring residents, neighbourhoods, businesses and goods connect to local, national and international markets. Through working with partners both internally and externally maximise the impact of the provision of new and enhanced physical and digital infrastructure.

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

- Equal Opportunities
- Risk Management
- Legal Considerations

Financial Consequences Revenue

The savings options included within this report are officer proposals and, subject to Member comments and consultation, these will be included as part of the 2021/22 budget preparation.

Financial Consequences – Capital

There is already an approved capital investment programme for the Directorate, and some capital investment is required to assist in delivering some of the currently identified options included within 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.

Corporate Core Budget 2020/21 - Executive 12 February 2020

1 Introduction

- 1.1 This report should be read in conjunction with the covering report and sets out the cuts options put forward by officers to support the work to deliver a balanced budget in 2021/22. Unless further Government support is forthcoming as part of the Spending Review and Finance Settlement the Council is facing a potential budget gap of £105m in 2021/22 which will be ongoing into future years. Therefore, the report also sets out in less detail further cuts which the Council is seeking to avoid but may have to consider if any further funding to support the Council is not forthcoming.
- 1.2 In order to plan effectively to deliver a balanced budget all Directorates are developing cuts options, totalling a combined c.£50m, where work needs to start as part of the process to achieve a balanced budget for 2021/22. These have been developed alongside Heads of Service and wherever possible consideration has been given to protecting front line services and to protect the capacity to support the recovery planning. Inevitably this means a larger proportion of savings falling on the Corporate Core which will have a significant impact on Core capacity at the time the Council most needs it.
- 1.3 The report also includes those areas of service which are within the remit of Resources and Governance Scrutiny Committee but not within the Corporate Core, namely operational property, facilities management, the investment estate from Growth and Development, business units and Commercial operations from Neighbourhoods Directorate. Details of the cuts options within these areas are set out in section 5 of this report.
- 1.4 Currently the Core has identified officer cut proposals of £7.127m. This broadly equates to a reduction of 130fte's, against which there are c33 vacancies. If further budgets cuts are required, options for an additional £7.3m has been identified. However, these would reduce the Corporate Core headcount by a further 124fte and reduce capacity down to the provision of the bare minimum. This would also impact on the ability to effectively collect revenues and benefit claims to the current timescales. The Council are working hard to avoid these more drastic cuts.
- 1.5 As part of identifying the cuts options consideration has been given to trying to minimise the impact on other Council services and residents, although this is not always possible.

2 Corporate Core Directorate Background and Context

- 2.1 The Corporate Core plays a key role in supporting the delivery of the Our Manchester Strategy and all eight Corporate Plan priorities, through providing a range of universal services, services which enable the wider organisation to function effectively and through specific and focused support to other parts of the Council to deliver the Corporate Plan.
- 2.2 This includes supporting relationships with a wider range of key partners across Manchester, Greater Manchester, nationally and internationally to

enable delivery of all **Our Corporate Plan priorities** and the wider vision for the city.

- 2.3 The Core also has a direct delivery role in delivering our Corporate Plan '**well managed council**' priority theme. This is both through the provision of front-line universal services and through providing effective support services.
- 2.4 The key universal services include:
- Revenue and Benefits
 - Customer Contact Centre
 - Shared Service Centre
 - Coroners
 - Registrars
- 2.5 The Core has a strategic role to work with directorates across the Council and key partners to drive delivery of our key priorities in the corporate plan, including:
- Manchester's approach to place-based reform - Bringing Services Together for People in Places
 - Integration of Health and Social Care through partnership arrangements with the NHS
 - Delivery of the Local Industrial Strategy which will deliver inclusive and green growth for the City
 - Delivery of Our Transformation - a new Council-wide portfolio of programmes which has been set up with a view to changing how we work as an organisation to ensure we can deliver our corporate priorities and specifically ensure that we are a 'well managed council'
 - Continuing to ensure that the 'Our Manchester' approach is the way we do things here, rather than a thing we do
 - Leadership for the Council's action plan to being zero carbon by 2038 at the latest, and support arrangements with partners to meet the city's ambition to live within the science-based carbon budget and be zero carbon by 2038 at the latest.

3 Corporate Core 2020/21 Budget Position

- 3.1 The Corporate Core has a net budget of £76.9m, with 1,823fte's employees. The breakdown by service area is provided in the table below:

Table 1: 2020/21 base budget

Service Area	2020/21 Gross Budget £'000	2020/21 Net Budget £'000	2020/21 Budgeted Posts (FTE)
Legal Services	12,485	6,750	262
Elections	1,159	1,061	12
Coroners & Registrars	3,629	2,286	56
Executive Office	967	967	12

Service Area	2020/21 Gross Budget £'000	2020/21 Net Budget £'000	2020/21 Budgeted Posts (FTE)
Communications	4,758	3,295	83
CEX Corporate Items	1,561	545	-
Chief Executives Sub Total	24,559	14,904	425
Procurement & Commissioning	1,667	1,371	32
Commercial Governance	323	250	6
Revenue & Benefits	219,103	16,494	345
Financial Management	5,740	5,374	150
ICT	13,570	13,520	161
Human Resources & Organisational Development	4,230	4,003	89
Audit, Risk & Resilience	1,850	1,427	43
Shared Service Centre	1,632	1,045	93
Customer Services	4,154	4,083	175
Policy, Performance & Reform	20,302	15,367	178
Capital Programmes	475	(163)	90
Parking & Bus Lane Enforcement	17,956	(983)	36
Corporate Items	299	226	-
Corporate Services Sub Total	291,301	62,014	1,398
Corporate Core Grand Total	315,860	76,918	1,823

- 3.2 The 2020/21 cash limit budget is £76,918m and this is net of the £3.449m savings that were approved as part of the 2020/21 budget process.

Current In year forecast Position at August 20 (Period 5)

- 3.3 As at August 2020 the Directorate was forecasting a net overspend of £1.295m, this includes COVID-19 related pressures of £4.322m, offset by in year savings and other mitigations of £3.027m.
- 3.4 The COVID-19 pressures include £1.907m of increased costs. These are predominately made up of the increased costs for ICT to support more staff to work flexibly and additional costs for the Coroners Service. In addition, there is £2.415m of reduced income from sales, fees and charges. This includes reduced capital fee income due to the slowing down of capital schemes (£1m), reduced registrars income (£281k) due to reduced numbers of ceremonies, legal services fee income (£325k) due to reduced commercial activity, communications (£249k) lower than forecast activity across the service, revenue and benefits (£259k) because of lower income from court fees and lower than expected take up of the annual leave purchase scheme (£310k).
- 3.5 The pressures are in part offset by in year forecast savings of £3.027m which largely relate to posts that have been held vacant and reduced running costs across all Core services.

4 Savings Options

- 4.1 Heads of Service have been reviewing all the budgets across the Core in order to identify savings and cuts options for consideration by members. These will in part build on the Future Council work which has been reviewing existing working practices in order to streamline and automate or increase the amount of self-service that can be undertaken. This includes looking at how services such as ICT, Finance, HR/OD and the Shared Service Centre can reduce the level of resources through increasing triage support to managers on the back of improved ICT applications such as the new intranet. Good progress has been made with work already undertaken to improve ICT infrastructure resilience and capability, the migration to Microsoft 365 with increased collaboration functionality and the launch of the new intranet due November 2020. However, the real process improvements will not come until the replacement of SAP and the budget cuts will therefore lead to a real reduction in the level of support that can be provided.
- 4.2 Although the options set out in this report are City Council resources the impact on work with health partners will also need to be considered. As will the impact on the other Directorates in the council that will see a reduction of the capacity available to them, as well as the impact their planned changes will have on the Corporate Core.
- 4.3 As set out in the covering report, the Council is working hard to determine what the future shape of the Council will be which will set the framework for further cuts required in the future. However due to the severity of the budget position further cuts may need to be enacted quickly if further funding is not forthcoming in the Finance Settlement. The Council is working hard to avoid these but the potential options which would need to come back to Scrutiny Committee are set out in Section 6 of the report.
- 4.4 The initial options identified from the Core as part of the wider £50m savings equate to **c£7.127m** with a **reduction of 130fte**. These options are set out in the paragraphs below.

Legal Services - £170k -3fte's

- 4.5 A review of business support has identified an opportunity to reduce administration and business support requirements with **initial savings of c£96k through a reduction of 3fte**.
- 4.6 Efficiency in operations through the increased use of single justice procedure for bulk prosecutions is expected to lead to further increases to external income. This alongside reductions of existing supplies and services budgets will deliver savings of **£49k in 2021/22, increasing by a further £25k 2022/23**.
- 4.7 Prior to considering any further reductions to Legal Services the implications of the changes across all Directorates need to be reviewed. The objective is to continue to restrict the use of external legal services in order to minimise costs to the Council as externalisation of legal work is more expensive than the in-house service. Further efficiencies will be delivered when a case management

system is in place in 12 to 18 months' time and this will be factored into savings proposals for 2022/23.

Coroners and Registrars - £198k -7fte's

- 4.8 Following the successful introduction of the new Coroners case management system and resulting efficiencies it is proposed to reduce the current headcount by **7fte which will deliver savings of £198k.**

Executive Office -£15k

- 4.9 Savings of **£15k** have been identified as part of the initial proposals through reductions in supplies and services budgets, including reductions in travel costs due to the changes in working practices.

Communications - £300k – 4fte's

- 4.10 Strategic communications cover the communications and digital teams as well as commercial translations, presentations, design and print services (under the M-Four brand). To deliver savings in 2021/22, the service will need to stop some traditional activities where there is alternative provision. Service reductions and efficiencies **totalling £163k** are proposed. This includes providing council tax and business rate booklets online only, as well as no longer printing and delivering an annual refuse collection calendar to all households. Other measures include a reduction in sponsorship and a move to second class mail only.
- 4.11 These measures will be supplemented by a reduction in **4fte posts (£137k)** from across the team. As many posts across the service are funded by the income they generate, any further staffing reductions would need to involve a review of the structures across strategic communications.

Procurement & Commissioning and Commercial Governance - £158k -2fte's

- 4.12 The proposed cut will reduce the senior capacity available to support other Directorates in commissioning services and the delivery of procurement savings. The initial savings will be achieved through a reduction of 2fte saving £122k, along with increasing external income £28k from commercial arrangements undertaken by Manchester Professional Services Ltd providing company secretary functions and cutting supplies and services budgets by £8k.

Revenue and Benefits - £2.006m -16.5fte's

- 4.13 After reviewing the service and capturing vacancies of almost £0.8m across revenues and benefits, shared service centre including nine posts from the Customer Service Centre; the cuts in staffing will require an overall reduction of 16.5fte. This will involve:

- A fundamental review of the customer service centre offer and the approach to home visits. This will include the offer to residents that protects, and in some areas improves services, avoids unnecessary evidence and paper, keeps residents and staff safe and makes significant savings. It should be noted that since March the Customer Service Centre (CSC) and home visits have been suspended.
 - Reductions and changes to the housing benefit and council tax support function. Here the reduction would need to be balanced against the level of savings that could be lost to both the council tax support budget and the National pot. Before this decision is made further discussions will be held with Internal Audit around establishing a joint counter fraud service and whether there is a way of recognising some of the income recovered in the accounts in order to protect the capacity going forward.
 - Reductions in the revenue collection team; although the impact of reduced resources would need to be balanced against likely detrimental impact on collection rates.
- 4.14 As part of reviewing options the objective has been to protect the core areas of assessment and revenue collection as far as possible. It should also be noted that the service is under increasing pressure due to the need to implement specific COVID-19 related support schemes across welfare payments and Council tax support schemes, Business Rates grants and payments to people who must self-isolate. In order to protect the capacity to maintain these services, it would be proposed that the implementation of these reductions is phased to avoid an unacceptable drop in service delivery and maintain revenue collection.
- 4.15 There are a number of vacancies within other service areas within the same service area (parking and customer services) which the Director will look to fill or delete as appropriate which gives some flexibility for delivering the staffing reductions. The nature of the roles means that there are significant transferable skills within the functional areas.
- 4.16 In addition it is proposed to **reduce existing discretionary housing payments budget by £1.5m**. The Government currently provide £2.538m grant support for discretionary housing payments, and it is proposed that the City Council mainstream resource of £1.5m that supplements the Government funding is withdrawn from 2021/22. Although this will be a significant reduction on the available support to residents at a time when the demand for this support will potentially be increasing, it is anticipated that some of the impact will be mitigated because there have been temporary increases to the Local Housing Allowance Rates, that increases the level of benefit entitlement towards tenants rents, and the £20 increase in universal credit has also led to a reduction in the call on the DHP budgets.
- 4.17 There have also been amendments in the benefit rules that changes how homeless families in dispersed accommodation are treated and this has also reduced the DHP spend in this area compared with previous years.

- 4.18 Given the nature of the benefits regime, the economic situation and the lack of control over government decisions there is always a risk that cutting this budget will mean that we have to make tougher decisions and prioritise the most vulnerable cases, but this would be possible within the £2.538m core budget.

Shared Service Centre - £252k - 8.8fte

- 4.19 There will be a reduction of 8.8fte. and savings of £252k. These posts are already vacant, and this is formalising planned reductions within the service.

Customer Services - £0.614m -19.3fte

- 4.20 A different offer for how the Council provides help and advice to residents is being developed and there will be a separate consultation and engagement process for this. The revised offer must also be accessible and meet the needs of all members of our communities including those affected by digital and financial exclusion. This new offer will move away from the current city centre based face to face offer with the capability to provide enhanced telephone services including those for residents with additional support needs, more support online and targeted one to one support in localities, but only where it is really required.
- 4.21 All staff in the CSC have been undertaking non-face to face roles during the period of the closure of the CSC in the Town Hall that has been closed since Mid-March. During this period new models and access channels have been developed and improved with more work to do in the months ahead including the development of an IT platform that will support the new approach. With the introduction of a new ICT platform and more remote/virtual working this will lead to a reduction **c16fte and save annual costs of c£0.538m**. There are currently 8 vacant posts within the team.
- 4.22 In addition, there will be a reduction **of 3fte for the Neighbourhood Services Contact Centre to save £76k**. Whilst this will impact on response times these posts are already vacant and this is formalising the current position. In order to avoid a detrimental impact on service delivery this is being aligned to the new telephony system and other system enhancements, but it could lead to a small increase in customer wait times.

Financial Management - £0.843m – 20fte

- 4.23 The number of posts will be cut by **20fte saving £800k**. This includes the disestablishment of 7 vacancies and a reduction in the support provided to services from across Financial Management, although areas that provide direct support to residents, including Client Financial Services who safeguard residents' finances through the provision of appointeeship and deputyship services and the statutory welfare funerals service, will not be reduced. Whilst the aim is to maintain some of the previous levels of service through introducing more automation, streamlining support provided to partner organisations and introducing more self-service this does mean that Directorates will receive less support and there will be a reduction in the

frequency of some of the monitoring activity. In addition to the staff reductions **£43k is proposed through the reduction of existing supplies and services budgets**, including training and travel along with increased income.

ICT - £1m – 10fte

- 4.24 There is a planned reduction of **10fte that will save c£400k**. The ICT Target Operating Model is being reviewed, and this has identified several areas that will need to change as the ICT Strategy is progressed. This will include a different Service Desk and Know It All offer that is more focussed on “get it right first time” and a different model for Service Delivery and Operations based on the skills that will be required to support the system changes being implemented now, for example with the moves to Microsoft and Liquid Logic and the changes to ICT infrastructure and those that are planned such as the replacement of SAP. There are currently 10 vacancies within the service and there is a mismatch of current skills and those that will be required in the future that will need to be addressed once the target operating model is established.
- 4.25 There will be a **£200k reduction in telephony and printing costs** through rationalisation of the estate and changes to working practices with fewer devices across the estate. The telephony budgets will include both mobile devices, and desktop phones. Currently Directorates hold mobile telephony budgets, and this will need to be looked at across all Directorates.
- 4.26 It is also proposed to review all systems and infrastructure costs in order to identify opportunities to reduce and rationalise the numbers of systems in line with the needs of the Council going forward. The savings from licence renewals are phased with **£100k in 2021/22 increasing to £400k in 2022/23**.

Human Resources - £0.543m – 13fte’s

- 4.27 The cuts below are predicated on moving to a new operating model and having a more effective ‘front door’ service. The real efficiencies will only come with the replacement of existing systems, which is still 18-24 months away and there will be a reduction in the service that is offered. The changes involve a reduction **of 13fte**, and this will require a review of the existing service offer and target operating model.
- 4.28 It is recommended that the reductions in the support for service change and some delivery capacity are deferred for nine months to support the service reorganisations across the Council and the potential move to bring the ALMO back in house with five posts retained during that period to ensure that this work can be supported. This would require the £0.543m savings to be phased £306k 2021/22 and £237k in 2022/23.

Audit, Risk and Resilience - £118k -3fte

- 4.29 There will be a reduction of 3fte across insurance, health and safety and internal audit. These will be met through a restructure which will include the removal of two existing vacancies.
- 4.30 There will be an impact on the scale of the audit plan and core risk management, resilience and safety work will require additional self-service from managers around claims investigation and safety competence within services.

Capital Programmes

- 4.31 Whilst services in this area are funded from the capital programme, work is being carried out to deliver savings. Due to the current construction market it has been possible to fill a higher number of technical roles which has reduced the reliance on external consultancy. In addition, there remain 17 vacancies within the team which will only be filled if they are required for the future capital programme.

Policy, Performance and Reform - £0.910m – 23fte's

- 4.32 The options include a reduction of up to 23 posts across the service in addition to seven-time limited posts where the funding ends in this financial year. The options include the following:
- *City Policy* - there will be a review to bring the Policy and Partnerships and Resourcing and Programmes functions closer together to focus on thematic areas. The current options include the reduction of **4fte** from within the existing structure, in addition to savings from **non-staff budgets for consultancy and subscriptions, these total £270k**. The review will include a reappraisal of priorities to be agreed with Members in line with the Our Manchester Strategy reset and the Corporate Plan. The actual reduction in posts will be less if additional external funding is secured from ERDF.
 - *Performance (PRI - Performance, Research and Intelligence)* – The service would be reduced from five teams into three which will focus on People, Core and Place. This will achieve a net reduction of **16fte and save c£0.5m**. As a result, there will be less capacity to carry out work for data governance, performance reporting for Directorates and bespoke research and analysis. The offer for health and social care will need to be reduced and aligned with resources from system partners. Until new system improvements are put in place with the 'data integration layer' and enhanced reporting that will come with Liquid Logic, the impact on what can be produced will be significant and will need to be agreed with Strategic Directors.
 - *Reform and Innovation (R&I)* - There are planned savings of **3fte which will save £140k**. The impact will be the ending of the R&I support to Our Manchester Engagement work, a significant reduction in the governance and planning capacity and moving back to a core offer for health and social care.

5. Other Cuts Options within the Remit of Resources and Governance Committee

5.1 This section includes the current officer options for other service areas outside of the Corporate Core which form part of the remit for Resources and Governance Scrutiny Committee. The details are set out in the following paragraphs and are shown in a separate table at the end of this report.

Growth and Development

5.2 **Operational Property -£0.638m -1.4fte**, since March 2020 the Council have made huge progress with the flexible working agenda, and this has provided an opportunity to replan for a smaller, higher quality, lower cost and lower carbon estate. This will be delivered alongside the Future Council work and link in with the ICT strategy. The work is focussing on the use of office space rather than community-based assets. There may be a need for some limited capital investment on an invest to save basis to ensure space can be used more flexibly. The work will target reductions in leased buildings as well as looking at whether more space can be shared with partners to generate rental income. The savings will be delivered over a four-year period.

5.3 As part of the review of estate, opportunities for potential sale and leaseback of assets will be identified and detailed options appraisal undertaken to determine if revenue savings can be achieved. Work is ongoing looking at this option, and if savings opportunities are identified these will be considered as part of the 2022/23 budget.

5.4 In addition to the review of the estate it is proposed to reduce the headcount by 1.4fte and save £36k. This will be achieved through the deletion of 1.4 existing vacant posts.

5.5 **Facilities Management - £270k -10ftes** the service includes building cleaning, security and repairs and maintenance, of which cleaning is provided in house, whilst the other two contracts are external contracts. As part of the recent procurement exercise for security it was agreed that the contractor would undertake a review of all existing security arrangements after an initial period of operation. Unfortunately, because of the Covid-19 impact the contractor has not yet worked under usual business conditions. Work is ongoing to identify possible savings options although these will need to be balanced against the increased risk.

5.6 Currently there are **10 vacant positions** with Facilities Management, and it is proposed to delete these posts to achieve **savings of £270k**.

5.7 **Investment Estate - £0.675m** - this will be achieved through increased income from the following areas: -

- Review existing fees for surveyors and ensure projects are covering the appropriate fee costs - £75k
- New ground rental portfolio to be secured against long leasehold disposal of land as part of Northern Gateway development - £300k (2023/24)

- Maximising income generation or reducing expenditure on assets through increased partnership arrangements - £300k.

5.8 In addition a review of all commercial interests will be undertaken with a view to rationalising the estate through the identification of non-surplus generating assets which could then be sold to generate income and reduce ongoing costs.

Neighbourhood Services

5.9 **Operations and Commissioning - £6.385m**, - In continuing to develop the commercial offer and seeking to maximise external income, options have been identified that could provide **income of c£6.385m**, although only £225k of this will be realised in 2022/23, this includes:

5.10 Advertising - The tenders for the small format advertising contract were received in September and the new contract goes live from January 2021. It is anticipated that there will be an additional £1.3m per annum available once the contract has been awarded.

5.11 Generation of a further £0.5m through advertising revenue. This will include a new large format site at Dawson St (£50k), and the introduction of a large new advertising screen in Piccadilly Gardens. The latter screen will be developed as part of the Piccadilly Gardens community scheme and could generate around £450k per annum. This will require planning permission and if approved there would be a lead time of around six months following any decision to proceed with these schemes.

5.12 The existing **off-street parking** joint venture ends 31st December. The future arrangements will be managed in house from January 2021 when the City Council will take on responsibility for the ongoing management and maintenance of the City Council car parks, funded through the parking fee income generated through the use of the car parks. It is anticipated that the surplus income retained by the City Council will be around £4.5m per annum, assuming parking levels return to normal during 2021/22.

5.13 **Bereavement Services** have continued to overachieve on their income generation targets through fees and charges, it is proposed that through the introduction of an above inflation increase to the existing fees and charges additional income of £85k could be generated in 2021/22. This would bring fees and charges in line with other local authority areas.

5.14 Proposals are also being put forward for the Council's traded services that can no longer operate without a subsidy. These relate to the Council's school catering offer and to the provision of the indoor Wythenshawe Market. In both cases these proposals will be bought forward to December Executive to cease trading to avoid any further costs to the Council.

5.15 The **School Catering** service is in a position of terminal decline as schools opt for cheaper providers, resulting in continuously reducing economies of

scale. The income from the service has reduced considerably. The net budget in 2018 was for surplus income of £620k with a service being provided to 90 schools. The service is now being provided to 74 schools with a net income target of just £60k. The budget includes a contribution of £434k from reserves which means that the service costs £374k to operate. A report is being prepared to go to Executive in December 2020 with a proposal to accelerate the withdrawal of the council offer for the school meals provider market in 2021/22 in order to avoid the need for further revenue support to the school meals function. Cost avoidance is c£450k. Staff directly employed in this service will transfer, either to the school or if the school preferred to commission the service, to another provider. The impact on other council support services is being assessed.

- 5.16 Markets operate on a cost recovery basis except for **Wythenshawe Market** which has been for some time in receipt of a subsidy from the Council. It is not an option for the council to continue to subsidise what is in effect a private enterprise and a proposal is being developed for the closure of the indoor element of Wythenshawe Market, which will provide savings of £110k through the removal of the existing subsidy. Work will progress to support the traders to access alternative sites, either in the outdoor market or elsewhere within the City. The outdoor market will remain operational.

6. Further Budget Options

- 6.1 As set out in the covering report, the Council is working hard to determine what the future shape of the Council will be which will set the framework for further cuts required in the future. However due to the severity of the budget position further cuts may need to be enacted quickly if further funding is not forthcoming in the Finance Settlement. These are not cuts that are being recommended at this stage and the Council is working hard to avoid these but the potential options which would need to come back to Scrutiny are set out below.
- 6.2 Work has already commenced to look at further options, and these currently amount to c£7.3m, and this is made up of further staffing reductions of c£4.2m which would require an additional reduction of up to 124 fte, and c£3.1m non staffing reductions. The additional reductions are not recommended as it will reduce capacity down to the provision of the minimum of support that would be required and place a lot more emphasis on managers across the council having to provide a lot of the capacity themselves at a point when their resources are being stretched. It would also impact on the collection of revenues and the level of support that can be provided to residents, particularly around benefit claims. The options include:
- A reduction of a further 30fte from across Policy, Performance & Reform. This would require a further review of the existing structures and have a significant impact on service capacity. For example, this would mean that only statutory reporting could be provided.
 - A further reduction of 59fte across Customer Service and Shared Service Centre and Revenues. Whilst this would reduce costs cuts of this scale

would have a significant impact on income collection and debt recovery and the level of service provided to residents.

- A reduction of c23fte across Human Resources and Finance. This would require a fundamental review of services and agreement to stop delivering a lot of the support currently provided.
- Other services across the core including Communications, Registrars, Executive - a reduction of c12fte's.

6.3 The above options are scalable, and should they be required they will be bought back in more detail for consideration by this Committee in December /January along with an analysis of their impact.

6.4 As well as the workforce reductions outlined above there would be further proposals for reductions to non-staffing budgets of £3.1m, and these include reductions in the level of support to voluntary and charitable organisations from the current budget of c.£1.6m, a reduction to the Welfare Provision Scheme c£0.7m and reduced subscriptions. Again, these measures would only be considered in the worst-case scenario.

7 Workforce Implications

7.1 The options set out in this report will lead to the deletion of c.130fte posts in the Corporate Core, of which 33fte are vacant.

7.2 In order to achieve the reductions, set out in this report, the council will open a limited voluntary redundancy/voluntary early retirement scheme predominately in those areas in the corporate core which are aiming to achieve staffing reductions, but on a limited basis for time limited or other posts and in other areas where there are savings or changes need to be achieved. Detail of this scheme will be reported to Personnel Committee on 11 November.

7.3 The government has passed regulations which implement a public sector exit pay cap of £95k from 4th November. This means that anyone leaving with a severance package – which includes redundancy pay and actuarial strain on pension – over £95k will have it reduced to that cap. The regulations are not yet in place and this will add further complexity to the scheme.

7.4 Consultations have started with Trades Unions on the MPeople processes to ensure that the Council does not lose the focus on providing support for our workforce to develop and progress and where relevant to reskill into different roles, with a view to focussing on giving excellent support to those at risk of redundancy in finding suitable alternative employment.

8. Equalities

8.1 We will continue to ensure that the Council meets its obligations under the Public Sector Equality Duty, building on our successes at fostering good relations between Manchester's communities of identity and maintaining fair and equal access to Council functions. Through ongoing customer monitoring, satisfaction and engagement approaches, we will strengthen and utilise our

growing evidence bases within the Directorate to identify the differential experiences of individual identity groups in Manchester accessing Council services, and proactively respond to make these as fair and equitable as possible.

- 8.2 Each of the proposals outlined, if taken forward, will need to consider the requirement and completion of an Equality Impact Assessment. The outcome of which will inform the future planning and delivery to ensure that no residents are disproportionately affected by the changes to services.

9. Conclusion

- 9.1 The Council is facing a period of significant change and there are growing demands on capacity alongside the need to make budget cuts. The budget gap is currently £105m for 2021/22 and increases in the following financial year. A programme of cuts of c£50m are required at this stage that can be implemented from 1 April to ensure a balanced budget can be achieved. If no further funding is forthcoming, then further cuts will have to be made. The options put forward in this report set out the recommended options to achieving that £50m along with more severe cuts that can be developed if the situation requires. The future council work is ongoing which will set out what sort of Council we want to be in the longer term, building on the feedback in the Our Manchester Strategy reset, considering the major changes the Council is facing and the fact that there will be less resources available in the future. This will also provide the framework for future budget decisions.

- 9.2 The Directorate budget proposals will be subject to further refinement following feedback from Scrutiny Committee and updated prior to being submitted to Executive. A further report will be brought back to January Scrutiny that incorporates the feedback from this meeting, the budget consultation, the impact of the Finance Settlement and the outcomes of the VER/VS scheme.

10. Recommendations

- 10.1 The recommendations appear at the front of this report.

Appendix 1

Service	Description of Saving	Type of Saving	RAG Deliverability	RAG Impact	21/22 £000's	22/23 £000's	23/24 £000's	24/25 £000's	Total £000's	FTE's
Legal Services	Reduce staff resources - 3fte's	Efficiency	Green	Green	96				96	3
	Increased income and reduced supplies and services	Efficiency	Green	Green	49	25			74	
Coroners & Registrars	Reduce staff resources - 7fte's	Reduction	Amber	Green	198				198	7
Executive	Travel/subsistence expenses reductions	Efficiency	Green	Green	15				15	
Communications	Reduce staff resources - 4fte's	Reduction	Amber	Amber	137				137	4
	Reduce printing costs, increase recharges and postage	Efficiency	Green	Green	163				163	
Procurement, Commissioning and Commercial Governance	Reduce staff resources - 2 vacant posts	Reduction	Green	Red	122				122	2
	Increase income and reduce supplies and services	Reduction	Green	Amber	36				36	
Revenues and Benefits	Reduce staff resources - 16.5fte	Reduction	Amber	Red	506				506	16.5
	Reduce Discretionary Housing Payments	Reduction	Green	Red	1500				1500	
Financial Management	Reduce staff resources - 20fte's, (includes 7 vacant posts)	Reduction	Amber	Amber	843				843	20
ICT	Reduce staff resources - 10fte's	Reduction	Amber	Amber	400				400	10
	Savings on system running costs and telephony	Efficiency	Amber	Amber	300	300			600	
HR/OD	Reduce staff resources - 13fte's	Reduction	Amber	Amber	306	237			543	13
Audit	Reduce staff resources – 3fte's, and staff travel (£10k)	Reduction	Amber	Amber	118				118	3
Shared Service Centre	Reduce staff resources – 8.8fte's (All vacant posts)	Reduction	Green	Green	252				252	8.8
Customer Services	Reduce staff resources - 19.3fte's	Reduction	Amber	Amber	614				614	19.3

City Policy	Reduce staff resources -4fte's and special projects	Reduction	Amber	Amber	270				270	4
PRI	Reduce staff resources - 16fte's	Reduction	Amber	Red	500				500	16
Reform & Innovation	Reduce Staff resources – 3fte's	Reduction	Amber	Red	140				140	3
Corporate Core Totals					6,565	562			7,127	129.6

Other Service Areas within Resources and Governance Remit

Service	Description of Saving	Type of Saving	RAG Deliverability	RAG Impact	21/22 £000's	22/23 £000's	23/24 £000's	24/25 £000's	Total £000's	FTE's
Growth & Development										
Operational Property	Reduce office costs through reduced estate	Efficiency	Green	Green	610	591	304	(905)	600	
	Reduce staff resources – 1.4fte's (Vacant)	Reduction	Green	Green	36				36	1.4
Facilities Management	Reduce staff resources – 10fte's (Vacant)	Reduction	Green	Green	270				270	10
Investment Estate	Revise Surveyors Fee Scales	Income	Green	Green	75				75	
	Maximise income generation from assets	Income	Green	Green	300				300	
	Increased ground rent -long leasehold	Income	Green	Amber			300		300	
Neighbourhoods Directorate										
Operations & Commissioning	Increased Income from small format contract	Income	Green	Green	1300				1300	
	New Advertising screen – Piccadilly Gardens	Income	Red	Red	225	225			450	
	Large Format Advertising screen – Dawson St	Income	Amber	Amber	50				50	
	In House car park operation – Post JV	Income	Green	Green	4,500				4,500	
Bereavements	Above inflationary price increase	Income	Green	Green	85				85	
Other Directorates Total					7,451	816	604	(905)	7,966	11.4

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**Manchester City Council
Report for Resolution**

Report to: Executive – 11 November 2020

Subject: Capital Programme Update

Report of: Deputy Chief Executive and City Treasurer

Summary

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

Recommendations

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

1. Children's Services – Co-op Academy Belle Vue Permanent. A capital budget virement of £2.146m is requested, funded by Unallocated Education Basic Need budget.
2. Children's Services – Co-op Academy Belle Vue Early Opening. A capital budget virement of £2.140m is requested, funded by Unallocated Education Basic Need budget.

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

1. Children's Services – Lancasterian School Rebuild and Expansion – Pre-Development Costs. A capital budget virement of £0.140m is requested, funded by Unallocated Education Basic Need budget.
 2. Private Sector Housing - Next Steps Accommodation Programme (NSAP) Property Acquisitions. A capital budget increase of £2.740m is requested, funded by £1.370m Government Grant and £1.370m Capital receipts.
 3. Children's Services – Co-op Academy Belle Vue. A capital budget increase of £3.864m is requested, funded by the Department for Education (DfE) Presumption Free School Grant.
To note increases to the programme of £0.305m as a result of delegated approvals.
-

Wards Affected - Various

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

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

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

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

The recommendations in this report, if approved, will have no impact on Manchester City Council's revenue budget.

Financial Consequences – Capital

The recommendations in this report, if approved, will increase Manchester City Council's capital budget by £6.604m across the financial years as detailed in Appendix 1.

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Background documents (available for public inspection):

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

Report to the Executive 12th February 2020 – Capital Strategy and Budget 2019/20 to 2023/24

Report to the Executive 11th March 2020 - Capital Programme Update

Report to the Executive 3rd June 2020 – Capital Programme Update

Report to the Executive 3rd July 2020 – Capital Programme Update

Report to the Executive 29th July 2020 - Capital Programme Update and Capital Budget Monitoring 2020/21

Report to the Executive 9th September 2020 – Capital Programme Update

Report to the Executive 14th October 2020 - Capital Programme Update and Capital Budget Monitoring 2020/21

1.0 Introduction

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

2.0 Background

- 2.1 In February each year the Executive receives a report on the capital budget for the forthcoming five financial years and approves a series of recommendations to the City Council which then constitute the approval of the five-year capital programme. Proposals for the capital budget were presented to the Executive on 12th February 2020.
- 2.2 The capital programme evolves throughout the financial year, and as new projects are developed they will be reviewed under the current governance framework and recommendations made regarding whether they should be pursued.
- 2.3 The following requests for a change to the programme have been received since the previous report to the Executive on 14th October 2020.
- 2.4 Note that where requests are made in the report to switch funding from capital to revenue and to fund the revenue spend from the Capital Fund, this is a funding switch from within the capital programme and will not have a negative impact on the Fund itself.
- 2.5 For the changes requested below, the profile of the increase, decrease or virement is shown in Appendix 1 for each of the projects.

3.0 City Council's Proposals Requiring Specific Council Approval

- 3.1 The proposals which require Council approval are those which are funded by the use of reserves above a cumulative total of £2.0m, where the use of borrowing is required or a virement exceeds £0.500m. The following proposals require Council approval for changes to the capital programme.
- 3.2 Children's Services - Co-op Academy Belle Vue Permanent. This project will deliver a new 1200 place secondary school, in response to ongoing demand for secondary school places in east Manchester, with associated grounds and infrastructure works on the site of the Showcase Cinema on Hyde Road in readiness for September 2022 opening. This request is seeking additional funding to continue the school design up to RIBA stage 4 now full costs are known. A capital budget virement of £2.146m in 2021/22 is requested, funded by Unallocated Education Basic Need budget.
- 3.3 Children's Services - Co-op Academy Belle Vue Early Opening. Belle Vue will be delivered for opening in September 2022, in the meantime additional secondary school places are required for September 2021. This scheme, along with funding from Connell College, will deliver a modular build extension and temporary units at Connell Co-op College to allow places from 2021. A

capital budget virement of £2.140m is requested in 2020/21, funded by Unallocated Education Basic Need budget.

4.0 Proposals Not Requiring Specific Council Approval

- 4.1 The proposals which do not require Council approval and only require Executive approval are those which are funded by the use of external resources, use of capital receipts, use of reserves below £2.0m, where the proposal can be funded from existing revenue budgets or where the use of borrowing on a spend to save basis is required. The following proposals require Executive approval for changes to the City Council's capital programme:
- 4.2 Children's Services – Lancasterian School Rebuild and Expansion – Pre-Development Costs. This scheme is the first step to undertake site investigations and remediation strategy, undertake feasibility for a proposed SEN school and initial design layout masterplanning. This will determine the quality of the land at Moss Lane East and identify what is possible in terms of a new education setting. A capital budget virement of £0.140m is requested in 2020/21, funded by Unallocated Education Basic Need budget.
- 4.3 Private Sector Housing - Next Steps Accommodation Programme (NSAP) Property Acquisitions. The "Everyone In" Initiative helped 15,000 homeless people across the country, including those long-standing rough sleepers who have often evaded services for years, to be housed in emergency accommodation to minimise the risk of COVID-19. Accommodation included the procurement of hotels to house people quickly, providing a place to help people self-isolate during the lockdown. The Government announced the Next Steps Accommodation Programme in July which has made financial resources available to support local authorities and their partners to prevent these people from returning to the streets.
- 4.4 The Council and its partners have been successful in securing significant grant funding to support a range of schemes. The specific scheme which the Council are delivering will provide 20 one-bedroom flats by 31 March 2021. The Council is required to provide 50% match-funding, to be covered by the rental income stream. Due to the tight delivery timescale the budget is being requested to ensure the project can proceed upon expenditure approval. Preparatory work has already started and the project plan is being developed. A capital budget increase of £2.740m is requested in 2020/21, funded by £1.370m Government Grant and £1.370m Capital Receipts.
- 4.5 Children's Services – Co-op Academy Belle Vue. The Council has been successful in securing the Presumption Free School Capital Grant to support the establishment of the Co-op Academy Belle Vue, a new 1,200 place secondary school on the site of the Showcase Cinema on Hyde Road. The funding will be used to fund construction or land costs for the new presumption school. A capital budget increase of £3.864m is requested in 2021/22, funded by Government Grant.

5.0 Delegated budget Approvals

- 5.1 There have been increases to the programme totalling £0.305m as a result of delegated approvals since the previous report to the Executive on 14th October 2020. These are detailed at Appendix 2.

6.0 Prudential Performance Indicators

- 6.1 If the recommendations in this report are approved the General Fund capital budget will increase by £6.604m, across financial years as detailed in Appendix 1.
- 6.2 This will also result in an increase in the prudential indicator for Capital Expenditure in corresponding years. Monitoring of all prudential indicators is included within the Capital Monitoring Report during the year.
- 6.3 There is no increase in the requirement for prudential borrowing, and therefore there is no impact on the City's Council Tax.

7.0 Contributing to a Zero-Carbon City

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

8.0 Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

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

(b) A highly skilled city

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

(c) A progressive and equitable city

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

(d) A liveable and low carbon city

- 8.4 Investment in cultural and leisure services and housing.

(e) A connected city

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

9.0 Key Policies and Considerations

(a) Equal Opportunities

9.1 None.

(b) Risk Management

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

(c) Legal Considerations

9.3 None.

10.0 Conclusions

10.1 The Capital budget of the City Council will increase by £6.604m, if the recommendations in this report are approved.

11.0 Recommendations

11.1 The recommendations appear at the front of this report

Appendix 1 - Requests for Adjustments to the Capital Budget Provision

Dept	Scheme	Funding	2020/21 £'000	2021/22 £'000	2022/23 £'000	Future £'000	Total £'000
Council Approval Requests							
Children's Services	Co-op Academy Belle Vue - Early Opening	Government Grant	2,140				2,140
Children's Services	Education Basic Need Grant Unallocated	Government Grant	-2,140				-2,140
Children's Services	Co-op Academy Belle Vue - Permanent	Government Grant		2,146			2,146
Children's Services	Education Basic Need Grant Unallocated	Government Grant		-2,146			-2,146
Total Council Approval Requests			0	0	0	0	0
Executive Approval Requests							
Children's Services	Lancasterian School Rebuild & Expansion – Pre Development Costs	Government Grant	140				140
Children's Services	Education Basic Need Grant Unallocated	Government Grant	-140				-140
Private Sector Housing	Next Steps Accommodation Programme (NSAP) Property Acquisitions	Government Grant	1,370				1,370
Private Sector Housing	Next Steps Accommodation Programme (NSAP) Property Acquisitions	Capital Receipts	1,370				1,370
Children's Services	Co-op Academy Belle Vue – Presumption Free School Grant	Government Grant		3,864			3,864
Total Executive Approval Requests			2,740	3,864	0	0	6,604
Total Budget Adjustment Approvals			2,740	3,864	0	0	6,604

Appendix 2 - Approvals under authority delegated to the City Treasurer

Dept	Scheme	Funding	2020/21 £'000	2021/22 £'000	2022/23 £'000	Future £'000	Total £'000
Highways Services	Enterprise Car Club Bays	External Contribution	28				28
Highways Services	Electric Vehicle Charging Points	External Contribution	30				30
Highways Services	Off Street Car Parks post joint venture project	Borrowing on an Invest to Save Basis	247				247
Total Delegated Approval Requests			305	0	0	0	305

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**Manchester City Council
Report for Information**

Report to: Executive 11 November 2020

Subject: Housing Compliance and Enforcement - HMO Standards and Licensing Policy

Report of: Strategic Director - Neighbourhoods

Summary: HMO Standards and Licensing Policy

Recommendations:

- To approve that the HMO Licensing Policy be replaced by a Private Rented Sector Licensing Policy
- To approve the revised version of the HMO Standards which have been updated following consultation feedback

Wards affected - all

Manchester Strategy outcomes	Summary of how this report aligns to the OMS
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	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.
Working with both residents and businesses to support them in improving the neighbourhoods in which they live and work and socialise	Increasing the supply of good quality affordable homes for private rent provides access to 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

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Background Documents

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

Consultation Responses – “Changes to HMO Licensing Policy and Standards”

1.0 Introduction

- 1.1 The Council as a local housing authority is entitled to set its own standards in respect of Houses in Multiple Occupation (HMOs) within its area. This commonly includes space, amenity provisions such as kitchen and bathrooms facilities, and fire precautions as a minimum. The HMO standards apply to all HMOs within its area irrespective of private rented licensing requirements. They do not form a legal requirement in and of themselves but are publicised as guidance for landlords, agents and tenants; and used to inform HMO licensing requirements, and enforcement options for non-licensable HMOs.
- 1.2 The standards are formulated based on legislative requirements, and relevant guidance as well as the Council's expectations of HMOs in the City. HMO standards are not intended to be applied to all properties as a blanket approach, rather as general guidance to be applied on a case by case basis.
- 1.3 Landlords cannot appeal the Council's HMO standards in themselves but they can appeal their application (e.g. appeal against Improvement Notice, appeal against a licence granted with conditions attached to reduce occupancy) to the Residential Property Tribunal (RPT – also known as First Tier Tribunal). Where an applicant is dissatisfied with the tribunal's decision they have a further right of appeal to the Lands Chamber (also known as Upper Tier Tribunal). Tribunal decisions are made on a case by case basis and are useful as guidance but do not form case law.

2.0 Reason for Review

- 2.1 Manchester's HMO standards were last reviewed in 2011/12 and were substantially overhauled, simplifying them and bringing them in line with the requirements of the Housing Act 2004 which came into effect in June 2006. In 2009/10 the Council adopted a Student Strategy Implementation Plan which described improving the accommodation offer for students both by improving the standards in licensable HMOs and by increasing the amount of purpose built accommodation available as an alternative. The Council also adopted an Article 4 Direction in 2012 meaning that planning permission was required for change of use to a HMO even in smaller dwellings.
- 2.2 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.
- 2.3. On 1st October 2018 mandatory licensing of Houses in Multiple Occupation (HMOs) was extended to cover all properties with 5 or more occupiers living in 2 or more households and sharing amenities, regardless of the number of storeys. The changes brought smaller privately rented properties into the HMO licensing regime e.g. two storey shared terraced housing and shared flats above shops.
- 2.4 Due to these increases in the number of licensable HMOs a review of both the HMO standards and policy is prudent.

3.0 HMO Standards

- 3.1 **Space Standards:** There are no proposed changes, there is no national minimum requirement for communal space and consideration is instead given to the Housing Health and Safety Rating System assessment carried out under Part 1 of the Housing Act 2004 on what is considered adequate to enable the provision of suitable amenities for the proposed number of occupants. A review of Core Cities and GMCA authorities reveals no significant variations in the standards for dining and kitchen space.
- 3.2 The government introduced a national minimum of 6.51m² for one person and 10.22m² for two persons for sleeping accommodation for licensed HMOs, which set out in The Licensing of Houses in Multiple Occupation (Mandatory Conditions of Licences) (England) Regulations 2018. Manchester had already had in place similar minimum standards. The new regulations also specified minimum floor areas for children. The Council's revised HMO Standards have been updated to reflect the new national minimum requirements for sleeping accommodation and it is proposed these updates are accepted.
- 3.3 Manchester has a preferred larger bedroom standard for one person of 10m² which is above the 6.51m² national minimum, however we will not refuse to licence properties with bedrooms below this as long as they are above the national minimum of 6.51m² and there is adequate communal space overall. Where bedrooms fall below our preferred standard we would usually expect more communal space to be provided than the minimums we have set out in our standards.
- 3.4 Whilst our standards do not contain guidance on where/when to allow relaxations they do include a statement around a flexible approach where alternative solutions are put forward to the Council that are within the legislative framework and support good quality accommodation. It is proposed that we continue to adopt flexible approaches going forward considering the current context with the extension to HMO Licensing and Article 4 direction being in place preventing new HMOs.
- 3.5 **Amenity Standards:** There are no proposed changes to the current amenity standards (number of kitchen and bathroom facilities) outlined in the Council's HMO Standards. The standards for amenities are based largely on The Licensing and Management of Houses in Multiple Occupation and Other Houses (Miscellaneous Provisions) (England) Regulations 2006. A review of core cities and GMCA authorities revealed no significant variations to those in the Council's standards currently.
- 3.6 **Fire precautions and other issues:** The specifications outlined in the Council's HMO Standards are to remain broadly the same. The standards refer to the universally recognised LACORS guidance which is pending review. The standards do include the option to require a higher standard where recommended by the fire risk assessment
- 3.7 **Controls relevant to all Private Rented Housing:** An additional section around controls relevant to all private rented properties has been included in the revised

HMO standards document to reflect the lack of comprehensive guidance for private rented properties that fall outside the scope of licensing, this inclusion is designed to provide guidance for both landlords and tenants about general property standards, and set out the method the Council uses to assess hazards known as the Housing Health and Safety Rating system, being clear that the council expects any private rented dwelling house, including HMOs, to be free from hazards. It outlines the process for dealing with complaints

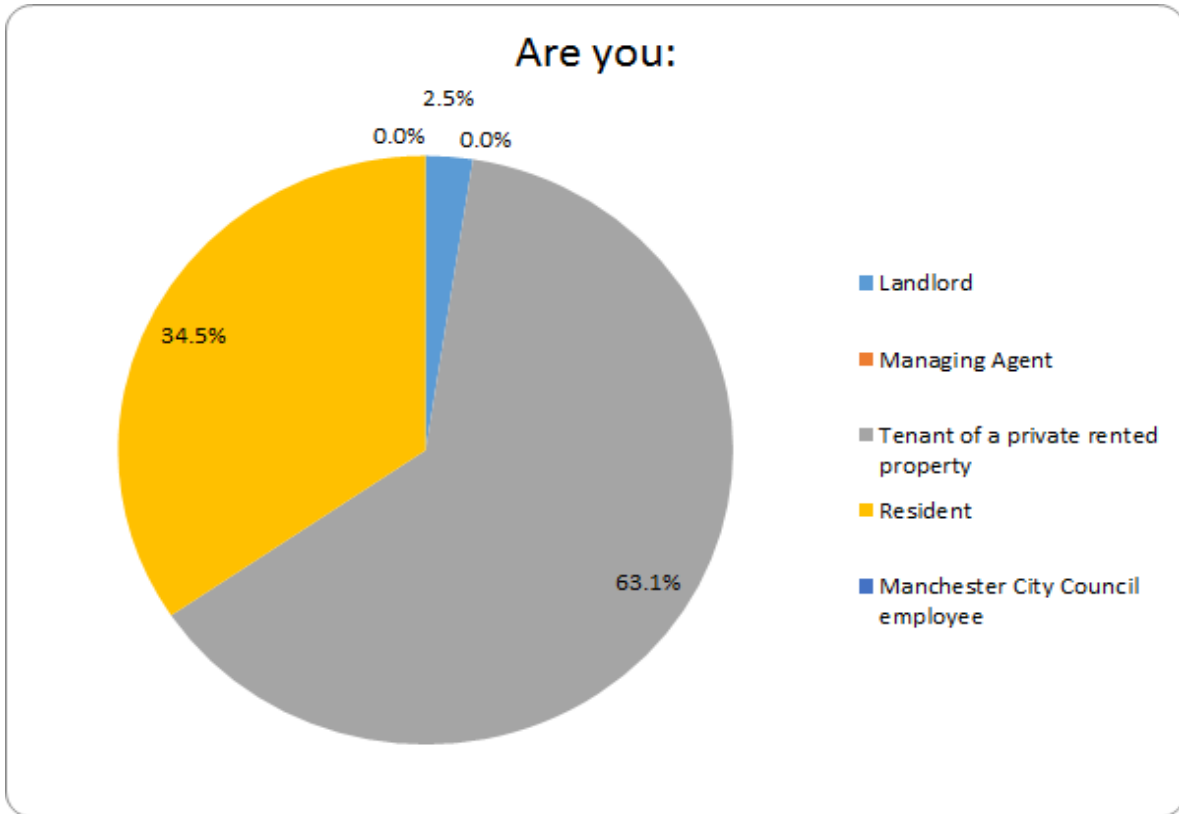
4.0 PRS Licensing Policy

- 4.1 The PRS licensing policy now incorporates both HMO and Selective Licensing. Whilst there are differences between the licensing regimes there are also many similarities and overlaps. Most of the suggested changes are due to changes in legislation or are amendments to reflect improved guidance.
- 4.2 **Amendments include;** a new section covering the assessment on the appropriate person to hold a licence, which has been incorporated in light of queries received around this, and a section setting out details of how licence fees are now charged in two parts. 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.

5.0 Consultation

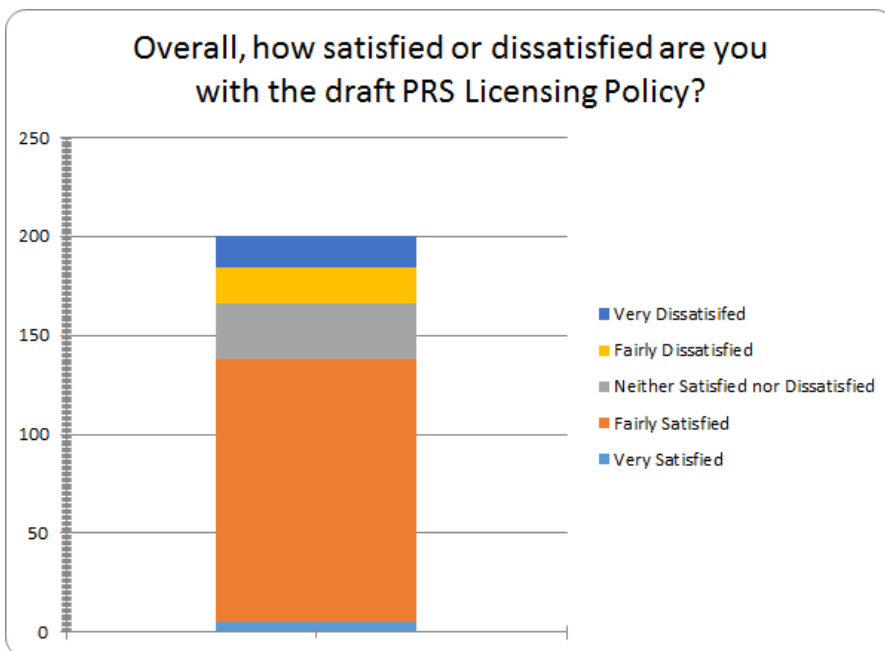
- 5.1 There is no statutory duty to consult on such changes to the HMO Standards or Policy however it is recognised as good practice. An 8 week online consultation was published on the council's website as well as social media messages publicising the consultation and inviting residents and businesses to share their thoughts. Copies of the proposed Licence Policy and HMO Standards were shared with all Members for comments and feedback.
- 5.2 The consultation was carried out online, advertised on the Council's website and promoted through social media, email and word of mouth. The consultation went live on the 12 August 2020 and ended on the 25 September 2020, and received 208 responses.
- 5.3 Tenants provided the most responses (63.1%) followed by residents (34.5%) and landlords (2.5%). (see figure 1)

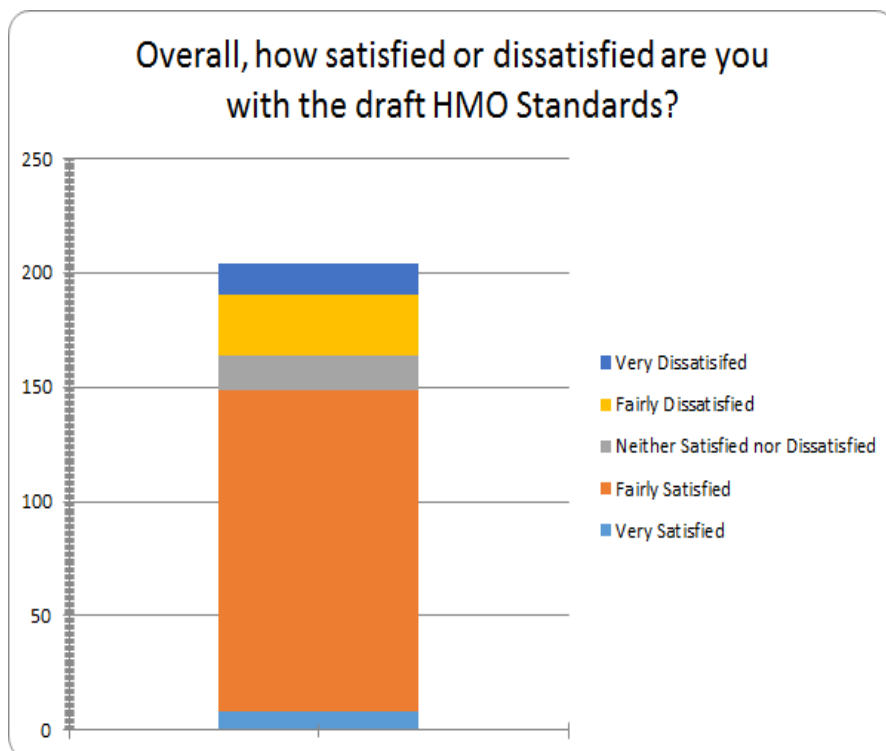
Figure 1



5.4 Overall, the majority of respondents were either very satisfied or fairly satisfied with the HMO Standards (73%) and either very satisfied or fairly satisfied with the PRS Licensing Policy (69%), (see Figure 2)

Figure 2





- 5.5 Of those that were satisfied, many comments welcomed increased/ improved regulation of private rented properties for the benefit of both tenants and the wider community. Respondents felt that this was a public health issue, landlords should be both responsible and accountable for the condition of their properties and address the behaviour of their tenants.
- 5.6 The respondents that were neither satisfied/dissatisfied (7.5%) and fairly or very dissatisfied (19.5%), most comments implied they felt the standards and policy needed to be strengthened and wanted to ensure they were implemented in practice.
- 5.7 Concerns raised included issues that cannot necessarily be addressed under the licensing schemes,- many comments concerned how we can work better with other teams across the Council to secure improvements for communities. Issues included;
- Transient communities,
 - Concentrations of HMOs in certain areas,
 - Anti-social behaviour,
 - Rubbish (suggestion of large communal bins for HMOs rather than multiple bins),
 - Licensing of HMOS with no Planning permission, was a recurring theme, particularly in areas with concentrations of HMOs.
 - Lack of adequate sound insulation,
 - Visual disamenity issues,
 - Slum landlords
 - Lack of enforcement, and how to make landlords more accountable

5.8 The results of the full consultation are available, the following extracts are typical of comments received:

“Manchester needs a licensing system for ALL landlords, and it needs to come down hard on landlords who let their properties fall into disrepair while their tenants pay the price.”

“This is a public health issue. Poor quality housing in the private rented sector has an enormous impact on the mental and physical health of households across Manchester. If ever there was doubt that decisive action is needed to protect private renters in the City of Manchester, the past six months have brought this reality home to all of us. The pandemic, lockdown and the economic crisis it has wrought stands to impact poor households in the private rented sector disproportionately, including those from BAME communities. What matters now is not just the principle of regulation and protection, but the practice and enforcement”

“Housing policy and planning policy need to be used together to prevent the exploitation and destruction of communities.”

“ are the level of fines for non-compliance set out? I don't recall seeing them. Concentrations of HMO housing blight neighbourhoods and reduce the availability of family home ownership while inflating prices. This needs to be tackled through Planning policy.”

“As a private landlord myself, I agree we need better regulation as I hear horror stories from renters all the time.”

“Poor quality housing in the private rented sector is a public health issue and has an enormous impact on the mental and physical health of households across Manchester.”

“The content of it is a welcome proposal but the enforcement is key to making it work. “

“No. It would be a total waste of time and effort to put anything as nothing will come of it. The council only acts when solicitors and the media become involved.”

6.0 Conclusion

6.1 The proposed amendments to the Licencing Policy and HMO standards documents as a result of the consultation are detailed below

- To address the impacts of visual disamenity and those HMOs that do not require a licence, the HMO standards document has been refreshed to make the requirements under the HMO Management regulations applicable to all HMOs clearer.
- More detailed reference to the Civil Penalties fines issued for non-compliance.

- 6.2 It is proposed that the HMO Licensing Policy be replaced by a Private Rented Sector Licensing Policy that incorporates both selective and HMO licensing and reflects recent legislative changes.
- 6.3 It is proposed that the HMO Standards be replaced by a refreshed HMO Standards that reflects recent legislative changes
- 6.4 It is proposed that any decisions made based on the HMO Standards that may result in reduced occupancy either for a licensable property or prohibitions to reduce occupancy be authorised by a manager within the Housing Compliance and Enforcement Team to ensure the standards are consistently applied.
- 6.5 Feedback and comments from the consultation (Appendix 1) have been incorporated into the policy and standards which are attached as Appendices 2 and 3.

7.0 Recommendations

- 7.1 Executive are asked to approve that the HMO Licensing Policy be replaced by a Private Rented Sector Licensing Policy
- 7.2 Executive are asked to approve the revised version of the HMO Standards which have been updated following consultation feedback

Appendix 1- Revised PRS Licensing Policy



**MANCHESTER
CITY COUNCIL**

**Manchester City Council
Private Rented Sector Licensing Policy**

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5. The Licensing Process
6. Licence Fees and Charges
7. Refund of Licence Fees
8. Duration of Licences
9. Variation of A Licence
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1 Introduction

The Housing Act 2004 (the 'Act') has given Local Authorities powers to licence the provision of certain types of housing in the private rented sector. This policy sets out the approach that Manchester City Council (the 'Council') will take in implementing the Licensing Provisions within the Act. This document outlines the Council's policy and intentions, but is not a detailed statement of law, and interested parties should seek to familiarise themselves with the legislative provisions of the Act and where necessary obtain legal advice on their implications.

Under powers introduced by the Housing Act 2004 (as amended by the Housing and Planning Act 2016), the Council is under a duty to licence (subject to a number of specific exceptions) all Houses in Multiple Occupation (HMOs) occupied by 5 or more persons consisting of 2 or more households – this is known as Mandatory HMO Licensing. The Council may use discretionary powers to designate areas for Selective Licensing and Additional HMO Licensing.

The Council recognises the valuable role that the private rented sector plays in offering choice and flexibility to Manchester residents. However, the Council needs to ensure that this significant part of the housing market offers safe and well-managed accommodation which matches the city's future aspirations and meets its current needs. Property within the private rented sector can provide affordable housing options for some of the most vulnerable and disadvantaged groups in society including benefit claimants or those on low incomes, students and asylum seekers. The Council will ensure that this type of accommodation is regulated to protect the health, safety and welfare of tenants, but also to safeguard local communities from the impact of antisocial behaviour which may result from inadequate management.

Contact details:

**Housing Compliance and Enforcement Team,
Manchester City Council, The Neighbourhoods Service
P.O. BOX 532, Town Hall, Manchester, M60 2LA
Tel: 0161 234 5500
Email: citywide.hst@manchester.gov.uk**

Please note that it is a serious offence not to hold a licence if you are required to do so. Failing to licence a licensable private rented property could result in a financial penalty of up to £30,000 or an unlimited fine if you are prosecuted. You may also be required to pay back rent you received in the period for which you were not licensed. In extreme cases you could be served with a Banning Order and/or the Council could obtain a Management Order against the premises.

2 The Mandatory Licensing of Houses in Multiple Occupation (HMOs)

The aim of HMO licensing is to ensure that the highest risk properties in the private rental market are identified, meet legal standards and are properly managed. HMOs which are occupied by five or more persons, who comprise of two or more households, are subject to this licensing regime (other than those that are exempt from licensing).

The Act places the following general duties on all local housing authorities with respect to HMOs falling within the mandatory licensable description:-

To effectively implement a licensing regime.

A licensing process has been developed based on an online licence application form. Applications can be made for new HMOs, renewals, variations and temporary exemptions.

To determine licence applications within a reasonable time.

The length of the application process will vary depending on a number of factors, such as the individual property circumstances or the total number of applications that the local housing authority has received. Provided that a landlord has submitted a valid application, the HMO can continue to operate legally until the Council reaches its decision and any appeals against that decision are complete.

The Council aims to determine all valid licence applications within a period of 60 days. This is the time between the date that the application is deemed as being valid and the date that the decision is made whether to grant or to refuse to grant a licence.

Tacit Consent will not apply due to public safety. It is in the public interest that the Council must process the application before it can be granted. Each application will be treated on a case by case basis and can take longer to process if information is missing or an inspection is required prior to granting of the licence.

To be regarded as valid, an application must consist of the following minimum elements:

- A duly completed on-line application.
- A reasonably accurate plan of the property indicating room dimensions and the position of standard amenities, plus the location of any smoke/heat detectors and fire doors;
- A satisfactory gas safety certificate (if the property has a gas supply) issued in the last 12 months;
- A satisfactory fire alarm test certificate (tested in accordance with BS 5839 or similar) issued in the last 12 months;
- A satisfactory periodic inspection report of the electrical installation issued in the last 5 years ;
- The appropriate application fee submitted to the Council

Time scales may also vary dependent upon the findings from the Council's full inspection of the property.

To take all reasonable steps to secure that applications for licences are made

in respect of HMOs which are required to be licensed but are not. The Council will continue to actively seek compliance with mandatory licensing requirements through both communication and engagement with tenants, landlords, managing agents and organisations representing them; and proactive investigations and enforcement action where appropriate.

3 Selective and Additional Licensing

Selective Licensing

The aim of Selective licensing is to ensure private rented properties in a specific area meet certain standards, are managed well, and are safe for people to live in. This in turn contributes positively to improving neighbourhoods. A Local Authority may introduce selective licensing in designated areas of low demand, and/or where there are problems with antisocial behaviour and/or houses that are in a poor condition.

Before introducing Selective Licensing a Local Authority must take reasonable steps to consult persons who are likely to be affected by the designation. Any private rented properties which then come under a designation (and are not exempt) are subject to Selective Licensing.

The Act places the following general duties on all local housing authorities with respect to Selective Licensing:-

To effectively implement a licensing regime

A selective licensing process has been developed based on an online licence application form.

To determine licence applications

and other issues falling to be determined by them under this Part within a reasonable time. The length of the application process will vary depending on a number of factors, such as the individual property circumstances or the total number of applications that the local housing authority has received. Provided that a landlord has submitted a **valid** application, the property can continue to operate legally until the Council reaches its decision and any appeals against that decision are complete.

The Council aims to determine all **valid** licence applications within a period of 60 days. This is the time between the date that the application is deemed as being valid and the date that the decision is made whether to grant or to refuse to grant a licence.

To be regarded as valid, a selective licence application must consist of the following minimum elements:

- A duly completed on-line application.
- A satisfactory gas safety certificate (if the property has a gas supply) issued in the last 12 months;
- The appropriate application fee submitted to the Council

Additional Licensing

The aim of additional licensing is to ensure private rented non mandatory licensable HMO's in a specific area meet certain standards, are managed well, and are safe for people to live in.

The conditions to meet in order to implement Additional Licensing are similar to Selective Licensing, but the properties must be HMOs. The authority must consider that a significant proportion of the HMOs of that description in the area are being managed ineffectively.

4. Exemptions to Licensing Requirements

There are a number of exemptions to licensing requirements which are set out in legislation. The exemptions differ between the different types of licensing schemes. The exemptions to Mandatory HMO Licensing are set out in Schedule 14 of the Housing Act 2004 and those for Selective Licensing are set out in The Selective Licensing of Houses (Specified Exemptions) (England) Order 2006.

Exemptions to licensing should not be confused with Temporary Exemptions, which is where licensing does apply but the requirement may be waived for a short period (see Section 16 of this document).

Categories of exemptions are listed below for each scheme, however this is not a definitive list and you should refer to the legislation itself for details of the specific requirements for each category which are often complex.

If you are in any doubt as to whether an exemption applies you are strongly recommended to contact the Council for clarification and/or take your own legal advice.

Mandatory HMO Licensing:

- Buildings controlled or managed by public sector bodies
- Buildings controlled or managed by a co-operative society
- Buildings regulated otherwise than under this Act
- Buildings occupied by students where the person managing/in control is specified in national regulations

- Buildings occupied by religious communities
- Buildings occupied by owners and their households
- Buildings occupied by two persons who form two households

Selective Licensing:

- A tenancy or licence of a house or dwelling that is subject to a prohibition order
- Specified types of tenancies e.g. business tenancies, holiday lets, licensed premises, tenancies of agricultural land or agricultural holdings
- A tenancy or licence of a house or a dwelling that is managed or controlled by a local housing authority; the police; a fire and rescue authority, or a national health service body
- Poorly converted HMOs which are regulated otherwise
- A tenancy or licence of a house or a dwelling granted by a person to a person who is a specified family member

5. The Licensing Process

Having considered the information provided by the applicant on the application form and any accompanying documentation, and following a satisfactory property inspection (where necessary) the Council must grant a licence if it is satisfied that:

- The proposed licence holder is a fit and proper person;
- The proposed licence holder is the most appropriate person to hold the licence;
- The proposed manager, if applicable, is a fit and proper person;
- The proposed management arrangements are satisfactory; that any person involved in the management of the house is competent and that the financial structures for the proper management of the property are appropriate.
- The property is reasonably suitable for occupation by the number of persons requested, having regard to the number and suitability of facilities available or that it can be made thus suitable by the imposition of licensing conditions (NB. Only applicable to HMOs)

It is a legal requirement for local authorities to provide a register of all specific details relating to licensable HMOs and any properties licensed under Selective or Additional Licensing. Anyone can request to view a public register by visiting Manchester City Council's website (www.manchester.gov.uk). The public register will contain information as required by Section 11 of the Licensing and Management of Houses in Multiple Occupation and Other Houses (Miscellaneous Provisions) (England) Regulations 2006.

Information must be full and accurate at the time of application, failing which an application may be delayed, rejected or issued for a lesser period.

6. Licence Fees

Sections 63(3) and 87(3) of the Act enable local authorities to charge a fee to cover the costs incurred in carrying out all duties involved in the administration of the licensing process.

The licensing fee is split into two parts, the application fee and the grant fee. Current [HMO Licence Fees](#) and [Selective Licence Fees](#) are on the Manchester City Council website.

The licence fees will be reviewed on an annual basis or sooner where any significant factors are identified which would justify an earlier review.

7. Refund of Licence Fees

The Council will consider issuing a refund in full for any fee that has been paid in respect of a licence application where it is found that

- the property was not licensable at the time of application, for example it does not fall within a selective licensing designation or is not private rented
- where the property is exempt from licensing (see The Selective Licensing of Houses (Specified Exemptions) (England) Order 2006 No.370 or Schedule 14 of the Act)

The Council will consider a partial refund where an application is made for a property which was licensable at the date of application but the circumstances have since changed prior to granting of the licence, for example

- Property no longer rented
- Property has been sold
- Owner has moved back into the property
- The property is no longer licensable

Any refund will be appropriately apportioned to reflect the work carried out in processing and administering the application up to a certain stage.

There will be no entitlement to a refund after the licence has been granted or where a notice of intention to grant has been issued and this has been served. There will also be no entitlement to a refund where the application has been determined and a notice to refuse to grant a licence has been issued

8 Duration of Licences

Section 91 (4) of the Act allows for a Selective licence to be granted for a maximum of five years. Selective licences will usually be issued for the remaining period of the designation where there are no concerns regarding the management of the property.

Section 68(4) of the Act allows for a Mandatory HMO licence to be granted for a maximum of five years. Licences will be granted for this period where landlords have been found to be compliant with previous licensing conditions, maintained good property standards and demonstrated good management standards.

To reflect the complex nature of Bed and Breakfast (B&B) type properties, and due to the high turnover and the way in which B&B properties are occupied, licences will be granted for a maximum of 3 years to ensure that adequate measures are in place to manage these

properties. Where there has been intervention or a history of non-compliance a licence may be issued for a lesser period of 1 year.

If the Council has evidence to suggest that management arrangements or property conditions are not entirely satisfactory, or where the Council has taken intervention against the landlord which does not warrant refusal to grant a licence, or where concerns are raised by the Police or other statutory enforcement agency, or where the application has come about only as a result of the Council's intervention, licences may be granted for a lesser period.

In certain circumstances the licence period will be reduced accordingly to reflect the time period from when the licence should have been applied for to when it was actually applied for. This is to ensure equity with those landlords who have applied in good time.

In cases where incomplete applications are received and the applicant has failed to promptly provide the information required, the application is deemed invalid. In these circumstances, the Council may consider it appropriate that the licence period should be reduced accordingly to reflect the delay.

In cases where a licence has already been issued and new evidence comes to light which reveals concerns regarding the property condition or management the Council may consider varying the licence to reduce the length of the licence.

9 Variation of A Licence

A licence may be varied either by agreement with the licence holder or by the local authority if there has been a material change in circumstances since the date of grant of licence. (Sections 69 and 92 of the Act).

A variation request can be made by the licence holder and there is no fee payable for this.

Licences are not transferable. A change of licence holder requires a new licence application to be made. A change of managing agent, where they are not the licence holder, could be amended through a variation.

Where a variation is a consequence of a material change being made to the property by the licence holder (if, for example, the property has been altered or extended so that the maximum permitted occupation has increased) the Council may need to re-inspect.

Licence holders must first obtain the outcome of a variation application before increasing occupancy levels. Failure to do so will result in a breach of the licence and be subject to prosecution or civil penalty.

10 Assessing Suitability for Occupation

In respect of Mandatory Licensable HMOs, under Section 65 of the Act, the Council must be satisfied that the property is reasonably suitable for occupation by a specified maximum number of persons or households.

The Licensing and Management of Houses in Multiple Occupation and Other Houses (Miscellaneous Provisions) (England) Regulations 2006 (as amended) must be taken into consideration.

These regulations require that the following matters must be taken into account when assessing suitability for occupation:-

- The provision of an adequate means of space heating in each unit of living accommodation;
- The provision of adequate and sufficient toilet facilities, plus facilities for personal washing and bathing;
- The provision of adequate and sufficient kitchen facilities;
- The provision of appropriate fire precautions and fire safety equipment.

In addition the Licensing of Houses in Multiple Occupation (Mandatory Conditions of Licences) (England) Regulations 2018 specify minimum requirements for sleeping accommodation.

Manchester City Council has set its own minimum standards for all HMO's: ["Manchester Houses in Multiple Occupation Guidance and Amenity Standard"](#)

Where a premises does not comply with the prescribed standards at the outset, then compliance will be achieved either through the setting of specific licence conditions requiring work to be carried out within a specified period of time or through limiting occupation levels.

11 Assessment of most appropriate person to hold the licence

Upon receipt of an effective licence application the Council is obliged to either grant or refuse the licence to the applicant; or issue a licence to some other person if both he and the applicant agree.

The Council must be satisfied that the proposed licence holder is the most appropriate person to be the licence holder and must either be the person having control of the house or an agent or employee of the person having control of the house.

Section 263 of the Act describes what is meant by 'in control' and 'managing'.

Consideration will be given to

- whether the applicant is an owner or lessee of the premises
- who receives the rent for the premises
- who is responsible for carrying out repairs
- the proposed management arrangements for the property

12 Fit and Proper Person Assessment and Satisfactory Management Arrangements

The Council must be satisfied that the proposed licence holder, and any persons managing a licensed property (if different) is a fit and proper person. This assessment may also extend to persons associated to the proposed licence holder and manager where relevant.

In deciding whether a person is fit and proper the following (among other things) will be taken into account:

- committed any offence involving fraud or other dishonesty, or violence or drugs, or any offence listed in Schedule 3 to the Sexual Offences Act 2003 (c.42)(offences attracting notification requirements)
- practiced unlawful discrimination on grounds of sex, colour, race, ethnic or national origins or disability in, or in connection with, the carrying on of any business
- acted otherwise than in accordance with any applicable code of practice approved under section 233 (Mandatory HMO Licensing only)
- contravened any provision of the law relating to housing or landlord and tenant law including Part 3 of the Immigration Act 2014
- if a banning order under section 16 of the Housing and Planning Act 2016 is in force against the person
- if the person requires leave to remain in the United Kingdom but does not have it; or is insolvent or an undischarged bankrupt

Licence applicants are required to answer questions as part of the application form confirming they have procedures and arrangements in place to ensure their property is well managed.

These include;

- Arrangements for essential repair work and routine maintenance, including financial arrangements to cover such works;
- Dealing with complaints from their tenants about disrepair issues;
- Dealing with anti-social behaviour;
- Dealing with the disposal and management of waste
- Information about tenancy deposit schemes.

In all cases, the proposed licence holder must have a permanent address within the United Kingdom before they can be regarded as being suitable to hold a licence.

In determining whether the proposed management arrangements for the house are otherwise satisfactory, the Council must have regard (among other things) to:

- whether any person proposed to be involved in the management of the house has a sufficient level of competence to be so involved
- whether any person proposed to be involved in the management of the house (other than the manager) is a fit and proper person to be so involved
- whether any proposed management structures and funding arrangements are suitable

Where further checks are required in order to assess a 'fit and proper' status an officer will contact the applicant by telephone or by writing, or may invite applicants to attend Council offices with a view to establishing the exact circumstances of the matter.

Wherever possible, applicants who are assessed as not being fit and proper will be encouraged to propose an alternative person or company to act as the licence holder.

Where the accommodation is occupied by persons of a particularly vulnerable group, then the applicant may be required to support their declaration by obtaining a Disclosure and Barring Service (DBS) Basic Checks. Existing Basic Checks or higher-level DBS certificates will be acceptable provided they are dated not more than 12 months prior to the application.

The licence may be revoked where the Council no longer considers that the licence holder is a fit and proper person to be the licence holder and where the Council no longer considers that the management of the house is being carried on by persons who are not in each case fit and proper persons to be involved in its management.

This requirement is to ensure that those responsible for operating the licence and managing the property are of sufficient competency and good character to be involved in the management of the particular residential property and as such they do not pose a risk to the welfare or safety of persons occupying the property.

The Council may apply discretion where appropriate. Multiple offences or a series of offences over a period of time are likely to give cause for concern and may demonstrate a pattern of inappropriate behaviour which should be taken into account. A particularly serious view may be taken where the victim of any offence is vulnerable.

Each case will be considered on its own merits.

The Council will adopt a common sense approach, exercising its discretion reasonably and proportionately, taking into account relevant considerations and disregarding irrelevant considerations.

13 Licence Conditions

All licences granted are subject to conditions with which the licence holder must either comply with immediately or within a specified period of time. Breach of any licence condition could result in enforcement action including a financial penalty of up to £30,000 or the court can impose an unlimited fine on prosecution. Furthermore a significant or persistent breach of a licence condition may be grounds for revocation of the licence and/or the issue of a shorter licence.

The conditions detailed in Schedule 4 of the Act are mandatory and must be included in every licence granted. In addition the Licensing of Houses in Multiple Occupation (Mandatory Conditions of Licences) (England) Regulations 2018 No. 616 set out further mandatory

conditions in respect of HMO licences. Taking into account any mandatory conditions, the Council has produced a set of Standard Conditions for both HMO and Selective licensed premises relevant to Manchester which are attached to every licence.

Manchester's Houses in Multiple Occupation Licence Conditions and Manchester's Selective Licensing Conditions are on the Council's website.

The Council may also impose other specific licensing conditions that are considered necessary for regulating the management, use and occupation of the premises concerned, including its condition and contents.

14 Temporary Exemption from Licensing

If a landlord or a person in control of a licensable property intends to stop operating as a licensable property and can give clear evidence of this then he or she can apply for a Temporary Exemption Notice (TEN).

Where it is intended that a property will cease to be privately rented the landlord must be able to provide evidence that any existing tenants have made suitable alternative housing arrangements and that they will have moved out within 3 months from the date of application for the TEN.

In exceptional circumstances consideration may be given to issuing a further TEN for another 3 months, however no more than two consecutive TENs may be granted.

Upon expiry of a TEN, the property must either be licensed, or no longer be licensable.

15 Houses in Multiple Occupation (HMO) Declarations

Where a building, or part of a building, is partly occupied by persons as their only or main residence, but is also partly occupied otherwise than as a residence e.g. a Bed & Breakfast (B&B) establishment providing accommodation for both homeless people or asylum seekers and for holidaymakers, the Council may declare the building a HMO if it is satisfied that the occupation by persons as their only or main residence is a significant use of the building, or part of the building.

16 Rent Repayment Orders

The Council can apply to the Residential Property Tribunal (RPT) to reclaim any housing benefit or the housing element of Universal Credit (up to a maximum of 12 months) that has been paid during the time that a licensable property was operating without a licence. This is known as a Rent Repayment Order (RRO). The Council will exercise this right in the majority of cases.

Any tenant living in a property that should have been licensed, but was not, can also apply to the RPT for an RRO to claim back any rent they have paid during the unlicensed period (up to a maximum of 12 months). Tenants will be advised that they may pursue a RRO themselves as they consider appropriate.

RRO's can be applied for where other housing and tenant law offences have been committed (e.g. breach of an Improvement Notice).

17 Refusal to Grant a Licence

Where a licence application is refused the Council may be required to take on the management of the property by making an Interim Management Order (IMO). A full options appraisal will be carried out before any decision to refuse to grant a licence is made and the making of a Management Order (MO) should be regarded as a last resort.

18 Representations and Provisions for Appeal

Representations

Before the Council can grant a licence, it must consider any representations made in accordance with the Notice of Intention to Grant a Licence. A representation is a formal statement made to an official body by a person expressing a point of view about some aspect of the Licence.

A representation to the Council should be made in writing to The Neighbourhoods Service (see contact details at the beginning of this document). However, in exceptional circumstances, the Council will accept an oral representation. Representations should be submitted before the date marking the end of the consultation period, which is stated on the notice.

If a person connected to the property, makes a representation the Council will consider the issues raised and make a decision as to whether any action needs to be taken. This action could include modifying some aspect of the Licence, e.g. the conditions attached or carrying out further investigations. The Council will always contact the applicant and all relevant persons to notify them of the decision made. If you disagree with the Council's decision, you have the right to appeal against the decision with the RPT

Appeals

Appeals can be made if the Local Authority decides to:

- Grant a licence with conditions;
- Refuse a licence;
- Vary a licence;
- Refuse to vary a licence.
- Revoke a licence;
- Refuse a TEN

Appeals should be made to the RPT, normally within 28 days.

19 Enforcement of Licensing

Failure to Apply for a Licence

Under sections 72 and 95 of the Act it is an offence for a person having control of or managing a licensable property to do so without a licence. In line with the Corporate Enforcement Policy the person responsible will be given adequate opportunity to apply for a licence before legal proceedings are instigated.

In cases where it is found that there has been gross neglect of proper management standards which has resulted in the health and safety of the occupants being put at serious risk, consideration may be given to enforcement action for failure to obtain a licence forthwith without having given any prior opportunities to apply.

Where it is found an offence has been committed the receipt of an appropriate application will not prevent enforcement action being taken.

Permitting Excess Occupation

Under Section 72(2) of the Act, it is an offence for a person having control of or managing a licensed HMO to knowingly permit it to be occupied by any additional person or persons so as to exceed the maximum number of occupants or households authorised by the licence.

Breach of Licence Conditions

Under Section 72 (3) and 95 (2) of the Act, it is an offence if the licence holder or a person on whom restrictions or obligations are imposed under the terms of a licence fails without

reasonable excuse to comply with any condition of the licence. A serious breach or repeated breach of licence conditions may also be grounds to revoke the licence. Legal proceedings will be considered in all cases where a licence is revoked on these grounds.

Enforcement Action

Enforcement action for any of the above offences could result in a financial penalty (Civil Penalty) of up to £30,000 or upon prosecution the court can impose an unlimited fine. A Landlord may also be required to pay back any rent received in the period for which a property was not licensed.

Following a successful prosecution or two Civil Penalties, a Banning Order can be issued – preventing the letting of any properties for a minimum of 12 months. The Local Authority may also apply for Management Orders for the premises – taking full control of the premises for up to 5 years.

20 Planning Permission and Other Statutory Requirements

Compliance with the provisions of the licencing does not confer exemption from the need to obtain any planning permission necessary for operation of an HMO or from action by the Council under other legislation.

The Council may serve a range of notices in respect of private rented properties. These include notices requiring the execution of works to remove safety hazards, notices requiring steps to be taken to reduce the level of occupancy and notices to remedy neglect of management. The Council also has powers to take over poorly managed properties.

These powers operate independently of any licensing scheme.

You are advised to establish lawful use of your premises under planning legislation. It is also advisable to contact the Council's Planning and Building Control departments for advice.

Planning

PO Box 532, Manchester, M60 2LA
planning@manchester.gov.uk
0161 234 4516
Fax: 0161 234 4508

Building Control

Building Control, PO Box 532, Manchester, M60 2LA

building.control@manchester.gov.uk

0161 234 4490

Fax: 0161 274 0031

21. Non-Licensable private rented properties

There are many private rented properties throughout the city which do not fall within any licensing requirements at the present time; for instance non HMO private rented properties or HMOs having less than five occupants and not falling within a selective licensing designation. In these cases it is considered important that appropriate standards of amenity provision, fire precautions and room size should be achieved wherever possible.

Part 1 of the Act brings in a method of assessing housing conditions known as the Housing Health and Safety Rating System (HHSRS) plus associated enforcement powers to deal with any hazards identified. For further details about the HHSRS (See Section 3 of HMO Guidance and Amenity Standards document). Furthermore, part 4 of the Act contains provisions for dealing with overcrowding in HMOs.

By application of these powers similar overall standards may be achieved as those required for licensable properties. Landlords and managers of non-licensable properties should must consider the advice given in this document together with HMO Guidance and Amenity Standards document in order to lessen the possibility of any enforcement action being taken under these other provisions of the Act.

Non-licensable HMO's must also comply with The Management of Houses in Multiple Occupation (England) Regulations 2006 which sets out duties of managers and occupiers for all HMO's (other than certain blocks of flats described in section 257 of the Housing Act 2004 ("the Act")).

All relevant supporting documents for [HMO Licensing](#) and/or [Selective Licensing](#) can be downloaded from Manchester City Councils website

Appendix 2- Revised HMO Standards



Houses in Multiple Occupation Guidance and Amenity Standards

Manchester City Council: Standards for Houses In Multiple Occupation

Contents

1. Introduction
2. Definitions
3. General Controls on all Private Rented Housing
4. Standards Applicable to HMOs
5. Amenity and Space Standards
6. Means of Escape in case of Fire/ Fire Standards
7. Certification
8. Enforcement

1. Introduction

This document sets out Manchester City Council's Standards for Houses in Multiple Occupation (HMOs) operating within the City. These standards are based on legislative requirements and relevant guidance as well as the Council's expectations of all HMOs.

These standards are intended to provide landlords and tenants with guidance on the Council's expectations and its interpretation of legislation. If you are in any doubt about any of these standards please contact the Council.

All HMOs including non licensable HMOs must comply with the [Management of Houses in Multiple Occupation \(England\) Regulations 2006 \(other than a converted block of flats to which section 257 of the Housing Act 2004 applies\)](#). The Regulations set out the duties of landlords/managers including providing contact details to tenants and maintenance responsibilities both internal and external; as well as the responsibilities of the tenants.

HMO's which require a Mandatory HMO Licence will also need to comply with [Manchester's Houses in Multiple Occupation Licence Conditions](#). This sets out the conditions applicable to Licensable HMO properties and forms part of all HMO licences. Licensed HMO properties are required to comply with all conditions. These conditions are a good practice guide for landlords with non licensable HMOs to follow.

It may be that you wish to vary one of more of the standards because your property's circumstances mean a different solution would work better. Providing the solution is within the legislative framework and provides tenants with a safe home and improved quality, wherever we can Manchester City Council may adopt a flexible approach in discussions with a landlord.

Enquiries about HMOs can be made to:

Manchester City Council
Neighbourhood Services
P.O. Box 532
Town Hall
Manchester
M60 2LA

Tel: 0161 234 5500

Email: HMOlicensingenquiry@manchester.gov.uk

2. Definitions

Definitions around HMOs can be complex. The main definitions used by the Council for private sector housing enforcement purposes are provided below.

Meaning of “house in multiple occupation” under the Housing Act 2004

The Housing Act defines a building or a part of a building as a “house in multiple occupation” if it meets one of the following tests as set out in section 254 of the Housing Act-

- “the standard test”;
- “the self-contained flat test”;
- “the converted building test”;
- a HMO declaration is in force;
- it is a converted block of flats

A building or a part of a building meets the standard test if:

1. It consists of one or more units of living accommodation not consisting of a self-contained flat or flats;
2. The living accommodation is occupied by persons who do not form a single household (*see section 258 of the Housing Act for a definition of persons not forming a single household*);
3. The living accommodation is occupied by those persons as their only or main residence or they are to be treated as so occupying it (*see section 259 of the Housing Act for a definition of persons treated as occupying premises as only or main residence*);
4. Their occupation of the living accommodation constitutes the only use of that accommodation;
5. Rents are payable or other consideration is to be provided in respect of at least one of those persons' occupation of the living accommodation; and
6. Two or more of the households who occupy the living accommodation share one or more basic amenities or the living accommodation is lacking in one or more basic amenities.

A part of a building meets the self-contained flat test if:

1. it consists of a self-contained flat; and
2. paragraphs (b) to (f) of subsection (2) apply (reading references to the living accommodation concerned as references to the flat).

A building or a part of a building meets the converted building test if:

1. It is a converted building;
2. It contains one or more units of living accommodation that do not consist of a self-contained flat or flats (whether or not it also contains any such flat or flats);
3. The living accommodation is occupied by persons who do not form a single household (*see section 258 of the Housing Act for a definition of persons not forming a single household*);
4. The living accommodation is occupied by those persons as their only or main residence or they are to be treated as so occupying it (*see section 259 of the Housing Act for a definition of persons treated as occupying premises as only or main residence*);
5. Their occupation of the living accommodation constitutes the only use of that accommodation; and

6. Rents are payable or other consideration is to be provided in respect of at least one of those persons' occupation of the living accommodation.

HMO declarations:

Where the local authority are satisfied that a building or part of a building meets one of the above tests they may serve a notice under Section 255 of the Housing Act "a HMO Declaration" declaring that the building or part to be a house in multiple occupation. (See Manchester City Council Houses in Multiple Occupation Licensing Policy document)

(Also See Section 255 Of the Housing Act)

Converted blocks of flats:

Properties that have been converted into self contained flats will be required to provide evidence that the standard of conversion meets as a minimum the standards required by the Building Regulations 1991, i.e. Certificate of Completion. For the purposes of this section a converted block of flats means a building or part of a building:

1. On which building work was completed before 1st June 1992 or which is dealt with by regulation 20 of the Building Regulations 1991 (S.I. 1991/2768), and
2. Which would not have been exempt under those Regulations, building standards equivalent to those imposed, in relation to a building or part of a building to which those Regulations applied, by those Regulations as they had effect on 1st June 1992; and
3. In the case of any other converted block of flats, the requirements imposed at the time in relation to it by regulations under section 1 of the Building Act 1984.

(Also see Section 257 of the Housing Act)

Definition of a Bed and Breakfast House in Multiple Occupation:

In Bed and Breakfast establishments, residents usually occupy as "contractual licencees". Occupiers will have no right to "exclusive occupation" and will receive a service as part of their continued occupation such as, "a prepared breakfast".

Definition of a Student Hall House in Multiple Occupation:

This is a large unit or clusters of smaller units of accommodation incorporated into a main building exclusively occupied by full time students for part or all of the duration of their education. The make up of these properties can vary from:

- The traditional halls e.g. bedrooms along wings with large communal areas and shared facilities on each storey.
- To the more recent purpose built 4 – 6 bedroom self contained clusters.

Definition of a Bedsit:

These are houses occupied as individual rooms where there is some exclusive occupation (usually bedroom/living room) and some sharing of amenities (bathrooms and / or toilets). Cooking and food preparation facilities are usually provided within the individual units of accommodation but some occupants may share a communal kitchen. There is usually no communal living room and each occupant lives otherwise independently of all others.

Basic amenities means:

- A toilet,
- Personal washing facilities, or
- Cooking facilities

3. Controls relevant to all Private Rented Housing

Housing Health and Safety Rating System (HHSRS)

The Housing Act 2004 introduced the Housing Health and Safety Rating System (HHSRS) which provides a risk based methodology for assessing hazards in dwelling houses. The assessment considers the type of hazard, severity, potential of harm etc. The HHSRS is not a standard but a system to enable the hazards to be identified and the risks minimised or removed.

Manchester City Council expects any private rented dwelling house, including HMOs, to be free from hazards. Upon receipt of a complaint, or upon the authority's own initiative, the council will carry out an HHSRS risk assessment at a dwelling house and may choose to employ enforcement powers to remedy any hazards where the landlord is not co-operative or remedies are not forthcoming.

The HHSRS consists of 29 hazards:

1. Damp and mould growth
2. Excess Cold
3. Excess Heat
4. Asbestos and Manufacture Mineral Fibers – MMF
5. Biocides
6. Carbon monoxide and fuel combustion products
7. Lead
8. Radiation
9. Uncombusted fuel gas

10. Volatile organic compounds
11. Crowding and space
12. Entry by intruders
13. Lighting
14. Noise
15. Domestic hygiene, pests and refuse
16. Food Safety
17. Personal hygiene, sanitation and drainage
18. Water supply for domestic purposes
19. Falls associated with baths etc
20. Falls on the level
21. Falls associated with stairs and steps
22. Falls between levels
23. Electrical hazards
24. Fire
25. Hot surfaces and materials
26. Collision and entrapment
27. Explosions
28. Ergonomics
29. Structural collapse and falling elements

The government has published [guidance on HHSRS](#)

Gas Safety

Landlords of all private rented properties must ensure annual gas safety checks are carried out by a Gas Safe registered contractor. Any works carried out must comply with the Gas Safety [installation & use] regulations 1998

Electrical Safety

Landlords of all private rented properties must ensure 5 yearly inspections of the electrical installations are carried out. Any works carried out must comply with IEE (Institute of Electrical Engineers) Wiring Regulations

Planning Permission/ Building Regulations Approval

Some works to HMO's will require planning permission and/or building regulations approval including: change of use to become an HMO, installation of plumbing and electrical works, thermal insulation, and structural alterations.

Meeting building regulation standards does not imply that the house meets HMO standards and will be free from HHSRS hazards.

The Council has an [Article 4 Direction](#) in place. This means that in Manchester you need planning permission to change the use of your property to an HMO.

For further information contact planning@manchester.gov.uk and/or building.control@manchester.gov.uk

Legionnaires' Disease

All landlords providing rented accommodation have responsibilities to ensure that the risks regarding legionella are properly controlled. The Health and Safety Executive (HSE) enforce landlord obligations for [Legionnaires' Disease](#).

Furniture Safety

All furniture provided with private rented accommodation must comply with the Furniture and Furnishings (Fire) (Safety) Regulations 1988 (as amended).

Energy Performance

From April 2018, landlords of privately rented domestic and non-domestic property in England or Wales must ensure that their properties reach at least an Energy Performance Certificate (EPC) rating of E before granting a new tenancy to new or existing tenants. The requirement will be extended to existing tenants from 1 April 2020.

Tenancy Management

The City Council takes a serious view of illegal tenancy management practices, for example illegal eviction, harassment and the disconnection of Electricity, Gas or Water services. The Council will investigate and take action where an offence has been committed under any appropriate legislation (e.g. breaches of Management Regulations, Protection from Eviction Act 1977 etc.).

Refuse

- Sufficient refuse and recycling receptacles must be provided for tenants use
- An external hard standing area with suitable and convenient access for use by tenants for storage of receptacles.
- Area should be kept clean
- All refuse should be removed from the property
- Tenants to be made aware of refuse and recycling collection systems, including advising tenants that receptacles should be returned to the boundary of the property on collection day

Households with 6 or more people are entitled to an additional general refuse bin. Additional recycling containers can be requested and provided according to need.

For further information email contact@manchester.gov.uk or visit the council's website: www.manchester.gov.uk/info/200084/bins_rubbish_and_recycling

Antisocial Behaviour

Antisocial behaviour covers a wide range of problems and includes any behaviour that is capable of causing nuisance or annoyance to an individual(s) or the wider community. This type of behaviour can include:

- Harassment and intimidating behaviour
- Hate crime, for example racist or homophobic abuse
- Behaviour that creates alarm and fear
- Noisy neighbours and loud parties
- Problems associated with people supplying, dealing or using drugs
- People acting in a manner which is likely to cause distress or nuisance to others, due to the consumption of alcohol
- Vandalism, graffiti and other deliberate damage to property
- Rubbish or litter lying around, abandoned cars

Anti-social behaviour may or may not constitute criminal activity. The key determinant in deciding whether particular behaviour is anti-social will be the impact of the behaviour on others.

Landlords have a duty to take reasonable steps to ensure that tenants and their visitors are not causing problems within the boundaries of the property through anti-social behaviour.

The Council where appropriate will support landlords who are working towards tackling any issues of anti-social behaviour and take action against landlords who fail to engage or breach licence conditions.

4. Standards Applicable to All HMOs

Natural and artificial lighting

All habitable rooms should have an adequate level of natural light, provided via a clear glazed window or windows. (It is advisable that the glazed area is to be equivalent to at least one-tenth of the floor area). Where practicable, all staircases, landings, passages, kitchens, bathrooms and toilets should be provided with a window. Windows to bathrooms and toilets should be glazed with obscured glass.

Artificial Lighting: - All rooms and circulation areas within the property should have provision for electric lighting and should be controlled from suitable located switch points. Lighting on stairs should be capable of being switched on and off from both upstairs and downstairs. HMO's with complex/lengthy escape routes may also require emergency lighting, dependent on the individual fire risk assessment.

Ventilation

All habitable rooms require adequate ventilation either directly to external air by a window, with an openable area equivalent to at least 1/20th floor area of room.

Or If there is no natural ventilation in kitchens, bathrooms, WC mechanical ventilation must be provided to allow an adequate number of air changes per hour

Habitable rooms need suitable and adequate floor to ceiling height to allow proper circulation of air.

Space heating

Premises and each unit of accommodation must be provided with an adequate fixed heating system capable of maintaining reasonable temperature in all parts of premises. Heating appliances dependent upon liquid fuel or liquid fuel gas under pressure are not acceptable.

Energy Efficiency

Properties should be adequately insulated. Heating and ventilation should be controllable by the tenants. Consideration should be given to the potential of 'fuel poverty' for tenants. Energy efficiency should also be considered when carrying out works to the property to ensure that legal obligations regarding energy performance are met

Security

All entrances to property must be well lit, especially ground floor/basement rooms/external staircases.

External entrance doors to communal area must be self closing.

Security devices/ locks must not hinder means of escape in case of fire.

Water supply

An adequate supply of hot and cold water on demand under adequate mains pressure must be available. Cold drinking water must be available from the kitchen sink.

Bathrooms and sanitary conveniences

Baths, showers, wash hand basins must be located within reasonably sized compartments and constructed to maintain privacy. All bathrooms and toilets must be suitably located in or in relation to the living accommodation in the HMO. Toilets must have a wash hand basin within the same compartment.

"Suitably located bathrooms" means that they are not more than two floors distant in relation to the sleeping accommodation

"Suitably located water-closet (WC)" facilities shall be not more than one floor distant from living and sleeping accommodation

Self-catering kitchen facilities

To include suitable and sufficient:

- Sink and draining board with hot /cold water
- Storage for food, kitchen utensils and crockery
- Refrigerator and freezer of adequate capacity (may be combined)
- Work top area impervious for food preparation
- Proper cooking appliance with rings/grill/oven
- Appliances dependent on liquid fuel or liquefied gas under pressure not acceptable
- Storage for internal waste and recycling where there are communal street bins.-

“Suitable and sufficient facilities and adequate capacity” means suitable for the number of occupants having regard to the amenities set out in section 5.

Room divisions

Room divisions must provide adequate sound insulation. For example, compliance with the relevant Building Regulations. Each letting where divided in to separate lettings must have a separate supply gas/electricity.

5. Amenity and Space Standards

Room sizes must comply with the standards set out below. The calculation of room size only takes into consideration the part of the room where the ceiling height is greater than 1.5m, however assumes the majority of the room to be of a reasonable height and free of potential injurious obstructions (i.e. HHSRS hazard 'collision and entrapment').

Measurement of the Area of a room

- Vertical height by reason sloping roof/ceiling less than 1.5m (5 feet) not included
- Include bay windows, fixed cupboards
- Exclude projecting chimney breast
- Include projected skirting
- Exclude where space immediately behind the door is no wider than the door itself

Each person in addition to their individual rooms shall have access to; a kitchen, communal space (living/dining room)

Kitchen and dining rooms must be located on the same level

Where the landlord provides a catering service, through a communal kitchen, a separate dining space must be provided

Self contained flats

Each aspect for a self contained flat shall be based on HHSRS and the officers' judgement.

Shared Houses

The following are the national minimum bedroom sizes for HMOs where separate living space is provided:

Bedrooms	
1 Person aged under 10 years	4.64 m ²
1 Person aged over 10 years	6.51 m ²
2 persons aged over 10 years	10.22m ²

(NB.The above standards do not apply to a HMO which is managed by a charity registered under the Charities Act 2011, and which is a night shelter, or consists of temporary accommodation for persons suffering or recovering from drug or alcohol abuse or a mental disorder.)

Bedrooms that have the living space combined within the room must be a minimum standard of 10m² for a person aged over 10 years and 6.51m² for a person aged under 10 years.

Where bedrooms fall below 10m², the extra living space required must be found within a communal room within the dwelling.

Kitchens	
2 to 4 Persons	5.5 m ²
5 to 10 Persons	Additional 1.4m ² per person to a maximum of 10 persons

Other kitchen sizes may be acceptable if the authority can be satisfied that the size, design and layout still allow the occupants to prepare, cook and serve food in a safe and hygienic manner.

Dining Room	
2 to 5 Persons	9m ²
Area for each additional person	+1.86m ²

The above standards apply to existing HMOs; all new build accommodation will need to refer to Manchester City Councils Planning and Building Control departments for approval.

Washing facilities

There must be an adequate number of bathrooms, toilets and wash-hand basins suitable for personal washing for the number of persons sharing those facilities

Amenity Provision

Amenity ratio will be 1:5, however for every 5th person the WC must be separate from the bath or shower room. Separate WC must have a Wash Hand Basin with appropriate splash back contained within the unit.

Where there are 4 or less occupants sharing, there must be at least one bathroom with a bath/shower and a toilet with WHB.

See table below:

Facilities per person sharing	Shower or Bath	WHB & WC	WHB & WC must be separate from the existing bath or shower room

5	1		1
6-9	2	2	
10	2	1	1
11-14	3	3	
15	3	2	1
16-19	4	4	
20	4	3	1

Please note the table above is not exhaustive and alternative layouts will be considered where the local authority is satisfied that the arrangements are appropriate for the accommodations use.

All bathrooms and toilets must be suitably located in or in relation to the living accommodation in the HMO and of an adequate size and layout.

“Suitably located bathrooms” means that they are not more than two floors distant in relation to the sleeping accommodation

“Suitably located water-closet (WC)” facilities shall be not more than one floor distant from living and sleeping accommodation

The following requirements also apply:

- All baths, showers and wash hand basins in an HMO must be equipped with taps providing an adequate supply of cold and constant hot water
- All bathrooms must be suitably and adequately heated and ventilated
- All toilets and wash hand basins must be fit for purpose
- Baths and showers must have appropriate splashback
- Showers must have impervious surround – either a cubicle or tiled walls and a screen
- The walls and floor covering of any bathroom or shower room must be non-absorbent and capable of being readily cleansed.
- A suitable lock must be provided to all bath/shower rooms and WC
- WC’s must have a WHB contained within the same unit
- All baths, showers, WC and WHB should be properly connected to a soil drainage system

Kitchens

There must be a kitchen, suitably located in relation to the living accommodation, and of such layout and size and equipped with such facilities so as to adequately enable those sharing the facilities to store, prepare and cook food in a safe and hygienic manner.

The kitchen must be equipped with the following equipment, which must be fit for purpose and supplied in a sufficient quantity for the number of those sharing the facilities:

- Cookers with 4 rings, an oven and a grill shall normally be provided at a ratio of one per 5 persons sharing the kitchen.
- Sinks with draining boards – Sinks shall normally be at the ratio of one sink for 5 persons.

- Each sink supplied must have an adequate constant supply of cold and hot water.
- Worktops must be suitable and sufficient with impervious surface for food preparation. Suitable for the number of persons sharing the facilities
- Suitable storage for food, kitchen utensils and crockery must be provided, suitable for the number of persons sharing the facilities
- A refrigerator and freezer of adequate capacity (which may be combined when the freezer compartment is of adequate capacity), suitable for the number of persons sharing the facilities
- All kitchens shall be provided with a non-asbestos fire blanket adjacent to the nearest exit door to the cooker, at a convenient height.
- There must be appropriate refuse disposal and recycling facilities; and appropriate extractor fans, fire blankets and fire doors
- Kitchens shall be fitted with an appropriate extractor fan. This shall be capable of achieving 6 air changes per hour
- All kitchens are to have suitable and sufficient 13 amp electric power socket outlets, which must be fit for the purpose and supplied in a sufficient quantity for the number of those sharing the facilities

Minimum Amenity Provisions

Proposed Facilities per person sharing	Kitchen Sink	Cooker	Fridge
1-5	1 kitchen sink	1(4 ringed cooker, as a minimum)	1 fridge with adequate freezer space
6-8	1 sink and an additional dishwasher, or double bowled sink and single drainer *	1 (4 ringed cooker) & 1 additional combi microwave, or an extra hob Or a large range cooker with more than 4 rings, with 2 oven compartments*	1 Fridge & a separate freezer *
9 - 10	2 kitchen sinks	2 (4 ringed cookers)	2 Fridges & a separate freezer *
10 - 14	2 sinks and an additional dishwasher, or 2 double bowled sinks with drainer *	2 (4 ringed cookers) & 1 additional combi microwave, or an extra hob	2 Fridges & 2 separate freezers*
15	3 Kitchen sinks	3 (4 ringed cookers)	3 Fridges & 3 separate freezers
Cupboards and worktops	Suitable for number of occupants		

Bedsits

Adequate kitchen facilities must be provided to allow the storage, preparation and cooking of food in a safe and hygienic manner to the following minimum standard:

- Two rings/hot plates together with a minimum of 1 cu. ft. (28 litres) oven and a grill. For occupancies of two persons, the minimum requirement is three rings/hot plates together with a full sized oven and grill. For occupancies of three or more persons a full size cooker is required. Cookers shall be positioned at a location and height to allow safe use
- A sink with an adequate supply of cold and constant hot water;
- A suitable work surface a minimum 0.5m deep and a length of 0.5m plus 0.5m per person using the facility shall be provided. An appropriate table in the kitchen area of suitable size and type may be considered an acceptable alternative for half of the requirement
- Sufficient electrical sockets; a minimum of 3 single socket outlets shall be located above the work surface for the use of portable appliances in addition to any sockets for appliances required by these standards, situated in convenient positions for the user
- Cupboards for the storage of kitchen utensils, crockery and food shall be required a minimum of one 500mm wide base unit or wall cupboard per person. The space located below the sink should not be treated as a food cupboard for the purpose of this standard
- A refrigerator. Fridge space shall be a minimum 1 cu. ft. (28 litres) of space per person plus a freezer compartment. The fridge shall be capable of maintaining an internal temperature of 5^oc

The standards referred to above regarding appliances do not apply where:

- the landlord is not contractually bound to provide such appliances or equipment;
- the occupier of accommodation is entitled to remove such appliances or equipment from the HMO; or
- the appliances or equipment are otherwise outside the control of the landlord

Combined Rooms (Bedsits)		
Bedroom/Living room	One Person	10.22 m ²
	Two Persons	14.86 m ²
Living Room/ Kitchen	One Person	11.15 m ²
	Two Persons	14.86 m ²
Bedroom/ Living room/Kitchen	One Person	13.00 m ²
	Two Persons	24.15 m ²

Hostels and Bed and Breakfast Establishments

Kitchen facilities used by the management to provide meals for residents must comply with the Food Safety Act and are to be separate from the self-catering facilities.

The sharing of bedrooms is not permitted unless:

- Occupants are married, or living together as if married.
- They are parent and child (as long as the child is the same sex as the parent, or the child is under 10 years of age if they are the opposite sex).
- They are members of the same family and are both of the same sex. For example 2 brothers, (if below 10 years of age, opposite sexes can share a room).

Note: There may be exceptions to the above sharing rule in bona fide hostels and similar establishments. Advice should be sought from the City Council in these cases and any exceptions to the above sharing rule must be formally agreed.

- Suitable office accommodation for the staff is to be provided according to the needs of the establishment.

- In the event of living accommodation being provided for staff, the accommodation must afford all amenities necessary to ensure reasonable comfort.

- Adequate staff supervision is to be provided according to the needs of the establishment. Where necessary the council may require the continuous presence of a member of staff 24 hours per day.

Where reasonably practicable there must be a wash hand basin (WHB) with appropriate splash back in each unit of accommodation

Where the landlord provides a catering service the facilities must comply with the Food Hygiene (England) Regulations 2006. In addition, some self-catering facilities will need to be provided and the level of facilities required will be determined on a case-by-case basis, taking into account the level of provision by the landlord. We will provide advice on request.

If you wish to deviate from any of the above standards you must discuss this with the Council. Manchester City Council encourages quality accommodation and adopts a flexible approach to discussions with landlords. If you are able to provide an alternative solution that works for your property that is within the legislative framework this will be considered by the Council

6. Means of Escape in case of Fire/ Fire Standards

The government has published [guidance](#) on fire safety provisions for certain types of existing housing produced by the Local Authorities Coordinators of Regulatory Services (LACORS).

The Council primarily enforce fire safety issues using the Housing Health and Safety Rating System (HHSRS), which requires officers to assess the level of risk at residential premises. Manchester City Council will follow the LACORS guidance wherever possible, and works closely with Greater Manchester Fire and Rescue Service

Certain requirements may be in excess of what is needed following a fire risk assessment and, in some cases, additional fire provisions may be needed, any deviation from the LACORS guidance should be discussed and agreed with the Council in the first instance.

Landlords of Houses in Multiple Occupation (HMO) must ensure that a fire risk assessment is made of the common areas, by a competent person. This is a legal requirement, enforced by the Fire Authority, under the [Regulatory Reform \(Fire Safety\) Order 2005](#).

Please note: The case studies in Part D of the LACORS guidance are based on a number of assumptions and should not be interpreted as a standard that must be followed in every premises that match the basic descriptions given. In practice there are relatively few premises that will match these case studies exactly. The guidance must be read in full.

7. Certification

Landlords of HMOs must ensure they obtain and keep records of any relevant certification to be available on demand in particular for gas, electrical safety and fire safety.

Gas Safety (Installation and Use) Regulations 1998

As a landlord, you are responsible for the safety of your tenants. The Gas Safety (Installation and Use) Regulations 1998 specifically deal with the duties of landlords to ensure that gas appliances, fittings and flues provided for tenants' use are safe.

As a landlord, you have a duty to ensure:

- Gas fittings (appliances, pipework) and flues are maintained in a safe condition;
- All installation, maintenance and safety checks are carried out by a Gas Safe registered Installer;
- An annual safety check is carried out on each gas appliance/flue by a Gas Safe registered Installer. Checks need to have taken place within one year of the start of the tenancy/lease date, unless the appliances have been installed for less than 12 months, in which case they should be checked within 12 months of their installation date;
- A record of each safety check is kept for two years;
- A copy of the current safety check record is issued to each existing tenant within 28 days of the check being completed, or to any new tenant before they move in (in certain cases the record can be displayed).

Electrical Safety

The electrical installation to the property should be installed and maintained in accordance with a recognised standard, such as the current edition of the IEE (Institute of Electrical Engineers) Wiring Regulations and certification should be provided as prescribed under Appendix 6 of BS 7671:1992 (as amended) to confirm that the whole installation is to a safe and satisfactory standard. The installation must be retested and certified, as described every five years, or following any alterations or extensions to the system.

All work to the electrical installation must be carried out and certified by a NICEIC (National Inspection Council for Electrical Installation Contracting) member or approved body or competent person. All electrical work must be carried out in accordance with Part P of the Building Regulations.

Fire Safety

All detectors must be tested at least once a year in accordance with BS 5839-1 to ensure that they respond to smoke. The test is usually carried out by a competent person under a maintenance contract and should be recorded in the log book, with a periodic inspection and test certificate issued.

Where fire extinguishers are provided, these should be checked periodically to make sure they are in place and available to use. Extinguishers must be tested and maintained on an annual basis in accordance with BS 5306-3 and with the manufacturer's instructions.

Any emergency escape lighting present must be serviced and maintained in accordance with BS 5266-8: 2004 (BS EN 50172 : 2004) Emergency escape lighting systems. The requirements of BS 5266: part 8, require the annual test to be carried out by a competent person, usually a lighting engineer under a maintenance contract. The results of the test should be recorded in the log book with a periodic inspection and test certificate issued.

Carbon monoxide detectors must be provided in any room containing a solid fuel burning combustion appliance, and must be kept in proper working order.

8. Enforcement

The Standards set out in this document are based on differing legislation each of which has its own enforcement criteria set out in law. All enforcement action will be carried out in line with the Council's Corporate Enforcement Policy.

The Council may serve a range of notices in respect of private rented properties. These include notices requiring the execution of works to remove safety hazards, notices requiring steps to be taken to reduce the level of occupancy and notices to remedy neglect of management. The Council also has powers to take over poorly managed properties. These powers operate independently of any licensing scheme.

You are advised to establish lawful use of your premises under planning legislation. It is also advisable to contact the Council's Planning and Building Control departments for advice.

There are many private rented properties throughout the city which do not fall within any licensing requirements at the present time; for instance non HMO private rented properties or HMOs having less than five occupants and not falling within a selective licensing designation. In these cases it is considered important that appropriate standards of amenity provision, fire precautions and room size should be achieved wherever possible.

Part 1 of the Act brings in a method of assessing housing conditions known as the Housing Health and Safety Rating System (HHSRS) plus associated enforcement powers to deal with any hazards identified. For further details about the HHSRS (See Section 3 of HMO Guidance and Amenity Standards document). Furthermore, part 4 of the Act contains provisions for dealing with overcrowding in HMOs.

By application of these powers similar overall standards may be achieved as those required for licensable properties. Landlords and managers of non-licensable properties should consider the advice given in this document together with HMO Guidance and Amenity Standards document in order to lessen the possibility of any enforcement action being taken under these other provisions of the Act.

Non-licensable HMO's must also comply with The Management of Houses in Multiple Occupation (England) Regulations 2006 which sets out duties of managers and occupiers for all HMO's (other than certain blocks of flats described in section 257 of the Housing Act 2004 ("the Act")).

More detail on enforcement action in respect of licensable HMO's can be found within the PRS licensing policy.

Related Policies Include: the Councils [Civil Penalty Policy](#), [Energy Efficiency](#),
With policies yet to be approved for Electrical Safety, and Rent Repayment Orders

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**Manchester City Council
Report for Resolution**

Report to: Economy Scrutiny Committee – 5 November 2020
Executive – 11 November 2020

Subject: Draft North Manchester Health Campus Strategic Regeneration Framework

Report of: Strategic Director, Growth and Development

Summary

The Manchester University NHS Foundation Trust (MFT) has developed a draft Strategic Regeneration Framework (SRF) to support the proposed redevelopment of the existing North Manchester General Hospital site in Crumpsall. The intention is to transform the existing site into a modern Health Campus providing high quality hospital and health facilities in addition to providing complementary commercial, leisure and retail uses set within a high quality, greener public realm and a residential offer which is best in class in terms of healthy ageing.

Subject to approval by the Executive, the draft SRF will provide the basis of a public consultation exercise. A final version of the SRF will then be prepared, taking into account comments and representations made, and brought back to a future meeting of the Executive for approval; at which point it will form a material consideration in the assessment of any future planning applications relating to the site.

Recommendations

The Executive is recommended to:

- i) Endorse the draft North Manchester Health Campus Strategic Regeneration Framework attached as Annex 1 of this report as a basis for public consultation;
 - ii) Request that a further report be brought back to the Executive following the public consultation exercise, summarising the consultation responses and any amendments that have been incorporated into a final version of the SRF, which will be presented for consideration and approval.
-

Wards Affected: Crumpsall

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

The draft SRF establishes clear principles to support the delivery of zero-carbon development across the campus and to promote enhancements to biodiversity.
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Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The North Manchester Health Campus will improve integration with the local area and will cement its role as a leading employment hub for North Manchester through the provision of new jobs and employment opportunities.
A highly skilled city: world class and home grown talent sustaining the city's economic success	The North Manchester Health Campus will provide direct employment opportunities through the development and occupation stages of the programme.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The draft SRF will attract investment to North Manchester and catalyse the economic renewal of this part of the city. Jobs will be created during the construction of the facilities and during their operation. This will seek to spread the benefits of growth more evenly across Manchester.
A liveable and low carbon city: a destination of choice to live, visit, work	The North Manchester Health Campus development will support the delivery of new health and ancillary facilities using state of the art technologies and low carbon construction methods.
A connected city: world class infrastructure and connectivity to drive growth	The draft SRF includes robust approaches to traffic and transport planning, ensuring that various modes of transport (car, bus, rail, Metrolink, cycle, and walk) are provided for and that the site is better integrated into the local area.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

There are no immediate revenue consequences associated with the content of this report.

Financial Consequences – Capital

There are no immediate revenue consequences associated with the content of this report.

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Background documents (available for public inspection):

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

- Manchester Locality Plan 2015 – ‘A Healthier Manchester’
- Manchester Locality Plan (refresh) 2018 ‘Our Healthier Manchester’
- Single Hospital Service progress report October 2018 – Manchester Health Scrutiny Committee
- Manchester Health and Wellbeing Board report – 30th October 2019
- Single Hospital Service Progress Report – Health Scrutiny Committee, 3 December 2019
- North Manchester General Hospital Update, Health Scrutiny Committee, 21 July 2020

1.0 Introduction

- 1.1 This report seeks the Executive's endorsement of the draft Strategic Regeneration Framework (SRF) for the North Manchester Health Campus in advance of undertaking a public consultation exercise. The draft SRF envisages the redevelopment of the current North Manchester General Hospital estate as a sustainable healthy neighbourhood, anchored by modern health facilities, that is integrated into the wider community, and which includes complementary commercial, leisure, residential and retail uses set within a high quality, greener public realm.

2.0 Context and Drivers for Change in North Manchester

- 2.1 Manchester's significant transformation over recent years is well documented. The city has seen strong economic growth, with large areas of the city successfully regenerated and the fastest growing population in the country. Manchester has a strong track record of driving change through regeneration which has enabled the city to develop globally recognised sector strengths, a vibrant cultural offer and a growing international profile.
- 2.2 However, in spite of the progress made to date, significant challenges remain. Many Manchester's residents are not connected to the opportunities of economic growth and are under-represented in higher paid sectors and occupations. Child poverty rates have continued to rise and many Manchester residents develop preventable health conditions a decade earlier than their peer groups across the UK.
- 2.3 These challenges are felt particularly acutely in the neighbourhoods in the north of the city. North Manchester is the most deprived area in England in respect of health and disability-related deprivation, the second most deprived in respect of income deprivation, and the fourth most deprived in respect of employment deprivation.
- 2.4 The area has a high proportion of low income households: over 16,500 working age adults in the locality receive out of work benefits, equating to 37% of the city's workless residents, and in some parts of North Manchester, over 35% of children live in low-income households. This is further compacted by the fact that many residents in North Manchester have significant ill health and disability problems, which is a significant factor in reducing economic activity and suppressing household incomes.
- 2.5 However, significant development opportunities that have the potential to act as catalysts for the wider regeneration of North Manchester are now in train – the largest being the residential-led Northern Gateway programme, which is seeking to deliver up to 15,000 new homes as part of £4 billion of investment over a 15 to 20-year period and, more recently, through the redevelopment of the North Manchester General Hospital site: the North Manchester Health Campus. These projects, and the significant associated investment, have the potential to dramatically improve the life chances of residents and provide the

opportunity for North Manchester to spearhead the city's continued transformation over the next 20 years.

- 2.6 The North Manchester Health Campus is therefore a key component of a programme of wider regeneration and renewal initiatives in North Manchester. Development of the Campus will provide the population of North Manchester with modern, integrated and high-quality healthcare services, promoting healthier lifestyles and improved wellbeing to tackle, at source, some of the root causes of ill health and mental illness in this part of the city.
- 2.7 North Manchester General Hospital is a critical anchor institution in the north of the city (the only organisation to employ over 2,000 people). The hospital still operates within much of its original estate but is in dire need of significant investment and redevelopment.
- 2.8 The facilities and infrastructure at the current hospital site are not fit for 21st Century health and social care services. The entire estate is in need of radical redesign and investment to enable high quality services and a modern, joined up and integrated care system. This will offer local people tailored services that will enable them to get well and stay well. Such services will help address the longstanding health inequalities in local communities in North Manchester and surrounding areas.

3.0 The Vision

- 3.1 The draft SRF attached as Annex 1 sets out a vision to build a new high quality and sustainable civic campus where people will want to get well, learn, and work rather than just function as a traditional hospital complex. It will provide a focal point for the community, with integrated health and social care facilities, high-quality new homes, and access to better education and training alongside more inviting public open spaces.
- 3.2 This transformational development will effect generational change for the North Manchester community, creating new jobs, promoting healthy lifestyles, developing skills and contributing to a zero-carbon environment for the benefit of adjacent local communities and beyond.
- 3.3 The draft SRF sets out an approach that challenges the long-standing perception of hospitals as places of illness, based on a reactive healthcare model. Instead, the aspiration and vision is to radically redesign healthcare services and provide an integrated health and social care offer. The redevelopment of this site is a critical part of Manchester's Single Hospital Service Programme and aims to be an exemplar of the NHS Long-Term Plan, which promotes an integrated care system.
- 3.4 The draft SRF Vision for the Campus comprises 5 key elements, as follows:
- **Healthcare Hub:** A new acute hospital and a modern mental health hospital will anchor the Campus and complement the existing intermediate care facility and the new Wellbeing Hub. These new buildings will provide

a modern and best-in-class healthcare environment; embracing integration, innovation and technology.

- **Wellbeing Hub:** This will enable the delivery of modern, integrated community health, care and wellbeing services; responding to the specific health and care needs of the local population. The new building will become a destination for the local community, through its mixed service offer, meeting spaces and community café.
- **Education Hub:** This will allow all education teams to gather under one roof. The new building will provide the space to support the necessary training for staff as well as an insight into future roles. It will be charged with maximising the opportunity for local employment at the site. This might include taking positive action to support local residents to overcome any disadvantage they have by offering additional training and support, and targeting the promotion of opportunities.
- **Healthy Neighbourhood Hub:** There will be a new neighbourhood offer which will integrate with the wider health and social care proposition, playing its part to help tackle the fight against health inequalities with a focus on healthy ageing. This will include residential uses such as, key worker accommodation, social housing, stepdown care and extra care. There will also be the opportunity for new high quality commercial space to support local small and medium enterprises (SMEs).
- **Village Green:** At the heart of these hubs will be the village green. This will become a high quality outdoor space, acting as a focal point for the Campus. It will feature green spaces and water features, and patients, staff, visitors and residents will use the green as a place for relaxation, exercise, and meeting.

3.5 The draft Vision is underpinned by the following guiding principles:

- To deliver a modern and integrated health and social care environment.
- To add momentum to the wider economic, social and civic regeneration in North Manchester and maximise social value for local people.
- To create a high quality and sustainable health campus at the heart of the community.
- To deliver high-quality architecture and an attractive, safe and unified public realm (including a village green and attractive streetscapes) that provides new social places for the community to meet, exercise and relax.
- To take account of the site's heritage; considering the retention of heritage assets where possible and fully justifying any changes.
- To promote new connections and increased legibility around the site via new pedestrian and cycle routes, including integration with Crumpsall Park, Abraham Moss and Metrolink.
- To achieve the highest standards of sustainable design and biodiversity net gain to contribute positively to Manchester's zero-carbon ambitions.

4.0 Anticipated Socio-Economic Benefits from the North Manchester Health Campus Investment

- 4.1 It is intended that the delivery of the North Manchester Health Campus will contribute significantly to the ongoing regeneration and transformation of North Manchester: environmentally, socially and economically. Major investment at this scale can kick-start economic renewal by sustaining job growth and boosting productivity whilst at the same time presenting an opportunity to build a safer and healthy neighbourhood that encourages social inclusion, community spirit, and healthy ageing.
- 4.2 The anticipated benefits associated with the delivery of draft SRF vision are as follows:
- The construction of the North Manchester Health Campus will take place over a 10-year period and its construction value will be in excess of £600million.
 - The total GVA impact relating to the housing construction is calculated to be up to £16.2 million and will generate up to 400 construction job years.
 - This will increase the overall economic prospects of residents in the North Manchester. It is estimated to be worth about £144 million in social value to local residents.
 - The total GVA impact of the hospital construction over the 10 year period is calculated at £350 million. This is equivalent to 6,000 construction job years.
 - The new hospital will result in operational savings of about £65million to the NHS.
 - The creation of high quality accessible public open space and quality new homes.
 - The Campus will deliver new affordable homes.
 - The Campus is expected to boost life expectancy in North Manchester by 1.3 years by 2030, which will bring it in line with the Manchester average.
- 4.3 At the heart of the North Manchester Health Campus will be an Education Hub. This will equip local people with the necessary healthcare training and skills to secure employment at the site. However, it will not be limited to healthcare-related training, and the hub will be available for use by other agencies. There will be clear goals regarding local employment rates and career path development.
- 4.4 Alongside this, a social value approach will be employed to ensure maximum local impact from the redevelopment process as a whole. Involving local people in the design and construction will provide the opportunity to bring local people back to work, or help them to develop and advance their careers. A significant focus on apprenticeships, use of local businesses, and the generation of social value within procurement will be promoted. Improvements in educational attainment can be converted into further education or aspirational career paths ensuring that local employment opportunities are not limited to lower-paid jobs.

- 4.5 As a key part of the process for securing the funding for the site, an Outline Business Case is due to be submitted to Government in December 2020. Manchester University NHS Foundation Trust (MFT) and partners, including the Council, will need to deliver a robust and evidenced social value and economic benefit plan detailing the ways in which local communities will be engaged and clear steps that will be taken to ensure that the investment demonstrates real and sustained benefit. This will be particularly important to this case as opposed to other NHS business cases due to the wider aims of the redevelopment, as set out in the draft SRF.
- 4.6 A team of consultants have been commissioned to undertake the economic and social benefits analysis, due for completion in November. At the same time, MFT have appointed a 'Social Value Lead' who will prepare a Social Value Action Plan that will align with the findings from the consultancy commission and which will clearly articulate the activities that will deliver the social and economic benefits.
- 4.7 This holistic approach has the potential to bring about a range of positive impacts for local people and local prosperity. Some of the tangible economic benefits could include increased household incomes, improved profitability for local businesses, reduced benefit claims, and enhanced local and national tax receipts.

5.0 Contributing to a Zero-Carbon City

- 5.1 Reducing carbon emissions from its estate is a core objective of MFT. All NHS organisations must ensure that all new builds and refurbishment projects are delivered to net zero carbon standards. MFT has also joined the Greater Manchester Combined Authority (GMCA) and the Greater Manchester Health and Social Care Partnership (GMHSCP) in declaring a climate emergency, publicly recognising the threat that climate change poses to the world.
- 5.2 The draft SRF seeks to secure the highest standards of environmental, social and economic sustainability in the future redevelopment of the site. Primary environmental objectives include:
- significantly reducing energy demand and carbon emissions at source during construction and operation through appropriate design and specification;
 - protecting and enhancing site biodiversity;
 - minimising water consumption;
 - promoting sustainable transport;
 - ensuring high quality and healthy indoor and outdoor spaces;
 - utilising sources of renewable energy on-site, wherever possible; and,
 - the procurement of off-site renewable energy and high quality carbon offsets to address residual carbon emissions.
- 5.3 The draft SRF promotes these standards by applying the RIBA Sustainable Outcomes Guide (2019). This guide provides a concise and measurable set of sustainable outcomes and metrics across these key sustainability issues.

- 5.4 It is recognised, however, that sustainable buildings delivered in the mid-late 2020's and those in the 2030s may differ significantly to those delivered today due to new or matured technologies (e.g. battery storage) or the availability of new standards or industry approaches to emerging issues such as embodied carbon and climate resilience.

6.0 Next Steps

- 6.1 Subject to endorsement by Executive, the intention is that the draft SRF is the subject of a public consultation exercise that will take place involving local residents, service users, staff, local businesses, statutory and non-statutory bodies and other local stakeholders. Feedback will be gathered to help refine and finalise the draft SRF.
- 6.2 Once the representations have been assessed, a final version of the SRF, incorporating any necessary amendments, will be brought back to a future meeting of the Executive for consideration and approval. Once approved, the SRF will then form a material consideration in the assessment of future planning applications relating to the site.

7.0 Concluding Remarks

- 7.1 The draft North Manchester Health Campus SRF sets out a vision and guiding principles that will transform a hospital estate which, as a result of chronic and sustained underinvestment, is now dilapidated and is incapable of offering modern healthcare services to the population of North Manchester. The draft SRF will guide this transformation, delivering a high quality and sustainable health campus with integrated health and social care facilities, high-quality new homes, and access to better education and training alongside more inviting public open spaces.
- 7.2 The benefits that can be secured for North Manchester and the wider city and city region, as a result of the proposals set out in the draft SRF, could make a significant positive contribution to the ongoing regeneration and transformation of North Manchester; environmentally, socially and economically.

8.0 Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

- 8.1 The North Manchester Health Campus will improve integration with the local area and will cement its role as a leading employment hub for North Manchester through the provision of new jobs and employment opportunities.

(b) A highly skilled city

- 8.2 The North Manchester Health Campus will provide direct employment opportunities through the development and occupation stages of the programme.

(c) A progressive and equitable city

- 8.3 The development envisaged by the SRF will attract investment to North Manchester and catalyse the economic renewal of this part of the city. Jobs will be created during the construction of the facilities and during their operation. This will seek to spread the benefits of growth more evenly across Manchester.

(d) A liveable and low carbon city

- 8.4 The North Manchester Health Campus development will support the delivery of new health and ancillary facilities using state of the art technologies and low carbon construction methods.

(e) A connected city

- 8.5 The draft SRF includes robust approaches to traffic and transport planning, ensuring that various modes of transport (car, bus, rail, Metrolink, cycle, and walk) are provided for and that the site is better integrated into the local area.

9.0 Key Policies and Considerations

(a) Equal Opportunities

- 9.1 The draft North Manchester General Hospital SRF will be consulted upon with a wide range of stakeholders, enabling all interested parties to engage in the process.

(b) Risk Management

- 9.2 No direct issues at this time.

(c) Legal Considerations

- 9.3 The draft SRF, if endorsed by the Executive, will be subject to public consultation. Following this exercise, and taking account of representations and comments made, a final version of the SRF will be brought back to a future meeting of the Executive for further consideration. If ultimately approved, the SRF will then become a material consideration in the assessment of future planning applications submitted within the SRF boundary.

NORTH MANCHESTER GENERAL HOSPITAL SITE REDEVELOPMENT PROGRAMME

Draft Strategic Regeneration Framework

November 2020



Manchester University
NHS Foundation Trust



MANCHESTER
CITY COUNCIL

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THE PARTNERS



MASTERPLAN TEAM



FOREWORD

FOREWORD

Over the past 30 years, Manchester has come a long way. Its economy is strong, its population continues to grow, and it has a reputation as a great place to live, work, and study.

However, economic growth and prosperity have not benefited everyone equally. Communities such as those within North Manchester continue to experience some of the highest rates of deprivation.

The worst health outcomes are in North Manchester. Children born in North Manchester can expect to live five years less than those born in other parts of the country. Healthy life expectancy is below 60 years for both men and women, who can expect to live nine fewer years in good health than the England average.

North Manchester General Hospital is a critical anchor institution in the north of the city (the only organisation to employ over 2,000 people), and is in dire need of significant investment. The North Manchester General Hospital still operates within much of its original estate. Its facilities and infrastructure are in need of transformation and not fit for 21st Century health and social care services.

As we all know, the current hospital site is in need of radical redesign and investment to enable high quality services and a modern, joined up and integrated care system. This will offer local people tailored services that will enable them to get well and stay well. Such services will help address the longstanding health inequalities in local communities in North Manchester and surrounding areas.

COVID-19 has exacerbated inequalities and impacted Manchester's economy. The redevelopment of NMGH is one of the catalyst programmes for the city's economic recovery and has a role to play in improving outcomes for local people.

The redevelopment of the hospital is a key component of the opportunity to grow the North Manchester economy. This can be seen as part of a broader public sector reform and regeneration agenda for the north of the city which links to existing initiatives such as the planned sport and leisure improvements at the Abraham Moss

Centre, located in the same ward as the hospital and the Northern Gateway residential development and renewal programme.

We have now reached an exciting stage in our plans for a once in a generation, transformational change at North Manchester General Hospital through our draft Strategic Regeneration Framework (SRF).

The SRF proposes:

- A new acute hospital and a modern mental health hospital providing a best-in-class healthcare environment; embracing integration, innovation and technology; and transitioning to a net zero-carbon estate.
- A wellbeing hub to deliver modern, integrated community health, care and wellbeing services; responding to the specific health and care needs of the local population. The new building will become a destination for the local community, through its mixed service offer, meeting spaces and community café.
- An education hub to support the necessary training for staff and maximising the opportunity for local employment at the site.
- An inviting, publicly accessible estate that will integrate seamlessly with the surrounding neighbourhoods to ensure local people can walk or cycle to the site effortlessly and without any barriers.
- As part of the redevelopment, there will be a new neighbourhood offer which will integrate with the wider health and social care proposition, playing its part to help tackle the fight against health inequalities with a focus on healthy ageing. This will include residential uses such as, key worker accommodation, affordable housing, stepdown care and extra care. There will also be the opportunity for new high quality commercial space to support local small and medium enterprises (SMEs).
- A village green. This will become a high quality outdoor space, acting as a focal point for the Campus and links with our ambitions to enhance biodiversity and green space, and adapt to climate change.

This is an exciting step forwards for the future of North Manchester General Hospital. We look forward to working with you and involving you in our plans to develop the regeneration of the site and to improve the health of the communities in which we work and live.

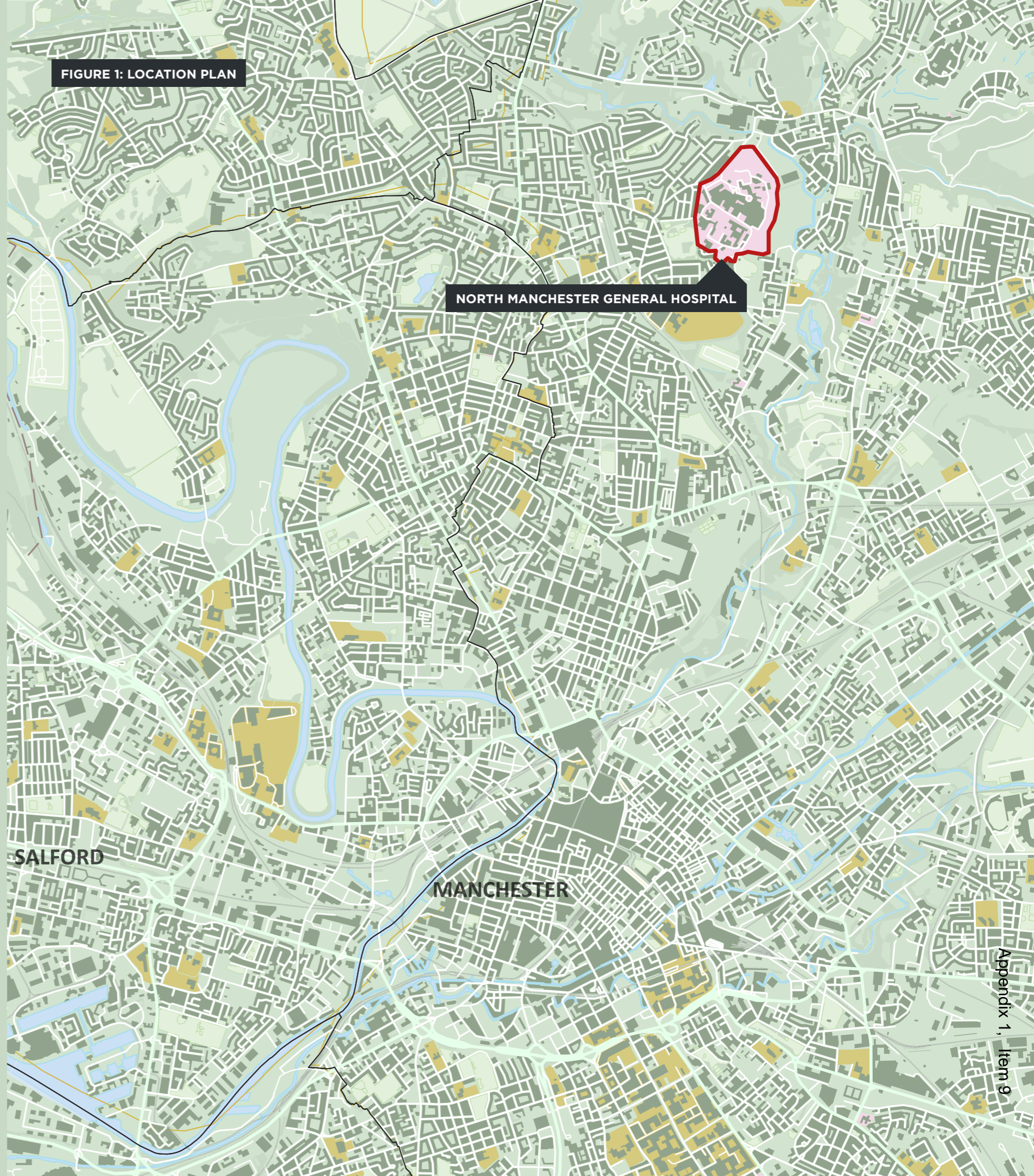
“As we all know, the current hospital site is in need of radical redesign and investment to enable high quality services and a modern, joined up and integrated care system.”



SIR MIKE DEEGAN
Chief Executive of Manchester
University NHS Foundation Trust

1.0

INTRODUCTION



INTRODUCTION

Manchester University NHS Foundation Trust (MFT) has prepared this Draft Strategic Regeneration Framework (“SRF”) to guide the comprehensive regeneration of the North Manchester General Hospital (NMGH) (“the Site”), acting as a catalyst for the NMGH Site Redevelopment Programme (hereafter “the Redevelopment Programme”).

LOCATION

NMGH is located about 2.5 miles to the north of Manchester City Centre, 0.5 miles to the north of Crumpsall District Centre and 0.5 miles from Abraham Moss Centre.

The immediate surrounding area is predominantly residential in nature, with small areas of industrial/commercial development to the south-east of the site. The Hexagon Tower Business Park and associated surface-level car park are located to the north-east.

Crumpsall Park is situated to the south-west of the Site and Crumpsall Jewish Cemetery is located to the south. To the east of the Site the land drops steeply into the Irk River Valley, where previous industrial uses have been replaced with a lorry park and a vacant brownfield site.

THE SITE

The Site is a significant healthcare and employment asset. It comprises about 27 hectares and it is the home to a district general hospital, an intermediate care facility (Crumpsall Vale) and a mental health hospital (Park House).

The general hospital provides a full accident and emergency department, a comprehensive range of general and acute surgical services, and the regional specialist infectious disease unit - while the intermediate care facility offers short-term rehabilitation to help people regain optimal levels of independence before returning home.

The Site is owned by Pennine Acute Hospitals NHS Trust (PAHT). MFT operates the district hospital under a management agreement with PAHT. MFT is one of the largest acute Trusts in the UK and it operates nine hospitals across Greater Manchester and employing over 20,000 staff. Crumpsall Vale is operated by Manchester Local Care Organisation (MLCO)

Greater Manchester Mental Health NHS Trust (GMMH) manages the mental health inpatient facility. This hospital specialises in caring for adults of working age, and offers assessment and treatment for a wide range of mental health needs.

For many years, the NMGH site has suffered chronic and sustained underinvestment. Many of the buildings are now dilapidated and incapable of providing modern healthcare services and are in urgent need of intervention.

The poor physical environment adversely impacts on the extent to which high-quality and cost-effective care can be delivered. It also makes the recruitment and retention of highly skilled doctors, nurses and other medical practitioners extremely challenging.

Appendix 2 (Understanding Place) provides a full description of the NMGH including its current land uses and its existing built and natural environment.

OUR VISION - THE REDEVELOPMENT PROGRAMME

Over the past 30 years, Manchester has come a long way. The economy is strong, the city centre is thriving, and the population continues to grow rapidly.

Despite this, economic growth and prosperity has not benefited all communities equally. North Manchester continues to experience some of the highest rates of deprivation and poorest health outcomes in the country. The reversal of this trend has been a longstanding regeneration objective for Manchester City Council.

Manchester Health and Care Commissioning (MHCC) (a partnership between Manchester City Council and NHS Manchester CCG) came together to identify an unparalleled opportunity to create a modern healthcare environment at NMGH which will not only serve patients, but also the wider community in Crumpsall and North Manchester.

By adopting an innovative approach to this redevelopment, there is an opportunity to reset the long-standing perception of hospitals as place of illness, based on a reactive healthcare model. Instead, the aspiration and vision is to radically redesign healthcare services and provide an integrated health and social care offer at NMGH, which could become an exemplar of the NHS Long-Term Plan.

Site redevelopment will allow various healthcare providers to be brought together in one place through the co-location of hospital, mental health, intermediate and community services, and primary care. This environment would foster collaboration and ensure continuity of care as patients transfer from one part of the system to another.

It will also provide the opportunity for a dedicated wellbeing hub to ensure local people are supported to get well and stay well by tackling the root cause of ill health. There will also be space to provide education and training facilities to maximise the employment opportunities and skills for local people. The wellbeing hub will also link with existing Voluntary, Community and Social Enterprise (VCSE) organisations, providing them with the infrastructure and support necessary to boost their impact.

This is a once-in-a-generation opportunity. It will complement and build-on the ongoing and past regeneration initiatives in North Manchester, adding further momentum and vigour to the sustainable renewal of this part of the city.

“Rebuilding of infrastructure on the site provides an unparalleled opportunity to bring about meaningful change. This is not about doing more of the same; instead it is about integrating local services, tailored to the needs of the local community and supporting citizens to take proactive responsibility for their own health and wellbeing”

Joanne Roney, Chief Executive, Manchester City Council

FIGURE 2: AERIAL PHOTOGRAPH OF NORTH MANCHESTER GENERAL HOSPITAL





WHAT IS A STRATEGIC REGENERATION FRAMEWORK?

This SRF is a blueprint for the future regeneration of the Site. It contains a vision and key development principles to guide and shape future planning applications.

The SRF has full regard to national planning policy and has been prepared to reflect the planning policies in the adopted and emerging Development Plan. Appendix (Strategic Policy Alignment) provides a summary of the alignment with this policy.

This SRF covers the following:

- **Section 2**
Context and Drivers for Change
- **Section 3**
Vision and Guiding Principles
- **Section 4**
Development Framework
- **Section 5**
Planning for a zero carbon Manchester
- **Section 6**
Implementation and Phasing
- **Section 7**
Outcomes and Benefits
- **Section 8**
Next Steps

WHY IS COMMUNITY AND STAKEHOLDER ENGAGEMENT IMPORTANT?

MFT and partner organisations are committed to listening to local people in North Manchester to ensure they are involved in shaping these proposals and that they feel empowered to take charge of their own health and wellbeing.

The community and stakeholder engagement led by MHCC during 2018 and 2019 provides the backdrop. However, further public consultation is now required to inform the community about our vision for the NMGH site and to consult them on the guiding principles.

WHAT HAPPENS NEXT?

MCC's Executive will be asked to consider the draft SRF and decide whether to approve the document for public consultation, which will seek the views of the local community and other key stakeholders.

Following a period of public consultation, MFT and MCC will then consider the consultation responses and make any appropriate revisions before the final SRF is put back before MCC's Executive for endorsement.

Once endorsed, the SRF will become a material consideration in the determination of all planning application relevant to the NMGH site.

2.0

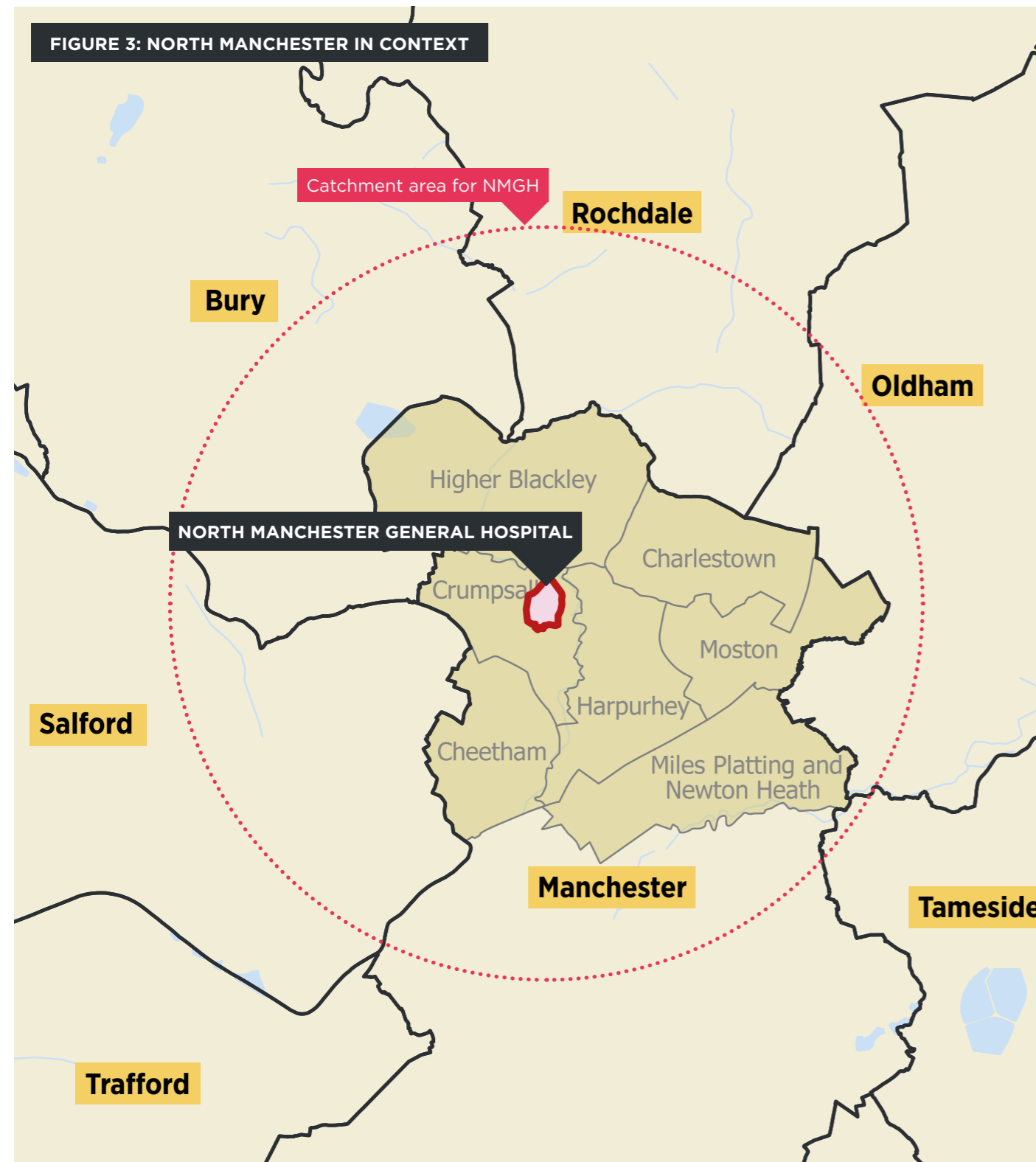
CONTEXT AND DRIVERS FOR CHANGE



CONTEXT AND DRIVERS FOR CHANGE

WHERE IS NORTH MANCHESTER?

North Manchester extends from Manchester's thriving city centre to the city's northern administrative boundary. It adjoins the metropolitan boroughs of Bury, Rochdale, Oldham, Tameside and Salford.



WHAT IS NORTH MANCHESTER LIKE?

It is home to over 156,000 residents (31% of Manchester's population) It is an area of rich ethnic, cultural and religious diversity, including high placements of asylum seekers and refugees.

The area's population is forecast to increase by around 26% by 2029; a rate which is significantly higher than the projected population increase for Manchester as a whole.

North Manchester was once the home to many of Manchester's industrial workers; reflected by the area's dense residential neighbourhoods and its rich assortment of municipal grand parks, including Heaton Park, Crumpsall Park and Boggart Hole Clough.

While these neighbourhoods still enjoy a strong sense of community and pride, the departure of traditional manufacturing industries in the 1970s and 1980s left a legacy of worklessness and inequality that remains today.

WHAT ARE THE KEY ISSUES FACING NORTH MANCHESTER?

Greater Manchester is now a significant driver of the UK and North West economies.

However, there is disparity across the conurbation and residents of North Manchester continue to experience some of the highest rates of deprivation and the poorest health outcomes in England.

The cycle of low economic activity and ill health mean that the life chances of many residents in the north of the city have yet to significantly improve.

The Index of Multiple Deprivation (Figure 4) illustrates that North Manchester is home to several neighbourhoods in the top 1% most deprived in England in respect health, income and employment deprivation.

The area has a high proportion of low-income households. Over 16,500 working-age adults in the locality receive out of work benefits, equating to 37% of the city's workless residents, and in some parts of North Manchester, over 35% of children live in low-income households.

Parts of North Manchester have the lowest levels of school-readiness in the city, and some wards have less than 60% of children achieving the expected level of development at age five. Although most children attend 'good' or 'outstanding' rated schools, some wards have the lowest rates of educational attainment in the city and over 14% of adults (twice the city average) have no qualifications.

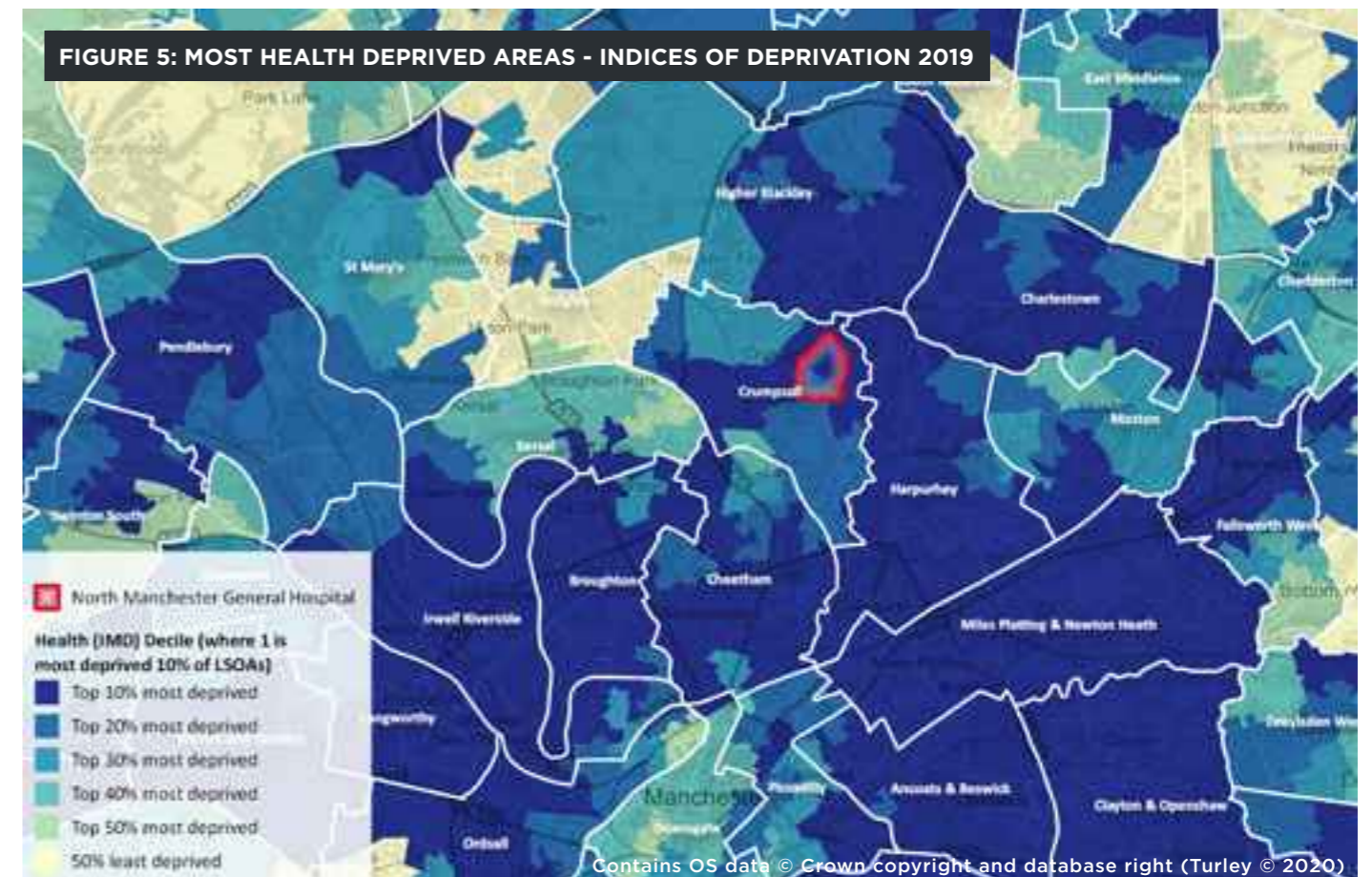
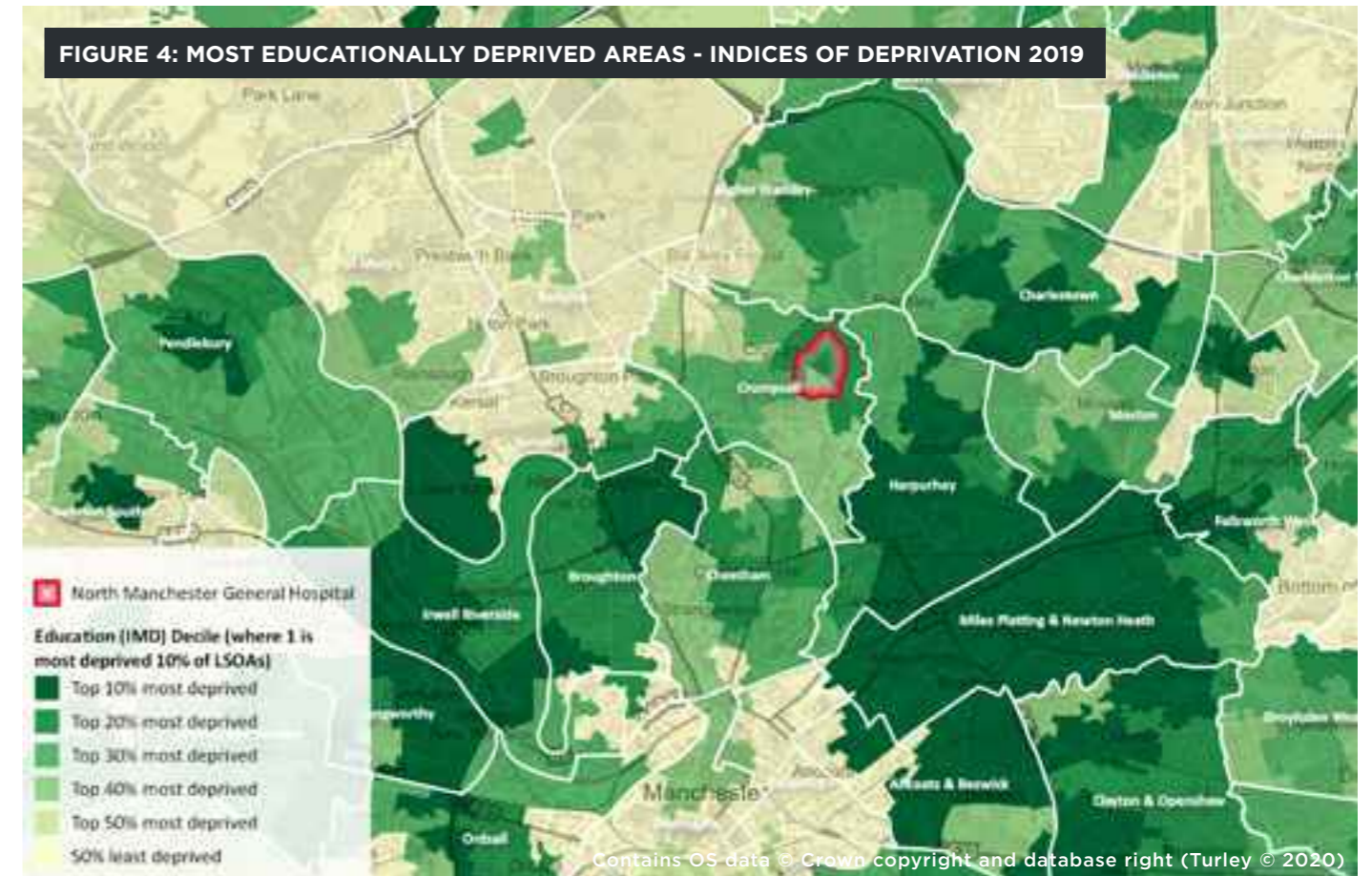
Many residents in North Manchester have significant ill health and disability problems, which is a significant factor in reducing economic activity and suppressing household incomes.

Both men and women in North Manchester can expect to live nine fewer years in good health than the England average; boys born in North Manchester will, on average, have a life expectancy that is 5.1 years lower than boys born elsewhere in England; girls can expect to live for 4.5 fewer years.

Rates of early death from respiratory diseases and cardiovascular disease in North Manchester are double the England average. Manchester also has the highest rates of premature deaths in England for heart disease, stroke and lung disease, and is second-worst for cancer.

The North Manchester area also performs significantly worse than England on every single measure of childhood obesity, and has a binge-drinking rate almost 50% higher than the national average.

The causes of ill-health in North Manchester are complex and varied. However, the Manchester Population Health Plan (2018) recognises that up to 80% of what makes a difference to people's health happens outside of the health service. Factors such as jobs, education, lifestyle, housing and community cohesion all play a role in determining health outcomes. In North Manchester, health problems are inextricably linked to a wider, intergenerational, social and economic malaise.



WHAT IS THE NORTH MANCHESTER GENERAL HOSPITAL'S ROLE IN NORTH MANCHESTER?

The NMGH is the principal healthcare facility for North Manchester and it provides employment to over 2,000 people, many of whom live locally.

NMGH is geographically at the heart of the community but it does not invite visitors in. This means that the local community rarely visit other than to access existing healthcare facilities.

Alongside this, for many years, NMGH's facilities and infrastructure have suffered a chronic and sustained underinvestment. The site's estate is now dilapidated and is incapable of offering modern healthcare services to the population of North Manchester.

Independent assessments have identified that over 70% of the existing estate is in desperate need of rebuilding.

The challenges associated with delivering modern healthcare in this type of environment have manifested as a hospital site that struggles to provide high quality and cost effective care, attract development and retain its workforce, with a vacancy rate of 20% for doctors and 19% for nurses.

A Care Quality Commission (CQC) rating of 'Inadequate' was given to NMGH in 2016. Sustained efforts from the staff and a variety of stakeholders improved this position to 'Requires Improvement' in 2018, but there is still a great deal of work to be done to achieve a rating of 'Good'.

“The COVID-19 pandemic has shone a bright light on the inequalities that exist in our society and we must take action to address these. The redevelopment of the North Manchester General Hospital site offers a unique opportunity to provide modern, integrated health and care services; to stimulate economic recovery and renewal; and to support improved population health for some of the city region's most disadvantaged communities.”

Sarah Price, Interim Chief Officer, Greater Manchester Health and Social Care Partnership



HOW CAN THE REGENERATION OF THE REDEVELOPMENT PROGRAMME STIMULATE POSITIVE CHANGE IN NORTH MANCHESTER?

Delivering modern health and social care services

The Redevelopment Programme can provide the population of North Manchester with modern, integrated and high-quality healthcare services.

In 2015, NHS organisations and local authorities in Greater Manchester signed a landmark devolution deal to take charge of the £6 billion health and social care spending and decisions.

This deal enables Greater Manchester to join-up all things that affect health and transform the delivery of services. It is now possible to combine health and social care services, and build them around the individual and the community for better, more responsive care.

The plans for the Site will be a key part of this devolved approach. It will also be an exemplar of the NHS Long-Term Plan, which promotes an 'Integrated Care System'.

Instead of simply rebuilding the existing hospital facilities, the redevelopment programme will radically redesign healthcare services becoming a leading example of integration.

It will provide healthcare providers with a purpose built environment where they can co-operate seamlessly. The co-location of hospital, mental health, intermediate and community services, and primary care in one location will help these services to work in tandem and aid the smooth transfer of patients from one part of the system to another.

This will offer local people tailored services that will enable them to get well and stay well. Such services will help address the longstanding health inequalities in local communities in North Manchester.

In doing so, the new NMGH will reach out beyond the physical hospital buildings, facilitated by technology where appropriate. The early use of advanced diagnostics and genomics would ensure patients receive the most appropriate advice and treatment as quickly as possible, reducing the number of invasive procedures and prescriptions required, and enabling people to live improved lives more quickly.

Promoting healthier lifestyles and wellbeing

The Redevelopment Programme would promote healthier lifestyles and wellbeing to tackle, at source, some of the root causes of ill health and mental illness in North Manchester.

A Health and Wellbeing Hub would deliver services to support those who need a little more help to get well and stay well, enabling improved quality of life and resilience.

This hub would support local people and help put them in charge of their own health and wellbeing. A key aspect of this will be social prescribing, utilising services such as the Be Well scheme, to support local people to consider everything affecting their wellbeing – from employment to housing, to family and money issues – directly addressing the wider determinants of health.

The hub will be promoted by healthcare providers on the site, supplementing and in some cases replacing medicalised care. The strategy will adopt an 'every contact counts' philosophy, where all encounters will be seen as an opportunity for a brief intervention to support improved lifestyle choices, or to allow underlying issues, such as debt to be addressed.

The the plans for the Site will also encourage physical activity and facilitate wellbeing for the staff and patients, as well as local community groups and residents.

Green space, footpaths and cycle ways will be principal features and other space will be available for therapeutic and regenerative purposes, such as growing fresh vegetables and fruit, promoting neighbourhood engagement, and inclusive activities and education.

Delivering a more inclusive economy

Major investment at the scale of the Redevelopment Programme can kick-start economic renewal by sustaining job growth and boosting productivity.

At the heart of the Site will be an Education Hub. This will equip local people with the necessary healthcare training and skills to secure employment at the site.

However, it will not be limited to healthcare-related training, and the hub will be available for use by other agencies. There will be clear goals regarding local employment rates and career path development.

Alongside this, a social value approach will be employed to ensure maximum local impact from the redevelopment process as whole.

Involving local people in the design and construction will provide the opportunity to bring local people back to work, or help them to develop and advance their careers. A significant focus on apprenticeships, use of local businesses, and the generation of social value within procurement will be vital.

Improvements in educational attainment can be converted into further education or aspirational career paths ensuring that local employment opportunities are not limited to lower-paid jobs.

This holistic approach has the potential to bring about a range of positive impacts for local people and local prosperity. Some of the tangible economic benefits could include increased household incomes, improved profitability for local businesses, reduced benefit claims, and enhanced local and national tax receipts.

Building a stronger and safer community

The Redevelopment Programme presents an opportunity to build a safer and healthy neighbourhood that encourages social inclusion, community spirit, and healthy ageing.

A new Healthy Neighbourhood will integrate with the wider health and social care proposition, playing its part to help tackle the fight against health inequalities with a focus on healthy ageing.

The Healthy Neighbourhood concept will push the boundaries of healthy ageing innovation at all levels and would encourage people of different ages and backgrounds to interact in their normal daily life. In particular, it could include:

- Commercial accommodation that focuses on healthy ageing and provides flexible accommodation suited to companies in different stages of evolution
- Extra care housing, providing 'real world' testing and commercialisation of products and services being developed in the commercial accommodation
- Key worker and other residential accommodation will create community cohesion through intergenerational living with support mechanisms physically, socially and across generations
- Services and accommodation for young people and adults with learning difficulties and dementia
- Training and education for the new skills and ways of working needed to create a cross service integration of care associated with healthy ageing, with such training being targeted at the local communities via the Education Hub;

The Healthy Neighbourhood will support Manchester's ambition to be a global leader on health and care innovation and commercialisation, while also improving the health of the population, extending healthy, independent life expectancy, whilst also reducing inequalities and increasing productivity

The Redevelopment Programme can help North Manchester become a 'neighbourhood of choice',



HOW CAN THE REDEVELOPMENT PROGRAMME HELP NORTH MANCHESTER RECOVER FROM THE IMPACTS OF COVID-19?

There is a high risk that COVID-19 and the associated pandemic response could widen existing inequalities for people in North Manchester.

COVID-19 is having a disproportionate impact on communities who already experienced inequalities in our city. Given North Manchester's rich ethnic, cultural and religious diversity, its communities are at risk of a disproportionate impact of COVID-19.

The pandemic and national lockdown have also impacted Manchester's labour market at an unprecedented pace and scale. Between March and May 2020, the number of people in the city who were unemployed and claiming benefits rose by 91%. Youth unemployment doubled. The number of advertised vacancies halved. When analysed by neighbourhood, the highest rises in unemployment are in deprived areas with largely BAME populations, including Cheetham ward in North Manchester.

Delivering the ambition for the NMGH site and the associated regeneration and renewal which this will catalyse is of increased importance in this context. The NMGH site has a fundamental role to play in Manchester's recovery from COVID-19, as a host to local anchor institutions; a stimulus for wider economic activity through its redevelopment; and an enabler for learning, training and skills development.

HOW WILL THE REDEVELOPMENT PROGRAMME COMPLEMENT WIDER REGENERATION INITIATIVES IN NORTH MANCHESTER?

The Redevelopment Programme is a key component of a wider regeneration and renewal initiatives in North Manchester (see Figure 5).

The Northern Gateway project is the single largest and most ambitious regeneration opportunity in Manchester. It is a joint venture between Manchester City Council and the Far East Consortium (FEC) and it seeks to transform 155ha of brownfield land to the north of the City Centre into a series of vibrant, sustainable residential neighbourhoods; delivering 15,000 new homes by 2039 (of which 20% will be affordable).

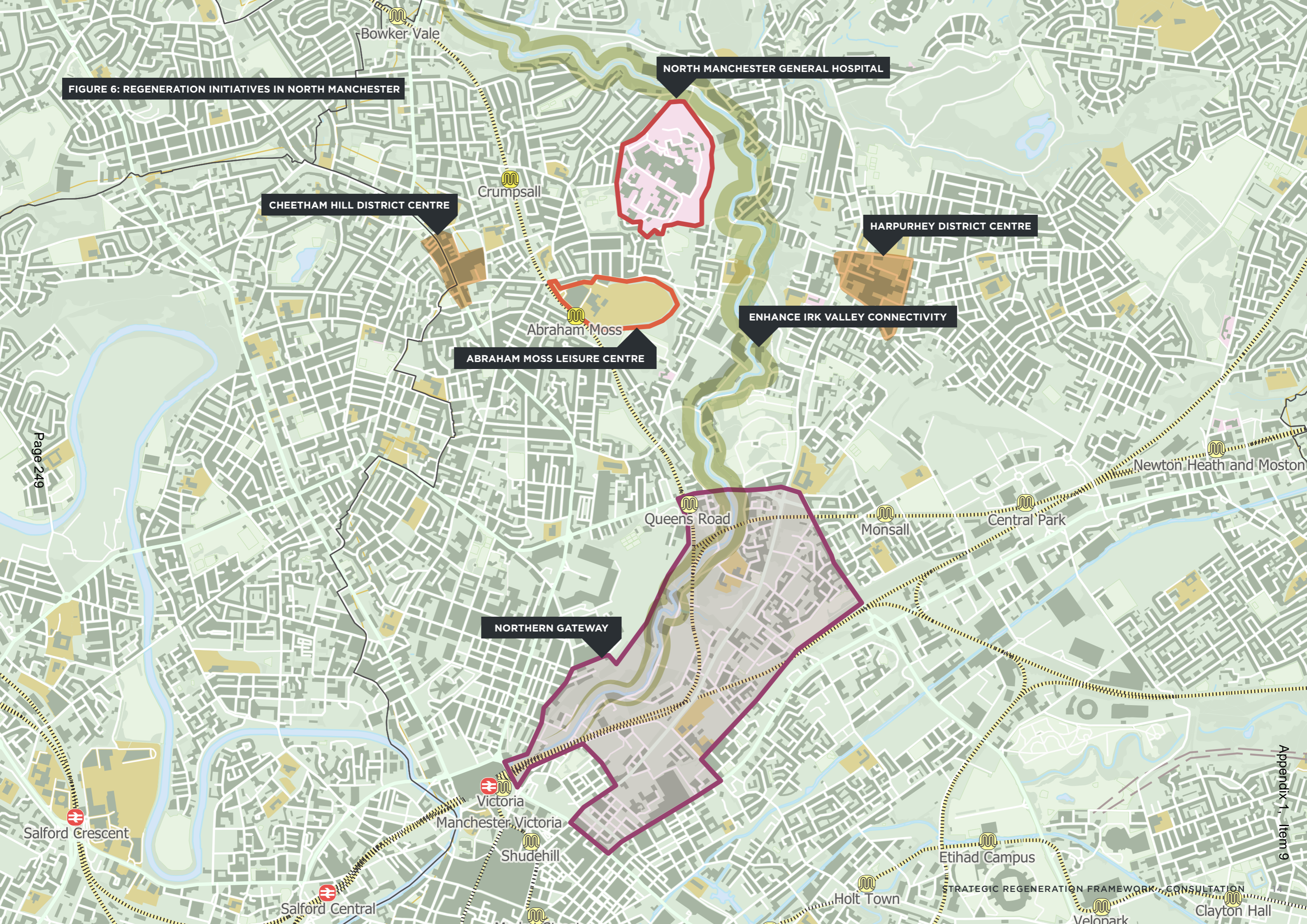
The Northern Gateway will become a strategic neighbourhood of choice providing accommodation for a working age population of around 40,000. The provision of high-quality new homes and a network of green spaces will ensure the new hospital is capable of attracting and retaining talent locally.

Other initiatives include the planned investment at Abraham Moss Centre, located in the same ward as the hospital. This facility is vitally important community asset. It includes a public library, a leisure centre, education (nursery, primary and secondary), and MCC services including Early Help Hub, Adults, Adult Education. It is located beside a key transport hub. The health and wellbeing offer at the new hospital will complement these facilities and will leverage opportunities to improve the physical and mental health outcomes for the local community.

Together these initiatives provide the opportunity to grow the North Manchester economy and transform the perception of the area. This can secure inclusive growth for local neighbourhoods and act as catalyst for wider regeneration. The synergistic impact of these initiatives must be harnessed for maximum health, social and economic benefit.



FIGURE 6: REGENERATION INITIATIVES IN NORTH MANCHESTER

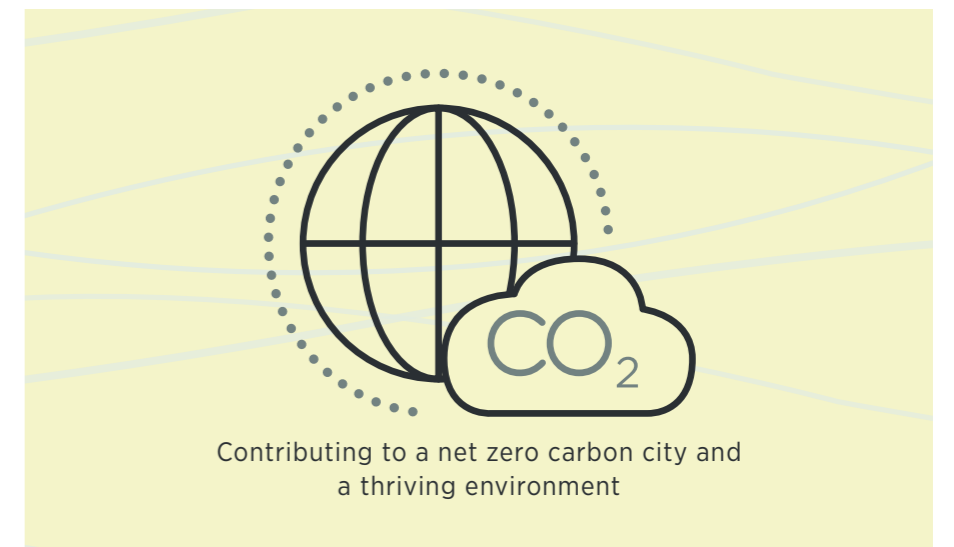


IS THERE POLICY SUPPORT FOR THE REDEVELOPMENT PROGRAMME?

The development of proposals for the future of the Site and the locality will be informed by the existing national, regional and local policies.

Appendix 1 (Strategic Policy Alignment) provides an overarching summary of the relevant policy commitments and strategies that have informed the Redevelopment Programme's proposition.

This analysis shows extensive support for the Redevelopment Programme in local, regional and national policy. In particular, the scheme will align with and contribute toward the following specific policy objectives:





3.0

THE VISION AND GUIDING PRINCIPLES



THE VISION AND GUIDING PRINCIPLES

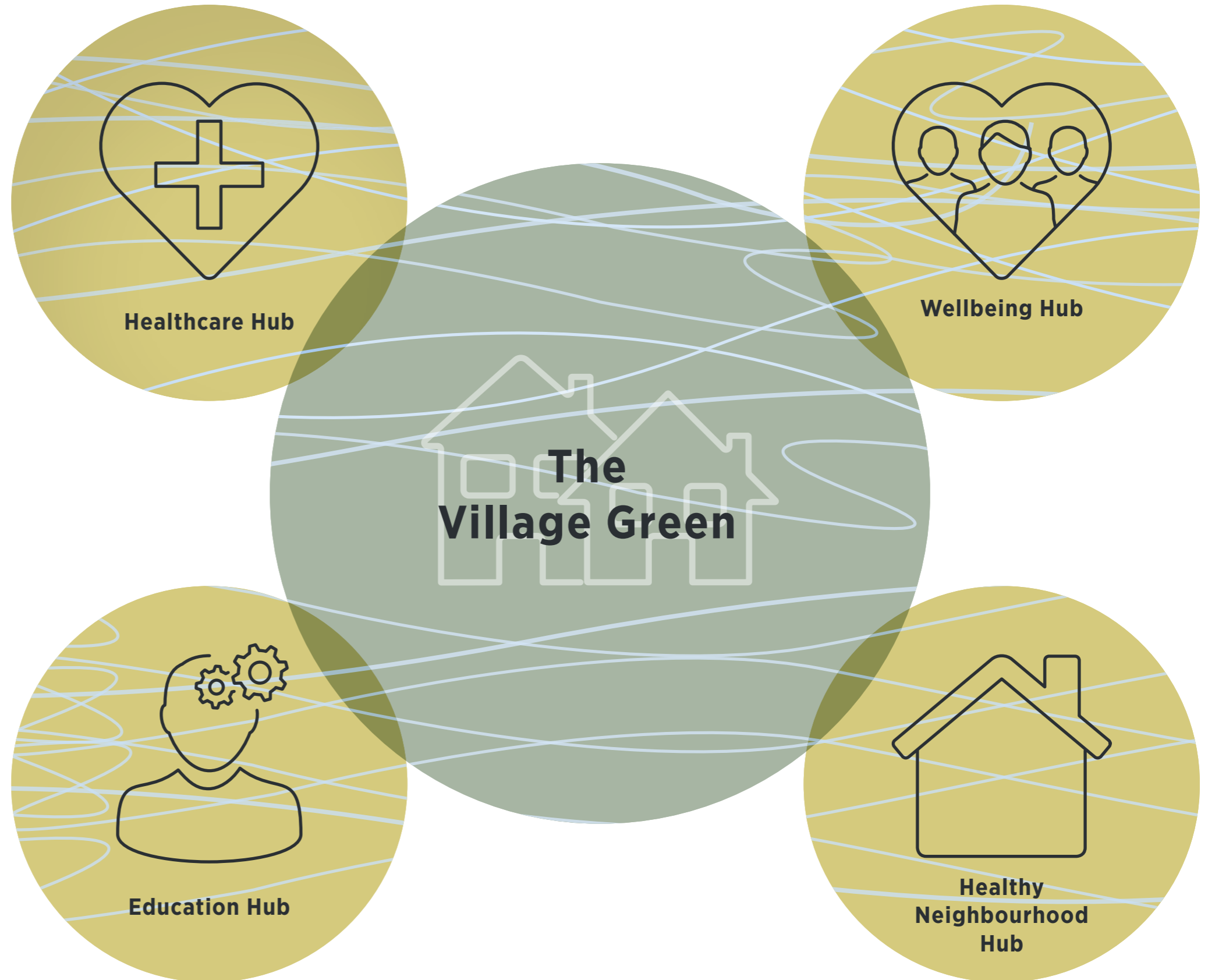
This Section presents the Vision for the Redevelopment Programme and sets out the guiding principles that underpin the Vision.

THE VISION

Together we aim to build a new high quality and sustainable civic campus where people will want to get well, learn, work, and live rather than just a hospital complex.

It will provide a focal point for the community, with integrated health and social care facilities, high-quality new homes, and access to better education and training alongside more inviting public open spaces.

This transformational development will effect generational change for the North Manchester community, creating new jobs, promoting healthy lifestyles, developing skills and contributing to a zero-carbon environment for the benefit of our local neighbourhood and beyond.



The Campus will comprise:

Healthcare Hub:



A new acute hospital and a modern mental health hospital will anchor the Campus and complement the existing intermediate care facility and the new Wellbeing Hub. These new buildings will provide a modern and best-in-class healthcare environment; embracing integration, innovation and technology.

Healthy Neighbourhood Hub:



There will be a new neighbourhood offer which will integrate with the wider health and social care proposition, playing its part to help tackle the fight against health inequalities with a focus on healthy ageing. This will include residential uses such as, key worker accommodation, affordable housing, stepdown care and extra care. There will also be the opportunity for new high quality commercial space to support local small and medium enterprises (SMEs).

Wellbeing Hub:



This will enable the delivery of modern, integrated community health, care and wellbeing services; responding to the specific health and care needs of the local population. The new building will become a destination for the local community, through its mixed service offer, meeting spaces and community café.

Village Green:



At the heart of these hubs will be a village green. This will become a high quality outdoor space, acting as a focal point for the Campus. It will feature green spaces and water features, and patients, staff, visitors and residents will use the green as a place for relaxation, exercise, and meeting.

Education Hub:



This will allow all education teams to gather under one roof. The new building will provide the space to support the necessary training for staff as well as an insight into future roles. It will be charged with maximising the opportunity for local employment at the site. This might include taking positive action to support local residents to overcome any disadvantage they have by offering additional training and support, and targeting the promotion of opportunities.

GUIDING PRINCIPLES

The Vision is underpinned by a series of guiding principles:

1. Deliver a modern and integrated health and social care environment
2. Add momentum to the wider economic, social and civic regeneration in North Manchester and maximise social value for local people
3. Create a high quality and sustainable health campus at the heart of the community
4. Deliver high-quality architecture and an attractive, safe and unified public realm (including a village green and attractive streetscapes) that provides new social places for the community to meet, exercise and relax
5. Take account of the site's heritage; considering the retention of heritage assets where possible and fully justifying any changes
6. Promote new connections and increased legibility around the site via new pedestrian and cycle routes, including integration with Crumpsall Park, Abraham Moss and Metrolink
7. Achieve the highest standards of the sustainable design and biodiversity net gain to contribute positively to Manchester's zero-carbon ambitions



4.0

THE DEVELOPMENT FRAMEWORK



INTRODUCTION

This Section sets out the Development Framework for the redevelopment of NMGH. It provides the overarching principles and parameters for future development at the site. These are intended to guide and inform the preparation of future planning applications.

The section is arranged as follows:

- 1. Development Zones and Land Uses:** principles defining where on the site the different proposed uses would be located
- 2. Quantum of Development:** principles defining approximately how much development is to be located in each zone (m2)
- 3. Building Heights:** principles defining the maximum height of new buildings in each zone
- 4. Architecture and Public Realm:** principles for each of the Development Zones designed to ensure the delivery of high quality buildings and the creation of attractive places
- 5. Green and Blue Infrastructure:** site wide principles for the delivery of high quality landscape and waterscape features
- 6. Sustainable Travel:** principles identifying how pedestrians, cyclists and those arriving by public transport could access and move around the site and how the site could be better integrated into the surrounding neighbourhood
- 7. Movement Strategy:** principles identifying how blue light services, staff, patients and visitors would access the site and a strategy for car parking



DEVELOPMENT ZONES AND LAND USES

Redevelopment of the Site should deliver a range of facilities and land uses whose co-location and integration should facilitate the highest level of medical care. This is an unparalleled opportunity to build a modern healthcare environment which should not only serve the hospital and patients but also the wider community in Crumpsall and North Manchester.

Investing in a new acute infrastructure provides the potential to deliver meaningful change for the local community. The existing green infrastructure within and around the edges of the site provides a unique setting and an opportunity to use nature as key ingredient in directly improving healthcare outcomes.

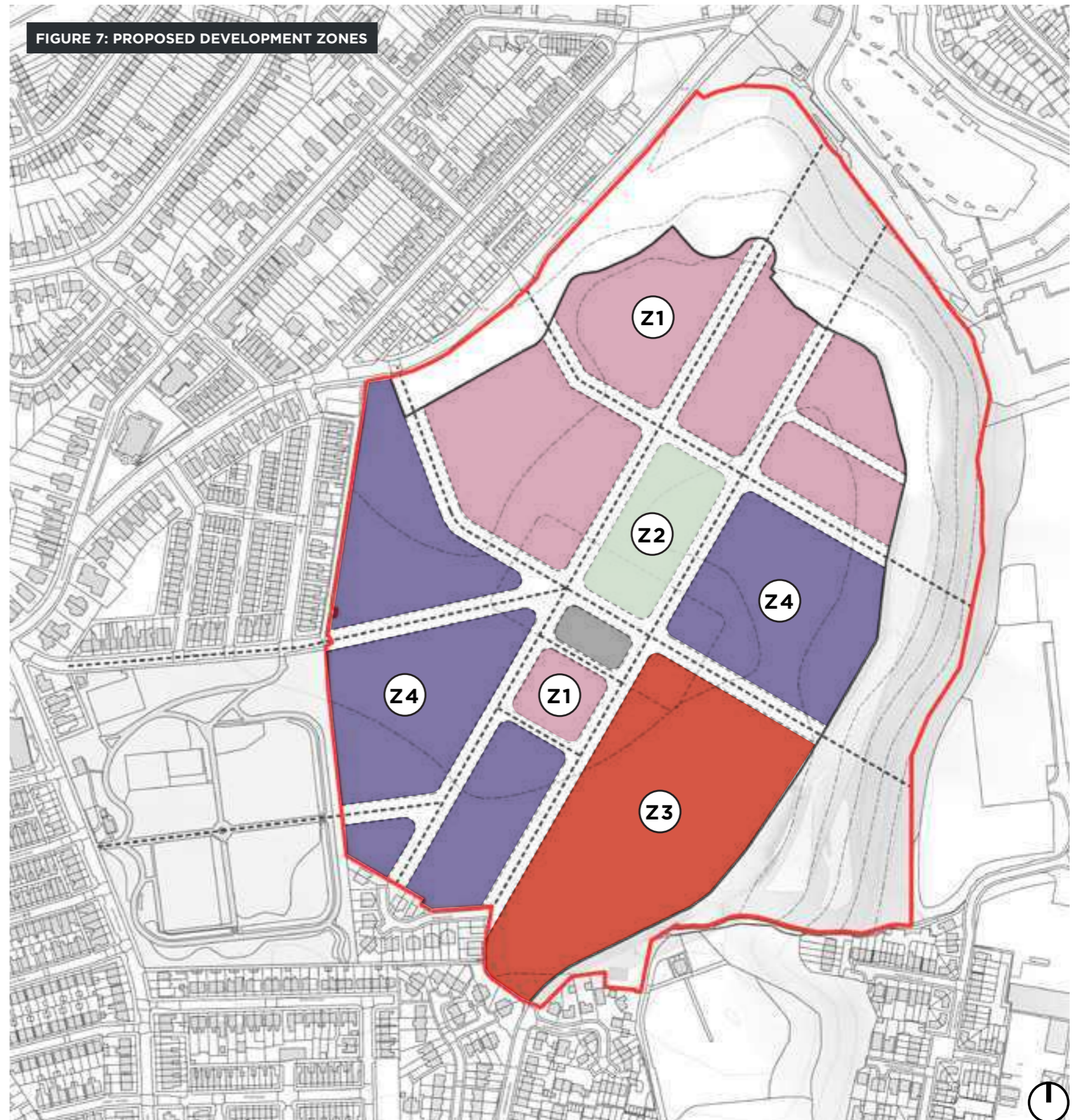
By adopting an innovative approach to redevelopment there is an opportunity to challenge the long-standing perception of a hospital as a place of illness based on reactive healthcare.

Redevelopment should deliver an outstanding centre of wellbeing with healthy lifestyles promoted through education. An environment which encourages people to visit should be created.

Table 1 below provides an overview of four Development Zones. Each Hub is described in detail on the pages that follow

Table 1: Proposed Land Uses

Zone	Uses
Z1 - Healthcare Hub 1	Acute Hospital, Administration Buildings, Education Hub, wellbeing Hub and Multi-Story Car Park. Development in this zone should comprise new buildings and (where appropriate) refurbishment and reuse of existing buildings.
Z2 - Village Green	A new outdoor space which should act as a central orientation and way-finding hub and integral clinical and community asset facilitating healthier lifestyles.
Z3 - Healthcare Hub 2	Greater Manchester Mental Health Hospital and Multi-Story Car Park
Z4 - Healthy Neighbourhood Hub	A mixed use neighbourhood which could incorporate a mix of housing (including extra-care / elderly, step down housing, key worker housing and intergenerational living) and commercial accommodation for innovation and enterprise. Development may include a combination of new buildings and (where appropriate) refurbishment and reuse of existing buildings



QUANTUM OF DEVELOPMENT

Table 2 below provides an indication of the quantum of development which could be included within each of the Development Zones. The precise quantum of development should be determined during the detailed design phase and as individual planning applications are prepared and submitted.

Table 2: Quantum of Development

Zone		
Z1 - Healthcare Hub 1	Acute Hospital:	c.45,000m ²
	Education Hub:	c.3,000m ²
	Health and wellbeing Hub:	c.6,000m ²
	Admin / FM Building:	c.8,000m ²
	Car Park:	c.1,000-1,250 spaces
Z2 - Village Green		c.1.8 hectares
Z3 - Healthcare Hub 2	New GMMH Building	c.12,500m ²
	Future Carpark	c.450 spaces
Z4 - Healthy Neighbourhood Hub	Mixed Uses	c.7 hectares

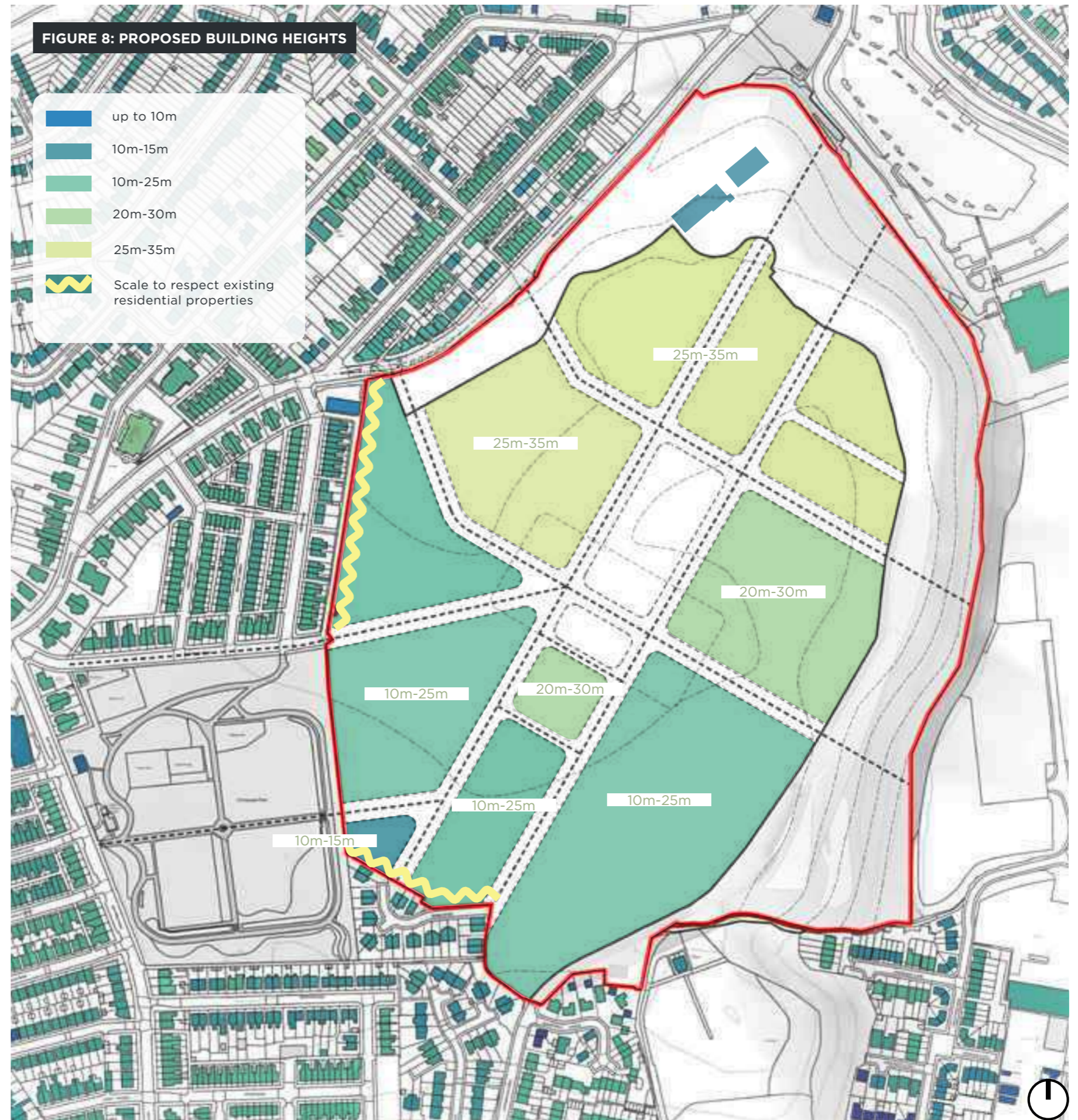
BUILDING HEIGHTS

Indicative maximum building heights for each of the Development Zones have been defined having regard to their position within the site, prevailing topography and relationship with existing residential properties.

There is an opportunity for the creation of taller buildings within Development Zone 1 in the northern area of the site, given the degree of separation to existing residential properties. Development within Zone 1 could be of a similar scale to the existing Accident and Emergency Department.

At the western and southern edges of the site (within Development Zone 4) new residential properties could be up to 3 storeys and of a similar scale to those existing on Westbury Road, Birch Road and Delaunays Road increasing in scale moving further into the site and towards the village green.

Within Development Zone 3, buildings could be up to two storeys in height in the southern areas opposite and adjacent to existing residential properties increasing to 4 storeys further to north.



ARCHITECTURE AND PUBLIC REALM

ZONE 1 - HEALTHCARE HUB

Development Zone 1 should accommodate the new acute medical facilities comprising the following:

Acute Hospital

To incorporate new buildings and (where appropriate) refurbishment and reuse of existing buildings. Facilities could include: Accident and Emergency Department, single multi-purpose Outpatients department, independent Day Case unit, Women's Services, Imaging and Paediatrics.

Administration Building

An agile and open working environment for an on-site Executive Team, Clinical and Non-Clinical staff, visiting staff from other MFT sites and provision for third party providers.

Education Hub

The Education Hub should be contiguous with the Acute facility but have a dedicated front door. Services could include Café, Restaurant, Community Hub, flexible seminar & lecture spaces, Library, Clinical Skills, Office Accommodation, Computer Facilities and ancillary and FM provision.

Wellbeing Hub

A modern healthcare facility providing wellbeing services which respond to the specific healthcare needs of the local population. This facility should provide integrated care across the public sector services and with wider VCSE provision.

The Wellbeing Hub should be a destination for the local community, through its mixed service offer, meeting spaces and community café. It should be located adjacent to, overlook and be integrated with the Village Green.

Multi-Storey Car Park

A c1,250 space multi-storey car park to serve primarily this zone incorporating blue badge provision and cycle hub.

FRONTAGE AND ENTRANCES

Development within this zone should be built around, enclose and activate the Village Green. Building entrances should be accessed directly from the Village Green.

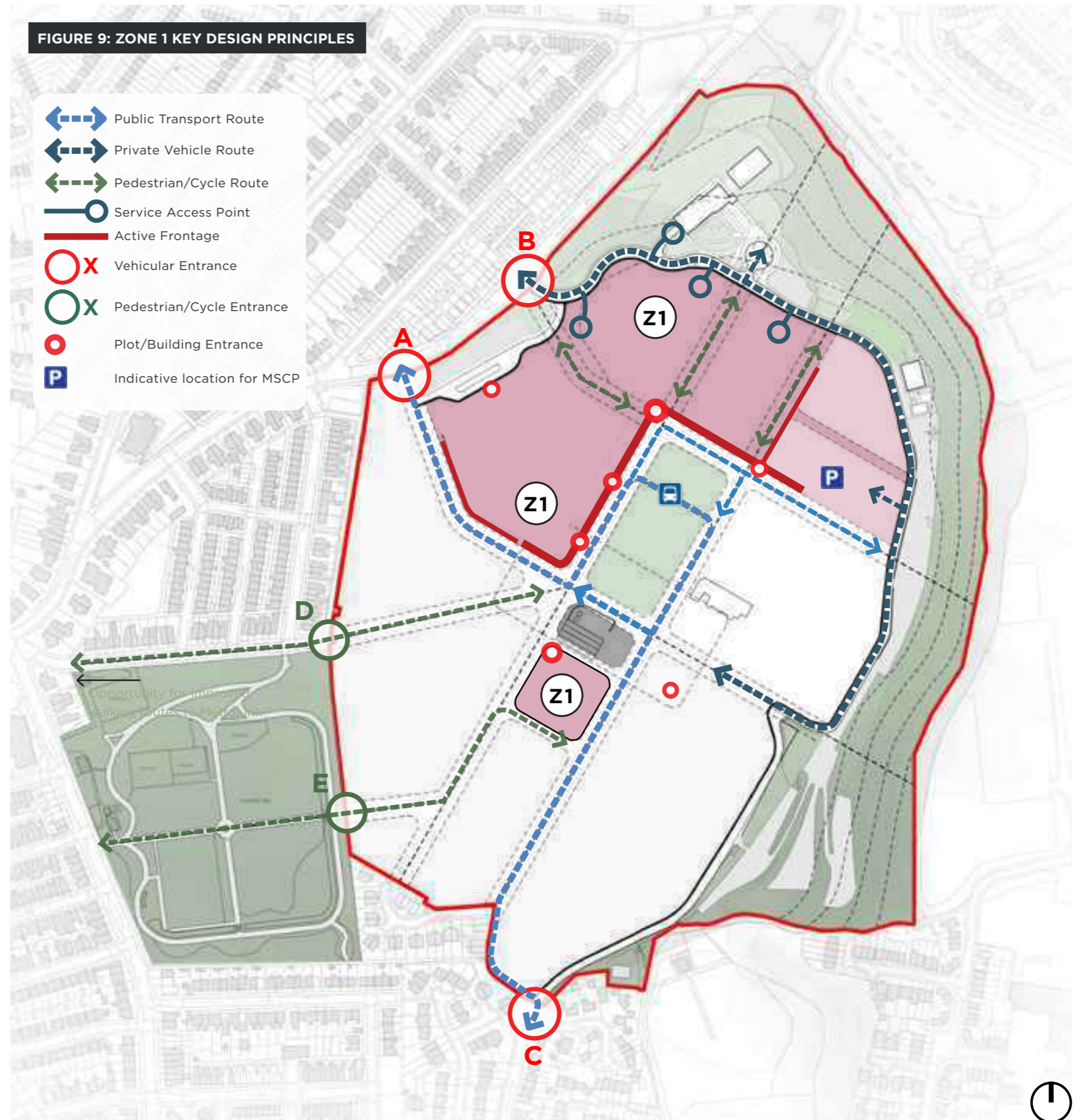
Active frontage should be maximised in this zone, particularly adjacent to the Village Green with appropriate ground floor uses such as reception areas, circulation spaces and retail / commercial space incorporated into new buildings.

Within retained buildings, opportunities to reconfigure space at ground floor level should be explored to ensure that existing accommodation addresses the Village Green and Spine Road wherever possible.

Opportunities to remodel existing elevations to create activity and interest should also be explored wherever possible.

Consideration should be given to the incorporation of weather protection into building designs along key external pedestrian routes such as between the MSCP and Acute hospital.

FIGURE 9: ZONE 1 KEY DESIGN PRINCIPLES



ARCHITECTURAL LANGUAGE

Acute Hospital / Education Hub / Wellbeing Hub

New buildings should demonstrate a high standard of architectural design and quality with use of appropriate materials. Careful consideration should be given to the external treatment of retained buildings / elevations to ensure an appropriate transition from old to new.

The building should be welcoming, modern and innovative. It should use a palette of materials, which acknowledge the position of the building within townscape and the existing (and proposed) natural landscape.

A mixture of modern and innovative materials such as textured GRC and high-performance glazing could be used alongside a complementary palette of brickwork, timber and coloured metals.

Administration Building

The palette of materials should compliment the adjacent hospital with similar materials utilised in a different method of construction, colour or texture to suit the typology. This will ensure the buildings complement one another as a cohesively designed family of structures.

Multi-Storey Car Park

The multi-storey car park could be a large building without fenestration. The detailed design stage should explore opportunities to break down the elevations both horizontally and vertically.

Consideration could be given to facade materials which provide depth and interest such as metal mesh which can offer opportunities to create subtle but dynamic patterns. Similar materials could be utilised to visible plant areas on the proposed hospital to create a visual / aesthetic connection.

SERVICING

External servicing should be designed to protect the main public circulation routes and Village Green area from larger vehicles. This could be achieved by segregating servicing from public and clinical areas by locating external servicing areas to the rear of buildings and by ensuring access is via the perimeter service road.

PUBLIC REALM / GREEN INFRASTRUCTURE

Opportunities to maximise the integration of the internal and external environments should be explored during detailed design.

Each ward should have direct level access to external courtyard areas to assist with rehabilitation, healing, and respite process. Detailed designs should also seek to incorporate features such as green routes which allow movement between buildings, the Village Green and existing woodland areas to promote the use of the outdoors as part of the rehabilitation process.



St Olav's Hospital | Trondheim



Alder Hey Hospital | Liverpool



St Olav's Hospital | Trondheim



FIGURE 10: INDICATIVE VIEW TOWARDS ACUTE HOSPITAL ENTRANCE

ZONE 2 - VILLAGE GREEN

The Village Green should be a publicly accessible open space for patients, staff, visitors and members of the wider community. The Village Green would be at the heart of a new immersive healing landscape.

With a core area similar to the central green space at Manchester Royal Infirmary, the Village Green should be focal point of the redevelopment around which all of the hospital functions are located. The space should allow visitors to orientate and navigate to different locations within the site.

A network of clear, attractive and safe walking routes should be incorporated into the space for use by recuperating patients, staff, patients and the local community. Paths should be of adequate width to accommodate patients in beds and wheelchairs.

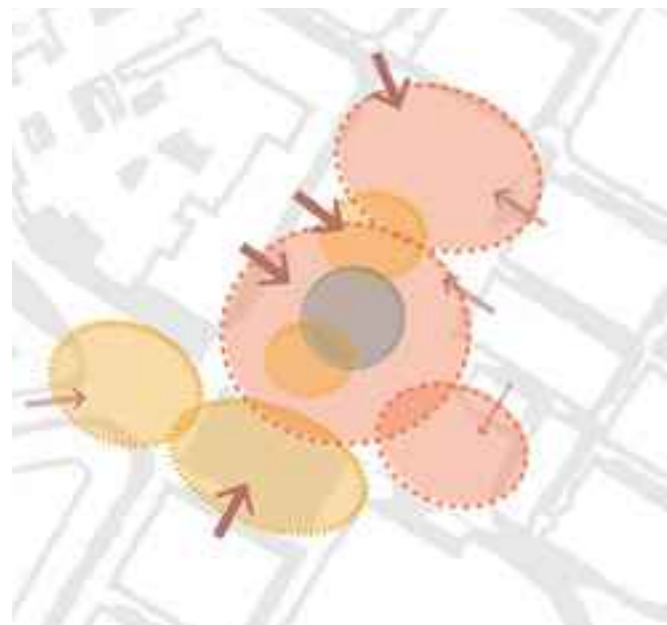
This landscaped space should include native planting, rainwater swales, and water attenuation features. It should also incorporate cycle storage, public transport drop off facilities and parking for the disabled.

Other uses which could be included within the Village Green include multi-use games areas, children's play areas and outdoor fitness facilities. Small scale pavilion-type buildings could also be incorporated within the space providing facilities for the local community such as cafes and other meeting spaces.

The Village Green could also become a canvas for programmed community events such as musical / theatrical performances or pop-up food markets.

There is the opportunity for the Village Green to perform a variety of functions to cover the development principles noted opposite.

FIGURE 11: VILLAGE GREEN INDICATIVE ZONING



- Re-engage
- Relax
- Recharge

THE VILLAGE GREEN



Pavilion



Community events and pop up facilities



An integrated healing landscape



Water Features



Community events and performances



A landscape for rehabilitation and relaxation



Interactive play-facilities



Outdoor play / fitness facilities for the community



Indicative illustration of play facilities



Play facilities



Outdoor play and fitness facilities for the whole community



Activity and stimulation for all age-groups



ZONE 3 - HEALTHCARE HUB 2

This Development Zone should accommodate a new mental health hospital, which will be delivered by GMMH. Land should also be safeguarded for the construction of a multi-storey car park in the future.

MFT's current facility, Park House, is located to the western edge of the wider North Manchester General Hospital site and will be replaced by the new GMMH.

The new hospital will comprise adult acute wards, older adult wards, an assessment ward, Psychiatric Intensive Care Unit (PICU) and Section-136 (S136) Suite.

The wards will be supported by a range of facilities for patients and visitors including therapy facilities, visitor facilities, café and shop. Staff facilities will comprise a staff welfare space and office, admin and facilities management spaces.

FRONTAGE AND ENTRANCES

The main entrance to the building should be located to the West facing the village green with active frontage along the West elevation to complement the adjacent Neighbourhood Hub.

The nature of this typology requires direct access to secure gardens while maintaining a safe / secure environment and as such, enclosure by secure fences or walls is essential. Methods to create interest and activity to these elevations should be sought while maintaining the security required.

The northern and eastern elevations of the building should seek to take advantage of views to the woodland area beyond.

SERVICING

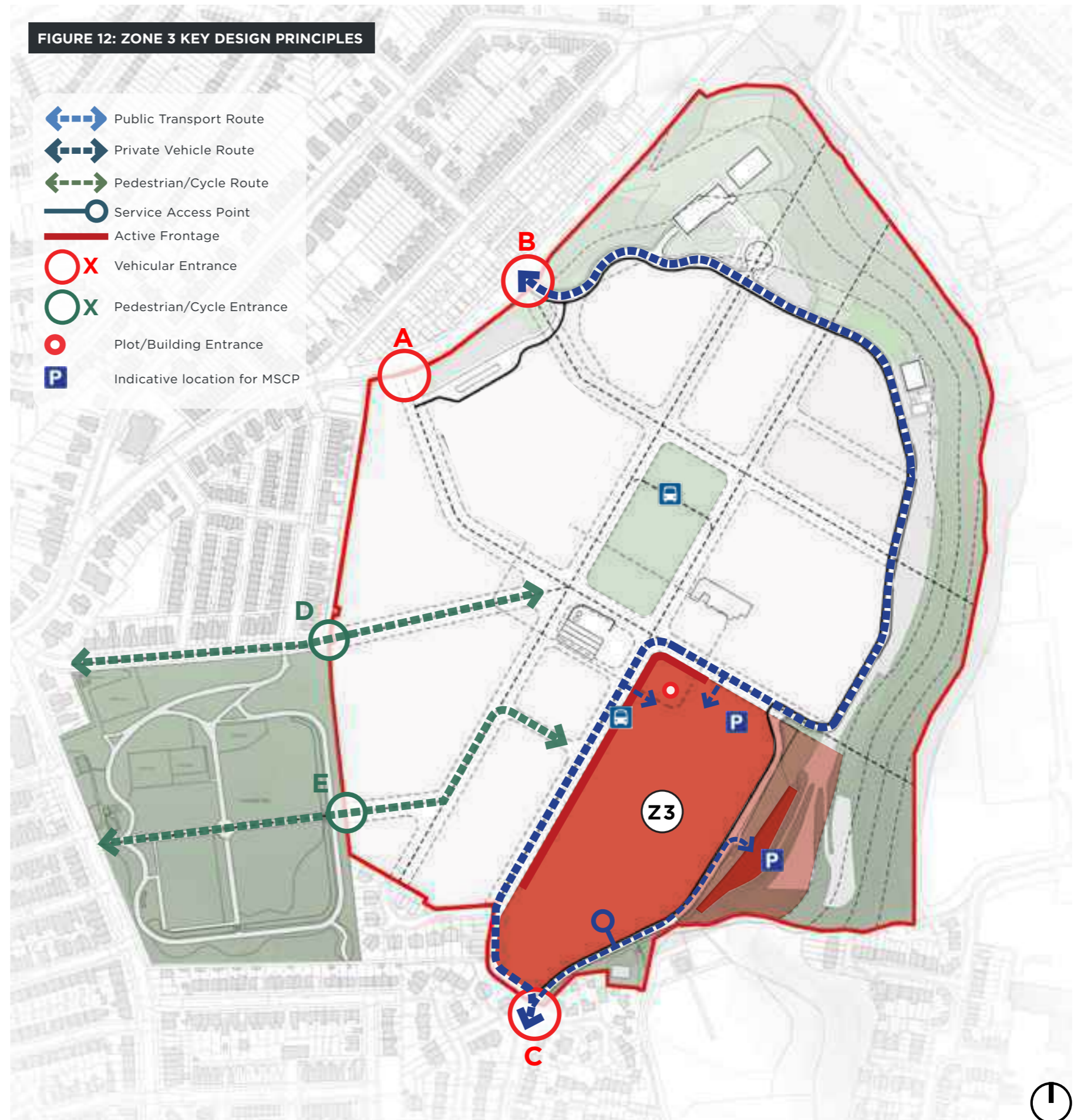
Servicing should be to the South and West of the plot benefiting from direct access from the southern site entrance.

PUBLIC REALM / GREEN INFRASTRUCTURE

The design of landscaped areas within this Development Zone should seek to provide calming therapeutic outside spaces for service users.

Throughout the building, each ward could have direct level access to external courtyard gardens to assist healing process. Dedicated therapy gardens could be provided to support service user recovery.

Existing trees on site should be retained or replaced as outlined in the Green Infrastructure section to provide a positive aspect for service users.



ARCHITECTURAL LANGUAGE

GMMH

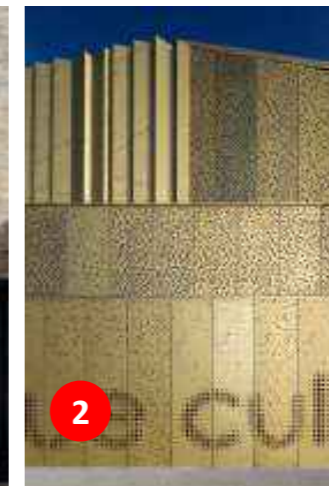
The building should be welcoming, therapeutic and calming. The palette of materials should be traditional and robust. Simple materials such as brick (1) and render (3) could be used. The use of brickwork would provide reference to the existing buildings on site. Feature window panels could be incorporated to add rhythm and colour to the elevations.

Opportunities to emphasise the entrance area and its engagement / activation of Village Green should be explored. The use of reflective / metallic materials [2] could provide a contrast to the main brickwork and provide opportunities for the incorporation of bespoke patterns / designs.

Multi-Storey Car Park

The multi-storey car park could be a large building without fenestration. The detailed design stage should explore opportunities to break down the elevations both horizontally and vertically.

The use of façade materials which provide depth and interest such as metal mesh can offer opportunities to create subtle but dynamic patterns which change depending on the angle they are viewed and the location of the sun.



Indicative view towards hospital entrance

ZONE 4 - THE HEALTHY NEIGHBOURHOOD

The Healthy Neighbourhood Zone should be a mixed use area bringing together residential and commercial uses along with social infrastructure. It should encourage social inclusion and community spirit with a core theme that promotes healthy ageing.

It could provide a range of types of housing to meet differing requirements (including apartments and townhouses) across a range of requirements including:

- Key worker housing
- Extra care housing
- Elderly care housing
- Step-down housing
- Intergenerational housing.

It should also create a commercial offer that has a focus on healthy ageing and provides flexible accommodation suited to companies in different stages of evolution. This would attract businesses and R&D uses to locate themselves at the Site and become the focal point for further development and activities of the Healthy Neighbourhood.

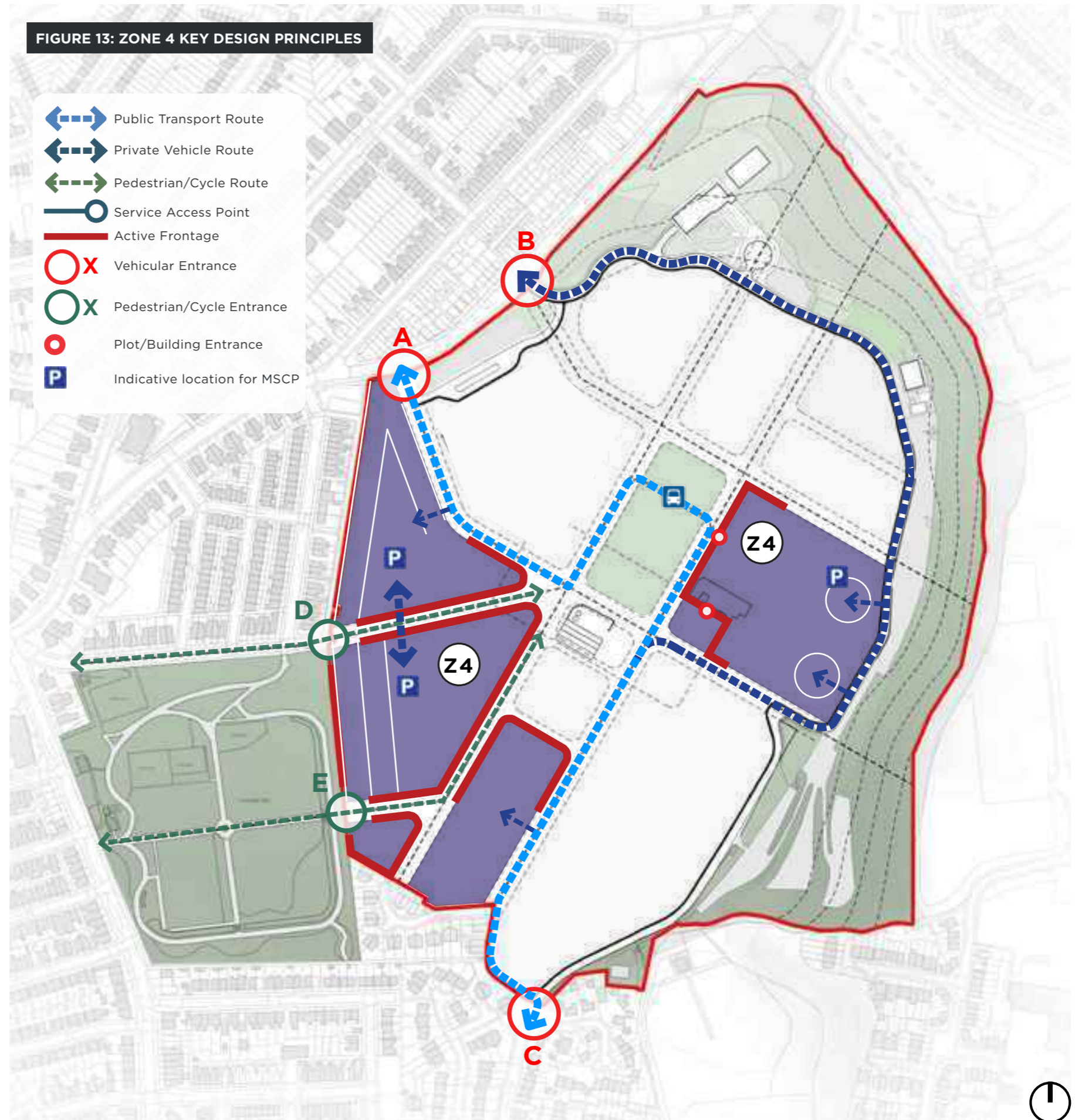
ARCHITECTURAL LANGUAGE

There is an opportunity for the residential areas to accommodate a range of housing typologies including terraced housing, townhouses and apartments.

Development should enhance the character and appearance of the neighbourhood drawing reference from and being sensitive to the existing residential properties. Appropriate materials could include brick, render and timber cladding. There is also an opportunity for alternative materials to be justified.

Housing should be of lower, domestic scale (2-3) storeys along the existing road frontages to Westbury Road and Magna Drive. There is an opportunity for an increased scale of development moving further east and north (see Figure 7). Taller feature buildings could be incorporated on street corners to aid legibility and wayfinding.

Opportunities for the reuse of existing buildings within the eastern section of this zone (adjacent to the Village Green) should be explored and incorporated where it is feasible and appropriate to do so.

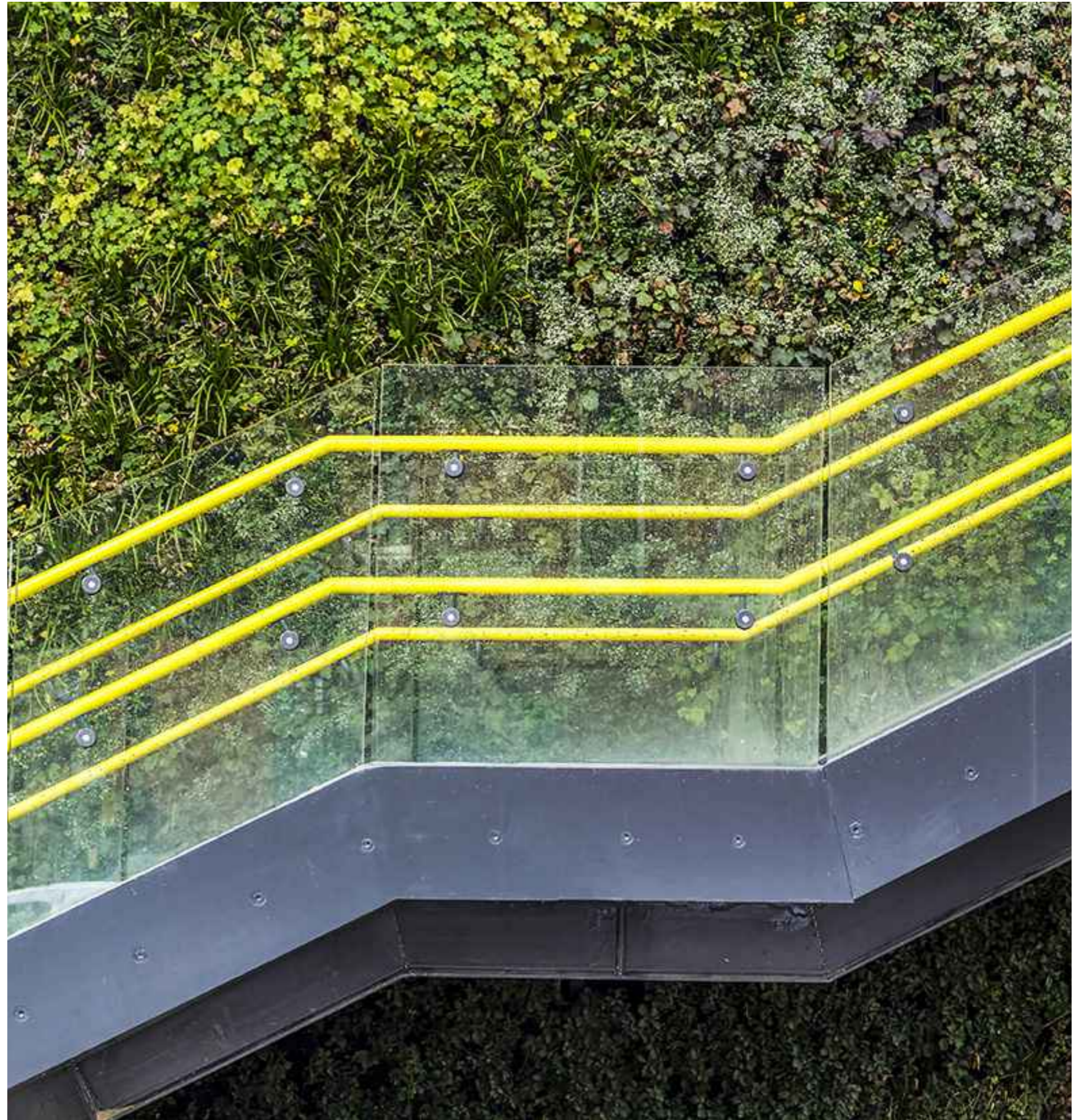


FRONTAGE AND ENTRANCES

To the northern / eastern part of the zone, the primary frontage and entrances should address the village green. The retained building indicated could also be developed / extended to provide an entrance opportunity to this plot.

The pedestrian routes established from Crumpsall divide the southern / western part of the zone into development plots. These routes are considered essential to developing strong linkages between the Site and existing residential communities; active frontages should address these streets where possible.

Indicative access / entrance points to each plot are illustrated. Vehicular access should predominantly be from the the southern site entrance and the central spine and not via the existing residential streets. Active frontages onto Crumpsall Park will offer light and surveillance to this space and encourage movement through the park to the NMGH site.



SERVICING & PARKING

The plots should be serviced as illustrated on the diagram's on the preceding page. The network of roads proposed around these plots will permit some flexibility, but the primary pedestrian routes illustrated should be kept free of service areas as noted above.

Parking provision will be different depending on the housing typology. Stepdown housing and housing for the elderly will have different requirements from intergenerational housing and the mix proposed will drive the requirements for on plot parking. The nature and quantum of car parking provision to be provided with each type of housing should be determined at planning application stage.

PUBLIC REALM / GREEN INFRASTRUCTURE

It is envisaged that allotments could be located within this zone. They are a place for the residential community to spend time learning about growing and producing their own food and the psychological and wellbeing benefits extend to both patients in short-term rehabilitation and residents in the long-term assisted living community. Input from residents in Crumpsall and local community groups would enhance links between the public and the NMGH site and offer voluntary work and small business opportunities.

Rainwater collection within the allotments and from the roofs of surrounding residential properties would offer a means of irrigation for the food growing programme. Activity areas within the zone and adjacent village green would promote active living.

DESIGN PRINCIPLES

Future planning applications will be expected to be accompanied by detailed proposals for all buildings (if detailed permission is sought) or a Design Code (if outline planning permission is sought). The key design principles to which detailed proposals should respond include the following:

- All residential accommodation should be designed to meet the requirements of the Manchester Residential Space Standards and Manchester Residential Quality Guidance 2017.
- New buildings should be arranged to overlook, activate and provide natural surveillance of adjoining existing streets and proposed streets, together with Crumpsall Park.
- Entrances to new buildings should be provided on the primary (front elevation) wherever possible in order to provide further activation to the street-scene.
- Within the residential areas, opportunities to 'pair' front doors to encourage chance meetings between neighbours should be explored.
- Safe, secure and well-lit pedestrian routes should be provided through the zone on an east-west axis between the Village Green and Crumpsall Park.
- Where residential development is proposed, a minimum separation distance of c.18 metres to the elevations of residential properties opposite on Westbury Road and Magna Drive should be provided. Reduced distances may be considered appropriate where the internal layout of houses minimises the potential for overlooking.
- Residential plot boundaries should be visually permeable where possible to encourage interaction between neighbours.
- Car parking spaces should ideally be provided immediately outside individual houses or within communal parking areas. Where parking is required to be accommodated within the street, opportunities for shared surfaces should be explored.
- Electric vehicle charging points should be provided to all car parking spaces.
- Space for the secure storage of bicycles should be provided within the curtilage of individual dwellings to the rear of the property and where possible, storage should be considered as part of the design and integrated within the dwelling. Facilities for the secure storage of bicycles of each apartment should be provided on a ratio of 1:1.
- Facilities for the storage of refuse should be provided to the rear of individual properties or, where this is not possible, into the design of individual houses or apartment buildings. Levels of provision should meet with the requirements of MCC Waste Storage and Collection Guidance



1. Town houses



2. Intergenerational Living



3. Extra care housing



4. Elderly care housing



5. Key worker housing



6. A landscape for rehabilitation and relaxation

GREEN AND BLUE INFRASTRUCTURE

Delivering stronger integration of the internal and external environments is a fundamental objective of this SRF.

The established Green Infrastructure in an around the site presents a unique opportunity to place nature at the heart of the redevelopment.

The protection of existing Green and Blue Infrastructure and the incorporation of additional features has a vital role to play in creating attractive places, delivering a net-gain to bio-diversity and supporting better health outcomes.

FIGURE 14: INDICATIVE GREEN SPACE TYPOLOGIES

-  Access to Woodland Walks
-  Residential Allotments
-  MUGA/Sports Area
-  Play Area
-  Therapeutic Gardens
-  Square/meeting spaces

- A Central Spine Road
- B Central Spine Bus Loop
- C Perimeter access route
- D Pedestrian Priority Streets



GREEN INFRASTRUCTURE

Future landscape strategies should be designed in accordance with the following core principles wherever possible:

- Existing trees on site should be retained wherever possible and appropriate and integrated into the development;
- Any tree loss should be mitigated on a 2:1 replacement basis; as a minimum;
- Each individual phase of development and the redevelopment of the site as a whole should seek to deliver a net gain to biodiversity;
- The existing woodland should be integrated into any redevelopment proposals and strategies for its long term management and use presented within detailed planning application
- Opportunities for the incorporation of various types of green space and green infrastructure should be explored and incorporated in to detailed proposals wherever possible. The incorporation of the following types of spaces should be considered:
- Informal green spaces to the front of and between buildings should be provided where possible, providing a natural setting for the built environments
- Landscaped edges should be provided to principal vehicular and pedestrian routes within the site, helping to frame and enhance individual routes;
- Formal gardens and lawns, such as within the Village Green – providing places to relax, reflect and play;
- Allotments – providing an opportunity to experience the health and wellbeing benefits of growing produce;
- Woodland – The existing woodlands should be managed and extended with access encouraged to create a mosaic of walks, and exercise trails for patients, staff and the wider community. Opportunities to create footpath / cycle connections to the River Irk should be explored.



Accessible Allotments



Grow Zone



Community Gathering Spaces



Biodiversity



Access to the River Irk Valley



Walking and Running Routes

BLUE INFRASTRUCTURE

Water and its sustainable management should be a key consideration in the landscape strategy for the site.

Detailed designs should seek to maximise the opportunity for rainwater collection within the site using the Sustainable Urban Drainage (SUDs) methods, to:

- Reduce the quantity of surface water run off especially during times of major rainfall;
- Create opportunities for surface water reuse i.e. as water bodies for leisure and relaxation or for use on allotment plots;
- Create green streets that provide attractive and calming places for people that support principles of healthy landscapes and concepts of wellness and healing.

Sustainable Urban Design features could include:

- SUDS corridors or swales located adjacent to roads and footways running through the site;
- Water detention basins (or ponds) which could provide storage in the event of major rainfall events whilst also contributing to the creation of a wider healing landscape;
- Intensive and extensive roof gardens which would assist in slowing run off and providing opportunities for water reuse;
- The use of appropriate hard surfacing and paving materials in public areas.



Intensive Roof Gardens



Illustrative view of balancing pond for attenuation



Street Swales



Illustrative view of swales along hard landscaped routes



Intensive Roof Garden



Walking and Running Routes

SUSTAINABLE TRAVEL

The Site benefits from several public transport stops and the surrounding area provides opportunities for pedestrians and cyclists to access the Site.

However, many of the hospitals staff, patients, and visitors still travel by private car. Recent surveys indicate that over 70% of staff, patients and visitors travel to the Site by car as single occupant.

Travel Mode	Staff Existing Modal Split (%)	Patient and Visitor Existing Modal Split (%)
By car, as single occupant	71.8	46.3
By car, lift sharing	6.7	34.9
Walk	2.4	2.8
Cycle	1.6	0.2
Other private transport	0.9	3.6
Bus	3.6	7.3
Metrolink	1.2	1.7
Other public transport	1.1	3.2

The Redevelopment Programme provides the opportunity to transform habits and MFT is committed to reversing the reliance on the private car and promoting a more sustainable transport strategy for the site.

To achieve this, MFT will prepare and adopt a robust Green Travel Plan that will establish a suite of measures and initiatives to encourage the uptake of the sustainable transport options and dissuade private car use.

This will be prepared in partnership with Manchester City Council and Transport for Greater Manchester (TfGM). This plan will provide an agreed transport strategy for ongoing development of the campus and it will aim to reduce the number of single occupancy vehicles travelling to the Site.

The Green Travel Plan will include a suite of initiatives, including:

Car Share & Parking Permits	Public Transport & Park and Ride	Walking & Cycling	Communication & Marketing	Development & Engagement
 Staff Parking Permits Policy	 Public Transport Loan	 Wayfinding Signage	 The Travel Website	 Travel Plan Co-Ordinator
 Increased Car Share Spaces	 Staff Ticketing Discounts	 Route Planning	 Internal Publications	 Partnership with TfGM & Manchester City Council
 Car Sharers discount and priority	 Free Park & Ride Service	 Cycle to Work Scheme	 Regular Events	 Forum
 Electric vehicle charging		 Cycle Storage & Shower / Changing Facilities	 Patient Leaflets	 Travel & Car Parking Group

MFT will be responsible for managing the Green Travel Plan. This will involve regular travel surveys to monitor travel behaviour and to review progress against modal shift targets. Where targets are not met, remedial actions will be proposed, agreed and then monitored for effect.

The Green Travel Plan should be provided alongside each planning application for development at the Site. Future applications will be expected to explore the potential for pedestrian / cycle routes between the Campus and public transport facilities to be enhanced.

MOVEMENT STRATEGY

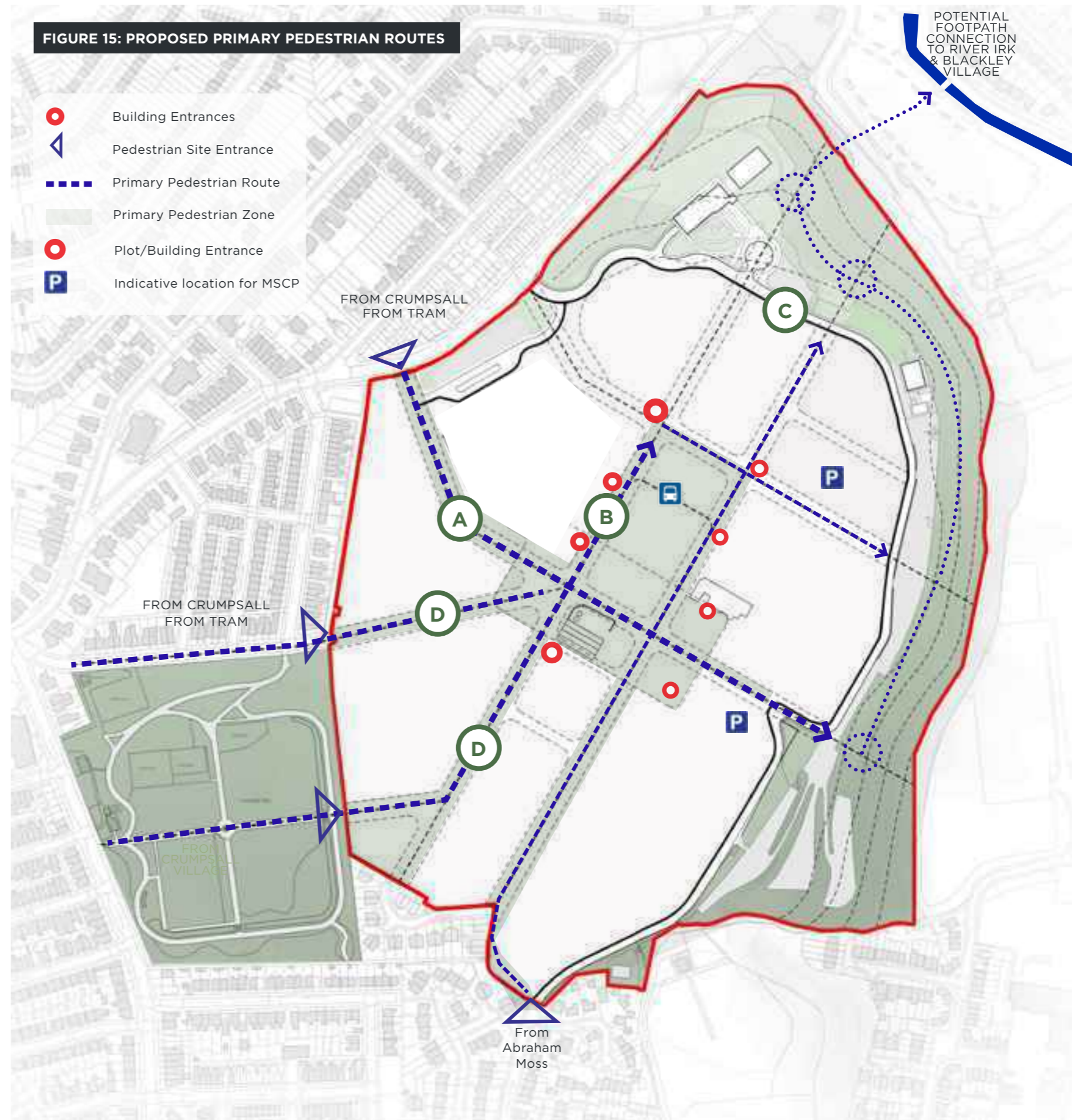
PEDESTRIAN ACCESS AND CIRCULATION

Ensuring that patients, staff, visitors and other members of the wider community are able to access the site safely without using a private car is a key objective. To achieve this:

- Access for pedestrians / cyclists into the site from the West and South should be provided from Westbury Road, Delaunays Road and Crescent Road.
- Dedicated footways, cycleways and shared surfaces be incorporated into the street hierarchy within the development.
- Opportunities to introduce other dedicated routes for walking and running within the site, particularly within the woodland area on the eastern boundary, and to connect the site into wider recreational initiatives should be explored during the preparation of individual planning applications.
- Facilities for the secure storage of bicycles should be incorporated within the village green and other appropriate locations close to the entrances to individual buildings.
- Opportunities to improve existing pedestrian/ cycle linkages to existing bus stops and Crumpsall and Abraham Moss Metrolink Stations should be explored during the preparation of individual planning application;
- Access for buses and taxis into the site should be provided off Delaunays road
- The provision of bus stops and taxi drop-off points should be focussed around the Village Green. Opportunities for provision of bus stops elsewhere within the site should also be explored in order to facilitate convenient access to the various facilities.

Page 273

- A** Central Spine Road
- B** Central Spine Bus Loop
- C** Perimeter access route
- D** Pedestrian Priority Streets



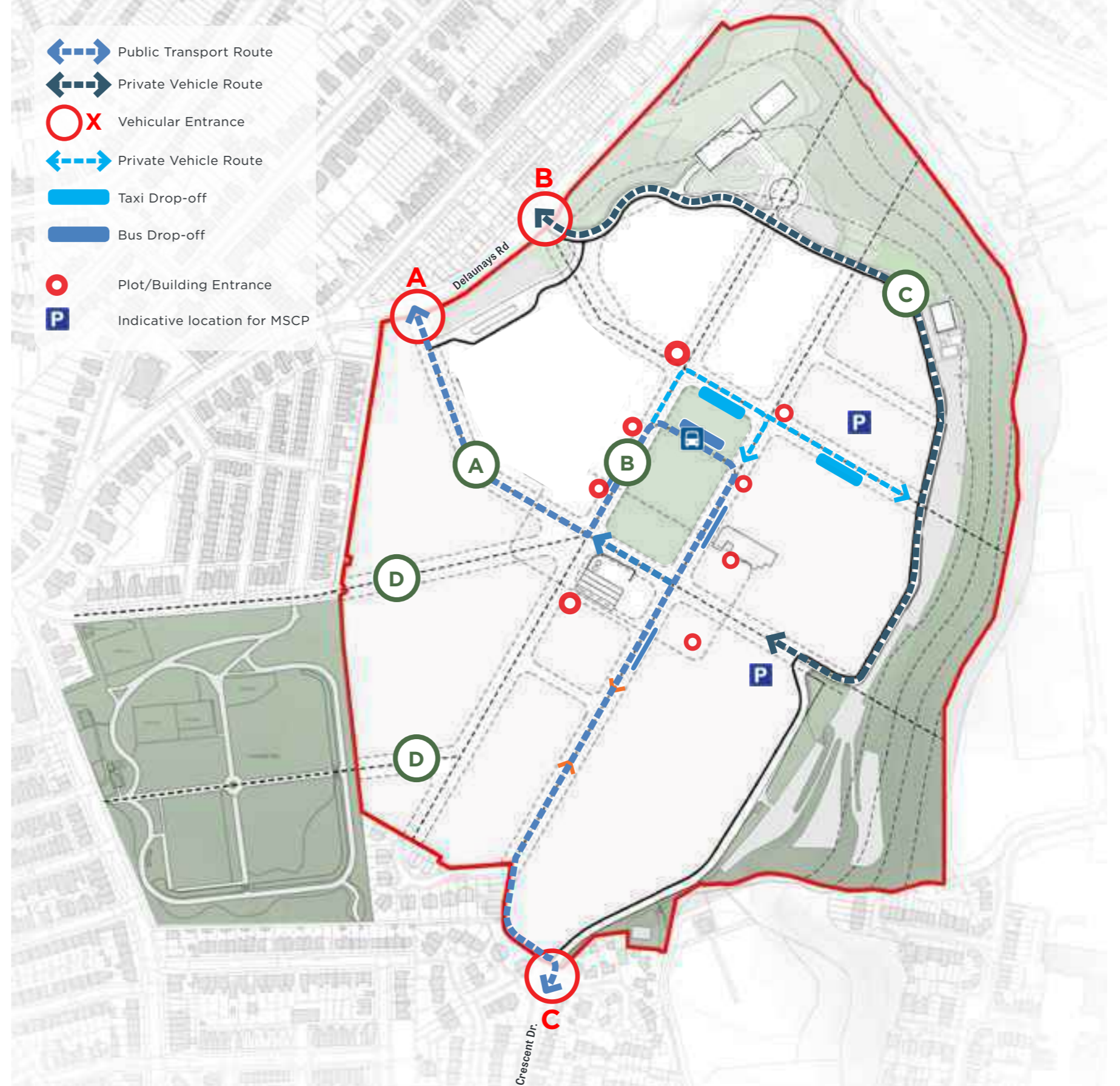
Appendix 1, Item 9

VEHICULAR ACCESS & CIRCULATION

The NMGH site will continue to receive a large number of different types of vehicle throughout the day and night and it is important that the flow of traffic is managed in an appropriate manner in order to ensure ease of access and avoid conflict between different types of user.

- Vehicular access to the site for patients, staff, visitors should be provided from Entrance A, B and C with movement through the site restricted to the perimeter access route providing access to the multi-story and surface car park options;
- Vehicular access and egress to / from the site for blue-light services should be provided from Delaunays Road (as existing). A second blue light route from the southern entrance using the perimeter access route should be provided. This could also function as the fire tender route
- Vehicular access to and egress from the site for facility management vehicles should be provided from Delaunays Road with the movement of vehicles restricted to the perimeter access road.
- Vehicular access to the Neighbourhood zone should be provided from vehicular entrance points A and C with smaller pedestrian priority access roads to be established of the Public Transport Route.

FIGURE 16: PROPOSED ACCESS ROUTES FOR CARS, BUSES AND TAXIS



- A** Central Spine Road
- B** Central Spine Bus Loop
- C** Perimeter access route
- D** Pedestrian Priority Streets

CENTRAL SPINE ROAD

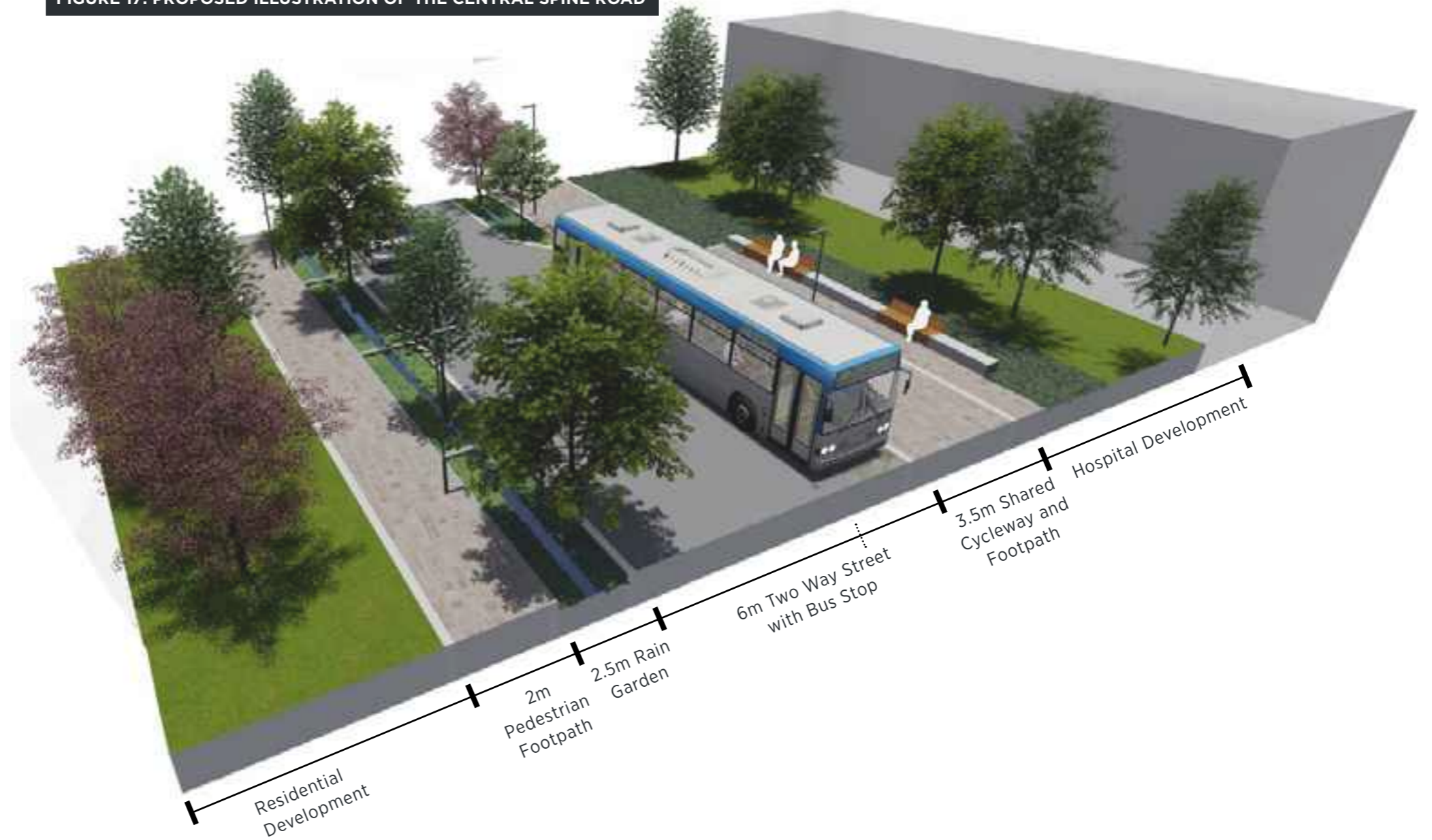
The Central Spine Road will be main public transport route into the site. Connecting the main hospital site at Delaunays Road, then passing to the south of the existing hospital and north of the proposed neighbourhood zone before entering the Village Green, the Central Spine Road should set the scene for visitors as a key gateway into the site.

It should have a generous width to allow two-way traffic, boulevard street trees, wide pavements, a segregated cycleway and roadside water gardens and swales.

The combination of a high quality landscape and segregated routes for walking and cycling should create a safe, calm environment for those travelling to the hospital on foot or by bicycle.

The Central Spine Road should also include clusters of street furniture and, shelters and bus stops.

FIGURE 17: PROPOSED ILLUSTRATION OF THE CENTRAL SPINE ROAD



CENTRAL SPINE BUS LOOP

The central spine bus loop should enclose the Village Green area and be restricted to those arriving by public transport or taxi, those requiring blue badge parking facilities and those dropping off / picking up.

The one-directional loop should have a landscaped character which complements the Village Green and which incorporates planting zones between the roadway / footway / building frontages.

FIGURE 18: PROPOSED ILLUSTRATION OF THE CENTRAL SPINE BUS LOOP



FIGURE 19: PROPOSED ILLUSTRATION OF THE PERIMETER ACCESS ROUTE

PERIMETER ACCESS ROUTE

A perimeter access road should connect Delaunays Road to the north and Crescent Drive to the south. The road should provide the main vehicular route for private cars and service vehicles accessing the hospital. It should also form part of the access route for blue light vehicles.

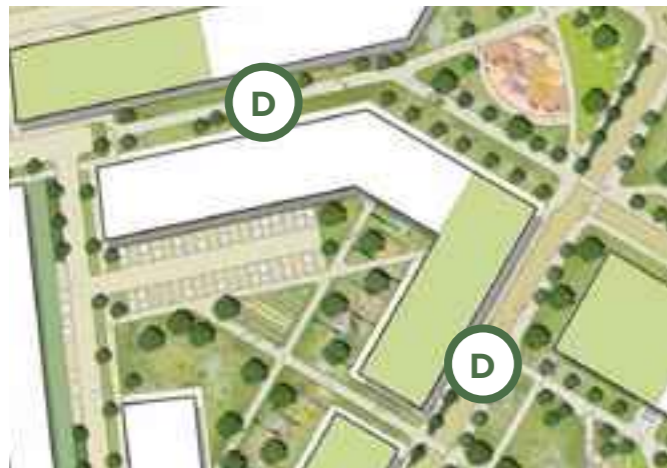
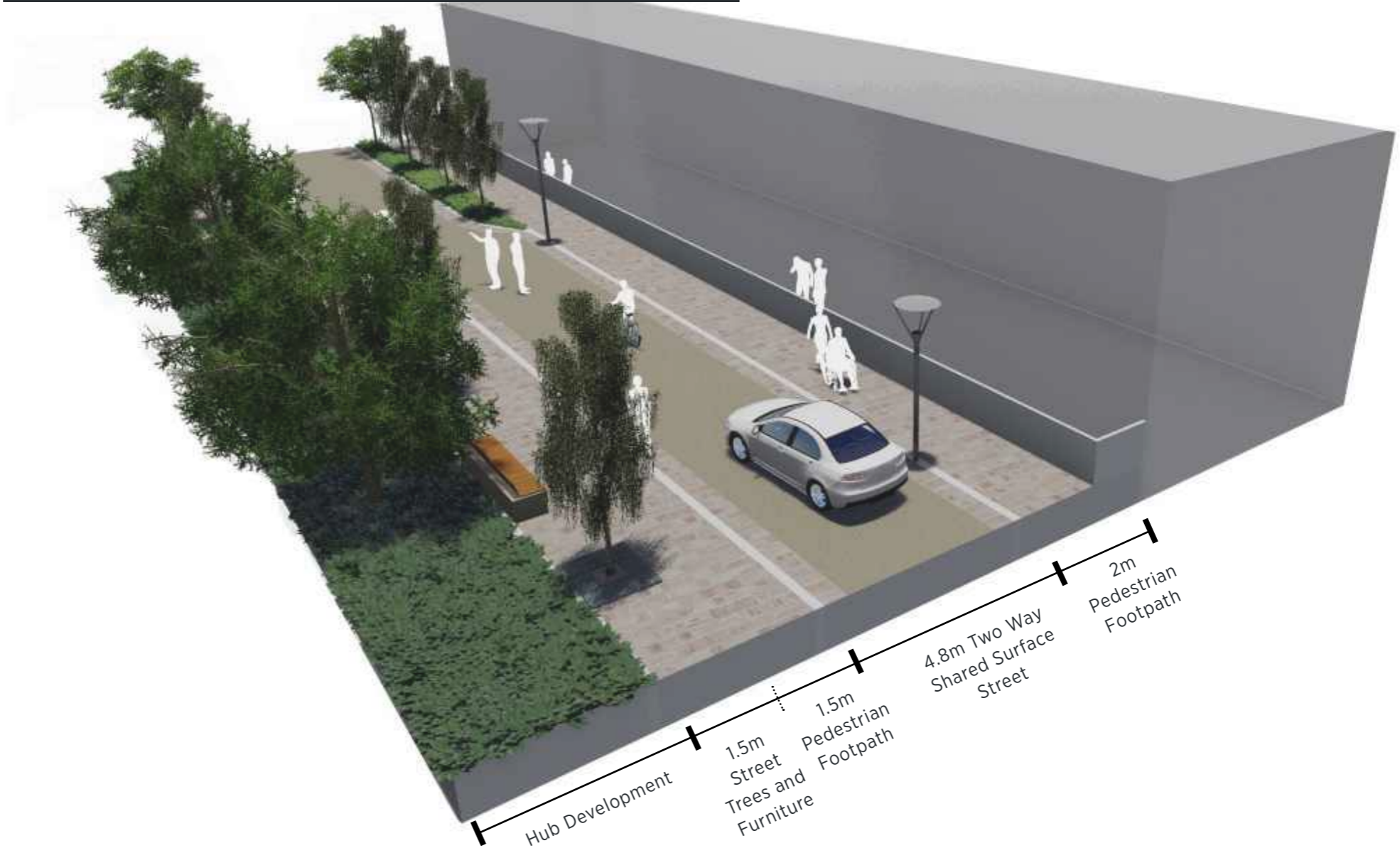
It should provide a vehicular carriageway of appropriate width and pedestrian foot-ways.



PEDESTRIAN PRIORITY STREETS

A network of streets which prioritise pedestrian / cyclist movement should be provided in appropriate locations. Shared surfaces and other measures to slow the speed of vehicular traffic should be incorporated.

FIGURE 20: PROPOSED ILLUSTRATION OF THE PEDESTRIAN PRIORITY STREETS



CAR PARKING STRATEGY

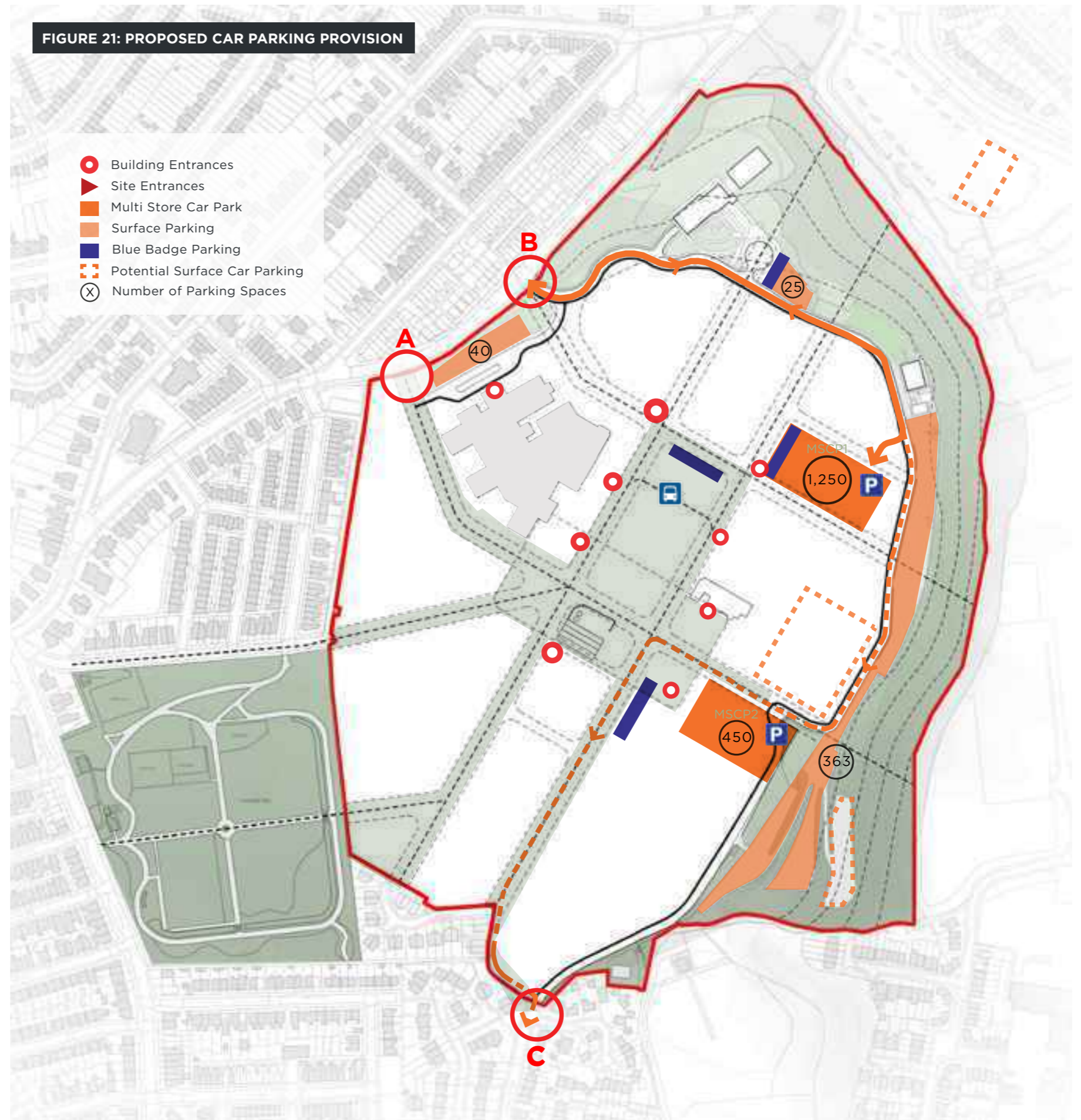
Whilst the new Green Travel Plan will reduce reliance on the private car, there will remain a requirement for some on-site car parking.

To avoid the displacement of car parking on to surrounding residential streets, it will be necessary to consolidate the majority of the existing surface parking into two multi-storey car parks (MSCP):

- MSCP 1 could provide c.1,000 to 1,250 spaces and it would be built initially to meet the requirements of Zone 1 alongside some retained areas of surface parking. This will also allow the redevelopment of the existing surface parking for alternative use.
- Land should be safeguarded for MSCP 2 within Zone 3. This car park could provide up to c.450 spaces. The necessity for this car park will be regularly reviewed in line with the success of the Green Travel Plan.

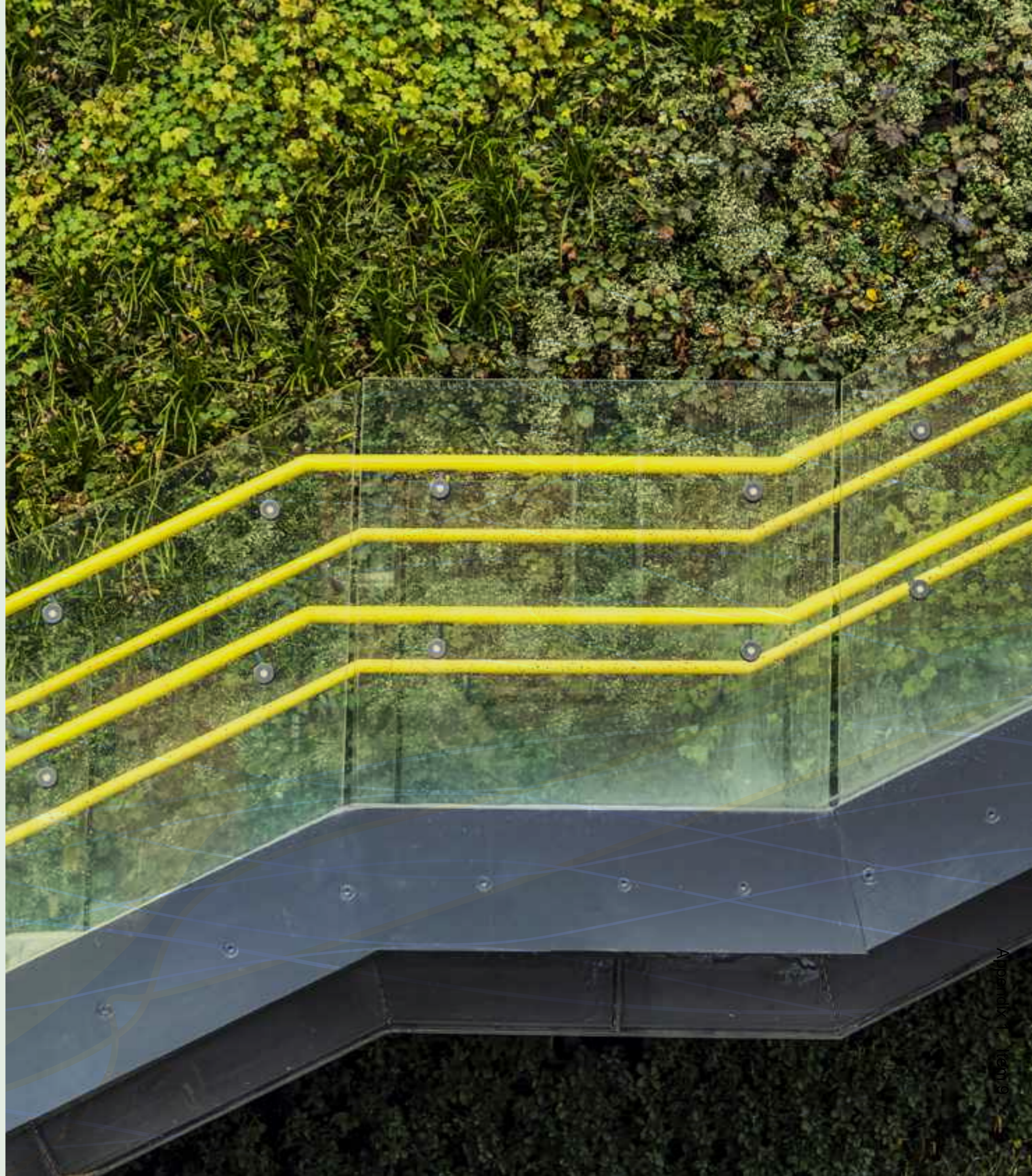
GMMH would utilise the c. 365 existing surface parking spaces to the East of Zone 3 for staff and visitor parking and the plot earmarked for MSCP 2 on an interim basis.

Car parking requirements within the Neighbourhood Zone 4 should be addressed 'on plot' where appropriate, or where plots are conveniently located in relation to the MSCP's within those facilities.



5.0

PLANNING FOR A ZERO CARBON MANCHESTER



Many of the existing buildings on the Site were constructed a considerable number of years ago, for example the Crumpsall Infirmary dates back to the 1876. As a result they do not benefit from the high standards of insulation, energy efficiency and general sustainability which we have come to expect of buildings constructed in recent years.

There is, therefore, an opportunity to replace these buildings within new a development which has the potential to make a significant contribution to Manchester becoming a carbon neutral city by 2038.

Reducing carbon emissions from its estate is a core objective of the MFT. All NHS organisations must ensure all new builds and refurbishment projects are delivered to net zero carbon standards. MFT has also joined the Greater Manchester Combined Authority (GMCA) and the Greater Manchester Health and Social Care Partnership (GMHSCP) in declaring a climate emergency, publicly recognising the threat that climate change poses to the world.

Following on from this, in January 2020, MFT published an updated version of its Sustainable Development Management Plan (The Masterplan: Making Sense of Sustainable Healthcare 2018-2023) reflecting new carbon reduction targets.

MFT's Sustainable Development Management Plan sets out the vision, strategy and objectives for delivering sustainable healthcare across the city of Manchester, Trafford and beyond and is underpinned by annual delivery plans and progress reported in the annual report. It sets a five year carbon budget, with the aim for a 33% reduction in carbon emissions by 2023/4 compared to the 2017/18 baseline .

The Redevelopment Programme is central to the realisation of these targets with the aspiration of delivering an exemplar net zero carbon development.

“There is, therefore, an opportunity to replace these buildings within new a development which has the potential to make a significant contribution to Manchester becoming a carbon neutral city by 2038.”

ACHIEVING THE ASPIRATION FOR NET ZERO CARBON

This SRF seeks to secure the highest standards of environmental, social and economic sustainability in the future redevelopment of the Site.

Primary objectives include:

- significantly reducing energy demand and carbon emissions at source during construction and operation through appropriate design and specification;
- protecting and enhancing site biodiversity;
- minimising water consumption;
- promoting sustainable transport;
- ensuring high quality and healthy indoor and outdoor spaces;
- utilising sources of renewable energy on-site, wherever possible, and
- the procurement of off-site renewable energy and high quality carbon offsets to address residual carbon emissions.

It promotes these standards by applying the RIBA Sustainable Outcomes Guide (2019) . This guide provides a concise and measurable set of sustainable outcomes and metrics across these key sustainability issues.

It is recognised that sustainable buildings delivered in the mid-late 2020's and those in the 2030s may differ significantly to those delivered today due to new or matured technologies (e.g. battery storage) or the availability of new standards or industry approaches to emerging issues such as embodied carbon and climate resilience.

The imperative to systematically improve upon current performance is recognised by the RIBA Guide which sets stepped targets to be achieved in new development by 2020, 2025 and 2030 to support the UK's zero carbon targets.

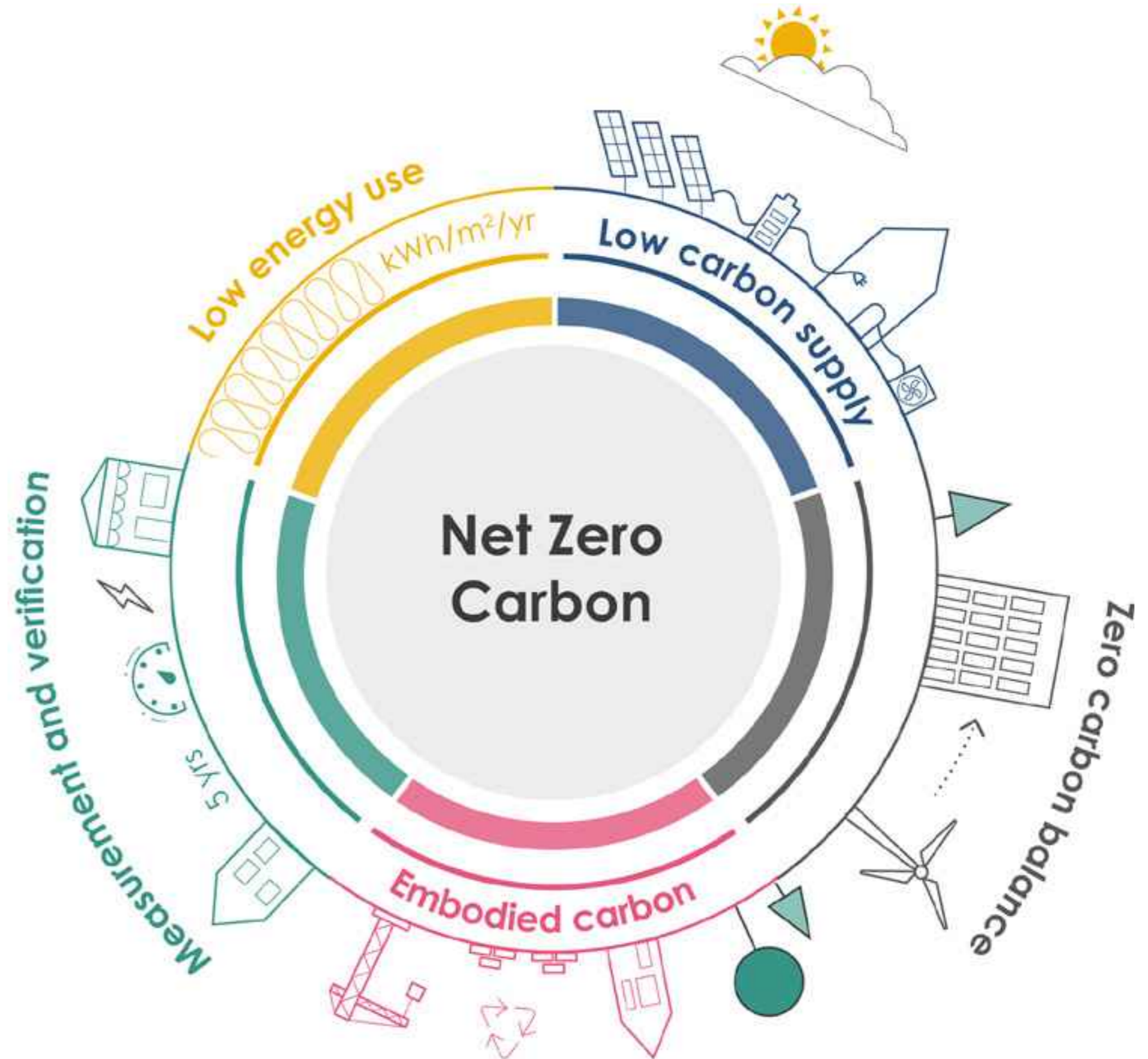
These sustainability outcomes will form minimum standards to be achieved through redevelopment of the Site, and with the highest standards proposed by RIBA for 2030 pursued from the outset where feasible.

Where updated standards and targets are proposed through revisions to the RIBA Sustainable Outcomes Guide or relevant local or national standards (such as the Building Regulations Part L 2020 update and Future Homes Standard 2025) these will be reviewed and incorporated as appropriate as further details become available.

However the RIBA sustainable outcome principles and targets are high-level and forward-looking and likely to align with or even go beyond such future standards, thereby promoting future proofing for the SRF.

For each outcome described, the RIBA Guide outlines the key performance metric and a set of design principles to be followed by future design teams working on individual projects. This approach allows creative flexibility in applying sustainable assessment methods and modelling tools to deliver the outcomes and targets.

The sustainable outcomes are closely interrelated and should be pursued together. For example, net zero operational carbon and net zero embodied carbon are twin targets under the concept of whole life net carbon as defined by the UK Green Building Council Net Zero Carbon Buildings Framework (2019) .



NET ZERO OPERATIONAL CARBON

“the carbon dioxide produced as a result of the production and use of the energy from fossil fuels consumed for the day-to-day operation of the building, including Low/zero carbon renewable energy technologies both on and off-site, plus recognised offset schemes where essential.”
(RIBA Sustainable Outcomes Guide 2019)

The urgency of climate change makes net zero operational carbon a critical outcome for the construction industry, and net zero operational carbon is achievable now through good building design and off-site measures such as renewable energy procurement and carbon offsetting.

Performance in the reduction of operational carbon will be reported annually.

SRF Principles

1. Prioritise “Fabric First” principles for building form and envelope
2. Fine tune internal environment with efficient mechanical systems
3. Provide responsive local controls
4. Specify ultra-low energy sufficient appliances
5. Specify ultra-low energy sufficient IT
6. Prioritise maximum use of on-site renewables appropriate to context
7. Demonstrate additionality of off-site renewables
8. Offset remaining carbon through recognised scheme

Where it is not possible to achieve ‘net zero’ on site, future development proposals will be required to demonstrate how ‘net zero’ will be achieved through the use of off-site measures, such as the use of renewable energy or high quality carbon offsetting.

It is recognised that the potential carbon benefits from retaining and refurbishing existing buildings with the site need to balance against wider considerations such as their condition, the practicality of conversion, ability to ensure a high quality internal environment for building occupants and potential operational carbon benefits from their replacement with higher-performing new buildings in such areas as thermal insulation, daylighting and ventilation.



NET ZERO EMBODIED CARBON

“the carbon dioxide produced from the energy used in the extraction, fabrication and transportation from place of origin of the materials used in the construction, including recognised carbon offset schemes.”

(RIBA Sustainable Outcomes Guide 2019)

Embodied carbon emissions from new buildings are significant and can represent more than 50-70% of a building’s lifetime emissions. Embodied carbon assessments enable a better understanding of the sourcing and processing of materials and products as well as long-term considerations such as maintenance, durability and adaptability. They also help evaluate the carbon impact of procurement choices, construction methods (e.g. modern methods of construction, off-site fabrication), waste mitigation and disposal, and circular economy considerations.

SRF Principles

1. Carry out whole life carbon analysis of building elements
2. Prioritise ethical and responsible sourcing of all materials
3. Prioritise low embodied carbon and healthy materials
4. Minimise materials with high embodied energy impacts
5. Target Zero construction waste diverted to landfill
6. Promote use of local natural materials
7. Consider modular off-site construction systems
8. Detailing to be long life and robust
9. Design building for disassembly and the circular economy
10. Offset remaining carbon emissions through a recognised scheme

The retention of some existing buildings as part of the development may not be appropriate as highlighted above. Where demolition (and major refurbishment) is undertaken, measures should be put in place to maximise the re-use of material arising on and off-site and minimise the amount of material sent to landfill.

SUSTAINABLE WATER CYCLE

“the amount of mains water used in the operation of the building including the offset by use of greywater or recycled water to reduce mains water consumption.”

(RIBA Sustainable Outcomes Guide 2019)

Buildings and infrastructure must not only save water but also be more resilient to future climate events such as storms and flooding. A decentralised building-level approach should be taken to alleviate the pressure on national water supply and drainage infrastructure. Significantly reducing potable water use to a locally sustainable level should be achieved by first reducing water usage through occupant behaviour, water efficient appliances and leak detection. The use of recycled rainwater and waste water to reduce potable water use for non-drinking purposes should be evaluated.

The SRF identifies opportunities for the incorporation of Sustainable Urban Drainage features, the provision of which should be maximised, wherever possible. Such features could include swales, water detention basins and green roofs.

SRF Principles

1. Provide low flow fittings and appliances
2. Provide waterless appliances where possible
3. Provide Leak detection
4. Provide rainwater and grey-water recycling and attenuation but consider operational implications of complex systems
5. Provide on-site black water cleansing and recycling if viable
6. Create Sustainable Urban Drainage that supports natural aquatic habitats and human amenity

SUSTAINABLE CONNECTIVITY & TRANSPORT

“measure the carbon impact of the travel of occupants and visitors to and from a local transport hub or local retail and community facilities.”

(RIBA Sustainable Outcomes Guide 2019)

Transport accounts for approximately 25% of UK carbon emissions, second only to buildings (40%). Reducing transport carbon should begin by considering the need for travel in the first instance.

This outcome promotes a greater digital and physical connectivity which in turn will significantly reduce the need to travel in the first instance and as well as reducing travel time and distance. Where vehicle transport is unavoidable, provision must be made to prioritise the transition to lower impact alternatives including Electric Vehicle charging points and car club parking spaces.

The NHS is committed to the incorporation and adoption of sustainable and healthy travel measures and has an aim to cut business mileage by 20% by 2023/24 and ensure at least 90% of the NHS fleet uses low-emission vehicles (including 25% ultra-low emission) by 2028. MFT specifically aims to encourage sustainable and active travel wherever possible and will seek to meet and exceed the aforementioned targets in the NHS Long Term Plan.

The SRF provides opportunities for the creation of safe, legible routes into the site from neighbouring communities and public transport nodes and through the site with dedicated, well-lit footways and cycles.

SRF Principles

1. Create comprehensive green transport plan including digital connectivity
2. Prioritise high quality digital connectivity to avoid need for unnecessary travel
3. Prioritise site selection with good proximity to public transport
4. Provide high quality pedestrian links to local amenities and public transport
5. Provide end of journey provision for active travel runners and cyclists (showers, dry lockers etc)
6. Provide infrastructure for Electric Vehicles as a priority
7. Provide car sharing spaces
8. Provide suitable onsite personal storage



SUSTAINABLE LAND USE & ECOLOGY

“a measure of actions taken to maintain, protect and improving the flora and fauna on site as principally defined by BREEAM”
(RIBA Sustainable Outcomes Guide 2019)

This outcome aims to avoid development on sensitive and ecologically rich landscapes and to make the best use of previously inhabited sites for development. Sustainable development fundamentally implies a significant increase and enhancement of biodiversity and creating a productive landscape that is capable of food production as well as creating habitats for wildlife. Increasing biodiversity and urban greening factor can also promote climate resilience by minimising the urban heat island effect.

The SRF identifies opportunities for the delivery of green and blue infrastructure of various typologies throughout the site including green spaces adjacent key vehicular and pedestrian routes, enhanced woodland management, allotments for food production, enhanced connections to Crumpsall Park and a proposed village green which would act as the focal point of the development.



SRF Principles

1. Leave a site in better 'regenerative' ecological condition than before development.
2. Prioritise brownfield site selection
3. Carry out sustainable remediation of site pollution
4. Retain existing natural features
5. Create mixed-use development with density appropriate to local context
6. Create a range of green spaces (green roofs, vertical greening, pocket parks, and green corridors)
7. Create habitats that enhance bio-diversity
8. Create 'productive' landscapes for urban food production
9. Zero local pollution from the development

The transition to all-electric energy strategies, as will be increasingly favoured by the forthcoming Building Regulations Part L 2020 update and Future Homes Standard 2025, together with provision of EVs, will help to minimise or avoid local air pollution impacts.

GOOD HEALTH & WELLBEING

“the promotion of key variables of internal occupant health and wellbeing, including indoor air quality, daylight, overheating, acoustic comfort, responsive controls, and physical contact to outside.”

(RIBA Sustainable Outcomes Guide 2019)

An unintended consequence of focusing narrowly on heat loss reduction in buildings can be increased overheating risk and inadequate natural ventilation. This illustrates the importance of considering sustainability holistically: achieving net zero carbon must not be to the detriment of occupant health or comfort.

The SRF seeks to facilitate the creation spaces and places in which patients, staff, visitors and members of the local community can spend time and this outcome relates primarily to indoor health, visual, aural and thermal comfort, and occupant wellbeing.

SRF Principles

1. Provide spaces with strong visual connection to outside
2. Provide responsive local controls e.g. opening windows, or local control
3. Design spaces with appropriate occupant density for activity
4. Design spaces with good indoor air quality
5. Design spaces with good indoor daylighting, lighting and glare control
6. Design spaces to adaptive thermal comfort standards
7. Design spaces with good acoustic comfort
8. Design spaces that are inclusive and universally accessible
9. Prioritise active circulation routes e.g. stairs, cycling provision, walking routes etc
10. Provide indoor and outdoor planted spaces

SUSTAINABLE COMMUNITIES & SOCIAL VALUE

“measure the positive impacts of good placemaking on a local community.”
(RIBA Sustainable Outcomes Guide 2019)

This outcome relates to the social impact of a development on the end users and wider community. The ultimate goal is to create places for people that support not only basic needs of security, shelter, and health, but to enhance individual and social wellbeing and community identity using Social Return on Investment (SROI) financial proxies.

SRF Principles

1. Prioritise placemaking that expresses identity and territory
2. Create secure places for privacy
3. Create places for social interaction
4. Create vibrant mixed-use places
5. Provide high quality permeable links to social amenities
6. Provide high quality pedestrian public realm
7. Create inclusive places for community interaction
8. Create secure places with overlooking views

SUSTAINABLE LIFE CYCLE COST

“ensure a holistic outcome with regards to economic sustainability, the intention is to use Government Soft Landings requirement for measuring operational costs of buildings.” (RIBA Sustainable Outcomes Guide 2019)

Considering life cycle costs (rather than just capital costs) is critical for the proper financial management of construction projects and the evaluation of longer-term costs / benefits which can determine building performance in such areas as longevity, climate resilience and sustainability.

SRF Principles

1. Carry out whole life cycle analysis of key building systems
2. Carry out Soft Landings graduated to handover and aftercare
3. Measure energy costs
4. Measure management and maintenance costs
5. Measure overall running costs
6. Measure added value of occupant health and wellbeing
7. Measure added value of sustainable outcomes of building



RIBA 2030 CLIMATE CHALLENGE TRAJECTORIES

The RIBA 2030 climate change trajectories focus on three environmental sustainability outcomes that all new or refurbished buildings contribute to: energy use, embodied carbon and water use with an overall aim to target net zero whole life carbon emissions (or better) by 2030 at the latest.

These outcome targets form a key element of the SRF sustainability strategy, with 2030 targets pursued where feasible.

Where a RIBA target is considered inappropriate, impractical or unachievable for any project within the SRF, a detailed explanation and justification will be required and the overarching principle(s) of the target in question should still be pursued.



RIBA 2030 CLIMATE CHALLENGE TARGET METRICS FOR DOMESTIC BUILDINGS

	Current Benchmarks	2020 Targets	2026 Targets	2030 Targets	Notes
Operational Energy kWh/m2/y	146 kWh/m2 /y (Ofgem benchmark)	< 105 kWh/m2/y	< 70 kWh/m2/y	< 35 kWh/m2/y	UKGBC Net Zero Framework 1. Fabric First 2. Efficient services, low-carbon heat 3. Maximise onsite renewables 4. Minimum offsetting using UK schemes (CCC)
Embodied Carbon kgCO2e/m2	1000 kgCO2e/m2 (M4i benchmark)	< 600 kgCO2e/m2	< 450 kgCO2e/m2	< 300 kgCO2e/m2	RICS Whole Life Carbon (A-C) 1. Whole Life Carbon Analysis 2. Using circular economy Strategies 3. Minimum offsetting using UK schemes (CCC)
Potable Water Use Litres/person/day	125 l/p/day (Building Regulations England and Wales)	< 110 l/p/day	< 95 l/p/day	< 75 l/p/day	CIBSE Guide G

RIBA 2030 CLIMATE CHALLENGE TARGET METRICS FOR NON-DOMESTIC BUILDINGS

RIBA Sustainable Outcome Metrics	Current Benchmarks	2020 Targets	2025 Targets	2030 Targets	Notes
Operational Energy kWh/m2/y	225 kWh/m2/y DEC D rated (CIBSE TM46 benchmark)	< 170 kWh/m2/y DEC C rating	< 110 kWh/m2/y DEC B rating	< 0 to 55 kWh/m2/y DEC A rating	UKGBC Net Zero Framework 1. Fabric First 2. Efficient services, low-carbon heat 3. Maximise onsite renewables 4. Minimum offsetting using UK schemes (CCC)
Embodied Carbon kgCO2e/m2	1100 kgCO2e/m2 (M4i benchmark)	< 800 kgCO2e/m2	< 650 kgCO2e/m2	< 500 kgCO2e/m2	RICS Whole Life Carbon (A-C) 1. Whole Life Carbon Analysis 2. Using circular economy Strategies 3. Minimum offsetting using UK schemes (CCC)
Potable Water Use Litres/person/day	>16 l/p/day (CIRA W11 benchmark)	< 16 l/p/day	< 13 l/p/day	< 10 l/p/day	CIBSE Guide G

6.0

IMPLEMENTATION AND PHASING

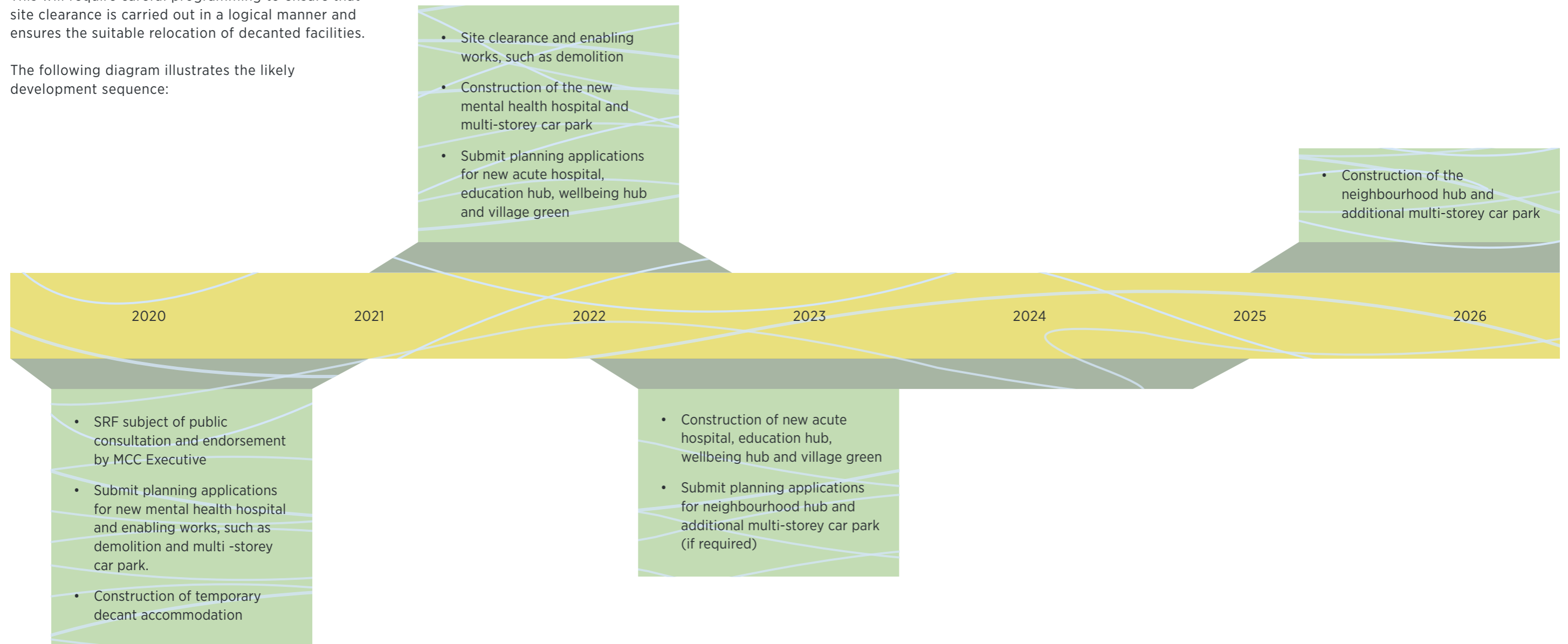


The SRF presents a holistic and integrated vision for the comprehensive redevelopment of the NMGH site.

During construction it will be necessary to maintain the operation of clinical services throughout the redevelopment, including adequate provision of access and parking.

This will require careful programming to ensure that site clearance is carried out in a logical manner and ensures the suitable relocation of decanted facilities.

The following diagram illustrates the likely development sequence:






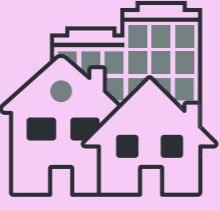

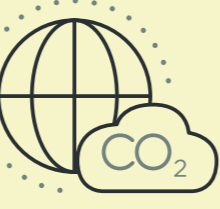
7.0

OUTCOMES AND BENEFITS

The delivery of the Redevelopment Programme will contribute significantly to the ongoing regeneration and transformation of the North Manchester; environmentally, socially and economically.

The SRF establishes guiding principles for the delivery of a high quality and sustainable health campus with integrated health and social care facilities, high-quality new homes, and access to better education and training alongside more inviting public open spaces.

This section explains how the SRF responds to the strategic objectives presented in Appendix 1 and the consequential benefits for the Manchester.

STRATEGIC OBJECTIVE	HOW THE SRF RESPONDS
 <p>1. Contribute to a more inclusive North Manchester economy</p>	<ul style="list-style-type: none"> The framework will attract investment to North Manchester and catalyse the economic renewal of this part of the city. Jobs will be created during the construction of the facilities and during their operation. This will seek to spread the benefits of growth more evenly across Manchester. As the major source of employment in North Manchester, new health and care facilities and services will prioritise local employment, including entry level employment for residents returning to the labour market.
 <p>2. Transform health outcomes by integrating healthcare services</p>	<ul style="list-style-type: none"> The framework will unlock the delivery of a best-in-class acute hospital, a modern mental health hospital, and a Wellbeing Hub. The facilities will work in tandem to offer integrated health, care and wellbeing services on a single site; that will respond to the specific health and care needs of the local population These facilities will be set within a network of high-quality public open spaces that will boost health and wellbeing New health and care facilities and services will reduce those health barriers which contribute to high levels of economic inactivity and low household incomes.
 <p>3. Invest in education, skills and employment for all</p>	<ul style="list-style-type: none"> The framework will support the delivery of an Education Hub which will maximise the opportunity for local employment at the campus by offering local residents with training and support. Job opportunities for local people will be created during the construction of the facilities and during their operation New health and care facilities and services will prioritise local employment wherever possible, working with local schools and colleges to promote health and care careers to young people.
 <p>4. Create neighbourhoods of choice</p>	<ul style="list-style-type: none"> The framework establishes a clear set of design principles which will ensure the delivery of high quality design which is sensitive to its local context New homes designed to meet a range of needs, in a variety of built forms and tenures (including affordable housing). New areas of public realm will intergrate with the surrounding neighbourhoods and create spaces for patients, staff, visitors and members of the community to meet and relax.
 <p>5. Promote sustainable and green transport options</p>	<ul style="list-style-type: none"> The framework establishes principles to encourage a modal-shift to more sustainable and green transport options and reduce the reliance on the private car. The framework establishes clear principles to ensure that the campus can be accessed safely and conveniently on foot, by bike, and on public transport.
 <p>6. Contribute to a net zero carbon city and a thriving environment</p>	<ul style="list-style-type: none"> The frameworks establishes clear principles to support the delivery of zero-carbon development across the campus and to promote enhancement to biodiversity.

SOCIO-ECONOMIC BENEFITS



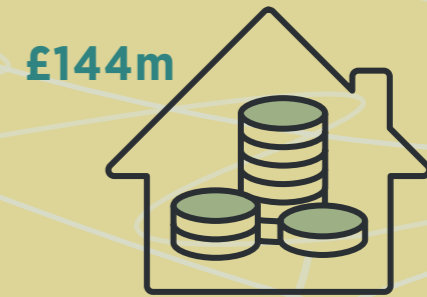
£600m

The construction of the Redevelopment Programme will take place over a 10-year period and its **construction value** is expected to be in excess of **£600million**.



£16.2m

The total **GVA impact** relating to the housing construction is calculated to be up to **£16.2 million** and will generate up to **400 construction job years**.



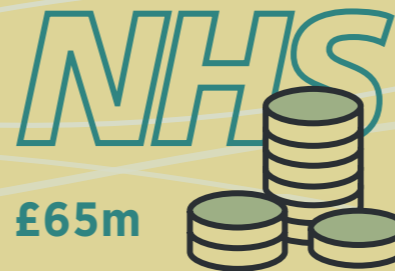
£144m

This will **increase the overall economic prospects** of residents in the North Manchester. It is estimated to be worth about **£144 million in social value to local residents**.



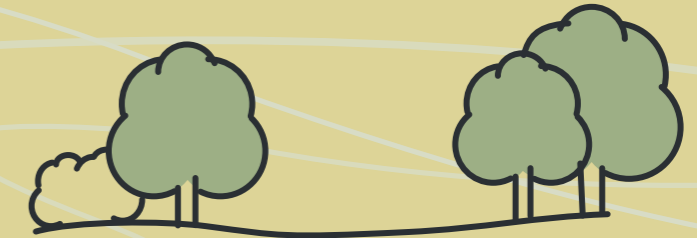
£350m

The total **GVA impact of the hospital construction over the 10 year period** is calculated at **£350 million**. This is equivalent to **6,000 direct construction job years**.



£65m

The new hospital will result in operational savings of about **£65million** to the NHS



The creation of high quality accessible public open space



new affordable homes

The campus will deliver **new affordable homes**.



The Campus is expected to **boost life expectancy in North Manchester by 1.3 years** by 2030, which will bring it in line with the Manchester average.



8.0

NEXT STEPS

During the preparation of the draft SRF, we have engaged with the City Council, staff at NMGH, local stakeholders and our partner organisations.

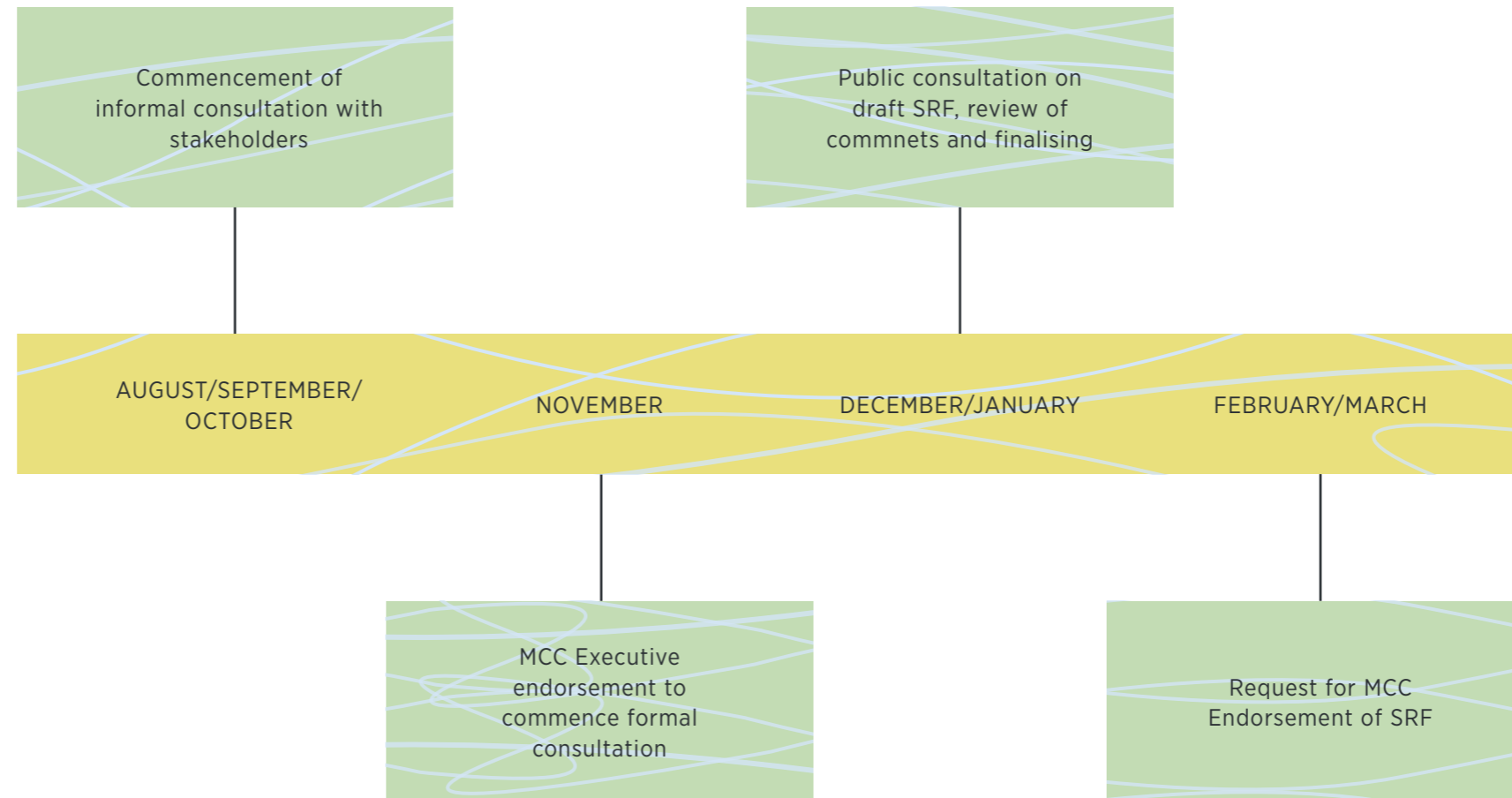
The next stage of the process is to widen opportunities to feedback on the draft SRF through a period of public consultation. This is planned to start after initial consideration of the draft SRF by Manchester City Council’s Executive in November.

During the public consultation process, we will encourage and seek feedback on the vision and the guiding principles contained within the draft SRF. The public consultation process will be designed to offer accessible and inclusive ways of finding out more about the project and commenting on the proposals.

Once all the feedback received has been considered, we will update and finalise the SRF (to the extent considered necessary) before the document is presented back to the Executive for final endorsement. If the SRF is endorsed, it will form a ‘material consideration’ in the future approval of planning applications relating to the site’s redevelopment.

In parallel with this timeline, planning applications for enabling works such as a multi-storey car park, temporary accommodation for admin staff and other site preparation activity will be submitted to the Council this autumn.

Listening to the views of staff, patients, partner organisations and the local community is a key part of developing our plans to transform the hospital site. More information about the public consultation will be shared on the project website at <https://mft.nhs.uk/hospitals/transforming-the-future-at-north-manchester-general-hospital/>



APPENDIX 1

STRATEGIC POLICY ALIGNMENT

This Section provides a summary of the relevant national, regional and local policy commitments and strategies have informed the Redevelopment Programme's proposition.

<p>NATIONAL UK</p>	<ul style="list-style-type: none"> • UK Industrial Strategy (2017) • National Planning Policy Framework (2019) • NHS Long Term Plan (2019)
<p>REGIONAL Greater Manchester</p>	<ul style="list-style-type: none"> • Our People, Our Place – The Greater Manchester Strategy (2016) • The Greater Manchester Independent Prosperity Review (2019) • The Greater Manchester Local Industrial Strategy (2019) • The Greater Manchester Population Health Plan 2017-2021 • The Greater Manchester Housing Strategy 2019 - 2024 • The Greater Manchester Model of Unified Public Services (2019) • The Greater Manchester 2040 Transport Strategy (2017) • Change a region to change a nation – Greater Manchester's walking and cycling investment plan (2020) • Made to Move, a report to the Mayor by Greater Manchester's Cycling and Walking Commissioner (2017) • Bee Network – Greater Manchester's cycling and walking infrastructure proposal (2018) • 5-Year Environment Plan for Greater Manchester (2019)
<p>LOCAL City of Manchester</p>	<ul style="list-style-type: none"> • Our Manchester The Manchester Strategy (2016) • Our Manchester Industrial Strategy: Developing a more inclusive economy (2019) • Manchester Work and Skills Strategy (2016) • Manchester Core Strategy (2012) • Manchester Residential Quality Guidance (2017) • North Manchester Strategic Regeneration Framework (2003) • Playing Our Full Part on Climate Change (2018) • Manchester's Great Outdoors: a Green and Blue Infrastructure Strategy (2015) • Our Healthier Manchester – Manchester's Locality Plan (2016) • Manchester Climate Change Framework 2020-25 (2020)

The key policy objectives for the are:



Delivering a more inclusive North Manchester economy



Transforming health outcomes by integrating healthcare outcomes



Investing in education, skills and employment for all



Creating neighbourhoods of choice



Promoting sustainable and healthy transport options



Contributing to a net zero carbon city and a thriving environment

1. CONTRIBUTE TO A MORE INCLUSIVE NORTH MANCHESTER ECONOMY

UK Industrial Strategy seeks to boost the productivity and earning power of the population. It targets under-representation in the labour market and support employees to stay in work by keeping people, healthy, both mentally and physically¹²¹.

Greater Manchester has experienced a significant economic and physical transformation for more than 15 years, but the distribution of growth and prosperity across the city-region has been uneven.

Our People, Our Place – The Greater Manchester Strategy seeks to address this imbalance. It prioritises a thriving and productive economy for all parts of Greater Manchester and seeks to tackle the underlying barriers to investment and enterprise in areas like North Manchester (Priority 4, Pages 30-37)

“To create a thriving, inclusive economy we need to focus on raising productivity by harnessing the strengths of Greater Manchester’s people, assets and places. Only then will we be able to mobilise the resources to tackle the underlying barriers to investment and enterprise in parts of the conurbation and ensure that all parts of the city-region and all our people can contribute to, and benefit from, economic growth” **Our People, Our Place – The Greater Manchester Strategy**, paragraph 6.1

The Manchester Core Strategy supports significant further improvement of the City’s economic performance and it seeks to spread the benefits of growth across the City to reduce economic, environmental and social disparities, and to help create sustainable communities (Spatial Objective SO2, Page 29).

“Our aim is for everyone in the city to have the same opportunities, life chances and potential to lead safe, healthy, happy and fulfilled lives, no matter where they are born or live. This means reducing the disparities between different areas of the city” **Our Manchester – The Manchester Strategy**, Page 38

Successive policy documents, such as the North Manchester Strategic Regeneration Framework and the Manchester Core Strategy recognise the deprivation and poor health outcomes in North Manchester and both promote employment-led regeneration strategies.

2. TRANSFORM HEALTH OUTCOMES BY INTEGRATING HEALTHCARE SERVICES

The **NHS Long Term Plan** makes a firm commitment to address health inequalities and improve co-ordination between local services, and advocates an increasing focus on preventing people becoming ill.

Alongside this, the **National Planning Policy Framework** seeks to achieve healthy, inclusive and safe places, providing the facilities required within communities and supporting the delivery of local strategies to improve health, social and cultural well-being (paragraph 91).

Greater Manchester has set a clear ambition to invest in a range of new facilities and services, and to use devolved health and social care powers to bring together expertise and experience and ensure everyone in the city-region can benefit equally from the same high standards of care .

“In our view, poor health in some Greater Manchester communities, creating a barrier to work and to progression in work, provides an important explanation for why overall growth has been slow in the last decade. It explains why some communities have been unable to contribute or benefit more.” **Greater Manchester Independent Prosperity Review**, Page 17

This is reflected in the **Greater Manchester Population Health Plan** that encourages a radical upgrade of the population’s health by focusing on prevention and early intervention to get ‘upstream’ of the impact of illness and disease.

“Greater Manchester’s future success depends upon the health of our population. For too long our city-region has lagged behind national and international comparators when it comes to key health outcomes. Deeply embedded health inequalities, often between communities little more than a stone’s throw apart, have blighted individual lives and acted as a drag on our economy.” **Our People, Our Place – The Greater Manchester Strategy**, Page 60

Our Manchester – The Manchester Strategy emphasises the interrelationship between health outcomes, disadvantage and poverty, and commits the city to radically transform health services and focus them on people and communities rather than organisational silos (page 39).

The **Our Manchester Industrial Strategy** identifies that opportunities to improve health through regeneration should be capitalised on to drive economic and community renewal, alongside the transformation and integration of health services.

“The redevelopment of North Manchester General Hospital – a significant community asset in North Manchester – presents potential to stimulate economic regeneration whilst breaking the cycle of ill health to offer a better future for residents. Working in partnership on a health-led investment programme, alongside integrating local services tailored to the needs of the local community, has the potential to transform the surrounding community and lead to wider economic and social renewal in the north of the city.” **Our Manchester Industrial Strategy**, Page 20

3. INVEST IN EDUCATION, SKILLS AND EMPLOYMENT FOR ALL

The **UK Industrial Strategy** recognises that in the past the UK has given insufficient attention to technical education and that there is a need to narrow disparities between communities in skills and education and remove barriers faced by workers from under-represented groups in realising their potential (page 94).

The **Greater Manchester Independent Prosperity Review** highlights that ‘Human capital factors’, largely comprising education and skills alongside health, are among the most powerful explanations of lower productivity in Greater Manchester (page 46).

“An individual’s skills are the single most important factor in determining their employment status and whether they have a good and rewarding job. A skilled workforce is essential for all our businesses to become more productive, for our public services to improve, and to deliver the key infrastructure projects on which prosperity depends.” **Our People, Our Place - The Greater Manchester Strategy**, Paragraph 5.2

The **GM Local Industry Strategy** commits Greater Manchester to invest in a highly skilled and health city-region and highlights the need to align skills and work activity with health and care and other public services. In line with the recommendations of the prosperity review, it recognises the links between good physical and mental health, employment and productivity (page 66).

Our Manchester - The Manchester Strategy highlights that the city needs to ensure that all Mancunians are connected to these opportunities, equipped with the right skills, qualifications and resilience, so that Manchester is a city where everyone can develop and flourish throughout their lives (page 34).

This is reflected in the Manchester Work and Skills Strategy which aims to develop a work and skills system that meets the growth needs of all businesses, and enables residents from all backgrounds to obtain the skills and attributes employers require.

The **Our Manchester Industrial Strategy** promotes economic and social justice in Manchester to ensure that all residents can participate in and benefit from the city’s economic growth. A key pillar of this is equipping residents and workers with the qualifications and softer skills that will enable them to access more opportunities (page 13).

4. CREATE NEIGHBOURHOODS OF CHOICE

The **National Planning Policy Framework** makes it clear that good design is a key aspect of sustainable development. It creates better places in which to live and work, and helps make development acceptable to communities (paragraph 124).

The Framework also promotes healthy, inclusive and safe places that promote social interaction, including opportunities for meetings between people who might not otherwise come into contact with each other (paragraph 91).

Our People, Our Place - The Greater Manchester Strategy highlights that Greater Manchester needs to focus on raising the quality of life in all neighbourhoods.

“We need more of our neighbourhoods to be neighbourhoods of choice, where residents are connected to opportunity and are able to enjoy an excellent quality of life. To achieve this we need to see housing policy as just one part of a wider place-making approach along with education and skills, employment, transport, health, commercial development and public service reforms” **Our People, Our Place - The Greater Manchester Strategy**, Page 45

The **Greater Manchester Housing Strategy** set out a vision that homes in the city-region will be part of neighbourhoods of choice, connected to economic opportunities and strategic infrastructure, and offering excellent natural environment and quality of life for all parts of the community (paragraph 3.2).

A key aspect of the **Our Manchester - The Manchester Strategy** is for Manchester to become a destination of choice to live, visit and work.

“The future of cities like Manchester is inextricably tied to whether they are a great place to live - a liveable city. Focusing on creating a city with a high quality of life benefits the people who already live here and will attract greater numbers of talented people to be part of Manchester’s future, attracting more investment and jobs. This virtuous circle will make us truly sustainable in the long term.” **Our Manchester - The Manchester Strategy**, Page 47

Manchester’s Core Strategy is consistent with this vision and it supports the creation of a network of ‘neighbourhoods of choice’ that can ensure Manchester attracts and retains skilled workers. To create these areas, there is policy support for a diverse housing offer, which is driven by and supports local needs.

All new development in Manchester must positively contribute to neighbourhoods of choice. The Manchester Residential Quality Guidance provides clear direction on what is required to deliver sustainable neighbourhoods of choice where people will want to live and also raise the quality of life across Manchester.

5. PROMOTE SUSTAINABLE AND GREEN TRANSPORT OPTIONS

The **National Planning Policy Framework** is clear that transport issues should be considered at the outset of development proposals to ensure potential impacts are addressed, but also to identify opportunities to promote walking, cycling and public transport use, as well as the adoption of new technology (paragraph 102).

Greater Manchester has made huge investments in developing the city-region's transport infrastructure, operating the largest capital transport programme in the UK outside London.

The **Greater Manchester 2040 Transport Strategy** sets out the ambition to develop a high quality, fully integrated transport system for Greater Manchester, with travelling customers at its heart (page 14).

"Integration with spatial planning is critical in influencing people's travel choices. Fundamentally, the transport network needs to connect the places people live with the places where they work, study, play, shop, visit, and access public services like healthcare. The location of housing close to facilities and public transport tends to reduce the levels of car use." **Greater Manchester 2040 Transport Strategy**, (page 18)

A key ambition of the city-region is also to reduce congestion and the environmental impact of road travel. Supporting carbon targets and to improvements to air quality. As part of this, there is support for putting in the infrastructure that will enable more people to take active lives and to walk or cycle.

This is reflected in Change a region to change a nation (2020) and Greater Manchester's Cycling and Walking Commissioner's **Made to Move** report and the subsequent **Bee Network - Greater Manchester's Cycling and Walking Infrastructure Proposal**.

Our Manchester - The Manchester Strategy aims to create a liveable and low carbon city. At the heart of this ambition is encouraging walking, cycling and public transport use, and continuing to invest in the infrastructure this requires (page 53).

This is reiterated in the **Manchester Core Strategy** which seeks to improve the physical connectivity of the City through sustainable transport networks and improved access to jobs, education, services, retail, leisure and recreation. In doing so, the pattern of development in the city should ensure good access to the City's economic drivers and be easily accessible by modes of sustainable transport (policies T1 and T2).

6. CONTRIBUTE A NET ZERO CARBON CITY AND A THRIVING ENVIRONMENT

The **National Planning Policy Framework** supports the transition to a low carbon future in a changing climate. In particular the planning system should help to shape places in ways that contribute to radical reductions in greenhouse gas emissions (paragraph 149).

Our People, Our Place - The Greater Manchester Strategy emphasises the need to strengthen the natural environment across Greater Manchester and to tackle climate change (paragraph 9.2)

This has informed 5-Year Environment Plan for Greater Manchester which sets a clear vision for Greater Manchester to be *"a clean, carbon neutral, climate resilient city-region, with a thriving natural environmental and circular, zero-waste economy..."*. (page 16)

There is a clear ambition for Greater Manchester to be carbon neutral by 2038 and to meet carbon budgets that comply with international commitments. Alongside, this there is an drive to improve air quality, meeting guidelines on air quality by 2030 and supporting the UK Government in meeting and maintaining all thresholds for air pollutants.

Our Manchester - The Manchester Strategy sets out Manchester ambition to create a low carbon city and it encourages the growth of a low carbon culture (pages 47-53). It has also declared a climate emergency (July 2019) and set itself the aim of making Manchester a zero carbon by 2038 or before.

This strategy will build-on the climate changes policies in the **Manchester Core Strategy** (policies EN4, EN6 and EN8), but there is a recognition that more needs to be done. The City Council has now adopted the **Manchester Climate Change Framework 2020-25** as the city's high-level strategy for tackling climate change. It sets out how Manchester will 'play its full part in limiting the impacts of climate change'. A key objective of the framework is ensuring new developments in the city are built and operated to zero carbon standard as soon as possible (page 24).

A key aspect of this will be green and blue infrastructure. **Manchester's Great Outdoors: a Green and Blue Infrastructure Strategy** seeks to ensure that by 2025 high quality, well maintained green and blue spaces will be an integral part of all neighbourhoods across Manchester.



APPENDIX 2

UNDERSTANDING PLACE



UNDERSTANDING PLACE

This Section sets out a description of NMGH, including its current land uses and its existing built and natural environment.

LAND USES

The Site covers approximately 27 hectares (ha) and includes a general hospital (NMGH), an intermediate care facility (Crumpsall Vale), and a mental health hospital (Park House).

These provide the following healthcare facilities:

- A full accident and emergency department, including a separate paediatric A&E unit;
- General and acute surgical services;
- Specialist infection disease unit;
- Maternity services;
- A intermediate care facility providing short term rehabilitation;
- A mental health hospital providing inpatient wards specialising in caring for adults of working age;
- Café and shopping facilities;
- Car parking.

The Site has suffered decades of underinvestment. Surveys have confirmed that a large proportion of the buildings are in a poor condition and require significant expenditure to bring them up to modern standards.



TOPOGRAPHY AND LANDSCAPE

The Site is on the edge of the Irk Valley. The hospital buildings sit on the crown of the Site, which falls away by approximately 10m to the north, towards the Delaunays Road entrance.

To the east, the Site falls away sharply through the woodland area down into the Irk Valley.

There are long ranging views across to the hills surrounding Manchester.

The Site has a patchwork of small landscaped areas and collections of trees interspersed between built structures, access roads and surface car parks.

The primary landscape feature on the Site is an area of woodland which runs along the eastern boundary.

North Manchester benefits from a network of green spaces, which provide recreational and leisure opportunities for residents and a source of biodiversity for wildlife.

Crumpsall Park is one of Manchester's oldest municipal parks, having been established as a recreational asset in 1890. The park includes a park keeper's lodge and obelisk monument, as well as a children's play area, 5-a-side football pitch, multi-use games area, tennis court and visitors centre.

The Irk Valley is situated to the east of the Site and it forms another key component of North Manchester's green infrastructure. It provides an important resource for recreation, exercise and as a green transport route (walking/cycling) often used by workers.

The Manchester Green and Blue Strategy recognises the Irk Valley as an important natural asset and one that provides a sense of place. The strategy identifies the opportunity to create linkages between the valley and the wider area. This will help to create neighbourhoods of choice and enhance connectivity to and from the City Centre.



HERITAGE

There are three historic building groups which remain within the Site and, whilst not listed buildings, are of some local interest. They include the Manchester Workhouse, Crumpsall Infirmary and the Limbert Nurses' Home and are illustrated at 5.1

They include:

- the Manchester Workhouse
- Crumpsall Infirmary, and
- the Limbert Nurses' Home.

These buildings are highlighted on the Heritage Plan.

Research and assessment of the buildings has been undertaken and is summarised over:



MANCHESTER WORKHOUSE

The workhouse was constructed in 1855 according to designs by architects Mills & Murgatroyd and is a common building typology with many constructed across the country in the mid to late 19th century. Research indicates that it is not an early or innovative example of a workhouse and there are better examples elsewhere in the country. It has also been vastly reduced in size through later demolition and alteration, including the removal of ranges to the rear, the front entrance block, a large central chimney and decorative water tower. The surviving rear ranges of the workhouse are now in a poor state of repair.



MANCHESTER WORKHOUSE

CRUMPSALL INFIRMARY

Crumpsall Infirmary was designed by Mills and Murgatroyd in 1876 and as such comprises a typical example of its period. The original plan form remains (with pavilion wards and central administration building) but was a commonly adopted pavilion design for infirmaries. The central administrative block and associated pavilions of the Infirmary building are of some aesthetic merit, retaining architectural detailing including stone banding, the inscribed pediment stone, and stone finials. However, a number of original features have been lost, including the loss of the original entrance building and the replacement of the majority of windows. Modern additions to the building have a negative effect upon its overall aesthetic merit and currently disrupt the ability to understand the intended symmetrical appearance of buildings around the courtyard to the front of the central administrative block.



CRUMPSALL INFIRMARY

LIMBERT NURSES' HOME

The Limbert Nurses' Home was designed by A. J. Murgatroyd and was constructed in c.1930 under the Manchester Board of Guardians. It is a late example of a Nurses' Home but is unusual in its large scale for this building typology. The building employs a Neo-Georgian architectural design which was common for this period. It holds some aesthetic merit retaining its original albeit limited architectural detailing which includes stone banding detailing to all wings of the building. Outer wings of the building appear to be out of use and in a poorer state of repair than the central part of the building.



LIMBERT NURSES' HOME

SUMMARY

Paragraph 197 of the NPPF provides a policy framework for non-designated heritage assets and states that:

“The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.”

Based upon a proportionate assessment of the buildings at the Site, they are considered to hold some local architectural and historic interest but this has been altered by later demolition and alteration.

The masterplan has tested the potential for reuse of these buildings and found it not to be feasible. Appendix 3 provides further detail on the option testing process.

There are a number of ancillary buildings and structures across the wider hospital complex; each of varying age and quality. These are largely fragmentary remains and are of no interest.

TRANSPORT AND MOVEMENT

The main vehicular access points to the Site are located on Delaunays Road to the north and Charminster Drive to the south. These access points are well established, largely uncongested, and are also adequately signposted on approach. There is also an exit-only egress from Central Drive onto Delaunays Road.

Pedestrians and cyclists can also access the site in a similar manner to the vehicles. There is also an existing Public Right of Way running between Ash Tree Road and Waterloo Street (via Brightside Road) directly adjacent to the southern boundary of the Site.

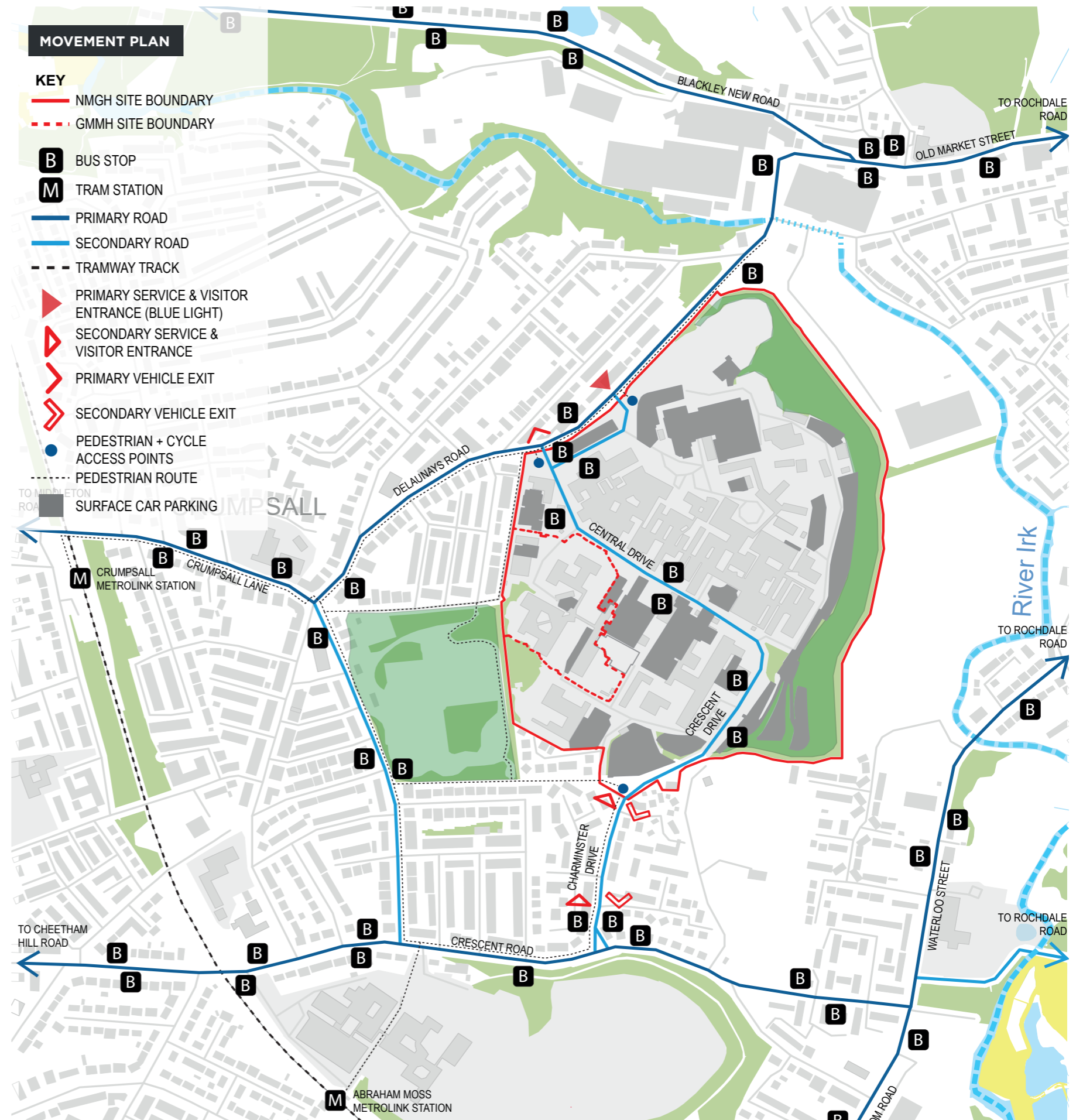
The Site benefits from some public transport infrastructure. A number of bus stops are located directly to the north of the Site, along Delaunays Road with services to Middleton, Bury, Piccadilly Gardens, Shudehill, Higher Crumpsall, and other destinations within Greater Manchester. Many of these bus services also pass through the hospital site.

The Crumpsall and the Abraham Moss Metrolink stations are located about 1km from the Site, with trams every 12 minutes running between Bury-Altrincham and Bury-Piccadilly respectively. It takes about 10 minutes to walk between the Site and these stations, however, neither are attractive or welcoming routes for pedestrians.

There are c40 surface-level car parks sited around the Site, providing about 1,900 spaces. There is a mix of patient/visitor spaces, staff spaces, and accessible spaces.

The car parks are extensive and take-up a significant footprint. There is also confusing wayfinding from multiple arrival points to building entrances.

Secure cycle parking is provided across the Site and there are some shower and changing facilities in Lifewise Gym.



ENVIRONMENT

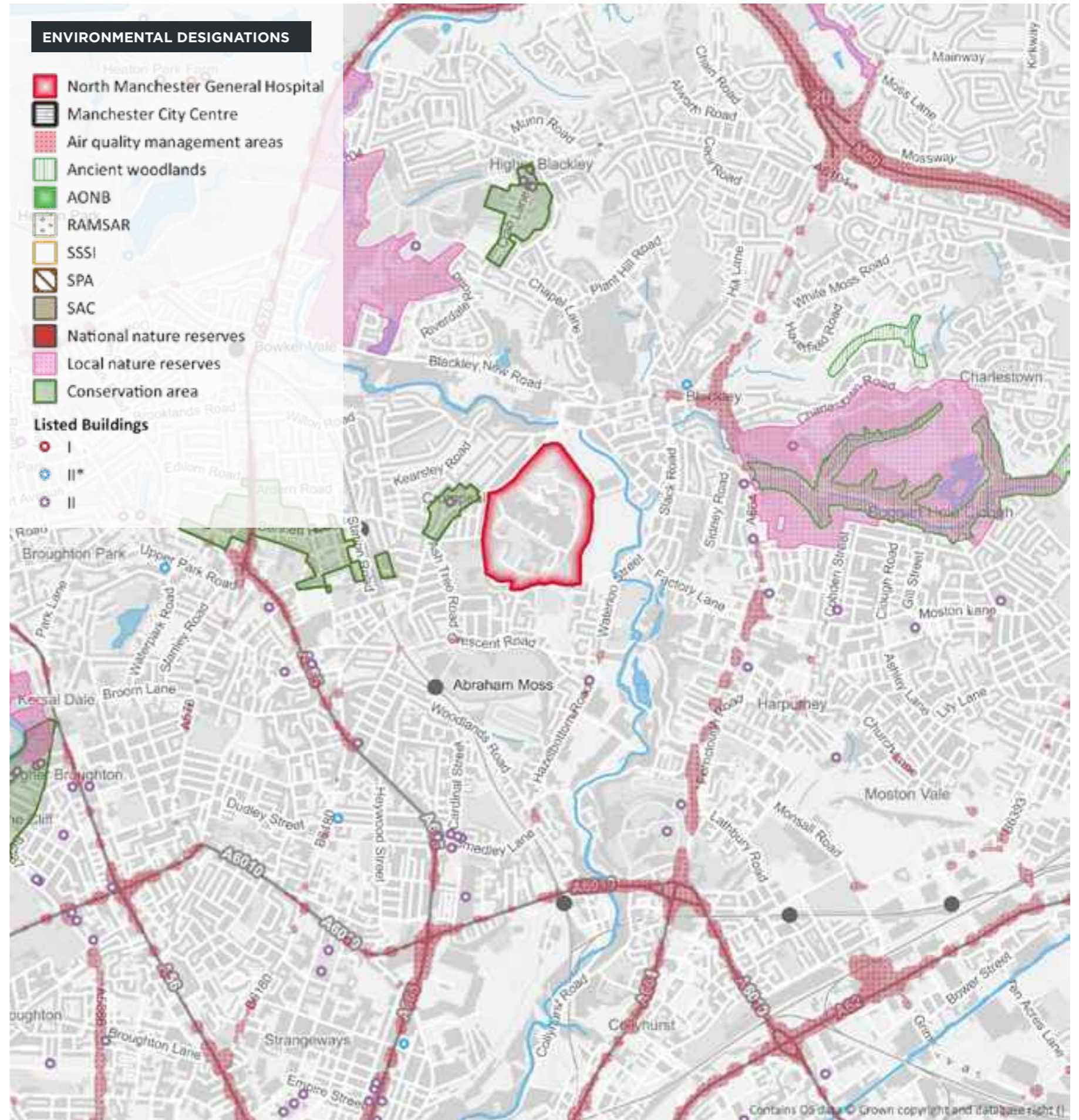
The habitats on site are considered to be typical of urban areas and are widespread and common throughout the UK and Manchester.

There are no European Protected Sites, Local Nature Reserves or Local Wildlife Site designated within 1 km of the site.

Boggart Hole Clough, a local nature reserve and ancient woodland is 1.1 km to the east and Blackley Forest, which is also a local nature reserve, is 1.4 km to the north. The Site is also located within the outer zone of the Rochdale Canal Special Area of Conservation Impact Risk Zone.

The Site is within the Environment Agency's Flood Zone 1, which means the Site has a low risk of flooding.

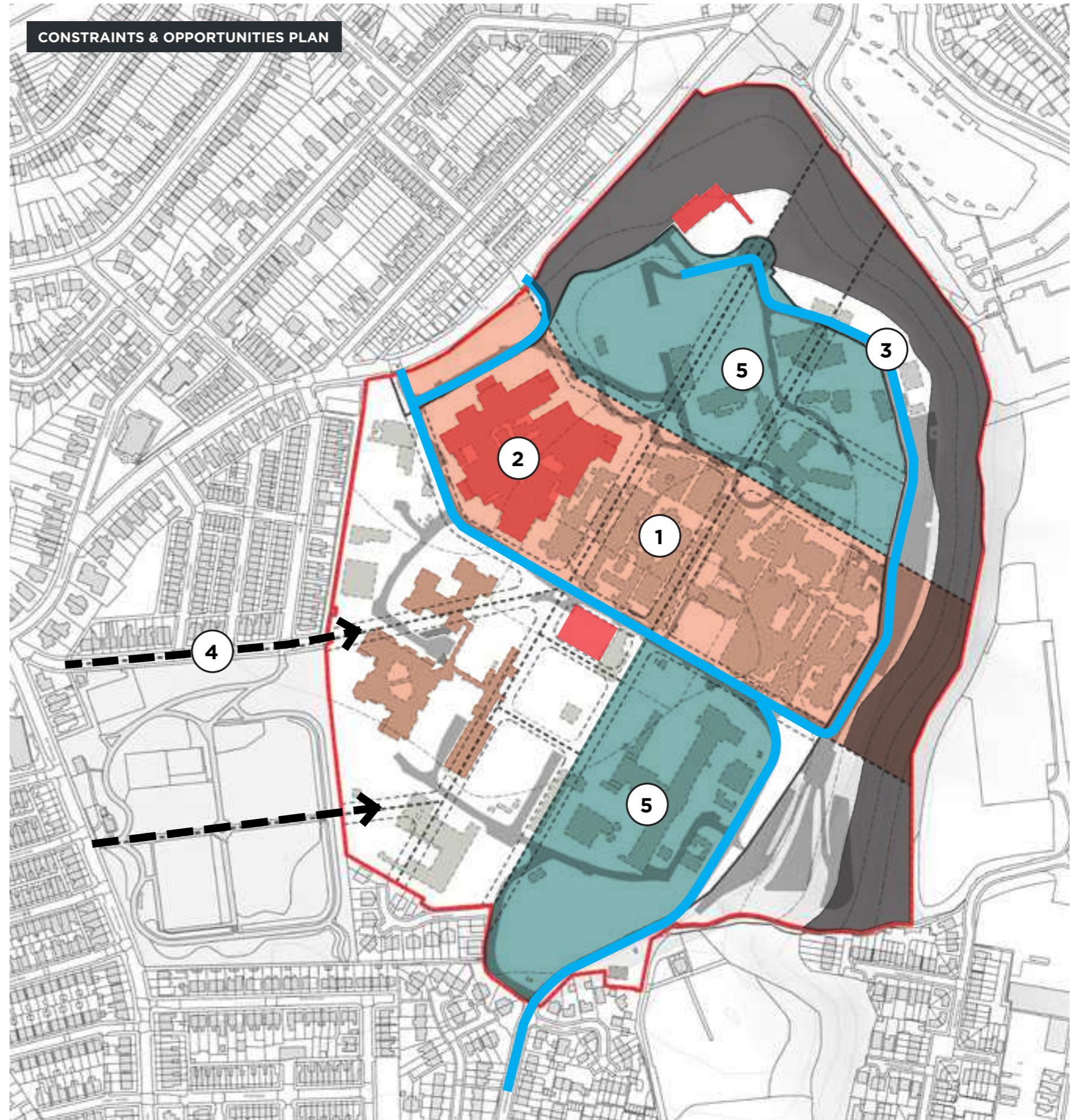
The Site is not located within an Air Quality Management Area (AQMA), as defined by the 'Great Air Manchester' interactive map (which shows the AQMA's for Greater Manchester).



SUMMARY: CONSTRAINTS AND OPPORTUNITIES

The Site has several key constraints and opportunities that will shape the location and form of any redevelopment:

1. The existing general hospital must remain fully operational during the redevelopment.
2. There is an opportunity to refurbish the modern additions to the existing estate, such as the current Emergency department and Womens services building.
3. Maintaining the existing site entrances and primary service routes around the site will assist with the operation of the estate throughout the phased development of the site.
4. Providing direct pedestrian and cycle links via Crumpsall Park will improve connectivity with the community and potentially improve accessibility to Metrolink.
5. There are a number of development plots that will offer the best opportunities for early phases, subject to the temporary decant of existing uses.
6. The steeply sided river valley will present a challenge in terms of full permeability and the redevelopment proposals will need to take this constraint into account.





APPENDIX 3

MASTERPLAN OPTION TESTING

INTRODUCTION

The purpose of the report is to identify and review alternative development options for the site, including the potential retention of the existing historic buildings. These include:

- Crumpsall Infirmary;
- Limbert Nurses Home; and
- Manchester Workhouse

The options consider the full or partial retention of these buildings and are weighed against key Development brief principles which are deemed essential by MFT to deliver a new high quality and 21st century hospital facility. Each option is appraised against these key requirements and the report culminates with identification of a preferred way forward.



DEVELOPMENT BRIEF PRINCIPLES

In December 2019, MFT prepared a document titled 'The Proposition' which outlined their aspirations and vision for the development of NMGH. This document represents our initial development brief for the project and items 1-3 outlined below are taken from this document. Items 4-6 are a response to the site and are important constraints / opportunities which impact the way in which the NMGH site can be developed.

[1] A MODERN HEALTH AND CARE OFFER

Rebuilding all existing hospital facilities would be excessively expensive, and would simply perpetuate an outdated 'sickness treatment' service model. Instead, the objective is to radically redesign healthcare services in North Manchester to minimise the investment requirement, and become a leading example of integration.

The redesign process will consider people, processes, culture, tools and technology. Services will meet the highest standards of quality, delivering all constitutional and other performance standards. They will generate financial sustainability of the local system. Importantly, health services will work in tandem with an extensive range of services, and will offer opportunities for citizens to improve their health and well-being more broadly, ensuring that citizens are able to get well and stay well.

[2] IMPROVING HEALTH & WELL-BEING

Site redevelopment will allow various healthcare providers to be brought together in one place through the co-location of hospital, mental health, intermediate and community services and primary care. This environment can foster collaboration and ensure continuity of care as patients transfer from one part of the system to another.

Green space will be a feature of the site, and this will be tailored to physical activity, including a path around the site perimeter that can be used for walking and running. Other space will be available for therapeutic and regenerative purposes, such as growing fresh vegetables and fruit, promoting neighbourhood engagement, and inclusive activities and education.

[3] BUILDING A STRONGER AND SAFER COMMUNITY

The local community currently view the North Manchester site as separate and just a place to receive hospital services. The redevelopment provides an opportunity to change this. Hospital provision will only require half the capacity of the site and restructuring it will release land in the heart of the community that can be used to stimulate regeneration and provide a new centre for civic life in the area. Providing direct pedestrian and cycle links to Crumpsall will improve connectivity with the community and is an important strategy to meet the aspirations of the 'The Proposition'

[4] CONTINUOUS OPERATION OF THE HOSPITAL

The existing hospital must remain fully operational while the new hospital is built with minimal disruption to services.

[5] SITE AVAILABILITY & EFFICIENCY

Certain parts of the site are more scarcely developed than others with buildings utilised to varying levels. Some building functions are more critical than others in maintaining clinical delivery and some can be decanted more easily and made available quicker to meet the demands of the design & construction programme.

With this in mind, the plots highlighted are considered to offer the best opportunities for initial development plots.

[6] RETENTION OF EXISTING BUILDINGS

Existing buildings, The Infirmary / Limbert House & Trust HQ are considered to have some heritage value. Although they are not listed, it is important that their potential for re-use is considered.

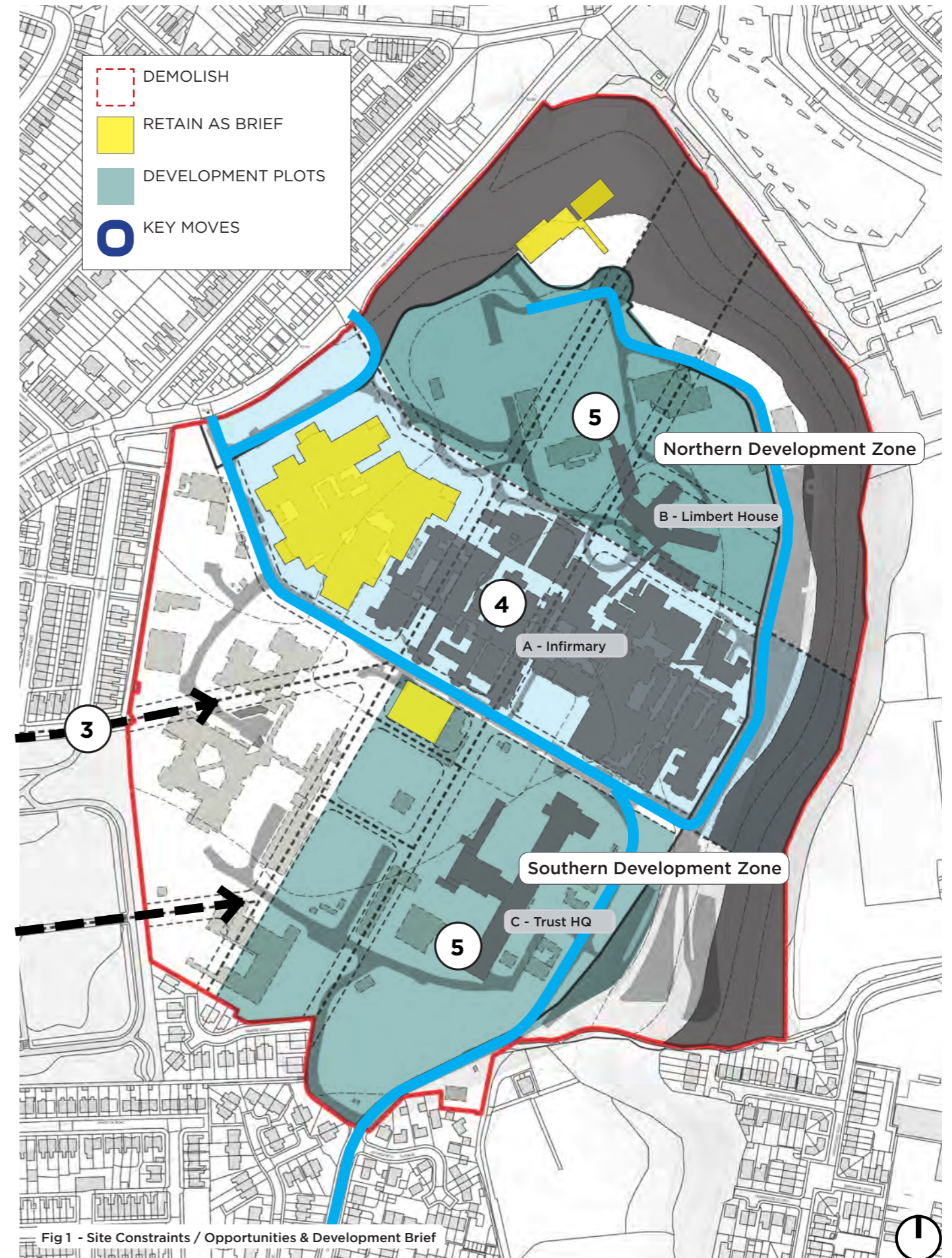


Fig 1 - Site Constraints / Opportunities & Development Brief

THE EXISTING ESTATE

The condition and suitability of the existing estate are important considerations when reviewing the opportunities for refurbishment vs demolition of buildings. There are several factors which have been considered to help inform these decisions as outlined below.

CONDITION OF THE EXISTING ESTATE

Much of the current estate has a condition rating of B/C meaning that within the next five years it will be considered operational but in need of major repair or replacement to bring it up to a sound and operationally safe condition. The cost associated with this repair is significant.

The existing historic buildings; Crumpsall Infirmary, Limbert Nurses Home and Manchester Workhouse all fall under or below this condition rating.

SPATIAL QUALITIES OF THE EXISTING BUILDING & ADAPTABILITY FOR RE-USE.

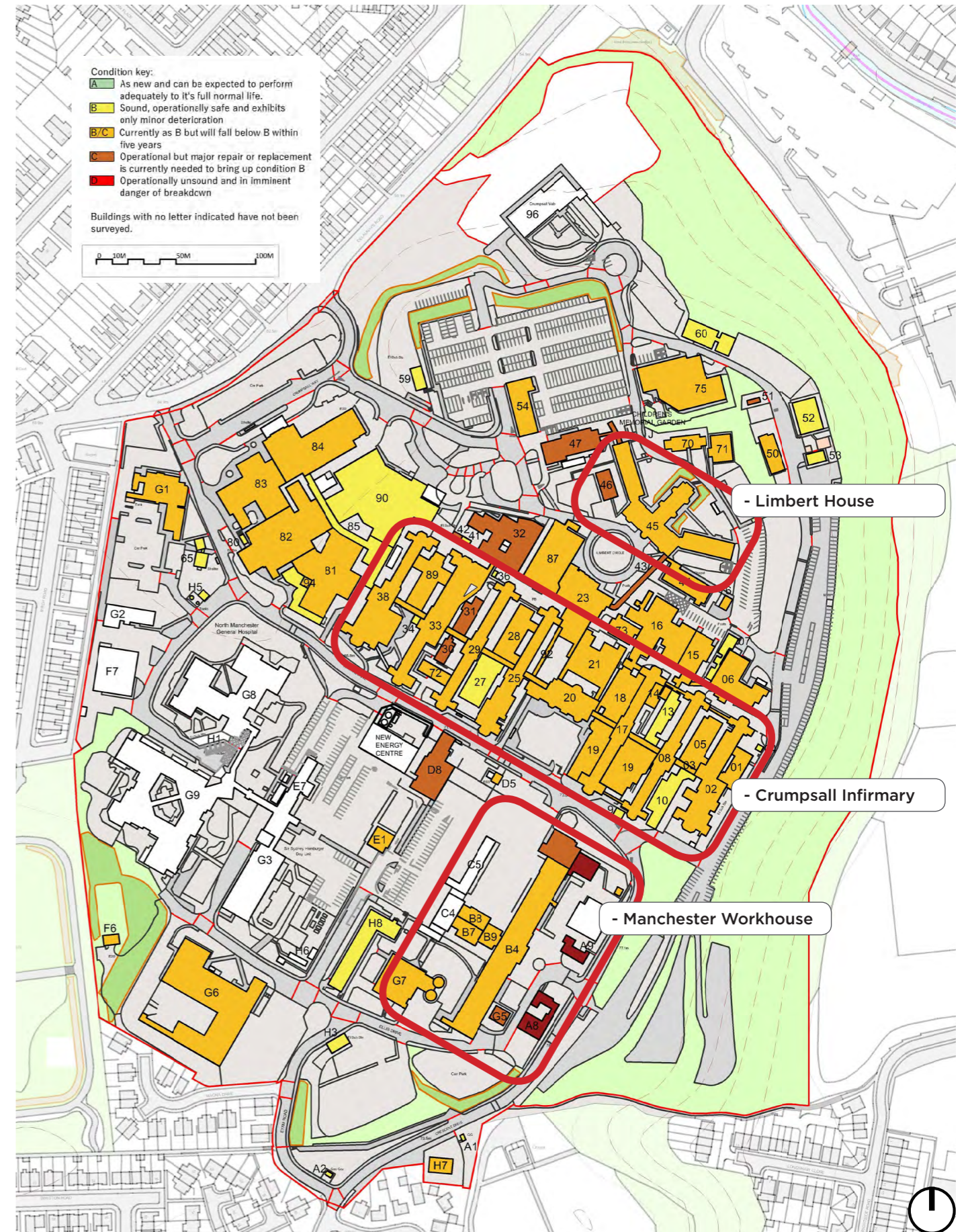
There are many areas of the antiquated estate which impede the ability to deliver 21st-century healthcare services. The dimensions of spaces, orientation, floor to floor height, performance of fabric are no longer suitable for modern healthcare design and refurbishment cannot resolve some of these fundamental issues. However, there are possibilities to explore the use of the buildings for specific clinical activities or other typologies such as offices.

LOCATION OF EXISTING BUILDINGS ON SITE

The new hospital comes with a brand new brief and set of clinical adjacencies for co-locating both departments and buildings. Re-use of buildings needs to be assessed against this brief to ensure that these critical adjacencies can be maintained.

PROGRAMME AND COST

Refurbishment vs New build proposals each have their own pros and cons in this setting and will impact on cost, programme and the



SCORING MATRIX

Using the key Development Brief items and site responses outlined on the previous page, we have created a scoring matrix to apply to the development options for the site to compare strengths and weaknesses in options and help determine the best way forward.

Criteria	1	2	3	4	5
[1] CREATING A MODERN HEALTH AND CARE OFFER					
[2] IMPROVING HEALTH & WELL-BEING					
[3] BUILDING A STRONGER AND SAFER COMMUNITY					
[4] CONTINUOUS OPERATION OF THE HOSPITAL					
[5] SITE AVAILABILITY & EFFICIENCY					
[6] RETENTION OF EXISTING BUILDINGS					

ASSUMPTIONS

The pages which follow illustrate 5no, development options for the site dealing predominantly with the siting of the buildings within Healthcare Hubs 1 & 2 as outlined in the table below, and the re-use or demolition of buildings within the existing estate.

Zone		
Z1 - Healthcare Hub 1	Acute Hospital: Education Hub: Health and Well-being Hub: Admin / FM Building: Car Park:	c.45,000m2 c.3,000m2 c.6,000m2 c.8,000m2 c.1,000-1,250 spaces
Z2 - Village Green		c.1.8 hectares
Z3 - Healthcare Hub 2	New GMMH Building Future Carpark	c.12,500m2 c.450 spaces
Z4 - Neighbourhood Hub	Mixed Uses	c.7 hectares

The current Emergency department and Women's services building is part of the Business Case for the development and offers the best opportunity for refurbishment in terms of clinical delivery. It is therefore retained in all options that follow. Maintaining the existing site entrances and primary service routes around the site is also essential to assist with the operation of the estate throughout the phased development of the site. Finally, it is assumed that GMMH existing Park House facilities will be demolished following the construction of new facilities within either the Northern or Southern development plots.

OPTION 1A: PARTIAL RETENTION (INFIRMARY & TRUST HQ)

KEY MOVES

Infirmary to be retained and refurbished with full demolition of the Northern Zone to support new GMMH facilities and demolitions to the southern zone to support extensive decant facilities / MSCP and space for future expansion.

Office accommodation from Limbert house to relocate to refurbished acute facilities.

PROS

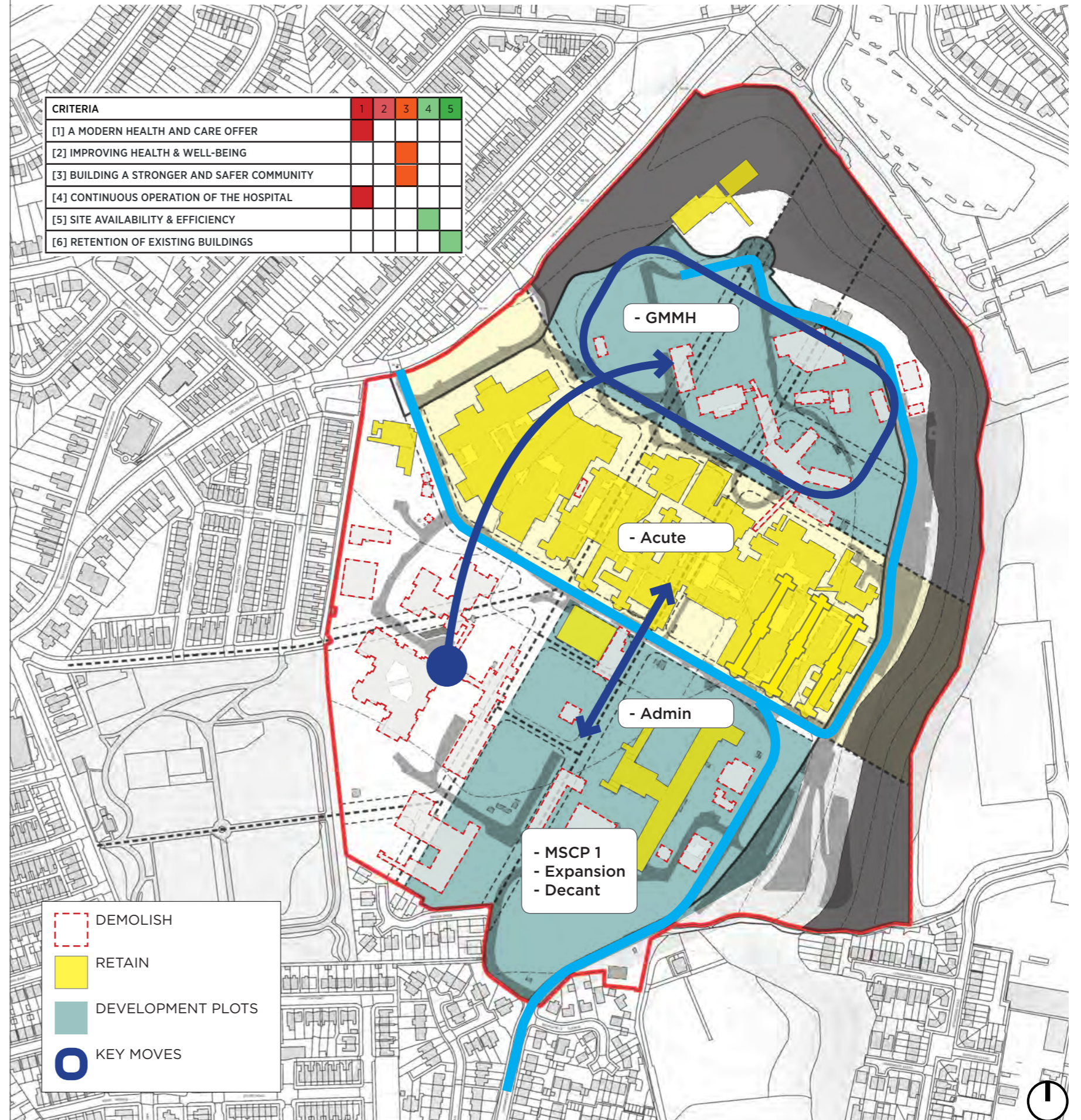
- Heritage value in retaining existing buildings.
- Sustainable re-use of buildings.
- The Northern development plot is a feasible location for new GMMH facilities.
- Trust HQ can retain its current typology and is considered suitable for re-use on this basis.

CONS

- The historic existing facilities are unsuitable for modern healthcare delivery, particularly given the aspirations for this development as outlined earlier in the document. The types, shapes and location of existing spaces do not align well with the proposed schedule of accommodation for acute facilities.
- The Southern development plot is detached from the acute hospital by the access road making future expansion more problematic.
- The position of the existing Trust HQ makes the Southern development plot less efficient than re-developing a cleared site.
- The site wide masterplan and development strategy is constrained by the location of existing buildings.
- Full retention of the Infirmary will be very disruptive to clinical delivery as it will rely on multiple decants to enable refurbishment.
- The ability to create a focussed entrance and draw the community to the site is impeded by the layout of the current estate.

SUMMARY

SUSTAINABLE RE-USE OF THE EXISTING ESTATE IS ACHIEVED WITH GOOD SITE AVAILABILITY THOUGH THE ABILITY TO DELIVER MODERN HEALTHCARE SERVICES AND FACILITIES IS SEVERELY COMPROMISED WITHIN THE ACUTE BUILDING..



OPTION 1B: PARTIAL RETENTION (INFIRMARY & LIMBERT HOUSE)

KEY MOVES

Infirmary to be retained and refurbished with minor demolitions in the Northern Zone to support extensive decant facilities / MSCP / Expansion and part office facilities and demolition of Trust HQ to the southern zone to support New GMMH facilities.

Office accommodation from HQ to relocate to vacant Limbert House

PROS

- Heritage value in retaining existing buildings.
- Sustainable re-use of buildings.
- The southern development plot is well suited for new GMMH facilities.
- Limbert House can be retained to house office facilities and is considered suitable for re-use on this basis.

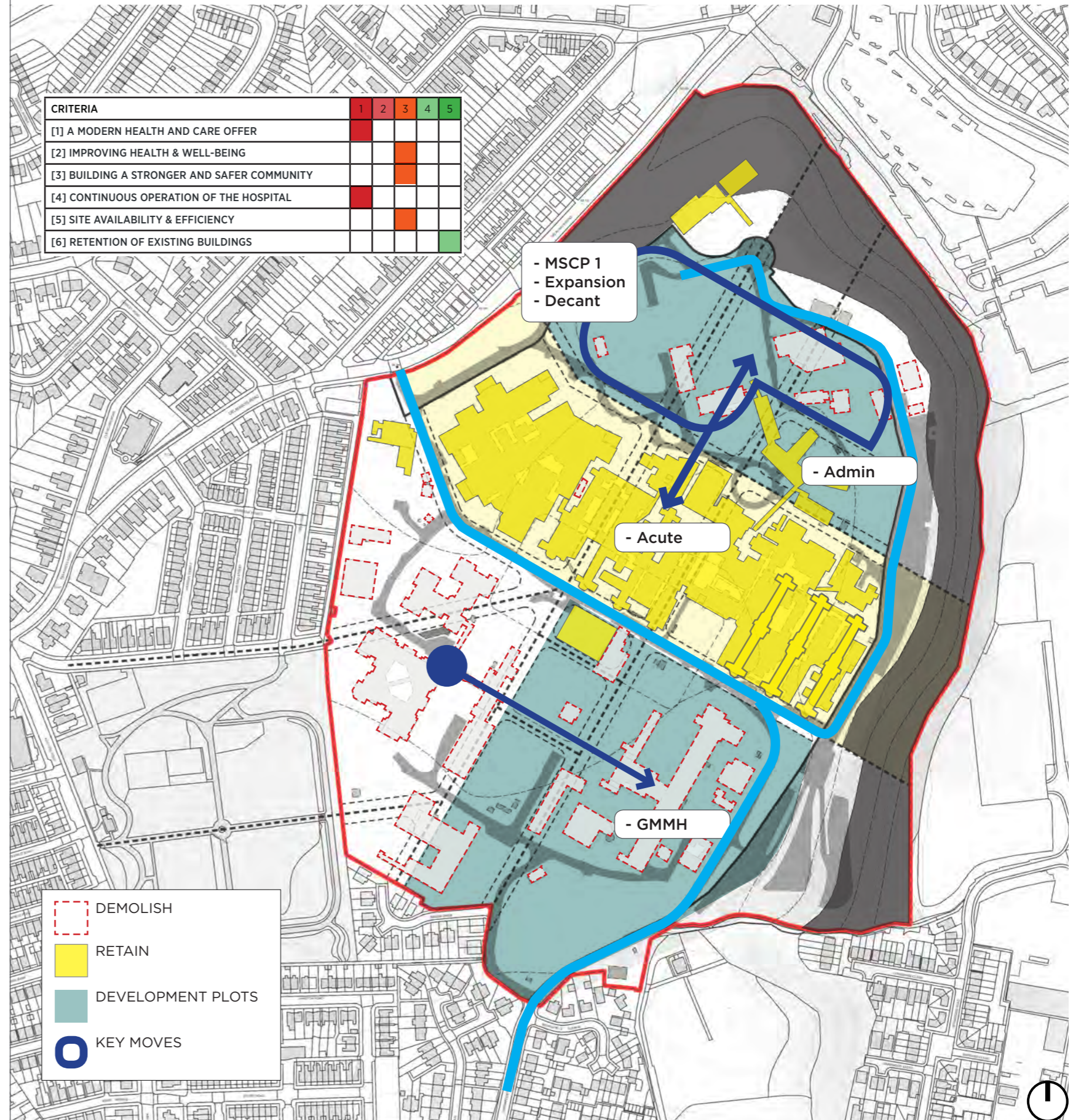
CONS

- The site wide masterplan and development strategy is constrained by the location of existing buildings.
- Full retention of the Infirmary will be very disruptive to clinical delivery as it will rely on multiple decants to enable refurbishment.
- The historic existing facilities are unsuitable for modern healthcare delivery, particularly given the aspirations for this development as outlined earlier in the document. The types, shapes and location of existing spaces do not align well with the proposed schedule of accommodation for acute facilities.
- The position and orientation of the existing Limbert House building makes the Northern development plot less efficient than re-developing a cleared site.
- The ability to create a focussed entrance and draw the community to the site is impeded by the layout of the current estate.

SUMMARY

SUSTAINABLE RE-USE OF THE EXISTING ESTATE IS ACHIEVED THROUGH THE ABILITY TO DELIVER MODERN HEALTHCARE SERVICES AND FACILITIES IS SEVERELY COMPROMISED WITHIN THE ACUTE BUILDING.

THE EFFICIENCY OF THE NORTHERN BLOCK IS COMPROMISED BY LIMBERT HOUSE



OPTION 2: PARTIAL RETENTION (PLOT ANALYSIS)

Retaining the existing Infirmary offers a significant challenge to meeting the aspirations of the brief and also maintaining the operation of the hospital. Option 2 therefore explores development options which demolish the existing infirmary while retaining the Trust HQ and Limbert House buildings.

This page outlines the pros and cons of siting the Acute and GMMH facilities in either the Northern or Southern development plots.

A - MOVE GMMH TO NORTHERN PLOT

- **PRO - [IF LIMBERT HOUSE IS ALSO DEMOLISHED]** This would be a suitable location for GMMH
- **CON - [IF LIMBERT HOUSE IS RETAINED]** Retaining Limbert House puts pressure on available space within this development plot due to the inefficient position / orientation and utilisation of this building. The SoA for GMMH contains little accommodation considered suitable for this building. The optimum design for GMMH proposes predominantly single level ground floor accommodation which adds further pressure on the available plot size.

B - MOVE GMMH TO SOUTHERN PLOT

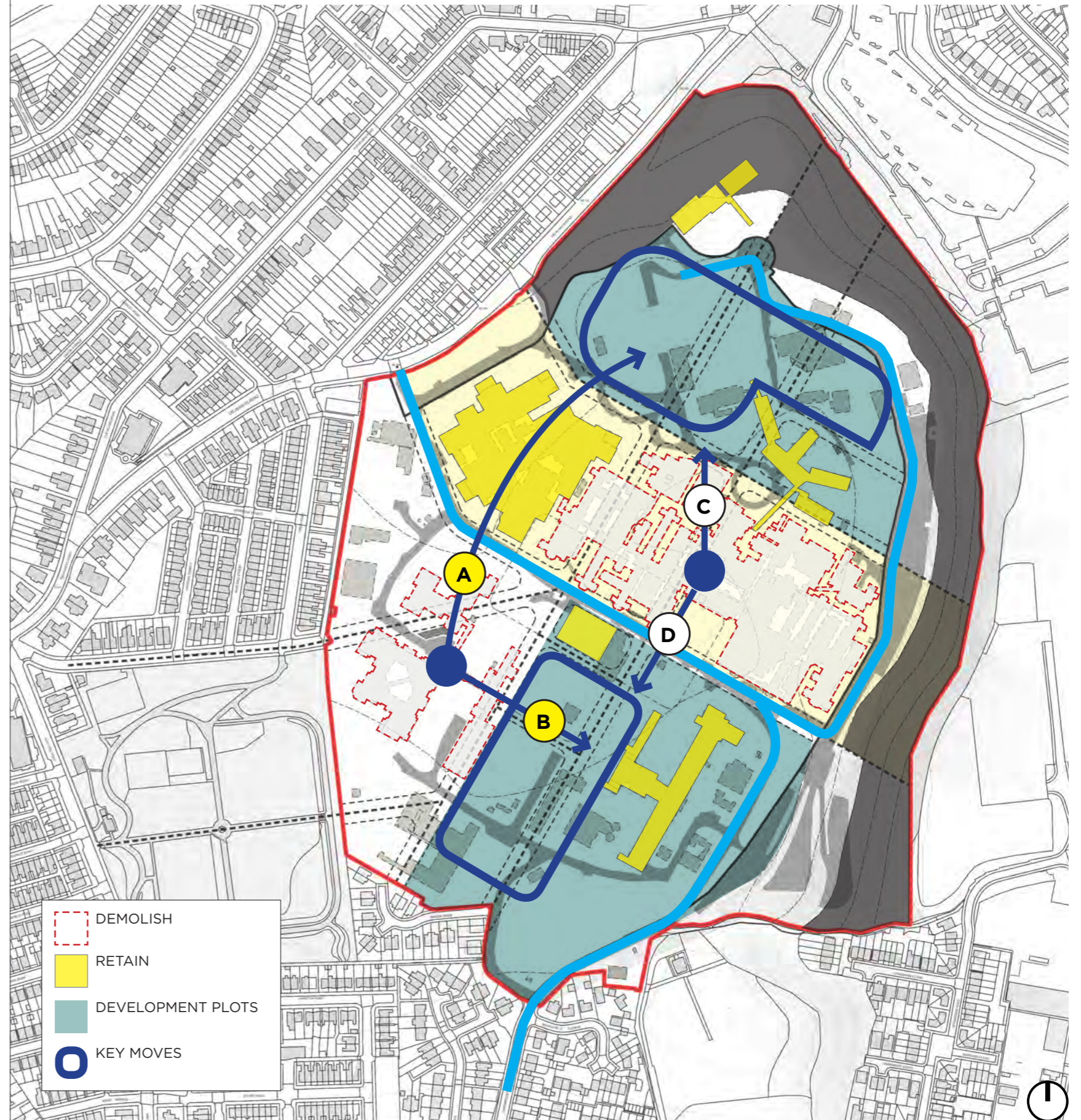
- **PRO - [IF TRUST HQ IS ALSO DEMOLISHED]** This would be a suitable location for GMMH
- **CON - [IF TRUST HQ IS RETAINED]** Retaining Trust HQ puts pressure on available space within this development plot due to the inefficient position / orientation and utilisation of this building. The SoA for GMMH contains little accommodation considered suitable for this building. The optimum design for GMMH proposes predominantly single level ground floor accommodation which adds further pressure on the available plot size.

C - MOVE ACUTE TO NORTHERN PLOT

- **PRO** - Strong adjacency to the retained Emergency building allowing a positive linkage between existing and new build facilities.
- **CON** - Retaining Limbert House puts pressure on available space within this development plot due to the inefficient position / orientation and utilisation of this building.

D - MOVE ACUTE TO SOUTHERN PLOT

- **PRO** - Trust HQ could be retained as an Office building and link directly to new Acute facilities
- **CON** - Existing and new acute buildings are divorced if Central Drive is retained. This poor linkage will impact heavily on clinical delivery. Re-locating Central Drive would have a significant cost impact and would be disruptive to the ongoing operation of the site



OPTION 2A: PARTIAL RETENTION (LIMBERT HOUSE & TRUST HQ)

KEY MOVES

Infirmery to be demolished and new facilities to be built in either the Northern or Southern development zones. [See Plot Analysis opposite].

GMMH to be located in either the Northern or Southern development zones

Trust HQ and Limbert House to be refurbished to accommodate areas from either the Acute or GMMH developments.

PROS

- Heritage value in retaining existing buildings.
- Sustainable re-use of buildings.
- Trust HQ can retain its current typology and is considered suitable for re-use on this basis.
- Strong opportunity to create a focussed entrance the site and buildings and link to the community.

CONS

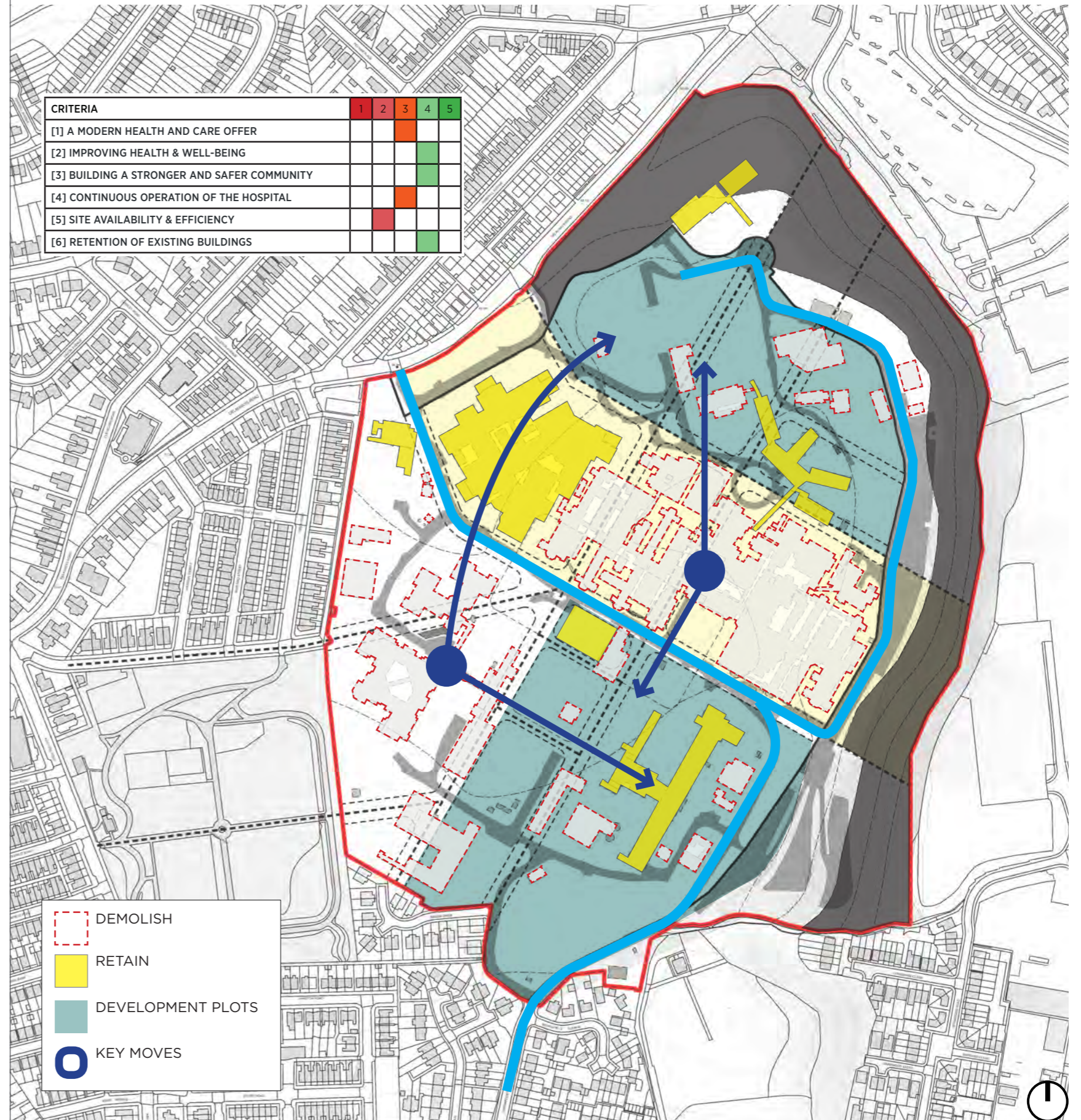
- Both the Trust HQ building and Limbert house are in a poor condition and spatially unsuitable for modern healthcare delivery. They would need to house office / residential type facilities only.
- The location of these buildings on the development plots makes planning either Acute or GMMH facilities much more constrained and less efficient than re-developing a cleared site.
- The orientation of Limbert House makes Master-planning difficult and compromises the efficient use of the remaining plot.
- The plot analysis on the following page highlights further constraints with this proposal.

SUMMARY

SOME SUSTAINABLE RE-USE OF THE EXISTING ESTATE IS ACHIEVED WITH GOOD OPPORTUNITIES TO DELIVER MODERN HEALTHCARE SERVICES WITH STRONG CONNECTIONS TO THE COMMUNITY.

THE SUITABILITY AND EFFICIENCY OF THE NORTHERN & SOUTHERN PLOTS ARE LIKELY TO BE IMPEDED BY THE RETAINED BUILDINGS DEPENDING ON HOW WELL THEY CAN BE UTILISED. COMPROMISES WOULD BE EXPECTED.

FUTURE EXPANSION OPPORTUNITIES WILL LIMITED BY THE INEFFICIENT USE OF DEVELOPMENT PLOTS.



OPTION 3A: INDIVIDUAL RETENTION (TRUST HQ)

KEY MOVES

Infirmery to be demolished and new acute facilities to be built in the Northern development zone.

GMMH to be located in the Southern development zone.

Trust HQ to be refurbished to accommodate Acute and GMMH Admin facilities

PROS

- Heritage value in retaining existing building.
- Sustainable re-use of Trust HQ.
- Trust HQ can retain its current typology and is considered suitable for re-use on this basis.
- Northern plot is clear for the optimum development of new and modern acute healthcare facilities with space for future expansion

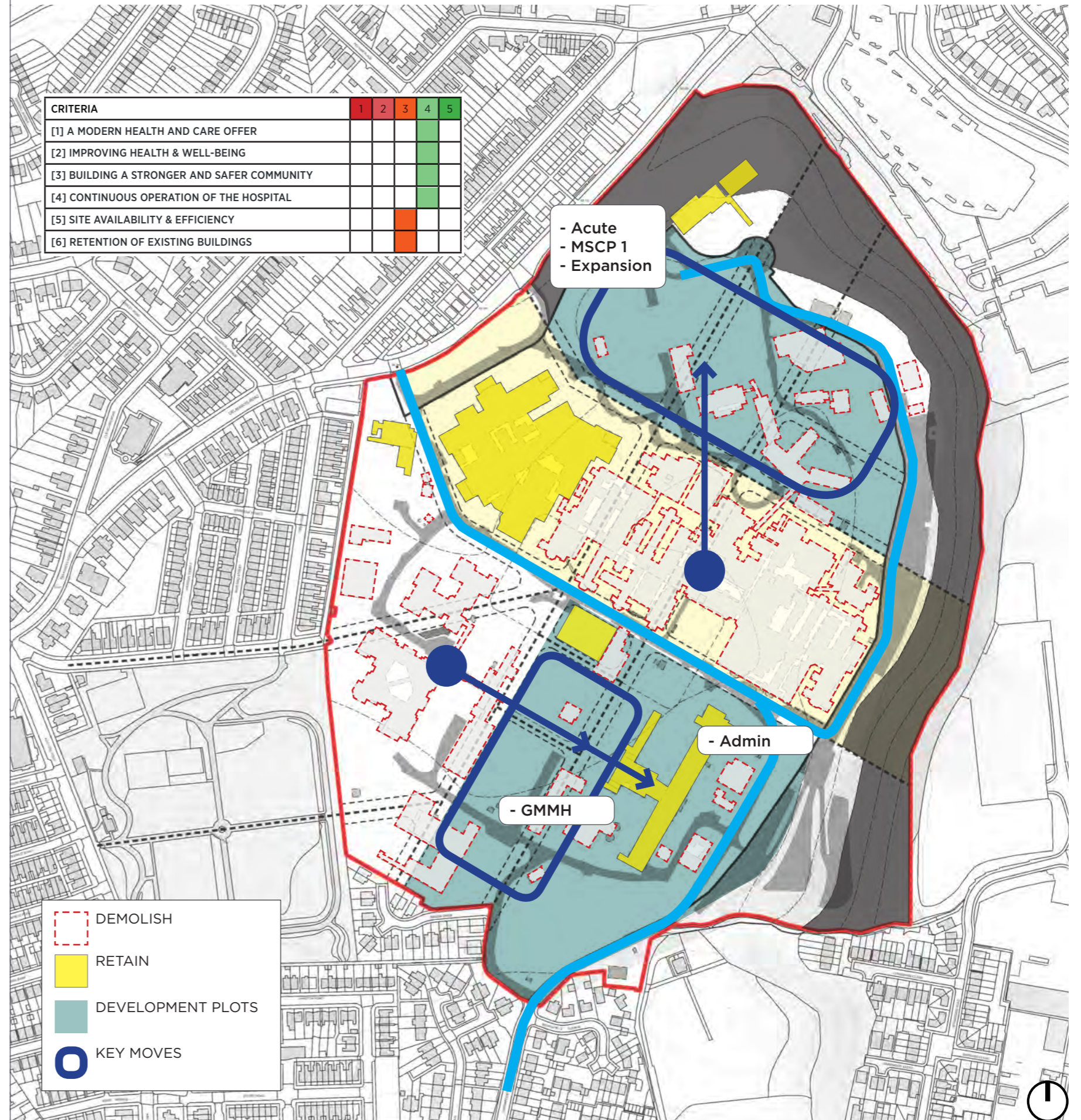
CONS

- The optimum design for GMMH proposes predominantly single level ground floor accommodation in a secluded part of the site with limited or no overlooking into courtyards. Retention of Trust HQ pushes GMMH to a more central location on the site with overlooking into courtyards from the East and a restriction to development heights to future phases to the West.
- The location of Trust HQ on the development plots makes planning GMMH facilities much more constrained and less efficient than re-developing a cleared site resulting in compromises in design and leaving less space available for future development phases.

SUMMARY

LIMITED RE-USE OF THE EXISTING ESTATE WITH GREAT OPPORTUNITIES TO DELIVER MODERN HEALTHCARE SERVICES WITH STRONG CONNECTIONS TO THE COMMUNITY.

THE SUITABILITY AND EFFICIENCY OF THE SOUTHERN PLOT IS LIKELY TO BE IMPEDED BY THE RETAINED BUILDING FOR GMMH AND FUTURE DEVELOPMENT ZONES WILL HAVE LIMITED SPACE BY THE INEFFICIENT USE OF DEVELOPMENT PLOTS.



OPTION 3B: INDIVIDUAL RETENTION (LIMBERT HOUSE)

KEY MOVES

Infirmery to be demolished and new acute facilities to be built in the Northern development zone.

GMMH to be located in the Southern development zone.

Limbert House to be refurbished to accommodate Acute and GMMH Admin facilities

PROS

- Heritage value in retaining existing building for office use
- Sustainable re-use of Trust HQ.
- Southern plot is clear for the optimum development of new and modern GMMH healthcare facilities in a secluded part of the site.
- Efficient use of Southern plot allows more area for future development phases

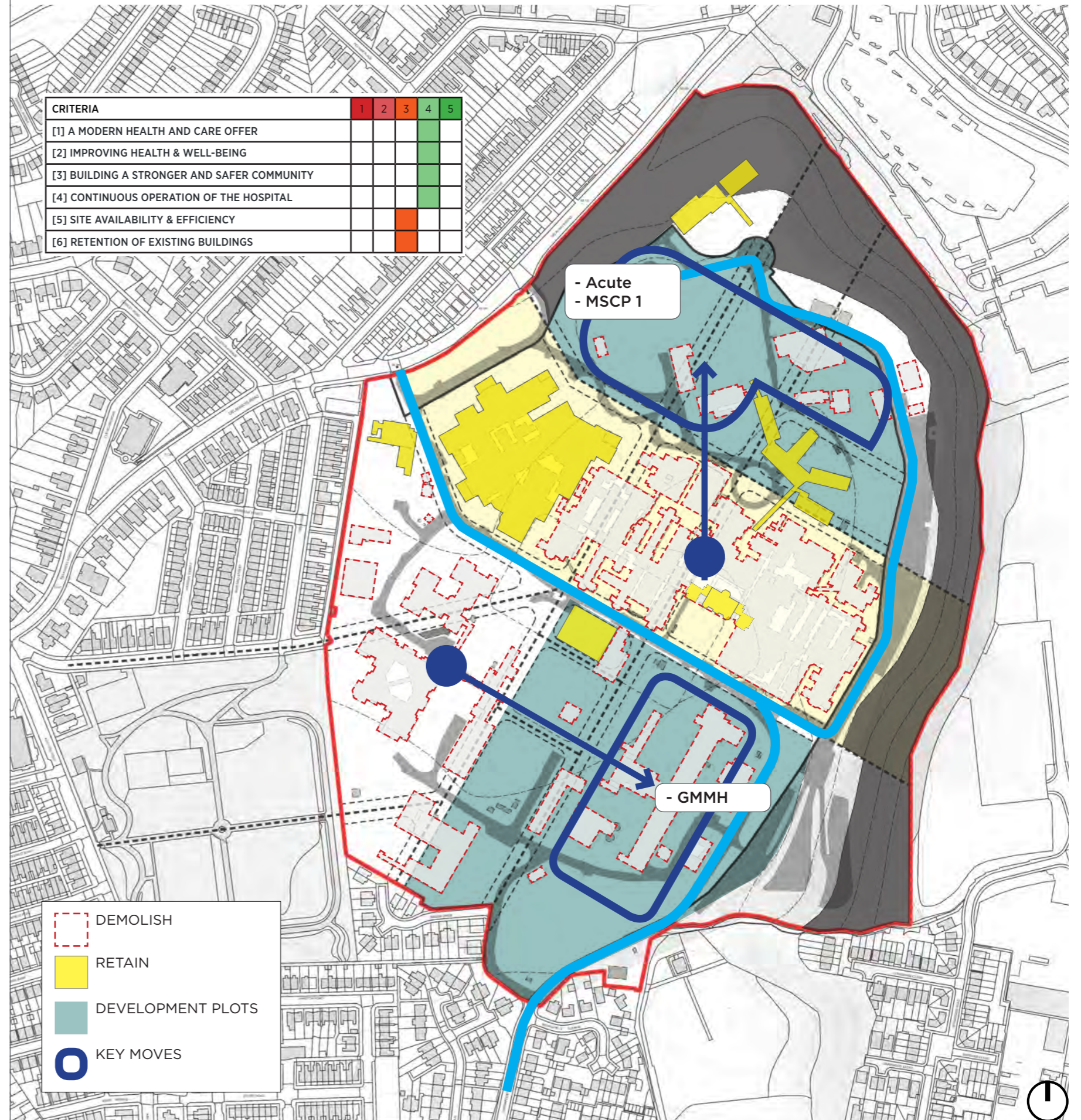
CONS

- The position and orientation of the existing Limbert House building makes the Northern development plot less efficient than re-developing a cleared site with less opportunities for future expansion of the hospital.
- The orientation of Limbert House is at odds with the existing building grain and proposed master-planning grids making development around this building difficult.

SUMMARY

LIMITED RE-USE OF THE EXISTING ESTATE WITH GREAT OPPORTUNITIES TO DELIVER MODERN HEALTHCARE SERVICES WITH STRONG CONNECTIONS TO THE COMMUNITY.

THE SUITABILITY AND EFFICIENCY OF THE NORTHERN PLOT IS LIKELY TO BE IMPEDED BY THE RETAINED BUILDING FOR AND FUTURE EXPANSION WILL BE LIMITED BY THE INEFFICIENT USE OF DEVELOPMENT PLOTS.



SUMMARY

(PREFERRED OPTION & PROPOSED ZONING)

Reflecting on the options summarised in this document, it is clear that the retention of much of the existing estate poses significant problems in the successful redevelopment of the site.

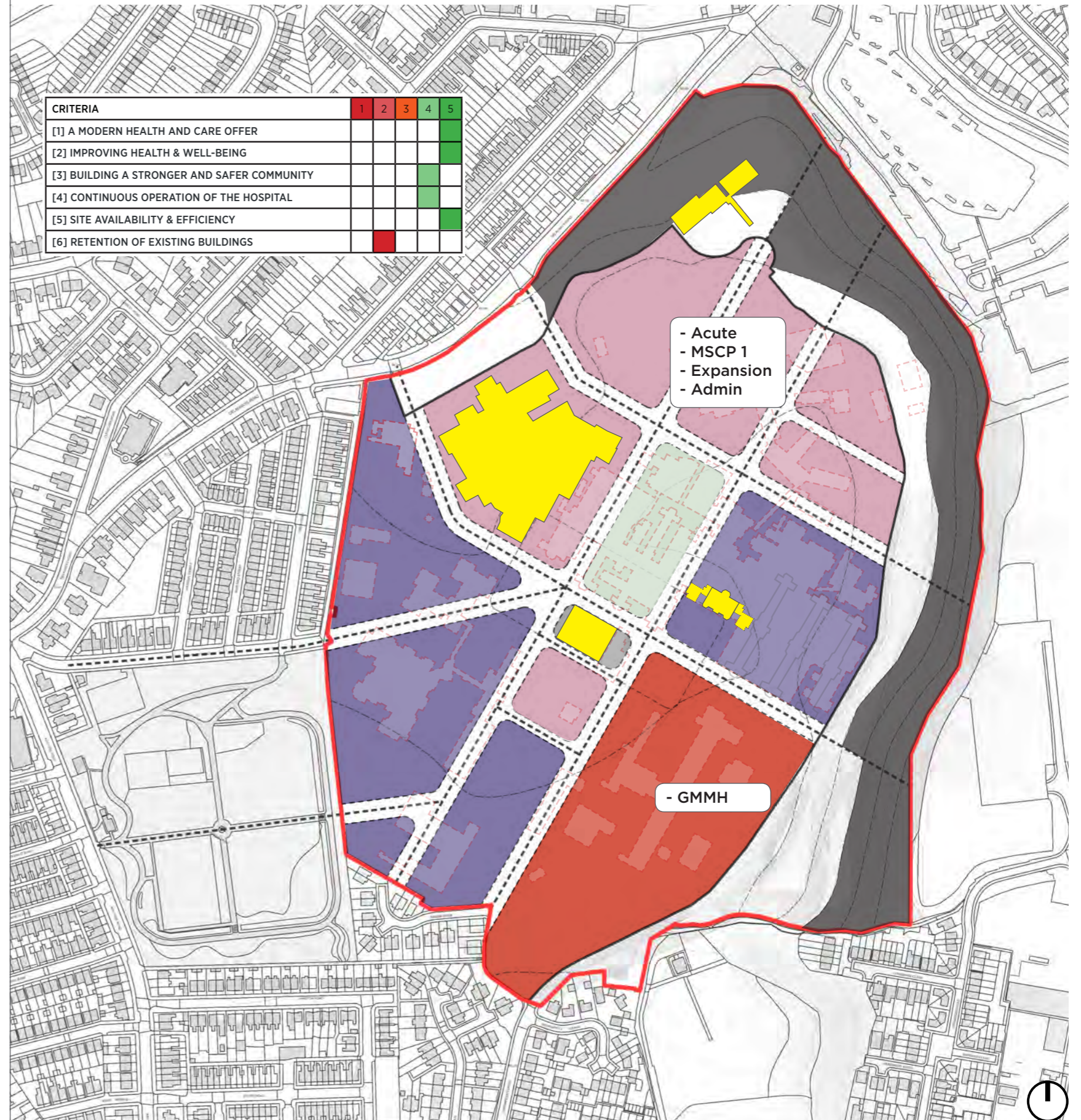
The condition, location and spatial parameters of these buildings are at odds with the development brief and are problematic in maintaining the continual operation of the site and minimising disruptions while new facilities are constructed.

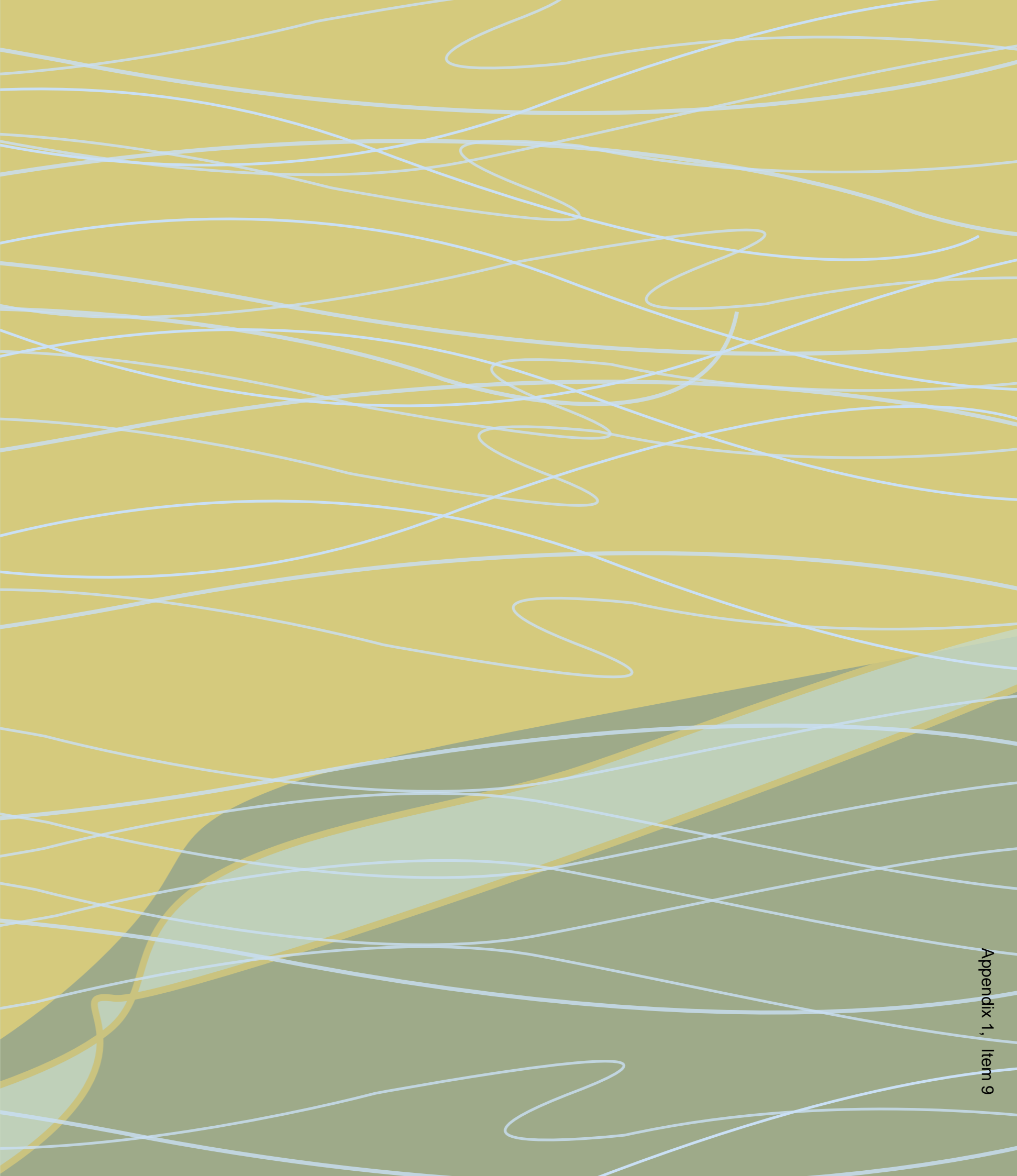
We must also look ahead at the potential for future expansion of the site. While the retention strategies outlined in option 3 may provide an option to retain buildings for re-use, they come at a price. The re-use of these buildings stifle the efficient development of the Northern and Southern plots making limiting the potential for future development to the North and significantly reducing the area for the future Neighbourhood development to the South.

On reflection, we surmise that the best opportunity to meet the development brief and the high aspirations and vision for the site is to demolish the Infirmary, Trust HQ and Limbert House while retaining the current AE and Woman's & Children's block for refurbishment. This strategy allows news facilities to be built alongside the existing ones to ensure continual operation of the estate with minimal disruption during construction. New facilities enable the design teams to offer a truly modern and innovative approach making a bigger impact on well-being and improving health outcomes through design.

The diagram opposite illustrates the proposed zoning of the site and location of Acute and GMMH facilities. Through efficient development of the site, large areas are available for public realm and community amenity as well as future expansion and the proposed Neighbourhood Hub providing strong and lasting links with the local community to stimulate regeneration and provide a new centre for civic life in the area.

- Z1 - HEALTHCARE HUB 1
- Z2 - VILLAGE GREEN
- Z3 - HEALTHCARE HUB 2
- Z4 - NEIGHBOURHOOD HUB





**Manchester City Council
Report for Resolution**

Report to: Executive – 11 November 2020

Subject: Mobility Hub Proposal – Back of Ancoats

Report of: Strategic Director Growth and Development

Summary

This report provides Members with details of an emerging concept for Ancoats Mobility Hub, to contribute to the delivery of a highly sustainable neighbourhood.

Recommendations

The Executive is recommended to:

1. Note the work being undertaken to establish Proof of Concept of Ancoats Mobility Hub as an innovative approach to contributing to the Council's Zero Carbon policy, and as a potential facility to support further residential and commercial development in Ancoats;
 2. Endorse further investigation into a Business Case, which will be brought back to a future meeting of the Executive for consideration.
 3. Authorise the Strategic Director Growth and Development, to establish a costed relocation strategy for tenants affected if the scheme is approved at a future date.
 4. Authorise the Strategic Director – Growth & Development to establish regulations which would be required to support the realisation of the vision for Ancoats Mobility Hub including further restrictions for on street parking in Ancoats.
-

Wards Affected: Ancoats and Beswick; Miles Platting & Newton Heath

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

The revised Ancoats & New Islington Neighbourhood Development Framework recognises that future development within the area will need to respond to the City Council's objective of achieving zero-carbon target and will be expected to move towards this aspiration through the active utilisation and deployment of leading building technologies. The City Council will use its land interests in the area to deliver this outcome.

The Ancoats Mobility Hub will contribute to the vision of a highly sustainable neighbourhood, promoting modal shift towards cycling, public transport, car clubs and walking, and enabling an accelerated take-up of electric vehicles, through the provision

of cycle storage and hub, electric vehicle charging points, car club location. There is also the potential for bike and e-bike hire, and a logistics hub which would include a central location for parcel deliveries, with final delivery by electric vehicle.

Manchester Strategy outcomes	Summary of the contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The proposals contained within the refreshed Ancoats and New Islington Development Framework (NDF) offer the potential to bring forward mixed - use development that will contribute to the creation of jobs within the area and provide a range of residential accommodation for the growing population of the City. The Anocats Mobility Hub will support further residential and commercial development in the area.
A highly skilled city: world class and home-grown talent sustaining the City's economic success	The further development of Ancoats will provide additional commercial space to meet demand from existing and newly established businesses, thus creating and sustaining employment opportunities within this area of the City Centre.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The proposals contained within the refreshed NDF offer the potential to help deliver the Manchester Residential Growth Strategy and meet the growing demand for new homes in a range of tenures that are close to quality amenity space and within easy access of employment opportunities. The creation of additional commercial space will help create new and sustain existing employment opportunities.
A liveable and low carbon city: a destination of choice to live, visit, work	The refreshed NDF reaffirms the Council's commitment to deliver zero carbon growth and sets out the intention of creating sustainable neighbourhoods with strong connections to public transport infrastructure; enhanced active travel routes and improved public realm and public open spaces. The Ancoats Mobility Hub will facilitate a step change in modal shift and in the take-up of electric vehicles. It will also improve air quality in the neighbourhood.
A connected city: world class infrastructure and connectivity to drive growth	The NDF will help guide and coordinate the eastwards expansion of the City Centre and create a seamless link to the neighbourhoods of East Manchester, contributing to the vibrancy and attractiveness of these areas. The Ancoats Mobility Hub will be integrated into the planned enhanced walking and cycling routes, the canal towpaths and the route to New Islington Metrolink stop.

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 proof of concept and business planning work to support the delivery strategy for the Mobility Hub will be undertaken by Manchester Life Strategic Development Company (MLSDC) and the costs are to be met from funds already committed for the masterplanning of the area.

Tenants in occupation of the Poland Street Industrial Estate in the back of Ancoats may seek to relocate for business reasons prior to the approval of the business plan. This may result in the commercial units being increasingly difficult to let, having a consequential impact on the Investment Estate.

Revenue consequences associated with the delivery of the scheme, including any costs associated with securing vacant possession of the development site and loss of revenue from the current tenants will be set out in detail in a future report to the Executive.

Financial Consequences – Capital

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

Capital consequences associated with the delivery of the scheme will be set out in detail in a future report to the Executive.

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Background documents (available for public inspection):

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

- Ancoats and New Islington Neighbourhood Development Framework, report to Executive 29 October 2014.
- Refresh of the Ancoats and New Islington Neighbourhood Development Framework, report to Executive 14 December 2016;
- Refresh of the Ancoats and New Islington Neighbourhood Development Framework, report to the Executive 12 February 2020;
- Manchester Zero Carbon 2018 – Manchester City Council’s Commitment, Executive, 13th March 2019;
- Council Resolution on Declaring a Climate Emergency, Executive, 24th July 2019;
- Eastlands Regeneration Framework, Executive, 24th July 2019;
- Revised City Centre Transport Strategy, Executive 16th October 2019 and City Centre Transport Strategy Engagement Outcomes, Executive 12th February 2020; and
- Draft City Centre Transport Strategy, September 2020.

1.0 Introduction

- 1.1 The Ancoats and New Islington Development Framework (Poland Street Zone) was recently refreshed to reflect the updated planning policy context as well as the progress that has been made in the wider Ancoats and New Islington area since 2016. This refreshed NDF was subsequently endorsed by the City Council's Executive in July 2020. The back of Ancoats area is bounded by Oldham Road, Bengal Street, the Rochdale Canal and Butler Street/ Rodney Street.
- 1.2 The approved Poland Street Zone NDF ensures a co-ordinated and policy consistent approach to development within the area and steers the quality of design required to deliver the next stage of regeneration using a holistic approach. The NDF establishes that future development in Ancoats will be required to respond to the City Council's Zero Carbon policy, in both the design and delivery of buildings and infrastructure. The ambition is to deliver an attractive and sustainable neighbourhood of choice where increasing numbers of people choose to live, work and invest.

2.0 Background

- 2.1 Ancoats is made up of a number of distinctive mixed-use neighbourhoods, including New Islington, that sit on the north eastern edge of the City Centre. The neighbourhood formed the bedrock of Manchester's growth as an industrial power during the 19th and early 20th century, before falling into long term decline following de-industrialisation in the latter part of the 20th century. From the early 1990's onward, the City Council has worked in conjunction with Government Agencies, businesses, community stakeholders and developer partners to develop and deliver comprehensive regeneration strategies in the area.
- 2.2 The recession of the late 2000's threatened to seriously derail the momentum of regeneration that had been built up through significant public and private sector investment. However, the City Council, working in conjunction with Homes England, Manchester Life and other third-party developers has been able to re-energise development activity in recent years and since 2016 nearly 2,000 new homes have been delivered in the area, together with 227,410 sq. ft. of new commercial office/ workspace and 62 ground floor commercial/ retail units.
- 2.3 The redevelopment of the heart of the Ancoats Conservation area and the area adjacent to New Islington Marina is now largely complete or underway. Consequently, interest has extended into the back of Ancoats area. In order to ensure that the City Council has articulated a clear vision for this part of the neighbourhood to guide this renewed interest, a review of the Poland Street Zone area of the 2016 Neighbourhood Development Framework was undertaken to reflect the current market context and key issues including zero carbon and affordable housing.

- 2.4 Following a consultation process, the refresh of the Poland Street Zone NDF was endorsed by the Council in July 2020. One of the areas strengthened to reflect the consultation responses was a stronger focus on how and where parking in the area is provided to ensure a more pedestrian/ cycle friendly environment is created.

3.0 Ancoats Mobility Hub Concept

- 3.1 The endorsement of the revised NDF provides an opportunity to build upon previous success and further the evolution of Ancoats into a sustainable neighbourhood which can continue to attract an increasingly diverse population, including young families. It is considered that a key component in delivering the built environment to support this is the creation of a Mobility Hub, which is a concept to both meet the parking requirements of residential and commercial development in the next phase of the redevelopment in Ancoats, but also to provide other logistical functions to support a more sustainable approach. Fundamentally this is achieved through the removal of parking from individual schemes in a future-proofed way into a centralised facility, which will enable a radical change to the function of the existing highway network serving the Back of Ancoats area.
- 3.2 Within that lies an opportunity to build upon previous success and further the evolution of Ancoats into a sustainable neighbourhood, which can attract aspirational young people and families. Central to that evolution is the proposed Ancoats Mobility Hub. The proposal removes parking from individual schemes, freeing up scope for more homes and ensuring the developments are not hampered by obsolete parking in the future. It looks to deliver parking in a way which recognises future travel trends, minimises vehicle trips, and encourages modal shift towards other travel modes. Whilst it is proposed that the hub could be capable of accommodating between 350-400 parking spaces in the short to medium term, the aspiration is to develop more than a car park and for the facility to support progression towards a lower carbon future, in the ways outlined below.
- 3.3 The brief for the Mobility Hub is being designed to provide access to sustainable modes of transport including cycling and walking, public transport and car clubs and will be integrated into the enhanced cycling and walking routes proposed under the NDF for the area. Electric Vehicles (EVs) will be promoted by providing EV charging infrastructure where private car use is still required.
- 3.4 The Hub will promote a modal shift away from petrol/ diesel car ownership by providing the infrastructure which offers sustainable alternatives. In addition to the mobility offer, there is an aspiration to reduce delivery vehicle movements in the area, thus reducing local congestion and supporting Manchester's priority of clean air for the City Centre. This element of the vision will be fulfilled by creating a logistics centre to facilitate an aggregated parcel delivery function with electric or cargo bike last mile delivery. The mobility offer of the Hub will be underpinned by a digital platform to enhance useability and amenity.

3.5 It is recognised that the Mobility Hub would need to have active frontages at ground floor level where possible. The location of cycle facilities at the Hub may offer potential to activate the ground floor, perhaps with a cycle store and repair facility. Subject to the business case, it is envisaged a significant element of green façade and sustainability would be incorporated into the design of the building.

4.0 Policy Context

4.1 The update to the Poland Street Zone NDF sets out the potential for a further 1,500 new homes and 31,000 sq. m. of commercial space built on the remaining under-used brownfield land in the area.

4.2 The refreshed NDF states that: “In accordance with planning policy requirements there will need to be a consideration of parking requirements and how they can be accommodated in the wider area. Priority ought to be given to travel planning and investment in, and promotion, of, sustainable means of travel. Where parking is accommodated, it ought to be designed to integrate with the overall street environment and offer the ability to charge electric vehicles.”

4.3 The draft City Centre Transport Strategy for 2040, which has recently been out to consultation includes reference to the Ancoats Mobility Hub. It has been included as a proposal which has the potential to be delivered [by 2025] subject to prioritisation, funding and approval of a business case which demonstrates value for money. The project is referenced in relation to the development of travel hubs, with the Ancoats facility:

- Proposed to meet the parking requirements of residential and commercial development in the next phase of redevelopment in Ancoats, removing parking from individual schemes and promoting a modal shift away from car ownership by providing the infrastructure which offers sustainable alternatives.
- Designed to provide access to sustainable modes including cycling and walking, public transport and car clubs.
- Planned to be integrated with enhanced cycling and walking routes, including the canal towpaths and the route towards New Islington Metrolink stop.
- Planned to include secure cycle storage and cycle hub facilities to encourage cycling as a primary mode of transport.
- Support the promotion of EVs where private car use is required, with EV charging infrastructure provided.
- Utilising the latest digital technology to help customers plan how they use transport through interactive systems to book car clubs, EV charging and cycle facilities.
- A hub for a local car club which encourages flexible car sharing/ rental over car ownership, offering a range of vehicles to suit as many users as possible and visible to users via digital means such as an app.

- A hub for parcel deliveries including smart parcel lockers, with last mile deliveries to be arranged via EVs or cargo bikes.

5.0 Opportunity

- 5.1 The next phase of comprehensive development within back of Ancoats presents an opportunity to deliver a centralised solution to the transport and services to support this new part of the wider neighbourhood, the brief for the Mobility Hub will be designed to meet the objectives and aspirations as set out in the draft Transport Strategy, to ensure it provides access to sustainable modes of transport including cycling and walking, public transport and car clubs and it will be integrated into the enhanced cycling and walking routes proposed under the NDF for the area. Electric Vehicles (EVs) will be promoted by providing EV charging infrastructure where private car use is still required.
- 5.2 Current evidence from the sale of car parking spaces in Ancoats and New Islington demonstrates that demand for parking spaces remains strong. As a result, the scale of future development in the back of Ancoats area will require an appropriate policy-compliant solution to meet this demand whilst encouraging the use of more sustainable modes of transport.

6.0 Potential Location

- 6.1 A potential site has been identified within the area which could be suitable for the development of the Mobility Hub. The Industrial Estate within the back of Ancoats is a brownfield site which extends to 0.35 Ha with the freehold interest owned by the City Council.
- 6.2 The Industrial Estate comprises 14,292 sq. ft. of space across 12 units. Circa 7,500 sq. ft. plus mezzanine, across 7 separate units, is occupied by the Council's Adaptations Team (Adult Services) which delivers a City-wide aids & adaptations service to help vulnerable residents continue to live at home. If the Mobility Hub in this location is approved, the Council will need to identify an appropriately sized facility to relocate the service to, either from within the current MCC portfolio or in premises rented from a third party.
- 6.3 Of the remaining five units, one is vacant. Three of the other units are let to a single tenant which benefits from a protected tenancy. When fully let, the Estate yields circa. £85,000 rent per annum, plus associated business rates.
- 6.4 In parallel with the establishment of a feasibility study and business operating model for the Mobility Hub, the Council is preparing a strategy to support the delivery of vacant possession of the site, in line with the delivery of the first residential scheme(s) to be brought forward in the back of Ancoats area. This will include engagement with the current tenants and understanding their business needs in the context of redevelopment of the site. Initial discussions with the current tenants have now begun, to make them aware of the possibility of a future alternative use for the site.

7.0 Viability and Funding

- 7.1 In order to establish Proof of Concept and a viability assessment for the project, initial design work has been instructed together with cost consultants to establish the capital costs of the project, together with an estimate of operating costs. Discussions are also being held with potential service providers to understand the appetite for a facility of this type and the likely revenue which could be generated, together with the revenue which would be generated from the occupation of circa 350 car parking spaces.
- 7.2 This information will inform a Business Case for the Mobility Hub, together with a review of operating models. Assuming that a viable Business Case can be established, this will be brought forward to a future Executive meeting together with a recommendation for the ownership and operating structure of the facility.
- 7.3 Third party funding opportunities are being sought to contribute towards the capital costs of the project.
- 7.4 The operating model will be underpinned by the revenue generated from parking requirements which arise from future residential development in the area. It will be necessary therefore to ensure that landowners and developers bringing forward schemes in the back of Ancoats area are fully committed to the Mobility Hub model. Discussions with the identified major landowners in the area, including Manchester Life, Northern Group and Urban Splash, are underway to establish a mechanism to secure this approach.

8.0 Contributing to a Zero-Carbon City

- 8.1 As set out above, the Ancoats Mobility Hub proposal will respond to the City Council's Zero Carbon policy through the integration of sustainable forms of transport and a centralised parcel hub with last mile delivery completed by electric vehicles and bicycles. In addition, low carbon technologies and solutions in the design and delivery of buildings and infrastructure will be considered.

9.0 Contributing to the Manchester Strategy

(a) A thriving and sustainable city

- 9.1 This will facilitate the delivery of residential and commercial development that will support the city's economic and residential growth objectives and contribute to the continued growth of the local and regional economy.

(b) A highly skilled city

- 9.2 Ancoats will provide a pioneering commercial facility to meet demand from existing and newly established businesses, thus creating and sustaining employment opportunities.

(c) A progressive and equitable city

- 9.3 The Mobility Hub proposal would facilitate the delivery of Manchester's residential growth. It will also deliver high quality, state of the art and accessible facilities for the local community.

(d) A liveable and low carbon city

- 9.4 The Mobility Hub proposal will offer a range of sustainable modes of transport for residents and provide state of the art facilities to reduce commercial vehicle movements in the back of Ancoats area.

(e) A connected city

- 9.5 The proposals will provide a range of transport modes for residents to travel across the City and facilitate the continued development of Ancoats, thereby creating a seamless connection between the City Centre and the neighbourhoods of East Manchester.

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

- 10.1 The Mobility Hub proposal will be consulted on with a wide range of stakeholders to enable all interested parties to engage in the process.

(b) Risk Management

- 10.2 Through the feasibility and business planning stages appropriate risk analyses will be undertaken to inform any future decision to progress the project.

(c) Legal Considerations

- 10.3 The City Solicitor will support the team with formulating the proof of concept and business case to ensure compliance with all statutory and regulatory requirements.



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Appendix 1, Item 10

A4 Scale 1:1,000

**PLAN FOR IDENTIFICATION
PURPOSES ONLY**

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