



Executive

Date: Wednesday, 11 September 2019

Time: 10.00 am

Venue: Council Antechamber - Level 2, Town Hall Extension

Everyone is welcome to attend this Executive meeting.

Access to the Council Antechamber

Public access to the Antechamber is via the Council Chamber on Level 2 of the Town Hall Extension, using the lift or stairs in the lobby of the Mount Street entrance to the Extension. That lobby can also be reached from the St. Peter's Square entrance and from Library Walk. **There is no public access from the Lloyd Street entrances of the Extension.**

Filming and broadcast of the meeting

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

Membership of the Executive

Councillors

Leese (Chair), Akbar, Bridges, Craig, N Murphy, S 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 decision 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 24 July 2019 (the minutes are to follow).
- 4. Developing a More Inclusive Economy - Our Manchester Industrial Strategy** **All Wards**
The report of the Chief Executive is enclosed. **5 - 38**
- 5. Manchester City Centre Anti-Terrorism Traffic Regulation Order** **Deansgate; Piccadilly**
Enclosed is the report of the Strategic Director Neighbourhoods. **39 - 58**
- 6. CCTV Code of Practice** **All Wards**
The report of the City Solicitor is Enclosed. **59 - 86**
- 7. The House Project - Manchester's Leaving Care Service** **All Wards**
Enclosed is the report of the Strategic Director Children and Education Services. **87 - 102**
- 8. Capital Programme Update** **All Wards**
Enclosed is the report of the Deputy Chief Executive and City Treasurer. **103 - 112**
- 9. Delivering Manchester's Affordable Homes to 2025** **All Wards**
Enclosed is the report of Strategic Director Growth and Development. **113 - 142**
- 10. Council Tax Support Scheme - Treatment of Windrush Compensation Scheme payments** **All Wards**
Enclosed is the report of the Deputy Chief Executive and City Treasurer. **143 - 154**

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| 11. Implementing "Tell Us Once"
The report of the City Solicitor and the Deputy Chief Executive and City Treasurer is enclosed. | All Wards
155 - 162 |
| 12. Manchester Science Park Strategic Regeneration Framework Update
Enclosed is the report of the Strategic Director Growth and Development. | Deansgate;
Hulme
163 - 178 |
| 13. Oxford Road Corridor Strategic Regeneration Framework Guidance
Enclosed is the report of the Strategic Director Growth and Development. | Ardwick;
Deansgate;
Hulme
179 - 202 |
| 14. HS2 Design Refinement Consultation Response
Enclosed is the report of the Strategic Director Growth and Development. | Ardwick;
Burnage;
Didsbury
East;
Didsbury
West;
Fallowfield;
Levenshulme;
Northenden;
Piccadilly;
Rusholme;
Woodhouse
Park
203 - 232 |
| 15. Decisions from the GMCA meeting on 26 July 2019
The Decision Notice from the GMCA meeting on 26 July is enclosed. | All Wards
233 - 246 |

Information about the Executive

The Executive is made up of ten Councillors: the Leader and two Deputy Leaders of the Council and seven Executive Members with responsibility for: Children Services; Finance & Human Resources; Adult Services; Schools, 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.

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

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

Joanne Roney OBE
Chief Executive
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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 September 2019** by the Governance and Scrutiny Support Unit, Manchester City Council, Level 3, Town Hall Extension (Mount Street Elevation), Manchester M60 2LA

**Manchester City Council
Report for Resolution**

Report to: The Executive – 11 September 2019

Subject: Developing a More Inclusive Economy – Our Manchester Industrial Strategy

Report of: The Chief Executive

Summary

This report seeks the Executive’s approval and adoption of “Developing a More Inclusive Economy – Our Manchester Industrial Strategy”, which is attached in Appendix 1.

“Developing a More Inclusive Economy – Our Manchester Industrial Strategy” will support the delivery of the “Our Manchester Strategy 2015 – 2025” and the “Greater Manchester Local Industrial Strategy” by setting out a number of priorities which will deliver a more inclusive city.

Recommendations

The Executive is asked to adopt “Developing a More Inclusive Economy – Our Manchester Industrial Strategy”.

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	The Strategy focuses on creating a more inclusive and sustainable economy with greater opportunities for residents to access better quality jobs.
A highly skilled city: world class and home grown talent sustaining the city’s economic success	The development of the Strategy has included extensive engagement with businesses in the city to better understand their current and future skill requirements.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The Strategy will ensure the delivery of more inclusive growth in the city region, which will benefit a broader proportion of Manchester residents.
A liveable and low carbon city: a destination of choice to live, visit, work	The Strategy will ensure growth whilst supporting our zero carbon 2038 aims.

A connected city: world class infrastructure and connectivity to drive growth	The Strategy includes recommendations on the digital and transport infrastructure, which is required to deliver a more inclusive city.
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Full details are in the body of the report, along with any implications for

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

None directly.

Financial Consequences – Capital

None directly.

Contact Officers:

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Background documents (available for public inspection):

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

Developing a More Inclusive Economy – Our Manchester Industrial Strategy, Economy Scrutiny Committee (July 2019)

Greater Manchester Local Industrial Strategy, Economy Scrutiny Committee (June 2019)

Manchester and Greater Manchester Local Industrial Strategies, Economy Scrutiny Committee (October 2018)

Greater Manchester Local Industrial Strategy, Her Majesty's Government and the

Greater Manchester Combined Authority (June 2019)

Reviewers' Report, Greater Manchester Independent Prosperity Review (February 2019)

Background reports, Greater Manchester Prosperity Review; accessible via <https://www.greatermanchester-ca.gov.uk/what-we-do/economy/greater-manchester-independent-prosperity-review/>

Working to Deliver Inclusive Growth in Manchester, Economy Scrutiny Committee (July 2017)

Patterns of Poverty in Greater Manchester's Neighbourhoods, Inclusive Growth Analysis Unit (May 2017)

Inclusive Growth Commission: Making our Economy Work for Everyone, Inclusive Growth Commission, RSA (March 2017)

1.0 Introduction

- 1.1 Following the findings of the Royal Society of Art's Inclusive Growth Commission in July 2017, consideration was given to need to create a new strategy to enable Manchester's economy to become more inclusive. The publication of the UK Government's *Industrial Strategy* and the announcement of development of the *Greater Manchester Local Industrial Strategy* in late 2017 provided an opportunity to align Manchester's work with national and city region activity via the creation of a Manchester Local Industrial Strategy.
- 1.2 Economy Scrutiny Committee received a report in October 2018 titled *Manchester and Greater Manchester Local Industrial Strategies*. This report set out an update on the development of the Manchester Local Industrial Strategy, including a proposed engagement approach. The Committee received a further report in June 2019 titled *Greater Manchester Local Industrial Strategy*. This report contained information on the publication of the *Greater Manchester Local Industrial Strategy* and the evidence base underpinning it, alongside an update on the development of the Manchester Local Industrial Strategy.
- 1.3 A wide ranging engagement exercise using the Our Manchester approach was undertaken in winter 2018 / 2019 to gather qualitative data to inform the development of the Strategy. Alongside this, a literature review and analysis of quantitative data was also undertaken. The methodology and findings of this work was considered by Economy Scrutiny Committee in July 2019 in a report titled *Developing a More Inclusive Economy – Our Manchester Industrial Strategy*, alongside a draft version of the Strategy. The views of the Committee were incorporated into the revised final draft of the Strategy.

2.0 Developing a More Inclusive Economy – Our Manchester Industrial Strategy

- 2.1 *Developing a More Inclusive Economy – Our Manchester Industrial Strategy* sets out Manchester's vision for developing a more inclusive economy that all residents can participate in and benefit from, which will support the delivery of the *Our Manchester Strategy 2015 – 2025*. The Strategy aligns to Greater Manchester's objectives – particularly the *Greater Manchester Local Industrial Strategy* - but specifically set out Manchester's unique position as the conurbation core, and our responsibility to promote and drive inclusive growth within our economy, which is essential to achieving the wider city region's economic aims.
- 2.2 The Strategy considers Manchester's successes and challenges, and focuses on three pillars – People, Place and Prosperity. Each of the pillars contains a number of themes to be prioritised to promote economic and social justice in Manchester. The Strategy also contains a number of case studies to highlight positive work that is already underway in the city which should be built on.
- 2.3 To implement the vision of the Strategy, a delivery plan containing a small number of evidence-based initiatives to make Manchester's economy more

inclusive has been developed. The initiatives build on good work already happening in Manchester but aim to increase its pace and scale to ensure progress is made in creating a more inclusive economy. The delivery plan is included within the Strategy.

- 2.4 A final draft of *Developing a More Inclusive Economy – Our Manchester Industrial Strategy* is attached in Appendix 1 for the Executive’s consideration.

3.0 Next Steps

- 3.1 Once adopted, the final version of the Strategy will be formatted by the Communications team into an accessible and visually appealing format, alongside communications messaging to launch the Strategy.
- 3.2 The implementation of the Strategy will require partners from across the city to work together with the same united vision, with partnership boards supporting and overseeing the development of the initiatives. Progress and outputs from the delivery plan will be reported alongside key citywide data, which will be used to measure the inclusivity of Manchester’s economy.
- 3.3 Work will continue to be undertaken with Greater Manchester colleagues to ensure the implementation of the *Our Manchester Industrial Strategy* also supports the aims of the *Greater Manchester Local Industrial Strategy’s* implementation plan. Due to be published in autumn 2019, the plan will set out clear milestones, deliverables and timings for the actions set out in the *Greater Manchester Local Industrial Strategy*. An annual review of progress will be produced which will be reviewed at a meeting of a government and Greater Manchester Implementation Board, which will be made up of senior officials from across government and Greater Manchester.
- 3.4 The purpose and vision of the *Our Manchester Industrial Strategy* will be considered when developing forthcoming work on areas such as the budget and business planning processes, as well as the Corporate Plan.

4.0 Recommendations

- 4.1 The Executive are invited to consider *Developing a More Inclusive Economy – Our Manchester Industrial Strategy* and approve its inclusion in the policy framework for Manchester City Council.

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DEVELOPING A MORE INCLUSIVE ECONOMY – OUR MANCHESTER INDUSTRIAL STRATEGY

1. Introduction

Developing a More Inclusive Economy – Our Manchester Industrial Strategy sets out Manchester’s vision and delivery plan for developing a more inclusive economy. By focusing on our people, our place and our prosperity, this Strategy will ensure that all of our residents can participate in and benefit from Manchester’s economic growth.

This Strategy sets out actions that will help to deliver the objectives of the *Our Manchester Strategy 2016 – 2025*, the overarching ten year ambition for the city to be in the top flight of world-class cities by 2025. Becoming a world-class city by 2025 means developing a truly liveable city where all of the city’s residents are able to prosper economically whilst living in high quality residential neighbourhoods with first class transport infrastructure that connects the city’s economy to the rest of the region. Continuing to attract talent and investment in a competitive global economy increasingly requires cities to demonstrate that they are economically strong, but also driven by a strong set of values, such as caring for their people and the environment. Manchester is already known for being a ‘city of firsts’, with a long history of innovation and progressive economic and social policies. Continuing this tradition will be crucial if the city is to achieve the collective ambitions contained within the *Our Manchester Strategy 2016 - 2025*.

Developing a More Inclusive Economy – Our Manchester Industrial Strategy is complementary to the *Greater Manchester Local Industrial Strategy*. A jointly agreed document between the Greater Manchester Combined Authority and Her Majesty’s Government, the *Greater Manchester Local Industrial Strategy* sets out a joint plan to raise productivity and earnings across the whole of Greater Manchester by capitalising on the region’s unique assets and opportunities. This Strategy aligns to Greater Manchester’s objectives but specifically sets out Manchester’s contribution to delivering growth from our unique position as the conurbation core. As well as being necessary for Manchester to flourish, driving inclusive growth within our economy is essential to the wider city region achieving its economic aims.

The refresh of Manchester’s *Local Plan* is underway and, in conjunction with the *Greater Manchester Spatial Framework*, will set out Manchester’s future strategy in relation to spatial development. *Developing a More Inclusive Economy – Our Manchester Industrial Strategy* will inform the development of the Local Plan and collectively they will ensure that future development will support our growing population and protect our environment, whilst simultaneously maximising our residents’ economic opportunities from these developments.

The current *Work and Skill Strategy* for the city has a strong focus on economic inclusion and creating a more demand-led skills system. The Strategy is due to be refreshed in 2020 and this refresh will directly respond to *Developing a More Inclusive Economy – Our Manchester Industrial Strategy* by setting out the specific activity required to ensure our residents are equipped with the essential educational, vocational and life skills required to succeed in our city’s evolving economy.

2. Manchester's successes and challenges

Manchester's City Centre

The city centre continues to be the engine of Manchester's growth. As noted in the Greater Manchester Independent Prosperity Review's *Reviewers Report*, one in five jobs in Greater Manchester are now located in the city centre, with there being 60% more jobs in the city centre than in all other major employment locations within the city region. The population of the city centre has increased dramatically, growing by 120% between 2001 and 2011, compared to 8.1% across Greater Manchester as a whole. Now home to over 50,000 residents, the population is younger and more diverse than the rest of the region. A pipeline of planned residential developments mean that the population is expected to reach 100,000 by 2026.

As well as being the economic driver of the city region, the city centre also has a vital role to play in the rebalancing of the national economy. Sustaining the growth of the city centre will ensure that the Manchester can continue to compete as a viable alternative to London and the South East, increasing the productivity of the UK and increasing its global profile.

To ensure the continued population and economic growth of the city centre, significant public and private investment is required into a number of strategic infrastructure and development projects. The *City Centre Strategic Plan* is currently being refreshed to capture these projects and the opportunities they present to the city. A refreshed *City Centre Transport Strategy* is also in preparation to ensure the connectivity of development.

Manchester's transformation over the past 20 years has been immense and the city is held up as one of the best examples of a revived and thriving post-industrial city. We are now recognised as a leading global city, with many strong assets and a significant international profile. The city's economic performance continues to exceed both regional and national figures. This economic growth has been reflected in a rise in total employment in the city, increasing from 332,700 in 2006 to 392,000 in 2017¹. The economy is more diverse and resilient, with the city's fastest-growing sectors including Business, Financial and Professional Services, and Cultural, Creative and Digital². The Construction sector and its supply chain continue to grow as the city undertakes major regeneration projects. The services sector now creates the majority of employment opportunities in the city, but the quality and pay of roles varies significantly between sectors and occupations. The industries currently employing the largest number of Manchester residents are: Public Administration, Education and Health; Distribution, Hotels and Restaurants (which includes Retail); and Banking, Finance and Insurance³. Some of the city's old industrial strengths are still present today - Manchester has a strong engineering sector and a growing textiles industry.

¹ ONS Business Register and Employment Survey, 2017

² Greater Manchester Forecasting Model, 2018

³ ONS Annual Population Survey, 2018

The city's universities ensure a strong talent pipeline for our growth sectors, with Manchester's graduate retention figures continuing to grow.

Sector Strengths

The *Greater Manchester Local Industrial Strategy* identifies the following areas as unique sector strengths and assets of the city region that, if capitalised on, will drive growth and productivity:

- Health innovation - global leadership on health and care innovation, extending healthy lives
- Advanced materials and manufacturing - a world-leading city region for advanced materials, and a Made Smarter ecosystem
- Digital, creative and media - a leading European digital city-region
- Clean growth - carbon neutral living in the city region by 2038

As the main economic driver at the heart of the conurbation, these sector strengths have been driven in Manchester. We're home to Health Innovation Manchester, which is at the forefront of linking academic research and frontline delivery to improve the health of our residents. Advanced materials research is underway along the Oxford Road Corridor in the National Graphene Institute and Graphene Engineering Innovation Centre, and will continue with the Henry Royce Institute currently under construction and development plans for the ID Manchester district. Manchester City Council have supported the Sharp Project and Space Studios in East Manchester to help solidify our offer to creative businesses. Technology firms now have the greatest space take up in the city centre, with Manchester having the largest tech sector in the UK outside of London. We have also worked with the Tyndall Centre at the University of Manchester to develop our science based target to be zero carbon by 2038.

The city has a significant role to play in building on these strengths and continuing to develop our assets to drive Manchester's economy and ensure the city region achieves the aims of the *Greater Manchester Local Industrial Strategy*.

Other prominent sectors in Manchester include business, financial and professional services; construction; and health and social care. We need to ensure that our residents are equipped with the skills to access the jobs that will be created in these sectors to ensure they achieve their predicted growth outcomes. We must also ensure that these jobs are of a good quality, with career progression and that they pay the real Living Wage.

Manchester Airport is the gateway to the North of the United Kingdom and the adjacent development of Airport City is creating thousands of new employment opportunities in the south of the city. Recognised globally, Manchester continues to attract significant foreign direct investment. Major regeneration programmes have helped to transform many areas of the city, including the city centre, Ancoats and East Manchester. The investment in the Metrolink network, bus lanes and cycling has helped to increase capacity of the transport network and enabled the growth of the city centre, whilst simultaneously reducing the number of car journeys into the city centre. The vibrant cultural and night time economy of the city has attracted

businesses, investment and young professionals to the city, who are driving residential growth in the conurbation core.

Manchester Airport and Airport City Manchester

Manchester Airport is the third busiest airport in the UK and is the primary gateway for the North. Serving over 200 destinations worldwide and with long haul routes to North America, the Middle East, Asia and Oceania, over 28 million passengers used the Airport in 2018. The current £1 billion transformation programme of investment and improvements will allow the Airport to support 50 million passengers by 2030. The Airport is key to Manchester being the 3rd most visited UK city by international visitors, with the city welcoming 1.32 million visitors in 2017. It also makes a major contribution to Manchester's tourism industry, which generated £4.51 billion in 2017 - a 3% increase on 2016.

Airport City Manchester is a £1 billion development value joint venture project with Beijing Construction Engineering Group. With capacity to create up to 8,000 jobs, this significant 5 million sq ft development will be a hub for logistics and advanced manufacturing, alongside offices, hotels and retail amenities. The development's proximity to Manchester Airport, the M56 and M60, regional and national railway lines (with a High Speed Rail station planned for the future) gives it unrivalled connectivity; this will enable it to become a truly global destination.

Manchester is the first city in the UK to adopt a science-based carbon budget. It has identified 2038 as the latest year that Manchester needs to become a net zero carbon city if it is to play its full part in meeting the objectives of the intergovernmental Paris Climate Accord. A full action plan to meet this aim is being developed by March 2020 to ensure urgent targeted action. Delivery of this ambition will require increased investment in low carbon energy, higher energy efficiency standards for new residential and commercial developments, a major retrofit programme and investment in low carbon transport. This represents a major opportunity to both establish Manchester as a centre for Green Technology and Services, and to work with local skills providers to ensure that the city's residents are given the best possible opportunities to access these new exciting careers.

The city is also becoming a major international player within innovative healthcare and life sciences. Health Innovation Manchester was formed in October 2017 to capitalise on the opportunities presented by the £6 billion devolution of Health and Social Care to Greater Manchester. It has a pivotal role in bringing forward a constant flow of targeted innovations to deliver innovation into frontline care at pace and scale. It has also supported a number of businesses to locate and expand within the city, including Qiagen, who are moving to Citylabs 2.0.

Although Manchester's economy is stronger and more resilient than in the past, significant challenges do still need to be overcome. Analysis undertaken to inform the Strategy's development demonstrates that Manchester's residents are underrepresented in higher paid sectors and occupations and overrepresented in lower paid ones, which leads to a significant gap between resident and workplace wages.

Gross value added (GVA) is still used as a comparative measure of economic performance. Analysis of recent data demonstrates that Manchester's economy has continued to grow and GVA per head of resident population was £36,136 in 2017, compared to £27,555 for the UK as a whole⁴. However, despite high levels of GVA, Manchester also has the highest concentration of highly deprived neighbourhoods in the region⁵. Health outcomes are a significant issue with the highest rates per 100,000 of premature deaths from cardiovascular disease, cancer and respiratory disease in England⁶. Skill levels are generally better in younger age groups, with the largest proportion of people with low or no skills in the 50+ age category. Whilst the increase in the gig economy has led to more flexible working opportunities, it has also created more insecure employment.

To address these challenges, it is essential that the next stage of Manchester's journey focuses on **boosting the city's productivity alongside creating a more inclusive economy** – an economy that all of our residents can participate in and benefit from. *Developing a more inclusive economy – Our Manchester Industrial Strategy* aims to do just that. It sets out how we will continue to build on the city's strengths to increase productivity, support organisations to create better quality employment opportunities and intervene where necessary to create a more inclusive economy in Manchester. It also aims to ensure that Manchester's economy is resilient to future economic shocks, which is particularly pertinent with the uncertainty surrounding the United Kingdom's planned exit from the European Union. A suite of indicators that go beyond traditional income metrics (such as GVA) will be developed to measure the extent of Manchester's economic inclusivity.

3. Developing the Our Manchester Industrial Strategy

Using the Our Manchester approach, a wide-ranging engagement exercise was undertaken in autumn 2018 to inform the development of *Developing a More Inclusive Economy – Our Manchester Industrial Strategy*. Activity was carried out right across Manchester's neighbourhoods with a range of residents, businesses and organisations. Over 1,000 interactions took place, including face-to-face conversations, online surveys and workshops. To complement the large volume of qualitative information garnered from the engagement exercise, analysis of a range of quantitative data was undertaken, alongside a literature review.

The activity showed overwhelmingly positive feelings about Manchester. People are proud of Manchester, feeling that the city has strong potential, and enjoy its social and cultural amenities. Most residents feel as though there are opportunities for them in Manchester. Our young people have amazing ambition and a good understanding of the jobs that are available in Manchester. Businesses and organisations recognise the role they need to play in the city, with many already taking positive steps around flexible working and corporate social responsibility programmes.

However, the activity also highlighted some challenges that Manchester faces. Whilst generally very optimistic, there was a spatial divide in responses from residents, with those living in the North and East of the city feeling less connected to Manchester's

⁴ ONS Regional Gross Value Added, 2018

⁵ RSA Inclusive Growth Commission – Making Our Economy Work for Everyone, 2017

⁶ Public Health England / ONS – 2014-2016 3 Year Average

opportunities than those in the South. Some of our older working age residents struggle to find and stay in work. Whilst many of our young people know what career they would like to do, some are unsure of how best to achieve their potential. As well as looking to the Council and other public sector partners for strategic leadership, businesses and organisations also want specific initiatives to support their ambitions.

A number of overarching themes emerged from this activity:

- **Transport** - the current system is perceived negatively, despite the investment in Metrolink. Businesses and organisations feel that transport issues are becoming a serious impediment to their day-to-day operations. Specific issues were raised in the North of the city in relation to the cost and quality of bus services, and shift workers in particular feel that public transport does not support them to access employment.
- **Skills and talent** - businesses and organisations need access to a strong talent pool, especially in relation to specialist digital skills. Barriers to accessing employment opportunities for older residents were identified.
- **Digital** - an extremely important issue for businesses from all sectors, with specific references to the need for improved digital infrastructure. Better collaboration and networking were identified as priorities by digital businesses.
- **Affordability** - affordability of business premises was identified as a major issue, with concerns over the rising costs of rent, business rates and energy. Residents referenced the need for more affordable housing, rents and transport.
- **Environment** - there was strong support from businesses and organisations for the city's "Zero Carbon 2038" ambitions but they want the public sector to provide leadership on this agenda. Businesses made it clear that the quality of public realm within the city centre and district centres, the overall cleanliness of the city, homelessness and the perceived lack of green spaces impact on their ability to attract investment and broader economic growth.

A more detailed overview of the methodology used to develop the Strategy, and the findings from our consultation and literature review, can be found in the appendix report *Our Manchester Industrial Strategy - Methodology and Findings*.

4. Delivering a more inclusive economy for Manchester

Developing a More Inclusive Economy – *Our Manchester Industrial Strategy* aims to promote economic and social justice in Manchester to ensure that all of our residents can participate in and benefit from the city's economic growth. To achieve this, there are three main themes that require focus – **people**, **place** and **prosperity**. These themes form the three pillars of this Strategy but do not operate in isolation from each other. Only by investing in all three will the desired outcome of a more inclusive economy for Manchester's residents and workers be realised.

Figure 1: Three Pillars of the Our Manchester Industrial Strategy

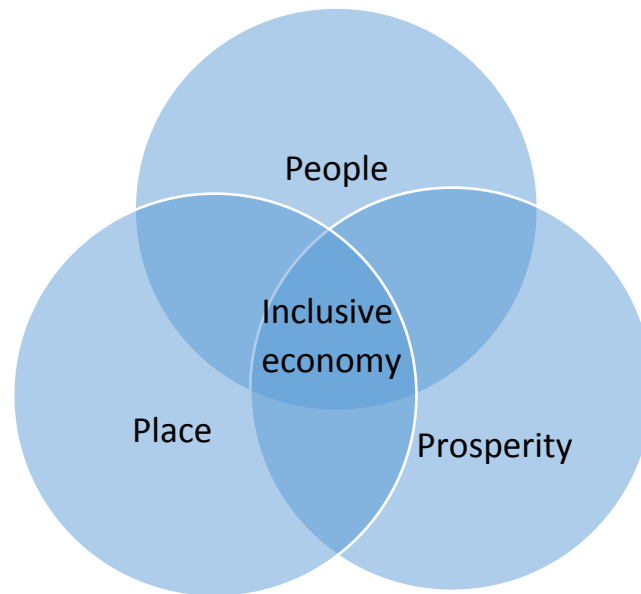


Table 1: Summary of the Three Pillars

People	Place	Prosperity
Equip residents and workers with the qualifications and softer skills that will enable them to access more opportunities. Interventions and programmes should prepare them for work and connect them with better quality work, including more initiatives which feature social value.	Ensure sustainable growth is achieved in key assets including the city centre and around the Airport. Create the conditions that will deliver a more inclusive economy by investing in transport infrastructure, digital infrastructure and the environment. Although the Strategy is a citywide document, it is essential that it is converted into local actions by people with a detailed knowledge and understanding of place.	Create higher quality job opportunities including better pay, working conditions and flexibility, particularly within the foundational economy. Develop evidence based demand-side programmes, such as re-imagining and repurposing buildings, to drive more inclusive economic activity.

A number of interventions or investment programmes are required in each of these three areas to facilitate change and support more inclusive and sustainable growth.

A number of programmes of work are already underway within the city and Greater Manchester which will help to drive economic inclusivity; these programmes are referenced where appropriate. It is clear from the engagement activity that underpins this Strategy that there is strong support for these programmes but that the pace of delivery needs to be increased and additional resources need to be attracted.

The following section sets out the strategic areas of focus within each of the pillars and is based on the evidence summarised in Section 3 and explained further in the appendix report *Our Manchester Industrial Strategy - Methodology and Findings*. An action plan is details in Section 4 – Implementation and Monitoring, which sets out the specific interventions which have been identified.

Pillar 1 - People

Equipping people with the skills to prosper

“A pipeline of well qualified young people with good digital skills.”

Response to consultation from employer

“We need a well-trained workforce, ideally comprising people from the area.”

Response to consultation from employer

Developing future talent, aspiration and ambition needs to run throughout a person’s life, starting at Early Years, then school, further and higher education, and learning throughout adulthood. There is a need to build on the work of Skills for Life to ensure our young people have the opportunity to be able to develop the softer skills that employers desire. The 2018 CBI / Pearson report noted that *“over half of employers (60%) value broader skills, such as listening and problem-solving, as one of their three most important considerations when recruiting school and college leavers. Furthermore, almost half (45%) of businesses rank readiness for work as the single most important factor”*.⁷ More businesses, particularly from Manchester’s growth sectors, needs to work with our primary and secondary schools, and colleges to help our young people reach their full potential. As well as building their ambition and aspiration, this should include careers advice to ensure our young people understand and can access Manchester’s labour market.

A talent pipeline needs to be developed to enable employers to grow their own talent from within the city to meet their future growth ambitions. We need to ensure that our city’s workforce is resilient with the skills to adapt to the future economy, including the potential changes to the labour market with the increase of automation and artificial intelligence. The growth in sectors such as Green Tech and Services and Construction offers opportunities for the city’s residents to take a high quality vocational route which fully utilises T-Levels, the Apprenticeship Levy and Advanced Learner Loans.

Science, technology, engineering and mathematics (STEM) qualifications continue to be in demand by employers in Manchester’s growth sectors. Digital skills are an essential core requirement for most sectors meaning that the city’s residents need to be digitally literate to thrive, especially younger people and over 50s. Businesses have also identified a need for higher level digital skills to mitigate the risk to the future sustainability of their organisation; this is a key factor when deciding whether to remain in the city. Manchester residents need to be able to engage with opportunities at the city region level, such as the Greater Manchester Fast Track Digital Workforce Fund.

⁷ CBI/Pearson Educating for the modern world, 2018

The programme of work that is required for Manchester to meet its zero carbon ambitions is vast and will create jobs in several skilled areas, such as retrofitting, construction, energy generation and the circular economy. To support the delivery of this agenda, it will be essential for the local skills system to proactively respond to future demand. Industry and skills providers will need to work together closely to develop academic and vocational programmes which are fit for purpose. Paths for career progression should be built into these emerging opportunities. Further research is needed to establish the short, medium and long term demand for these skills; this should be undertaken with partners to ensure we have the supply to deliver mission-oriented clean growth programmes.

Case Study: A collaborative approach to meeting the skills needs of a growing city

The Manchester Work and Skills Board drives delivery of the economic, employment and skills priorities of the city and helps to deliver the 'Highly Skilled City' ambitions within the Our Manchester Strategy. The Board works in a collaborative way and includes representatives from Manchester City Council, Greater Manchester Chamber of Commerce, Manchester Growth Company, LTE Group, Department for Work and Pensions, Manchester Health and Care Commissioning and local Housing Associations.

The Board have worked in partnership to proactively respond to the significant education and skills challenges facing Manchester. This has collaboration has culminated in a new post 16 education and skills strategy. The collaborative delivery of this strategy has enabled the largest single investment in education and skills in the UK for more than 25 years.

The Manchester College (part of the LTE Group) are creating centres of excellence and neighbourhood hubs across the city to align with the city's priority sectors that have strong career progression and opportunities for pay progression. This will help equip people who typically take a more vocational and technical route with the skills, attributes and experience that will help them to thrive in Manchester's economy. The strategy increases capacity for vocational and technical education by 22%, whilst also creating pathways to many more higher level technical programmes in the city's key growth sectors.

The Strategy enables a £140m investment in skills, with extensions and expansion of several sites. The centrepiece of the Strategy is Manchester College's acquisition of a 3.2 acre site opposite Manchester Arena which will become home to a new Centre of Excellence for its students from the 2021/22 academic year. The acquisition of this prime site close to major transport hubs and at the heart of a major regeneration scheme has been made possible by the strategic and financial support of both Manchester City Council and the Greater Manchester Combined Authority.

Over the operational life of these new facilities, more than one million residents will learn new skills and gain new qualifications, supporting them to be able to access the higher paid jobs of the future.

Connecting people to good employment through social value

“Manchester works really well for some people. If you come from a background where you are educated and have a solid foundation... I think where it’s problematic is for those people who are not from a stable background...they might not have the qualifications or confidence to do things.”

Response to consultation from resident

For Manchester’s economy to become truly inclusive, people from all backgrounds and all areas of the city need to be given the opportunity to share in this economic success. Social value is a powerful tool which should be utilised by all public sector organisations and the private sector better to connect people to opportunities, or provide them with the additional support they need to compete in a competitive labour market. The voluntary and community sector has a vital role to play in advising how to best support and engage residents.

Manchester City Council now applies a 20% scoring weighting for social value when considering tenders to ensure that publicly funded contracts generate the maximum possible benefit for the local economy and residents. A number of anchor institutions are also delivering significant social value and this good practice needs to be universally adopted. This work needs to be promoted so that it becomes the norm throughout Manchester’s organisations.

Social value can play a key role in improving outcomes for people who need additional support to reach their full potential including: families living in poverty; care leavers; young people who are NEET (not in employment education or training); young people with Special Educational Need or Disability (SEND); longer term unemployed people with a health condition; and over 50s. The consultation with young people aged 11-18 with SEND demonstrated that they share the same future ambitions as other young people but that there are additional barriers that need to be overcome to access employment and more adjustments that may need to be made within the workplace. Improving outcomes for these cohorts is crucial if Manchester is to become a genuinely inclusive and caring city; collective ownership will be required to achieve this ambition.

We want all Manchester employers to support the Greater Manchester Good Employment Charter. Large employers in the city will be asked to lead by example when it comes to demonstrating that they are paying the Real Living Wage; providing good quality working environments, terms and conditions; and offering the right support and progression opportunities for their workforce. The gig economy needs to work well for those who work in it, with flexible working not being at the expense of security and good working conditions. For Manchester to become more inclusive, employers of all sizes and from all sectors must play their part, and must be scrutinised and held to account when they do not.

A healthy and productive workforce

“...a healthy workforce is a productive one. We should be leading the way in lowering stress yet increasing productivity and staff wellbeing.”

Consultation response from employer

Manchester’s poor health outcomes are well documented and a major long term programme of investment and transformation is underway to tackle these issues. The Greater Manchester Independent Prosperity Review identifies poor health as a major drain on the city region’s productivity. This emphasises that there is a strong economic rationale for tackling health conditions as well as the obvious social imperative.

Although the health and social care system is critical to success, tackling preventable health conditions and ensuring younger people have a healthy start to their lives is the responsibility of many other stakeholders in the city. As demonstrated in the section above, employers have a vital role to play in supporting their workforce to be active and by offering a healthy working environment and incentives.

Opportunities to use improve health through regeneration should be capitalised on to drive economic and community renewal, alongside the transformation and integration of health and care services in their broadest sense. 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.

Case Study: Working Well (Work and Health Programme) – James’ Story

Working Well (Work and Health Programme) aims to support the long term unemployed and disabled people into sustainable employment. It brings together expertise and local knowledge to include integrated health, skills and employment support, tailored to the individual participant.

Partially sighted James, aged 20, had never been able to find sustainable work. His lack of employment history counted against him, and he felt like he’d missed out on past opportunities due to the way his disability was viewed by employers. James was referred to Working Well (Work and Health Programme) as he wanted help to overcome his low confidence and anxiety, and to lead a full and normal life.

James was quickly assigned to a key worker, who helped him to put together a new CV and prepare for job interviews. He was also provided 1:2:1 wrap-around support to help him with his confidence and anxiety issues, which went a long way in terms of getting him to change his perception of himself.

Thanks to the tailored support he received, James was soon ready to apply for a warehousing role – a field he was keen to get in to. To give him the best possible chance of getting the job, James was given 1:2:1 interview support, as well as additional help in relation to the disclosure of his health condition. We made sure

James understood the duties of the role, and supported him in having conversations about reasonable adjustment.

James was successful in getting the job and began his employment. Despite some difficult days in his first month, James has adjusted into his role. To assist James further, we helped his employer to order colour blindness correction glasses and encouraged his manager to explore more suitable ways of communicating with James. James now receives texts of his shift patterns, which he can easily read.

James is a prime example of how Working Well can help people with physical disabilities back into work. We're continuing our work with James, and are looking for alternative roles which provide the maximum support for his health condition.

People – Strategic Initiatives

To help create a more inclusive economy, Manchester will:

- Work with businesses and skills providers to ensure the development of a digital skills pipeline that addresses the industry's needs.
- Build on the *Skills for Life* work to ensure the development of softer skills and aspiration in all Manchester's young people through connecting them to civic and cultural opportunities in the city.
- Develop a specific programme for growing Green Tech and Service jobs, and the skills needed to access roles in these sectors.
- Support volunteering initiatives where residents give their time to volunteer on tasks identified either by other residents, organisations or businesses that will make a positive impact.
- Ensure that the opportunities of social value are utilised to support Manchester residents with additional needs who may face barriers to employment.
- Use the opportunity that the redevelopment of North Manchester General Hospital will present to target some of the challenges North Manchester faces, improving the health outcomes of residents, and the productivity and sustainability of the area.

Pillar 2. Place

A city of thriving centres

“Great, fantastic inner-city transport links, plenty of varied job opportunities, multiple places to live across the city & many notable companies & institutions in the city.”

Consultation response from employer

Manchester's city centre includes Oxford Road - known as the Oxford Road Corridor - one of the major economic drivers for the city and wider city region. It supports a significant volume of knowledge intensive jobs, as well as associated service roles and significant volumes of construction jobs. Oxford Road Corridor is home to Manchester Science Partnerships, City Labs and many businesses benefitting from the proximity to Manchester's universities and hospitals. The recent investments in advanced materials have been significant, including the National Graphene Institute, Graphene Engineering Innovation Centre and Sir Henry Royce Institute. This is set to

continue with ID Manchester, the University of Manchester's £1.5bn innovation district development project, which has the potential to create over 6,000 jobs. Due to open in 2021, Manchester Metropolitan University's School of Digital Arts is a £35m investment which will support our growing creative and digital industries.

Continuing to build on the city's international strengths in relation to sport and creativity are important. The regeneration of the St John's area, including the creation of the Factory, will add to the city's world class cultural facilities. The further development of the area in East Manchester around the Etihad Campus is a major opportunity to connect this growth with the residents of North and East Manchester.

There are challenges of maintaining the growth of the city centre, and in particular the balance between providing space for commercial buildings with the needs of the housing market. In 2018, there was c.215,000m² of new commercial space delivered across Manchester, including c.140,000m² of new office space, c.30,000m² of retail space, c.45,000m² of new educational space, as well as 840 additional hotel rooms⁸. This is a significant volume of additional floorspace but the end use needs to provide higher paid roles for local residents, including generating good quality secondary jobs in the service sector that have career progression at their heart.

The city centre also remains critical in the development of additional housing in Manchester to meet the ambitions of the *Manchester Residential Growth Strategy*. The latest *Greater Manchester Spatial Framework* documents state that Manchester is expected to deliver 27% of all new homes in the city region between 2018 and 2037, with development around the city centre making up the majority of this total.

Manchester's strong international brand is one of its key assets which, alongside the global connectivity provided by Manchester Airport and a pipeline of highly skilled graduates from the city's universities, continues to result in significant international investment into the city. Manchester Airport's current transformation programme and developments at Airport City Manchester will encourage growth in the south of the city, creating a number of jobs and driving Manchester as a global centre for logistics and advanced manufacturing. These developments should be linked into Wythenshawe Town Centre and Wythenshawe Hospital to ensure our residents can access the opportunities they present.

Manchester has a number of district centres which, alongside hosting employment opportunities, are home to essential services for residents. Companies are increasingly expanding into district centre venues; Manchester's *Local Plan* refresh will present further opportunities for this growth by encouraging the repurposing of buildings and by driving improvements in transport and digital infrastructure. Often roles in our district centres have lower pay and productivity; improving the quality of work, pay and career progression in these jobs should be a focus on future growth to ensure our district centres thrive.

There are a number of strategic development sites across Manchester that present opportunities to support the city's future growth. Areas such as Strangeways and the former Central Retail Park have the benefits of being located near to the city centre, as well as being connected to the rest of the city. The regeneration vision for these areas will consider the flexible space needs of Manchester's growth sectors

⁸ Manchester City Council Internal Analysis, 2019

alongside the demand for additional housing, facilities and amenities.

Transport infrastructure to connect people and places

“Transport and buses, there’s too many bus companies. There’s a real congestion problem, if bus services were better, it wouldn’t be.”

Consultation response from resident

As stated above, Manchester’s economy is a major driver for the regional economy and is at the heart of the Northern Powerhouse. Strategic investments in High Speed 2 (HS2) and Northern Powerhouse Rail, alongside improvements to Manchester Piccadilly Station and Oxford Road Station, are essential in delivering the additional capacity and connectivity required if the city is to continue to grow and help rebalance economic growth away from London and the South East. The Greater Manchester Combined Authority’s *HS2 and Northern Powerhouse Rail Growth Strategy* highlights the strategic importance of new HS2 stations at Manchester Piccadilly and Manchester Airport to the city’s future economic growth.

The expansion of Metrolink has been extremely successful but the challenge for the future is to fund additional routes beyond the existing Trafford Park and Trafford Centre extensions. As such, work is underway to establish funding opportunities for the Manchester Airport Extension to Terminal 2; the intention is to subsequently complete the entire Western Loop. Communities that are served by Metrolink are generally happy with the service they receive and their connections to other parts of the city, whereas areas without a service want to see significant improvements to their bus services.

The Bus Services Act became law in June 2017, giving Mayoral Combined Authorities such as Greater Manchester powers to improve bus services by reforming the current bus market. Options for reform include moving to a franchise model. Buses are essential for the city’s economy and also for social inclusion in many areas of the city, including the North and East. Existing services vary in price, quality and frequency, with some residents unable to use buses to access employment, such as shift work at Manchester Airport. Building on the recent investment in free travel for 16-18 year olds, there is now an opportunity for buses to be repositioned as part of a London-style integrated transport system, running across different modes of transport with integrated ticketing.

Employers were clear about the impact congestion causes to their businesses and workforce, particularly around the city centre. Further investment in both cycling and walking infrastructure is one solution to reducing congestion and also helps to deliver the city’s health and air quality objectives. The Greater Manchester Bee Network was launched in 2018; a further refined plan will be launched in 2019, which will set out the vision for both a new walking network and cycling system for the conurbation. Progress is already being made in Manchester but significant additional funding will be required to fully realise its ambitions.

Alongside improving both walking and cycling infrastructure, we need to further develop our electric transport infrastructure to provide mass transport solutions that are not detrimental to the city’s air quality. This infrastructure must be accessible, linking people to Manchester’s employment opportunities and providing for those with limited mobility.

Competitive and resilient digital infrastructure

“...better digital infrastructure - so aiming for 5G. More free Wi-Fi around the city centre.”

Consultation response from business

Digital infrastructure is essential for Manchester to remain economically competitive. A recent national study by Regeneris estimated that the potential economic impact of upgrading to a full fibre infrastructure would deliver £2.2bn productivity gain for SMEs, £2.3bn in innovation benefits, £1.9bn in flexible working benefits, and £2.3bn from new business start-ups⁹. Investment in a 5G network and the roll out of full fibre to premises will help to create the conditions for the city to continue to be at the forefront of innovation. Businesses and organisations were clear that this is a centrally important issue and shouldn't be viewed as something which only 'Digital' or 'Tech' businesses need. The recent growth in the cyber security sector within the city and the decision of both Amazon and GCHQ to locate in the city centre demonstrates the clustering and agglomeration taking place within Manchester's economy.

Vodafone and EE have both chosen Manchester as one of their 5G pilot areas and some funding for full fibre to premises has been attracted from central government; however, much more investment required.

This infrastructure is also essential for developing the city's smart city infrastructure to build on the lessons from the CityVerve and Triangulum programmes. The application of digital technology is needed to enable Manchester to capitalise on the opportunities that the Internet of Things will bring and compete economically on the international stage, whilst also aiding solutions to some of our most entrenched social issues, driving greater inclusion for residents and workers. Projects have the potential to find technological solutions to health, mobility and environmental challenges by utilising the power of connected devices.

New developments as inclusive and zero carbon exemplars

“... better decisions by local government in support of sustainable economy and low carbon business development ... rapid transition to sustainable housing and economic activity to support long-term employment and economic wellbeing.”

Consultation response from organisation

Manchester is a rapidly evolving city which continues to benefit from significant investment in new residential and commercial developments. These developments represent a major opportunity to bring about a more inclusive and sustainable city and should be seen as enablers of this Strategy to deliver clean growth. The work to review Manchester's *Local Plan* offers the opportunity to consider how development on Council and publicly owned land can consider the end use, quality of jobs and adherence to the city's zero carbon targets and the *Greater Manchester Spatial Framework's* requirement for all new development to be net zero carbon by 2028. Alongside new developments, retrofitting existing sites should be included within mission-led approaches to achieve our zero carbon aims.

⁹ Regeneris Economic Impact of Full Fibre Infrastructure in 100 UK Towns and Cities, 2018

Major new developments which are planned or underway need to be adequately resourced to bring about the kind of social, economic and environmental benefits the city desires. The Northern Gateway is an example of a project which can transform the northern part of the city centre; however, there is a risk that a lack of capacity within the public sector may result in sub-optimal outcomes and a missed opportunity. Projects such as this, and the new developments around the Etihad Campus, need to be viewed as inclusive exemplars and should be one of the tools that can help to bring about transformative long term social, economic and environmental change. This should include considering the conditions, pay and career progression of roles in the construction sector, associated industries and its supply chain to ensure the maximum benefit to residents from these new developments.

Innovative investment models to improve the environment

“Manchester should embed ambitious action on the environment at the heart of the Local Industrial Strategy, on the basis of the economic & social benefits that can be achieved for local people & businesses.”

Consultation response from organisation

Alongside the transition to a zero carbon city by 2038 at the latest, the consultation responses from businesses and organisations were clear that the quality of the city’s environment is a major factor in their success and productivity. City centre businesses highlighted the importance of cleanliness, good quality public realm and well-managed open spaces to their customers, staff and to the impression of the city left with visitors. Residents stressed the importance of the quality of their surroundings – their housing, nearby green spaces and local amenities – in their quality of life.

A recent New Local Government Network (NLGN) workshop looking at the issue of productive growth concluded that “there is a danger that features of the wider environment, which in turn affect productivity, can be overlooked”¹⁰. The quality of the environment and liveability are also major factors for attracting and retaining talent and attracting investment.

Local developers, housing providers and the Council need to work together to develop new and innovative investment and maintenance programmes to ensure that our neighbourhoods remain places that people want to live and work in. Businesses also need to take responsibility for their surrounding environment. A robust evidence base is needed to demonstrate the benefits of green and blue infrastructure through programmes such as the EU Horizon 2020 funded Grow Green project. New parks such as Brunswick Park in the University of Manchester’s campus and planned new parks in West Gorton and a riverside park along the Medlock in Mayfield are all major opportunities.

Case Study: One Manchester – Registered Provider

At One Manchester, we deliver our mission of creating opportunities, transforming communities and changing lives through a place-based approach. We have led on

¹⁰ NLGN Productive Growth, January 2019

the development of a Place-Based Giving Scheme, transforming funding in East Manchester and improving the coordination, community engagement and efficacy of place-based funding. In 2017, we introduced our Catalyst Fund which offers potential or existing local businesses are small grants of up to £5,000. In October 2018, we launched an innovation competition for East Manchester Community Businesses to develop proposals presenting opportunities for local economic growth and employment. We are now investing in the growth of two locally based social enterprises, developing a wood and textile recycling business.

It is important to us as an organisation to put our social investment values into practice. During procurement we weigh social value at 20%, and proactively seek opportunities to engage with suppliers operating within the local area to support local businesses and jobs. These activities help create and sustain local employment opportunities, create new business, and grow the social economy. We shape the future vision for these places through our place plans to inform future developments and social investment.

Place – Strategic Initiatives

To help create a more inclusive economy, Manchester will:

- Ensure that future development in Manchester’s centres supports our growth sectors whilst also delivering housing targets.
- Continue to push for Bus Reform, particularly in North Manchester and areas of the city without easy access to Metrolink.
- Continue to push for, create and support digital infrastructure, including investment in Full Fibre to Premises and 5G.
- Create a framework for new development to ensure all major projects become inclusive exemplars economically, socially and environmentally.
- Develop and support innovative investment in environmental programmes, such as domestic retrofit.

Pillar 3. Prosperity

An improved foundational economy

“They need to look after their employees. They need to support their growth, development and wellbeing. They also need to engage with the local community and other businesses.”

Consultation response from employee

The foundational economy tends to be described as not easily tradeable or exportable, and not high-tech or research and development intense. It is found in all places and the challenges of pay and productivity tend to apply across all areas of the UK.

There are a number of different definitions but the one that is most commonly used is from the CRESCO Manifesto for the Foundational Economy and is as follows:

“What we will call the foundational economy is that part of the economy that creates and distributes goods and services consumed by all (regardless of income and status) because they support everyday life”.¹¹

The Manifesto goes on to list the following sectors as constituting the foundational economy:

- the utilities, including piped or cabled services, such as energy, water and sewerage;
- retail banking; food and petrol retailing; food processing;
- networks and services, such as rail or bus for transport and distribution of people and goods;
- telecommunications networks; and
- health, education and welfare / social care.

Although exact employment numbers in Manchester are difficult to accurately measure, approximately half of all jobs are likely to be in the foundational economy¹². The recent Greater Manchester Independent Prosperity Review noted that the sectors with the lowest productivity in Greater Manchester are Hospitality, Tourism and Sport (£22,800 GVA per employment), Retail (£27,200) and Health & Social Care (£28,000)¹³.

Improving pay and conditions in these sectors is challenging but there are opportunities to rethink the business models in some sectors which receive large volumes of public funding, such as Health and Social Care. For example, we have asked Homecare providers to pay the Manchester Living Wage for every hour of care delivered, which should include the time it takes to travel between visits, ensuring workers are paid fairly and outcomes improve. The levers of current devolution deals should be used to their full potential to ensure that improvements of employment are realised for workers in these industries, and for this best practice to act as a positive influence on other sectors in the city. Future devolution must be ambitious in considering how to strengthen the offer of the foundational economy in the public sector.

There are also tensions within some of the city’s growth sectors. For instance, Hospitality is a major employer and with significant growth (13 new developments in the city centre alone since 2015 supporting new jobs) but with many of these new jobs being relatively low paid. Technology is likely to impact on employment in some sectors such as Retail and, although some high street retailers have struggled, the recent growth in online retail in the city has been significant. Retail supports large numbers of jobs across the city and the shift to automation will result in the need to rethink the role of employees in settings such as supermarkets. With this, there are opportunities to grow independent retail and food and beverage businesses.

An international hub for creative industries

“Dynamic, creative, diverse, full of talent with a DIY and collaborative spirit.”
Consultation response from business

¹¹ CRESC, Manifesto for the foundational economy, 2013

¹² ONS Business Register and Employment Survey, 2017

¹³ Greater Manchester Independent Prosperity Review, Reviewers’ Report, 2019

Although this Strategy takes a 'horizontal approach' rather than focusing on specific sectors, there is an obvious opportunity to capitalise on the city's strengths within the creative industries. Manchester is already known for its music, television and digital content but investments in the Factory at St John's, the School of Digital Arts at Manchester Metropolitan University and the new Manchester College Campus provide a major opportunity for the city to become a major international player in the creative industries. Manchester also has a vibrant grassroots cultural scene; continued support of this is required to ensure the sector continues to deliver its positive economic and social impact.

Culture, media and sports was the most referenced sector by young people during the engagement exercise when they were asked to name their dream job and to name the available jobs in the city. In order to capitalise on this level of interest, the Manchester International Festival has worked with other cultural organisations in the city to launch the Greater Manchester Cultural Skill Consortium to create opportunities for people to develop skills in the arts and culture sector and to help improve diversity. The Factory Academy is the operational training model that will deliver the aspirations of the Consortium by forming partnerships with existing training providers to test the model, run apprenticeship and pre-employment programmes. Further work with creative industries employers within Greater Manchester will examine potential funding opportunities to continue to grow our creative sector, particularly in TV, film and drama content production.

Case Study: Reason Digital

Reason Digital is a social enterprise that changes lives for the better by using technology as a means to combat major societal issues such as food poverty, disease and loneliness. Founded in 2008, we now employ around 50 people and are based in the heart of Manchester's Northern Quarter.

We partner with charities, individuals and corporate social responsibility (CSR) leaders to create award-winning digital innovation. As a social enterprise, any profits we generate are reinvested into socially focused projects that bring about positive changes. Two examples of these projects are as follows:

- 1. Charity Health Assistant Partnership - Partnership formed between Reason Digital and four charities. We use artificial intelligence to build more efficient, tailored support and guidance for people who have been diagnosed with serious health conditions such as Parkinson's or Multiple Sclerosis.*
- 2. Impact Reporting - Now its own business, Impact is a cloud based CSR reporting tool that empowers organisations to monitor their CSR performance just as easily as their financial performance.*

As an organisation that's proudly Mancunian, we try to give back. We work hard to support the local community around us in unique and innovative ways. For example, during Christmas 2017 we built a Christmas 'Stall for All' in the Northern Quarter which raised over £4,000 for homeless people in Manchester.

People are our passion. We are working towards improving diversity in our team and in the sector in general with the implementation of a Women's Leadership Group and transparent publication of our Gender Pay Gap Analysis. We engage with local educational or community initiatives and are currently working with Innovateher to help encourage young girls from local schools to embrace the tech sector by providing them with strong female role models, mentoring and field trips to the office to give more insight into tech for good.

An innovative and entrepreneurial city

Manchester has a strong history of innovation. From being the home of the Industrial Revolution to developing the world's first program-stored computer; from the birth of the co-operative movement to the discovery of graphene at the University of Manchester, Manchester has always been a 'city of firsts'. Manchester remains an innovative and entrepreneurial city, with a leading reputation for enterprise. Despite the uncertain national economic outlook, the number of active enterprises in Manchester has continued to increase, rising to 23,845 in 2018¹⁴. This increase is in part driven by a culture of business start-ups, who are attracted to Manchester due to our talent pool and competitive rates compared to London.

Manchester has a wide-ranging business support offer, including the Business Growth Hub, which provides a fully funded offer to encourage businesses to start-up and grow across Greater Manchester. During 2018/19, a total of 343 12-hour support slots were delivered to Manchester-based enterprises or start-ups by the Hub. The Council also delivered the 12 month Big Ideas Generators project, which delivered one-to-one business information sessions at libraries, aiming to support those who are unrepresentative in the business arena. During the project, more than 3,000 places were taken up at over 400 events and activities, where 57% of participants were women and 28% were from ethnic minority backgrounds. Independent evaluation of the project shows that, for every £1 invested, there was a GVA productivity uplift of £4.58 to the Greater Manchester economy.

We need to continue to ensure that our residents can turn their entrepreneurial ideas into innovative business successes to drive Manchester's inclusive economy. As well as continuing a strong business support offer via the Business Growth Hub, it is necessary to ensure that there are a range of affordable commercial premises throughout the city and in our district centres available to the city's entrepreneurs, and a strong skills talent pipeline to develop these ideas. This includes leadership and management skills to ensure the sustained success and growth of businesses. Alternative finance and investment solutions - such as the Local Growth Fund and the Evergreen Fund - need to be considered so that funding opportunities are available to fill the gaps that traditional bank loans cannot provide. Manchester also needs to encourage the commercialisation of our universities' research and development, which requires support on intellectual property, financing and licensing.

¹⁴ ONS, UK Business activity, size and location, 2018

Case Study: Cardinal Maritime Group

The Cardinal Maritime Group is a global logistics provider which has its head office firmly rooted in Wythenshawe. Our business is perceived to be one of the leading lights in the logistics sector and is expected to generate revenues of £120m in 2019, up from £97.5m in 2018. We operate across three sites in Wythenshawe and employ 30% of our workforce from within 2 miles of our head-office address. Our business enjoys the very highest levels of staff retention which, we believe, in addition to our strong sense of culture, is directly attributable to our recruitment strategy, which is focused on the local secondary schools and four sixth-form colleges. For the past 5 years, working alongside Businesses Working With Wythenshawe (BW3) and particularly the Manchester Enterprise Academy, Cardinal has recruited a steady-flow of apprentices and is committed to a programme of talent spotting within the region. The CEO, Brian Hay, who himself grew-up in Wythenshawe, is an active member of BW3 and currently sits on the committee. Brian's time on the committee is focused on improving the lives of local residents, raising aspirations and directly influencing the delivery of vocational training within our schools and colleges.

Reimagined, repurposed and retrofitted commercial premises

“Businesses need the right mix of accommodation to support their growth. For example: co-working space; incubators; digital and technology centres; wet lab space, grow on space etc.”

Consultation response from business

The continued growth and expansion of the city centre has created rising land values which has helped to stimulate the redevelopment of older buildings on the fringes of the city centre which were previously not economically viable. This has placed accommodation pressures on a range of businesses and organisations who have traditionally relied on lower quality buildings with cheaper rents and overheads.

The city already has a strong track record when it comes to converting older buildings into more productive uses, and a history of taking bold demand-led approaches to vacant buildings. Examples include the Sharp Project and Space Studios, which utilised empty industrial buildings for uses which capitalised on emerging strengths within creative and digital industries, and TV and film production. Federation House has successfully repurposed an existing heritage building to provide flexible workspace in a good working environment, two qualities which are increasingly the focus of driving commercial demand.

Upscaling this proactive approach has the potential to deliver a range of benefits to different areas of the city, many of which are in need of economic stimulus. Repurposing vacant or underutilised buildings is more environmentally sustainable than new build and can offer opportunities for retrofit to meet the city's zero carbon ambitions, whilst also reducing the cost of utilities for occupiers. Cheaper and flexible workspaces or incubators can encourage entrepreneurship and innovation in different neighbourhoods and can also offer alternative uses for buildings in district centres. Coupled with improved transport and digital infrastructure, this will bring more opportunities for the growth and expansion of businesses into district centres.

Repurposing under-utilised buildings generates economic output for local areas with the opportunity for organisations and businesses to progress to larger premises as they grow. Rethinking the city's existing buildings is an essential part of the Strategy and needs to run alongside the substantial investment in new commercial buildings in key areas of the city.

Case Study: HMG Paints

HMG Paints is an established family run business that has been based in Collyhurst since 1930. We are the UK's largest and leading independent paint manufacturer but we definitely have a passion to invest even further in the company. We employ 200 staff who are mostly from the local area and they are as important to us as the company is to them. Our staff are always willing to evolve and change. There is often talk of young people not being work ready and of skills shortages, but we believe that this is often more of a case of softer skills and behavioural issues and as such, transitional work readiness is an area we are very passionate about. We see ourselves as a great and sustainable business operating with honesty and integrity. It's a simple philosophy of just trying to be a good neighbour! We have undertaken a lot of work in and around the local community as our way of giving something back.

Community wealth building

“Get more corporate and government run businesses using local SMEs.”

Consultation response from employer

Manchester City Council have worked with the Centre for Local Economic Strategies (CLES) since 2008 to develop a more progressive approach to procurement which includes social value, local supply chains and more ethical procurement and commissioning. The most recent analysis of the Council's top 300 suppliers by value of spend found that £307 million out of a total spend of £430.7 million was spent with Manchester based suppliers, a proportionate rise of over 20 percentage points since work began in 2008/09¹⁵. Analysis of the Council's expenditure demonstrates the positive impact on local job creation, apprenticeships and for SMEs, all of which benefit Manchester residents via employment and training opportunities, support to the city's voluntary and community sector, and creating a more inclusive local economy.

Organisations in Manchester need to view their procurement and commissioning activities as part of the drive to create more wealth in local communities. This is a part of the broader approach to social value and is one which can bring about real change for smaller businesses and residents. Those larger anchor institutions in the city, especially those that are publicly funded, need to consider their policies and whether they can do more. Many sectors are now working together to consider their collective impact, with the most recent Cultural Impact Survey covering 37 organisations - including all the city's major cultural institutions. Their collective activity during 2017/18 generated an estimated £137.2m in GVA for the city,

¹⁵ CLES Power of Procurement, 2018

employed Manchester residents as just under half of their workforce (43%) and engaged a total of 4,410 volunteers who collectively volunteered 219,706 hours at a value of £3.2m.

Case Study: Manchester City Council Progressive Procurement

Manchester City Council introduced its Sustainable Procurement Policy in 2008 with the aim of maximising the social, economic and environmental benefits to the city's local communities from our significant spend with external suppliers and contractors. We also engaged the Centre for Local Economic Strategies (CLES) to undertake annual reviews of its impact with our top 300 suppliers and contractors. The CLES research was the first of its kind in the UK and is based on detailed surveys and sample interviews with our top 300 suppliers and contractors.

The 'Power of Procurement II: The Policy and Practice of Manchester City Council - 10 Years On' report in 2017 summarised the impact of this work. The amount re-spent back in the Manchester economy has increased from 25p in every pound to 43p in every pound. We now apply a 20% social value weighting to all tenders and have developed a procurement and commissioning toolkit for our suppliers and our commissioning staff. Social value is also being driven through our strategic investments and projects, including Our Town Hall, Highways Investment Programme and The Factory.

We held our third annual social value event in February 2019 to promote social value and to report survey figures back to contributing suppliers, including SMEs.

Prosperity – Strategic Initiatives

To help create a more inclusive economy, Manchester will:

- Work with Anchor Institutions to look at how to improve Manchester's foundational economy, both in terms of direct employment, and procurement and commissioning, including promoting the real living wage.
- Capitalise on the Factory development to provide creative skills and training to Manchester's younger people.
- Continue to work with partners, such as the Business Growth Hub, to increase the number of business start-ups from a diverse range of backgrounds.
- Develop a programme of work on future investment models to establish how to ensure the greatest impact from them in relation to supporting our economic, social and environmental aims, including examining targeted investments that will generate benchmark return.
- Work with Anchor Institutions to look at how to increase and improve community wealth building.

4. Implementation and Monitoring

Many of the strategic priorities within this Strategy are not new and delivering them will require a continuation of long standing work with an emphasis on scaling up the

inclusive ambition and investment. Other priorities require a new or more innovative approach to delivery, which requires key stakeholders to consider how they can deliver more inclusive outcomes.

The delivery plan below identifies the necessary areas of focus for some of the specific programmes of work or interventions that will be driven by the *Our Manchester Industrial Strategy*. The evidence-based initiatives build on good work already happening in Manchester but increase its pace and scale to ensure progress is made in creating a more inclusive economy. The delivery plan details the expected outcomes of these initiatives and shows how the delivery them aligns to the implementation of the *Greater Manchester Local Industrial Strategy*. Manchester will continue to work in cooperation with the other nine Greater Manchester local authorities and the Greater Manchester Combined Authority to deliver the city region's ambition.

Creating a more inclusive economy will require partners across the city to work together united by the same vision. As such, as well as overseeing the development of programmes of work, partnership boards will play a role in the governance of their implementation. There is also a need for this work to influence beyond the city's formal structures so that considering increasing economic, social and environmental justice becomes the norm across Manchester's organisations.

Progress and outputs from this delivery plan will be reported alongside key citywide data, which will be used to measure the inclusivity of Manchester's economy. Existing economic indicators – typically traditional income measures - will be considered and revised where necessary to ensure they reflect inclusivity. We will also look to develop a Manchester 'basket of economic and social metrics' to chart the city's impact in creating a more inclusive economy, which goes beyond economic prosperity to consider overall well-being from childhood through to later life to allow residents to reach their potential at all life stages.

Our Manchester Industrial Strategy – Delivery Plan

The delivery plan is organised around the three pillars of *Developing a more inclusive economy - Our Manchester Industrial Strategy*:

- 1) People
- 2) Place
- 3) Prosperity

The purpose of *Developing a more inclusive economy - Our Manchester Industrial Strategy* is:

- To put people at the centre of growth, creating a more inclusive economy in the city;
- Align to the Greater Manchester Local Industrial Strategy and the national Industrial Strategy, expressing our position and responsibilities to promote and drive inclusive growth in the conurbation core; and
- Support existing and future sectors but crucially also ensure collective effort to support more residents into better quality jobs.

This delivery plan contains a small number of evidence-based initiatives to make Manchester's economy more inclusive; scaling up and adding value to existing programmes of work. The initiatives that have been identified align with the feedback

collected from the engagement activity undertaken in an Our Manchester way with residents, businesses and young people in late 2018. As well as stating why the initiatives are needed to achieve the aims of *Developing a more inclusive economy - Our Manchester Industrial Strategy*, the delivery plan also shows how they link to the *Greater Manchester Local Industrial Strategy*. Further work will be undertaken with partners to full scope out the initiatives.

Pillar	Theme	Initiative	Why is it needed	Link to GM LIS	Leads
People	Equipping people with the skills to prosper	Work with businesses and skills providers to ensure the development of a digital skills pipeline that addresses the industry's needs.	To ensure residents have the digital skills they need to access job opportunities in the city, and to allow our growth sectors to increase productivity	GM LIS has a strategic priority of underpinning cross sectoral growth by developing a digital skills pipeline	Work and Skills Board Digital Skills Network
People	Equipping people with the skills to prosper	Build on the <i>Skills for Life</i> work to ensure the development of softer skills and aspiration in all Manchester's young people through connecting them to civic and cultural opportunities in the city.	To ensure that our younger residents have the opportunity to develop the softer skills needed to partake in the city's labour market	GM LIS includes the aim to make sure all young people are work and life ready	Schools liaison mechanisms Work and Skills Board
People	Equipping people with the skills to prosper	Develop a specific programme for growing Green Tech and Service jobs, and the skills needed to access roles in these sectors.	To capitalise on the employment and growth opportunities that responding to climate change will present	GM LIS has <i>clean growth</i> as one of the city region's strengths and opportunities to build on	Work and Skills Board Manchester Climate Change Board
People	Equipping people with the skills to prosper	Support volunteering initiatives where residents give their time to volunteer on tasks identified either by other residents, organisations or businesses that will make a positive impact.	Both initiatives enable residents to develop skills by volunteering whilst also addressing the needs of others in the city	GM LIS has ambition to improve skills and employment for city region's residents	Our Manchester Investment Board
People	Connecting people to good	Ensure that the opportunities of social value are	To enable all of our residents to participate in and	GM looking to update social value	Social Value

	employment through social value	utilised to support Manchester residents with additional needs who may face barriers to employment.	benefit from the city's economy	procurement policy in light of GM LIS	Governance Board Our Manchester Business Forum
People	A healthy and productive workforce	Use the opportunity that the redevelopment of North Manchester General Hospital will present to target some of the challenges North Manchester faces, improving the health outcomes of residents, and the productivity and sustainability of the area.	To address poor health which, particularly in the North Manchester, is a constraint on productivity and prevents residents being economically active	GM LIS has <i>health innovation</i> as one of the city region's strengths and opportunities to build on	North Manchester General Hospital Partnership Steering Group
Place	A city of thriving centres	Ensure that future development in Manchester's centres supports our growth sectors whilst also delivering housing targets.	To ensure that Manchester's economy continues to grow and attracts investment, whilst providing much needed housing for our growing population	GM LIS acknowledges that the success of the city centre is crucial to the productivity of the wider city region.	District Centres Sub-Group
Place	Transport infrastructure to connect people and places	Continue to push for Bus Reform, particularly in North Manchester and areas of the city without easy access to Metrolink.	To ensure that people can access a range of employment opportunities across the city in an affordable manner e.g. residents in North Manchester who may be unable to access jobs at Manchester Airport if they rely on public transport due to the timings of shift work vs bus timetables	GM LIS has a strategic priority of short term action to improve transport system performance through bus reform, including the recent announcement of Our Pass	TfGM liaison mechanisms
Place	Competitive and resilient digital infrastructure	Continue to push for, create and support digital infrastructure, including	To create conditions that will attract and retain businesses; to allow residents to	GM LIS aims to meet national targets of nationwide full fibre coverage by 2033	GM Digital Steering Group

		investment in Full Fibre to Premises and 5G.	be able to actively participate in the digital economy	and roll-out of 5G technologies for the majority by 2027	
Place	New developments as inclusive and zero carbon exemplars	Create a framework for new development to ensure all major projects become inclusive exemplars economically, socially and environmentally.	To ensure sufficient capacity to allow the maximum social, economic and environmental benefit to be derived	GM LIS commits to taking an integrated place-based approach to strategic regeneration proposals	Development sector liaison mechanisms Manchester Climate Change Board
Place	Innovative investment models to improve the environment	Develop and support innovative investment in environmental programmes, such as domestic retrofit.	To achieve our 2038 zero carbon goal and to ensure Manchester remains a place people want to live, work and study	GM LIS acknowledges the need to deliver environmental improvements to achieve the 2038 zero carbon target	Manchester Climate Change Board
Prosperity	An improved foundational economy	Work with Anchor Institutions to look at how to improve Manchester's foundational economy, both in terms of direct employment, and procurement and commissioning, including promoting the real living wage.	As a high proportion of our residents work in the foundation economy, any progress will have a large positive impact; the Council should also lead by example	GM LIS references the Greater Manchester Good Employment Charter and the economic challenges presented by a large foundational economy	Family Poverty Core Group Anchor Institution members
Prosperity	An international hub for creative industries	Capitalise on the Factory development to provide creative skills and training to Manchester's younger people.	To ensure our young people can access the employment opportunities within the creative sector and to allow the sector to continue to grow	GM LIS has <i>digital, creative and media</i> as one of the city region's strengths and opportunities to build on	Cultural Leaders Group
Prosperity	An innovative and entrepreneurial city	Continue to work with partners, such as the Business Growth Hub, to increase the number of business start-ups from a diverse range of backgrounds.	To ensure that all residents can turn their entrepreneurial ideas into reality so that Manchester remains a city of innovation	GM LIS has "sustain and develop the strong business support infrastructure based around the Business Growth Hub" as one of its priorities for <i>Business Environment</i>	Work and Skills Board

Prosperity	Reimagined, repurposed and retrofitted commercial premises	Develop a programme of work on future investment models to establish how to ensure the greatest impact from them in relation to supporting our economic, social and environmental aims, including examining targeted investments that will generate benchmark return.	To ensure our buildings are able to be used for our growth sectors to drive productivity; also to consider the demand-led transition to zero carbon by 2038	GM LIS has carbon-neutral retrofit and new-build for residents and industries as one of the projects on its mission roadmap for becoming a net zero carbon region by 2038	Manchester Climate Change Board
Prosperity	Community wealth building	Work with Anchor Institutions to look at how to increase and improve community wealth building.	To increase local spend and provide opportunities for local residents, communities and organisations	GM LIS acknowledges the city region's strong history in business model innovation	Our Manchester Business Forum Anchor Institution members
All	Developing a more inclusive economy	Develop social and economic metrics for measuring the inclusivity of Manchester's economy	Traditional income measures do not capture all of the dimensions which affect the development of a more inclusive economy	The evidence in the Greater Manchester Independent Prosperity Review shows how social factors of health and skills are constraining the city region's productivity	Performance, Research & Intelligence and City Policy services

**Manchester City Council
Report for Resolution**

Report to: Executive – 11 September 2019

Subject: Manchester City Centre ATTRO

Report of: Strategic Director - Neighbourhoods

Summary

Greater Manchester Police (GMP) have requested that Manchester City Council and Salford City Council make an Anti-Terrorism Traffic Regulation Order (ATTRO) which covers the city centre, defined as all roads within the Manchester and Salford Inner Ring Road, excluding the ring road itself. The ATTRO authorises GMP to control the movement of pedestrians and vehicles in the city centre. It forms part of a package of measures which are aimed at improving the security of people in crowded places and preventing damage to buildings from a potential terrorist attack.

Recommendations

Executive is recommended to:

1. Subject to (2) below, authorise the City Solicitor to take all necessary steps to make the Order.
 2. If objections to the proposed order are received, note that a further report will be brought to the Executive setting out the objections, the Council's response thereto and the recommended course of action.
-

Wards Affected

Deansgate and Piccadilly Wards

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 ATTRO will allow the police to effectively manage the highway network based on the threat of or as the result of a terrorist incident, thereby contributing to the aim of having a thriving city centre.
A highly skilled city: world class and home grown talent sustaining the city's economic success	N/A
A progressive and equitable city: making a positive contribution by unlocking the potential of our	N/A

communities	
A liveable and low carbon city: a destination of choice to live, visit, work	The ATTRO will protect residents and visitors from the threat of terrorism contributing to making Manchester a liveable city.
A connected city: world class infrastructure and connectivity to drive growth	The ATTRO will contribute to the protection of essential existing infrastructure supporting the aim of having a connected city.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

No significant impacts

Financial Consequences – Capital

No significant impacts

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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.

Appendix 1: Recommendation of the Chief Constable of Police dated 20 June 2019
 Appendix 2: Manchester City Centre ATTRO Area
 Appendix 3: Draft ATTRO legal order

1.0 Introduction

- 1.1 There is an acknowledged threat to the United Kingdom from international terrorism. Past experience shows that crowded places remain an attractive target for terrorists who have demonstrated they are likely to target places that are easily accessible, regularly available and which offer the prospect for an impact beyond loss of life alone such as serious disruption or a particular economic/political impact.
- 1.2 The purpose of this report is to seek approval to instruct the City Solicitor to proceed with all necessary legal requirements to make the Anti-Terrorism Traffic Regulation Order (ATTRO). Previously, the Consultation Request and Delegated Approval for Traffic Regulation Orders: Manchester City Centre ATTRO, signed on 31st July 2019, approved the consultation and advertisement of the legal order. Consequently, in line with statutory obligations for advertising Traffic Regulation Orders (TRO's), including ATTRO's, the proposals were advertised the Manchester Evening News on 15th August 2019 for a period of 21 days. During this time formal objections can be made to the proposals. A verbal update will be provided to the Executive on the consultation outcome. Any objections received will be the subject of a further report to the Executive which will set out the objections, provide the Council's response and make a recommendation. The ATTRO will respond and mitigate against the potential threat described above.

2.0 Background

- 2.1 Manchester has a thriving city centre. It is a regional shopping attractor, has a prosperous night-time economy in terms of bars, restaurants and hotels, has growing residential and employment populations and is a world class leisure and cultural destination hosting numerous festivals, conferences, sports events and international performers across a number of event spaces. Additionally, Manchester is recognised as a major financial centre and the economic impact of previous attacks has been significant.
- 2.2 An existing ATTRO has been in place since 2008, this covers a small area of the city centre and has been used to ensure that security arrangements associated with high profile events can be effectively managed by the police. In light of the on-going threat to the UK and the city centre's recent and continuing growth it has been established that the area covered should be extended to cover the entire city centre in order to improve the ability of GMP and MCC to manage the highway network effectively in the event of a threat or incident.

3.0 Proposals

- 3.1 High level meetings between Manchester City Council, Salford City Council and GMP have resulted in the Chief Constable of Greater Manchester Police recommending the introduction of an Anti-terrorism Traffic Regulation Order (ATTRO) for Manchester city centre, including an area which lies within Salford City Council's boundary (see Appendix 1 Recommendation of the

Chief Constable of Police dated 20 June 2019). It will cover all roads within the Manchester and Salford Inner Ring Road as defined by the area inside A57(M), Trinity Way, A635 and A665, which excludes the inner ring road itself. The proposed area covered by the ATTRO is illustrated in Appendix 2: Manchester City Centre ATTRO Area.

- 3.2 The schedule to the legal order specifying the area covered will be illustrated by this plan. This is due to the significant and on-going development in the city centre area which often leads to changes in highway infrastructure in terms of loss or addition of highway and street name changes. The area highlighted would allow any area of highway within the boundary to be closed without needing a specific list of road names.
- 3.3 The order will cover that area of Manchester City Centre that lies within MCC boundary, there will be an identical (in substance) order for the parts of the City Centre that lie within Salford City Council's boundary.
- 3.4 An ATTRO is a counter terrorism measure pursuant to the provisions of the Civil Contingencies Act 2004. This allows traffic orders to be put in place by the Traffic Authority under S.6, 22C and 22D of the Road Traffic Regulation Act 1984, for the purpose of:
 - 'avoiding or reducing, the likelihood of, danger connected with terrorism'; or
 - 'preventing or reducing damage connected with terrorism'.
 These orders can only be made on the recommendation of the Chief Officer of Police and are subject to prior statutory consultation.
- 3.5 An ATTRO is a counter terrorism measure which allows an officer of GMP to direct that a provision of the ATTRO restricting or regulating pedestrian or vehicular traffic on a particular road should be commenced, suspended or revived. Such a decision would be based on a security assessment or credible intelligence of a threat. The use of the ATTRO would be authorised by an officer of at least the rank of inspector and for pre-planned events it would be a senior officer who would be Gold Commander for any such event.
- 3.6 The Council would introduce the ATTRO following the normal procedures under The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 which specifies procedural requirements that traffic authorities must follow when proposing and making Traffic Regulation orders.
- 3.7 A jointly agreed schedule (between the police and the Council) will also be attached to the ATTRO detailing the specific working/operational arrangements for the implementation of the ATTRO when it arises in both pre-planned and emergency arrangements.
- 3.8 The proposed ATTRO would be permanent but only used as a contingency measure in appropriate circumstances. Wherever possible at least 7 days' notice of restrictions would be given allowing MCC to notify those likely to be affected by the restrictions. Any restrictions put in place would not exceed a period of 48 hours without prior approval of the Chief Officer of Police.

- 3.9 The above ensure that the ATTRO is a proportionate measure used to the minimum extent necessary in order to deal with the likelihood of danger connected to terrorism. The ATTRO provision will be reviewed annually by GMP to ensure that it is still a proportionate use of this power and assess whether it is still necessary.

4.0 Legal Position

4.1 Traffic Regulation Orders

The grounds for making traffic regulation orders are set out in Section 1 of the Road Traffic Regulation Act 1984 ('the RTRA'). The main grounds are listed below:

- a) For avoiding danger to persons or other traffic using the road or any other road or for preventing the likelihood of such danger arising.
- b) For preventing damage to the road or any building on or near the road.
- c) For facilitating the passage on the road or any other road of any class of traffic (including pedestrians).
- d) For preventing the use of the road by vehicular traffic of a kind which or its use by vehicular traffic in a manner, which is unsuitable, having regard to the existing character of the road or adjoining property.
- e) For preserving the character of the road in a case where it is especially suitable for use by persons on horseback or on foot.
- f) For preserving or improving the amenities of the area through which the road runs.

4.2 Terrorism

An order may be made under the Road Traffic Regulation Act 1984("the Act")

- section 1(1)(a) for the purpose of avoiding or reducing, or reducing the likelihood of, danger connected with terrorism (for which purpose the reference to persons or other traffic using the road shall be treated as including a reference to persons or property on or near the road).
- section 1(1)(b) for the purpose of preventing or reducing damage connected with terrorism.
- section 6 made for a purpose mentioned in section 1(1)(a) or (b) may be made for that purpose as qualified by subsection (1) or (2) above.

In this section of the Act "terrorism" has the meaning given by section 1 of the Terrorism Act 2000.

Definition of Terrorism - section 1 of the Terrorism Act 2000 (by virtue of section 22C(6) of the Road Traffic Regulation Act 1984) defines 'Terrorism' as:

- (a) The use or threat of action where:
- (1) it involves serious violence against a person; or
 - (2) it involves serious damage property; or
 - (3) it endangers a person's life, other than that of the person committing the action; or
 - (4) it creates a serious risk to the health or safety of the public or a section of the public; or
 - (5) it is designed seriously to interfere with or seriously to disrupt an

- electronic system; and
- (b) The use or threat is designed to influence the government or to intimidate the public or a section of the public; and
- (c) The use or threat is made for the purpose of advancing a political, religious or ideological cause

4.3 Procedure

The ATTRO can only be made on the recommendation of the Chief Constable of Police.

4.4 Provisions

The provisions which can be included in ATTROs are the same as for regular traffic regulation orders, but with the following differences –

- Pedestrians can be prevented from accessing premises which are only accessible to them from that road
- Section 92 of the Act can be used to place bollards and other obstructions just like they can be for permanent traffic regulation orders
- The ATTRO may authorise the undertaking of works for the purpose of, or for a purpose ancillary to, another provision of the ATTRO
- The ATTRO may give power to a police constable to direct that a provision of the ATTRO shall (to such extent as the constable may specify) be commenced, suspended or revived (e.g. to allow a constable to decide when lorries are prohibited from using the road)
- The ATTRO may confer a discretion on a police constable (e.g. to restrict use of a road by pedestrians to such number of persons as he considers reasonable in the circumstances)
- The ATTRO may confer a power on a police constable in relation to the placing of structures or signs and may apply in connection with a provision of the Act with or without modifications (e.g. the power under Section 67 to place traffic signs on a road)

- 4.5 By virtue of 22CA of the Counter –Terrorism and Border Security Act 2019 Any statutory requirement to publish a proposal for, or a notice of, the making of an order does not apply to an order made by virtue of section 22C if the chief officer of police for the area to which the order relates considers that to do so would risk undermining the purpose for which the order is made.

- 4.6 As the local traffic authority, the Council has the duty to secure the expeditious, convenient and safe movement of traffic (having regard to the effect on amenities) (section 122 Road Traffic Regulation Act 1984). Schedule 2 to the draft ATTRO at Appendix 3 sets out requirements to ensure that any restrictions will be the minimum necessary to remove or reduce the danger and are consistent with the statutory requirements for making the ATTRO. In implementing the ATTRO the traffic impacts of restricting or prohibiting traffic to roads within Manchester, including, potentially pedestrian traffic, will be considered. In the event of a threat, the disruption to traffic flow would also have to be weighed against the threat of more severe disruption and greater risk being caused due to failure to prevent an incident.

- 4.7 Having a permanent ATTRO in place covering all the highways within the City Centre is considered essential due to the high density nature of the City, and the widespread nature of potential high profile targets.

It would mean that the Police would rely on the order being generally available as an operational tool but on a contingency basis that could be “activated” at any time. This would enable speedier activation of security measures and would meet operational requirements

- 4.8 By way of further controls, the Schedule to the draft ATTRO requires that in most cases at least seven days’ notice of any restrictions must be given to persons likely to be affected (unless this is not possible due to urgency or where the giving of notice might itself undermine the reason for activating the ATTRO), and notice must also in any event be given to the Council and other affected traffic authorities.
- 4.9 The requirement for notice is intended to mitigate adverse traffic impacts by enabling alternative transport arrangements to be put in place. In addition, the Schedule prohibits any restriction being in place for more than 48 hours without the prior approval of the Gold Commander and the local authority equivalent.

5.0 **Human Rights Issues**

- 5.1 In considering the request for an ATTRO, regard has been given to the duty to act in accordance with the European Convention on Human Rights. In relation to possible restriction of access to property, any interference with Article 1 rights to enjoyment of property must be justified. Interference may be regarded as justified where it is lawful, pursues a legitimate purpose, is not discriminatory, and is necessary.
- 5.2 It must also strike a fair balance between the public interest and private rights affected (i.e. be proportionate). It is considered that the public interest in being protected by the existence and operation of the ATTRO outweighs any interference with private rights which is likely to occur when restrictions are in operation.
- 5.3 The scope of restrictions must be proportionate and should only last until the likelihood of danger or damage is removed or reduced sufficiently in the judgment of a senior police officer.
- 5.4 It is considered that the Schedule to the ATTRO will ensure that any interference is proportionate, and, given the risks to life and property which could arise if an incident occurred, and the opportunity provided by the ATTRO to remove or reduce the threat of and/or impacts of incidents, the ATTRO is considered to be justified and any resulting interference legitimate

6.0 **Contributing to the Manchester Strategy**

6.1 (a) A thriving and sustainable city

The ATTRO will allow the police to effectively manage the highway network based on the threat of or as the result of a terrorist incident, thereby contributing to the aim of having a thriving city centre.

6.2 (b) A highly skilled city

N/A

6.3 (c) A progressive and equitable city

N/A

6.4 (d) A liveable and low carbon city

The ATTRO will protect residents and visitors from the threat of terrorism contributing to making Manchester a liveable city.

6.5 (e) A connected city

The ATTRO will contribute to the protection of essential existing infrastructure supporting the aim of having a connected city.

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

7.1 N/A

(b) Risk Management

7.2 The proposed ATTRO is a direct response to the threat of terrorism that the UK is currently under and aims to manage that risk as efficiently as possible.

(c) Legal Considerations

7.3 The legal considerations are set out in the body of the report.

GREATER MANCHESTER
POLICE



Ian Hopkins QPM
Chief Constable

Joanne Roney
Chief Executive
Manchester Civic Centre
Town Hall
Manchester
M60 2LA

Joanne Roney
24 JUN 2019
CHIEF EXECUTIVE

Our ref: ADV-DK-028215

20th June 2019

Dear Joanne,

RE: Recommendation for an Anti-Terrorism Traffic Regulation Order ("ATTRO")

I write to recommend that Manchester City Council introduce an Anti-Terrorism Traffic Order ("ATTRO") in respect all roads within the Manchester and Salford Inner Ring Road as defined by the area inside the A57(M), Trinity Way, A635 and A665, which excludes the inner ring road itself. Please find attached a map of the area attached as 'appendix 1'.

You will be aware that a detailed business case was presented to both yourself and Salford City Council following a number of meetings taking place advising of our recommendations. Considerable thought and detail has been considered in relation to the recommendation and have been widely circulated with the respective local authorities during the meetings. The consensus between the local authorities and ourselves was that the recommendations should be submitted to you.

The ATTRO is recommended in order to enable the Chief Constable of Greater Manchester Police to restrict or regulate the movement of pedestrians and vehicles for the purpose of avoiding or reducing, or reducing the likelihood of, danger connected with terrorism to persons or property on or near a road; and or preventing or reducing damage connected with terrorism (as defined by section 1 Terrorism Act 2000). This would be one of a package of measures designed to improve overall public safety, specifically the security of people in crowded places and protect/prevent damage to buildings from a terrorist attack.

There is an acknowledged threat to the United Kingdom from international terrorism, and past experience has demonstrated that this particular threat is acute in intensely crowded places which are situated within our area, iconic sites such as Manchester Town Hall, the Arndale Centre, Piccadilly Gardens and event centres covering music, festivals and high profile conferences and meeting places. This combined with the City's role as a major centre of economic and diverse cultural activity, a very busy transport hub and previous terror attacks and plots against Manchester and the surrounding areas evidence the threat

Manchester is also recognised as a major financial centre and the impact of previous attacks on the Greater Manchester community cannot be ignored. The RAND Corporation published a report stating that the five terror attacks that took place in the United Kingdom in 2017 – at Westminster, Manchester, London Bridge, Finsbury Park and Parson Green – potentially led to a loss in economic output of £3.5 billion.

I consider that the above circumstances meet both the criteria under section 22C (1) and (2) of the Road Traffic Regulation Act 1984.

The latest amendment to the Road Traffic Regulation Act 1984 (enacted by the Counter-Terrorism and Border Security Act 2019) waives the requirement to publicise an ATTRO in advance, where in the opinion of a Chief Police Officer, such publicity would undermine the purpose of the order. It is agreed by Greater Manchester Police, Manchester City Council and Salford City Council that, in the interests of transparency and accountability there will be no intention to waive the requirement to publicise the ATTRO.

An ATTRO enables traffic which includes vehicle and/or pedestrians to be regulated (the extreme of which would be to restrict access of a road) for preventative purposes in connection with Counter Terrorism. An order will supplement physical security measures in order to preclude vehicles and /or pedestrians from entering or proceeding along a road within the designated area. The ATTRO can only be progressed by way of recommendation from ourselves the police.

The ATTRO which I am recommending would be permanent but of a contingency nature, which would enable an officer of Greater Manchester Police to direct that a provision of the ATTRO restricting or regulating pedestrian or vehicular traffic on a particular road should be commenced, suspended or revived. Greater Manchester Police would make this direction to the extent they considered necessary, informed by security assessment or intelligence of a terrorist threat. If an emergency resulted in the use of the ATTRO this would be authorised by an officer of at least the rank of Inspector and for pre-planned events it would be a senior officer who would be the Gold Commander for any such event.

I will further recommend that wherever possible, at least 7 days' notice of restrictions to be put in place will be provided to the Local Authority in order that such notice may also be provided to those persons likely to be affected by the restrictions. Finally, it is also recommended that any restriction put in place in accordance with the ATTRO will not exceed a period of 48 hours without prior approval from the Chief Officer of Police.

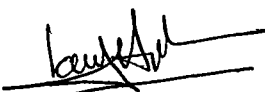
A jointly agreed schedule (from the police and local authority) will also be attached to the ATTRO detailing the specific working/operational arrangements for the implementation of the ATTRO between the police and the local authorities when it arises in both pre-planned and emergency arrangements.

These recommendations ensure that the ATTRO is a proportionate measure used to the minimum extent necessary in order to deal with the likelihood of danger connected with terrorism. The ATTRO provision will be reviewed annually by Greater Manchester police to assess the proportionate use of the power and if it is still necessary.

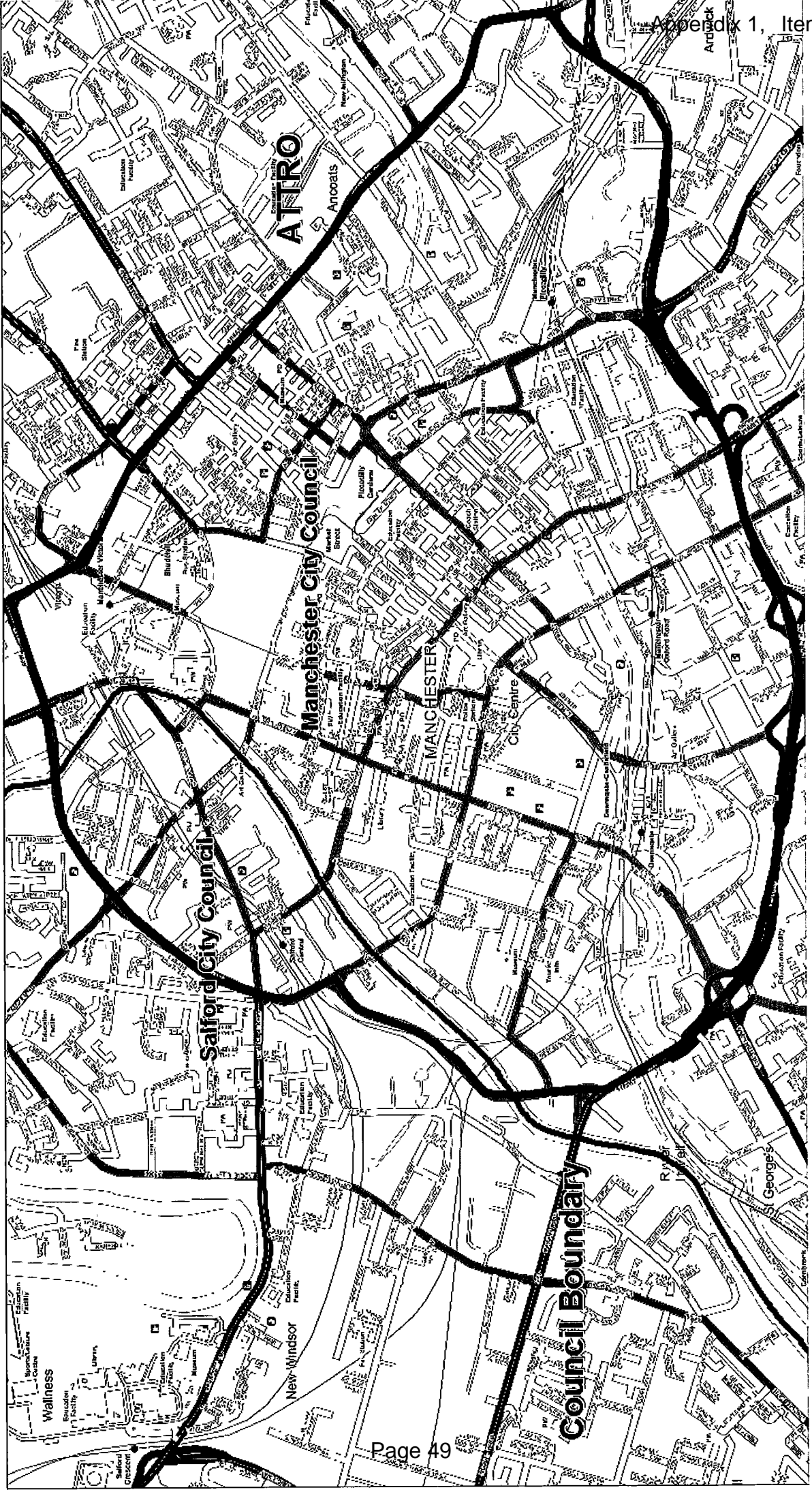
May I take this opportunity to thank Manchester City Council for its consideration of this ATTRO recommendation, which it is believed will provide us with a further protective measure to keep the City safe from a terrorist threat.

I wait to hear further from you in due course.

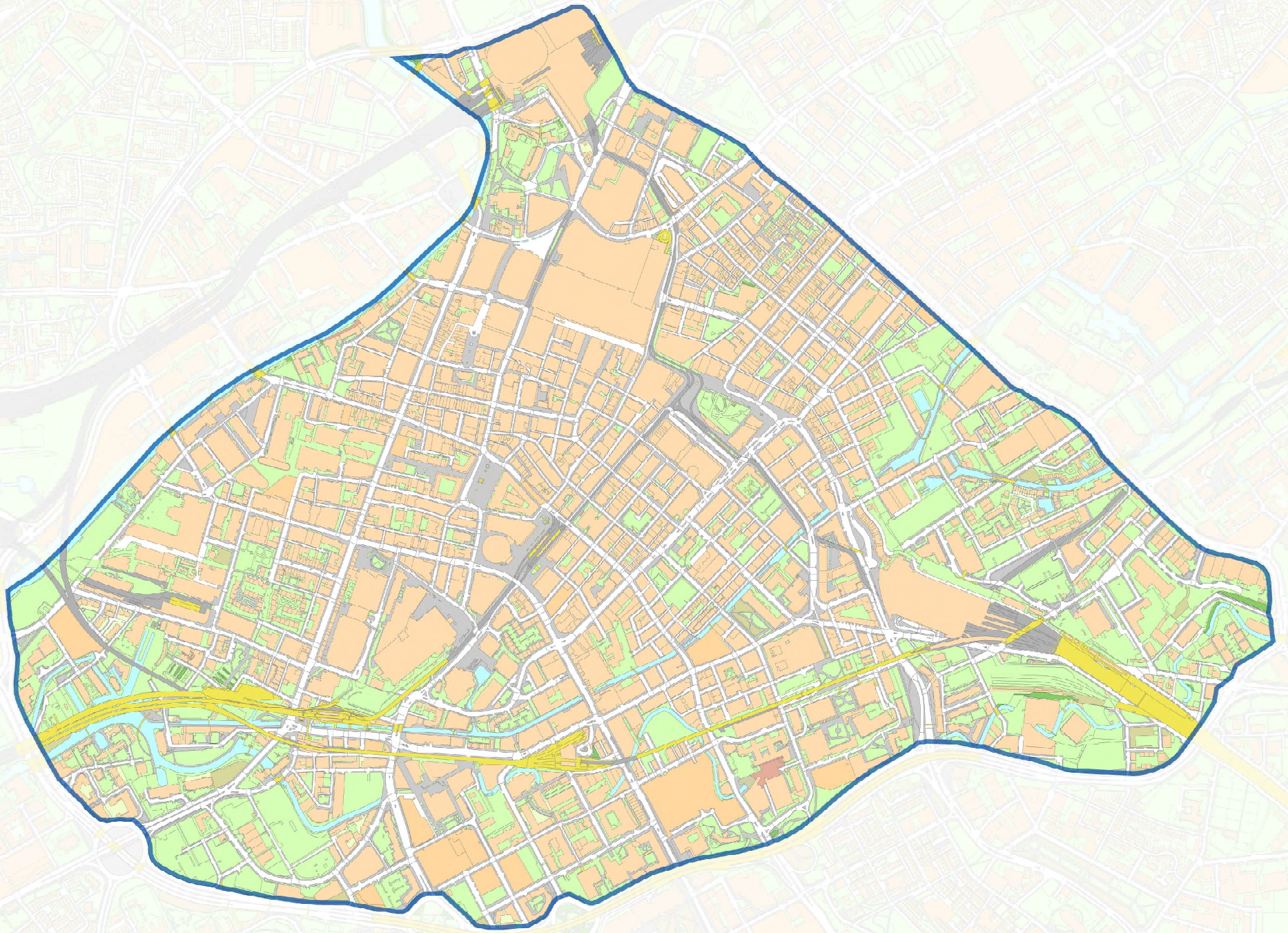
Yours sincerely



Ian Hopkins
Chief Constable



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**CITY OF MANCHESTER (VARIOUS ROADS, CITY CENTRE) (TRAFFIC
REGULATION) ORDER 2019**

The Council of the City of Manchester in exercise of its powers under Sections 1(1) (a) and (b), 6 and 92 and by virtue of Section 22C of the Road Traffic Regulation Act 1984 ("the Act"), and Part IV of Schedule 9 to the Act, and of all other enabling powers and after consultation with the Chief Officer of Police for the County of Greater Manchester in accordance with Part III of Schedule 9 to the Act, hereby makes the following Order:-

INTERPRETATION

1. The Interpretation Act 1978 shall apply for the interpretation of this Order as it applies for the interpretation of an Act of Parliament.

TRAFFIC REGULATION

2. No person shall, except upon the direction or with the permission of a constable cause or permit any vehicle or any person to enter or proceed in any street or length of street for which the council of the City of Manchester is the traffic authority for the area bounded by blue line on the Plan annexed to Schedule 1 to this Order.

EXEMPTION

3. Nothing in Article 2 of this Order shall apply to any police, fire brigade or ambulance vehicle personnel on official duty or to any person or vehicle authorised by the Council.
4. The Chief Officer of Police for the County of Greater Manchester may in consultation with the Chief Executive of the Council;
 - (i) enable a constable to direct that any provision of this Order (shall to the extent as the constable may specify) be commenced, suspended or revived
 - (ii) confer a discretion on a constable
 - (iii) confer a power on a constable to place or authorise or require to be placed, at or near any point on the roads specified in the Plan annexed to Schedule 1 to this Order, such signs, structures, bollards or other obstructions as is considered appropriate for preventing the passage of vehicles or pedestrians.
 - (iv) authorise the undertaking of works for the purpose of, or for the purpose ancillary to another provision of this Order.
5. Any discretion exercised in accordance with Article 4 shall be exercised in accordance with Schedule 2 to this Order and shall have regard to any protocol for the time being in force between the Council of the City of Manchester and the Chief Constable of Police for Greater Manchester

STRUCTURS/BOLLARDS/OBSTRUCTIONS

5. The structures, bollards or other obstructions that may be placed pursuant to Article 4 to this Order may;
 - (i) include any obstructions of any description whatsoever;
 - (ii) be fixed or moveable; and
 - (iii) be placed so as to prevent the passage of vehicles or persons at all times or at certain times only.

6. Any statutory provision currently in force which is affected by this Order shall take effect subject to this Order and shall, insofar as it is inconsistent with this Order, be suspended for the duration of this Order.

COMMENCEMENT

7. This Order shall come into operation on _____ 20__ and may be cited as the City of Manchester (Various Roads, City Centre)(Traffic Regulation) Order 2019

SCHEDULE 1
Plan

SCHEDULE 2

Protocols.

(1) Criteria for commencement, suspension or revival

The order will only be commenced, suspended or reviewed, and only to the extent necessary, for the following purposes:

1. Avoiding, or reducing the likelihood of, danger connected with terrorism; and
2. Preventing or reducing damage connected with terrorism.

(2) Commencement or Revival of the Order

1. The Order may not be commenced or revived unless a Gold Commander for a planned event is satisfied that they have sound reason for doing so based on a specific threat, security assessment or specified intelligence that there is a threat of danger or damage due to terrorism. On reaching that decision, they shall, as soon as reasonably possible, begin the notification procedure set out in paragraph (4), below.
2. If a spontaneous incident occurs based on a specific threat, security assessment or specified intelligence that there is a threat of danger or damage due to terrorism a police officer of the rank of Inspector or above will commence or revive the order. On reaching that decision, they shall, as soon as reasonably possible notify a police officer of at least the rank of Superintendent of the decision. If it is anticipated that the order will remain in force for a period longer than 48 hours then Manchester City Council will be notified via the nominated Gold Commander for the appointed critical incident so that any person or bodies being affected can be notified by the highways authorities.

(3) Suspension of the Order

1. Once the order has been revived or commenced under paragraph (2)1 or (2)2. The order will remain for the agreed stipulated period as long as the Gold Commander is satisfied that the likelihood of danger or damage connected with terrorism remains. If the threat is removed or reduced the order may be suspended at the direction of the Gold Commander. The suspension will be notified to Manchester City Council as soon as possible after the decision to suspend the order (or any part of it) is made.

(4) Notification

1. Before commencing, suspending or reviving the order under paragraph (2)1 Greater Manchester Police will notify Manchester City Council of the intention to revive the order. Briefly describing the general nature and effect of the proposals and naming or describing the roads which will be affected (unless

notice is considered inappropriate due to a spontaneous incident occurring as stipulated under paragraph (2)2.).

2. Subject to (4)1 above the intention may be publicised in such ways as may be appropriate for the purpose of informing persons likely to be affected by the proposals at least 7 days before the proposals take effect (or such lesser period as may be appropriate having regard to the circumstances).
3. The order under paragraph (2)1 must not be commenced, or revived unless Manchester City Council have been given prior notice of the proposals at least 7 days before the proposals take effect or as soon as reasonably practicable.
4. So far as the prohibition in this order conflicts or is inconsistent with the provisions of any other Order made under the Road Traffic Regulation Act 1984, the prohibition in the order shall prevail.

(5) Criteria for determining the extent of the restrictions

The order will only be commenced or revived in accordance with the following:

1. Access will only be restricted to the minimum number of roads necessary to remove or reduce the danger;
2. Access will be restricted only to the minimum number and type of road users necessary to remove or reduce the danger;
3. Access will only be restricted for the minimum period necessary to remove or reduce the danger; and
4. In no circumstances regarding paragraph (2)2 will access be restricted for a continuous period longer than 48 hours without the prior approval of the Gold Commander and the local authority equivalent.

(6) In this schedule

1. 'Gold Commander' is defined as an officer of the rank of Assistant Chief Constable or above, or an operationally accredited Public Order/Public Safety Gold Commander or an operationally accredited Strategic Firearms Commander.

Statement of Reasons

Anti-Terrorism Traffic Order

"The anti-terrorism traffic regulation order is proposed in order to comply with a request from the Chief Constable of Greater Manchester Police to potentially control the movement of pedestrians and vehicles on City streets as part of a package of measures aimed at improving the security of people in crowded places and protecting damage to buildings from a potential terrorist attack.

The Order would give to an officer of Greater Manchester Police of the rank of Inspector or above the power to restrict all or part of any City street at their discretion on the basis of a security assessment or intelligence of a threat. The discretion must

be exercised in accordance with the Schedule and any agreed Protocol for the time being in force to ensure that any interference is proportionate and that such restrictions are for the minimum extent and for the minimum period necessary.”

DATED this day of 2019

THE COMMON SEAL of
the COUNCIL OF THE
CITY OF MANCHESTER
was hereunto affixed in
pursuance of an Order of the
Council of the said City:-

Authorised Signatory

**Manchester City Council
Report for Resolution**

Report to: Executive – 11 September 2019

Subject: CCTV Code of Practice

Report of: The City Solicitor

Summary

The report advises the Executive about recent developments in the area of the use of surveillance cameras which have necessitated the updating of the Council Code of Practice (COP) in relation to the use of CCTV.

Recommendation

To approve the updated Manchester City Council CCTV Code of Practice.

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	Amongst the defined purposes for which the CCTV camera system is used in Manchester as outlined in the COP are: <ul style="list-style-type: none"> i) to increase public safety for those who live, work, trade within, and visit Manchester and ii) to assist in developing the economic wellbeing of the Manchester area and to encourage greater use of the City Centre.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Not directly applicable
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Not directly applicable
A liveable and low carbon city: a destination of choice to live, visit, work	The effective use of the CCTV system has a significant role to play in promoting Manchester as destination of choice through other defined purposes which include the deterrence and detection of crime, disorder and anti-social behaviour, enhancing community safety and assisting in overall management of public places.

A connected city: world class infrastructure and connectivity to drive growth	Not directly applicable
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Full details are in the body of the report, along with any implications for

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

None directly

Financial Consequences – Capital

None

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Background documents (available for public inspection):

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

1. Home Office – Surveillance Camera Code of Practice issued June 2013
2. Information Commissioner’s Office – ‘In the Picture: A data protection code of practice for surveillance cameras and personal information’ issued May 2015

3. National Surveillance Camera Strategy for England and Wales

4. Manchester City Council CCTV Code of Practice version 1.1 issued June 2008 as amended in 2013.

1.0 Introduction

- 1.1 The Council operates a public area closed circuit television (CCTV) system in Manchester in partnership with NCP (Manchester) Ltd. The System comprises a number of cameras installed at strategic locations including the City Centre, the A6 corridor, the Wilmslow Road area and areas of east and north Manchester. The public area system is operated from the CCTV Control Room in the City Centre where the images are monitored and recorded.
- 1.2 The Council also operates CCTV at its premises. These are usually standalone systems operated from discrete locations.
- 1.3 Most CCTV footage is sufficiently detailed to enable the identification of individuals. Images of individuals are their own personal data and are subject to the provisions of the General Data Protection Regulation ('GDPR') and the Data Protection Act 2018 (the DPA).
- 1.4 The operation of CCTV systems therefore can create tensions between the privacy rights of individuals and the interests of protecting the public. This is reflected in the body of legislation that covers their use: not only the GDPR and the DPA but also the Human Rights Act 1998, the Regulation of Investigatory Powers Act 2000, the Freedom of Information Act 2000 and the Protection of Freedoms Act 2012. The proposed COP is intended to provide comfort to the public that the Council's CCTV systems are operated properly within the legislative framework and that the public's rights to privacy are balanced with public protection.

2.0 Developments

The Surveillance Camera Code of Practice

- 2.1 The Protection of Freedoms Act 2012 ('the 2012 Act') requires the Secretary of State to provide a code of practice containing guidance about surveillance camera systems. The 2012 Act also created the role of the Surveillance Camera Commissioner, whose main responsibility is to encourage compliance with the statutory Surveillance Camera Code of Practice (the Surveillance Code) which came into force on 12 August 2013.
- 2.2 The Surveillance Code recommends that a single set of guiding principles should be adopted as applicable to all surveillance camera systems in public places. The 12 guiding principles are:
 1. Use of a surveillance camera system must always be for a specified purpose which is in pursuit of a legitimate aim and necessary to meet an identified pressing need.
 2. The use of a surveillance camera system must take into account its effect on individuals and their privacy, with regular reviews to ensure its use remains justified.

3. There must be as much transparency in the use of a surveillance camera system as possible, including a published contact point for access to information and complaints.
4. There must be clear responsibility and accountability for all surveillance camera system activities including images and information collected, held and used.
5. Clear rules, policies and procedures must be in place before a surveillance camera system is used, and these must be communicated to all who need to comply with them.
6. No more images and information should be stored than that which is strictly required for the stated purpose of a surveillance camera system, and such images and information should be deleted once their purposes have been discharged.
7. Access to retained images and information should be restricted and there must be clearly defined rules on who can gain access and for what purpose such access is granted; the disclosure of images and information should only take place when it is necessary for such a purpose or for law enforcement purposes.
8. Surveillance camera system operators should consider any approved operational, technical and competency standards relevant to a system and its purpose and work to meet and maintain those standards.
9. Surveillance camera system images and information should be subject to appropriate security measures to safeguard against unauthorised access and use.
10. There should be effective review and audit mechanisms to ensure legal requirements, policies and standards are complied with in practice, and regular reports should be published.
11. When the use of a surveillance camera system is in pursuit of a legitimate aim, and there is a pressing need for its use, it should then be used in the most effective way to support public safety and law enforcement with the aim of processing images and information of evidential value.
12. Any information used to support a surveillance camera system which compares against a reference database for matching purposes should be accurate and kept up to date.

The Information Commissioner's Office (ICO) Code of Practice

- 2.3. The ICO Code provides good practice advice for those involved in operating CCTV that view or record individuals and the recommendations are based on the data protection principles (reproduced at Appendix 1 of the proposed Manchester City Council CCTV Code of Practice).

- 2.4 The ICO considers that following the recommendations in the ICO Code will have a number of benefits including reducing reputational risk by staying within the law and avoiding regulatory action and penalties and helping inspire wider public trust and confidence in the use of CCTV.

The National Surveillance Camera Strategy for England and Wales ('the National Strategy')

- 2.5 The National Strategy aims to achieve 11 high level objectives leading to an integrated approach to CCTV bringing together manufacturers, installers and operators to ensure good practice and compliance with legal requirements, certification of recognised standards, dissemination of training information, promoting adoption of the Surveillance code, publication of a digital portal housing information about regulation, achieving compliance and individuals' rights, etc.
- 2.6 One objective relates specifically to local authorities, "Local authorities proactively share information about their operation of surveillance cameras and use of data." The adoption and publication of the COP will directly engage with this objective.

3.0 The updated Manchester City Council CCTV Code of Practice

- 3.1 The Manchester City Council CCTV Code of Practice ('the Code') has not been substantively updated since it was written in June 2008.
- 3.2 The substantially revised version at the Appendix reflects the advice and guidance in the National Strategy, the Surveillance Code and ICO Code.
- 3.3 The purposes for which the CCTV systems are used are stated in paragraph 2.1 of the Code.

The Council's objectives in using CCTV cameras are:

- To assist in the deterrence and detection of crime (including environmental crime), disorder and anti-social behaviour in Manchester; and in the upholding of legal rights. This will include:
 - Helping to identify, apprehend and prosecute offenders
 - Providing evidence for criminal and civil action in the courts including preliminary investigation of claims
 - Countering terrorism
- To help reduce the fear of crime and provide reassurance to the public
- To increase safety for those people who live, work, trade within and visit Manchester including monitoring for security and safety purposes of Council staff and visitors in Council premises
- To assist in the overall management of public places
- To assist in developing the economic wellbeing of the Manchester area and encourage greater use of the City Centre

- To assist the Council in carrying out its regulatory functions in relation to environmental health and protection, pollution control, contaminated land, health and safety, food safety, animal welfare, consumer protection, weights and measures and licensing.
- To provide traffic management support and enforce bus lane and parking restrictions
- To provide assistance and direction in the event of a major emergency in Manchester

3.4 The revised Code has been considered and approved by the Council's Corporate Information Assurance Risk Group, comprising the Council's Senior Information Risk Owner (SIRO), a role fulfilled by the Council's Monitoring Officer, and Directorate SIROs.

3.5. The effective use of the CCTV system has a significant role to play in promoting neighbourhoods of choice thorough other defined purposes which include the deterrence and detection of crime, disorder and anti-social behaviour, enhancing community safety and assisting in overall management of the public place.

4.0 Alignment to the Our Manchester Strategy Outcomes

(a) A thriving and sustainable city

Amongst the defined purposes for which the CCTV camera system is used in Manchester as outlined in the COP are:

- To increase public safety for those who live, work, trade within and visit Manchester
- to assist in developing the economic wellbeing of the Manchester area and to encourage greater use of the City Centre.

(b) A highly skilled city

Not directly applicable.

(c) A progressive and equitable city

Not directly applicable.

(d) A liveable and low carbon city

The effective use of the CCTV system has a significant role to play in promoting Manchester as destination of choice through other defined purposes which include the deterrence and detection of crime, disorder and anti-social behaviour, enhancing community safety and assisting in overall management of public places.

(e) A connected city

Not directly applicable.

5. Key Policies and Considerations

(a) Equal Opportunities

5.1 None.

(b) Risk Management

5.2 The CCTV Code of Practice addresses the legal and policy issues which should ensure that the system operates within a lawful framework including accountability, assessment, monitoring and review of the CCTV system.

(c) Legal Considerations

5.3 Have been addressed in the body of this report and in the CCTV Code of Practice which is the subject to this report.

CCTV

Code of Practice



Document Control

Title	Manchester City Council – CCTV Code of Practice
Document Type	
Author	K Rennicks
Owner	CCTV Team
Subject	Closed Circuit Television System
Protective marking	
Created	27 June 2008
Review due	December 2018 or earlier where there is a change in the applicable law, official guidance or a Council restructure affecting this Guidance

Revision History

Version	Date	Author	Description of change
v.1.1	27.06.08	K Rennicks	
v.1.2	11.03.13	D Holden, CCTV Manager	3.3 amendment to paragraph on data subject access requests
v.2.0	September 2019	Ian Mark Principal Lawyer, Democratic Services Legal	Policy updated to reflect Home Office Surveillance Camera Code of Practice and updated ICO Data Protection Code of Practice for surveillance cameras and personal information (May 2015)

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1. Introduction

- 1.1 Manchester City Council operates CCTV cameras within Manchester's public areas (public area cameras) and within and around its premises (premises cameras).
- 1.2 The public area cameras cover public areas in the City Centre, other district centres and public open spaces and are operated from a secure central control room where the images are monitored and recorded. The public area cameras may also be operated from the Council's Emergency Control Centre. A general description of the locations of the Council's public area cameras can be found at: http://www.manchester.gov.uk/info/200030/crime_antisocial_behaviour_and_nuisance/708/cctv_cameras_and_security/2.
- 1.3 Premises cameras are standalone systems that cover separate Council premises and will be operated in a secure environment where the images can be monitored and recorded.
- 1.4 Public area and some premises cameras operate in colour and have pan, tilt and zoom capabilities, which means they can scan areas, focus in on people (and objects) and follow them. These cameras do not record sound.
- 1.5 The Council may also record footage using:
 - body worn cameras (which may also record sound)
 - mobile cameras mounted in Council vehicles
 - automatic number plate recognition cameras
- 1.6 CCTV cameras and monitoring and recording equipment are owned by the Council but may be operated by contractors as well as Council staff.
- 1.7 This Code of Practice does not apply to schools in the Manchester City Council area as schools are data controllers in their own right.

2. Objectives of using CCTV cameras

- 2.1 The Council's objectives in using CCTV cameras are:
 - To increase safety for those people who live, work, trade within and visit Manchester including monitoring for security and safety purposes of Council staff and visitors in Council premises.
 - To assist in the deterrence and detection of crime (including environmental crime), disorder and anti-social behaviour in Manchester; and in the upholding of legal rights. This will include:
 - Helping to identify, apprehend and prosecute offenders
 - Providing evidence for criminal and civil action in the courts including preliminary investigation of claims
 - Countering terrorism
 - To help reduce the fear of crime and provide reassurance to the public

- To increase safety for those people who live, work, trade within and visit Manchester including monitoring for security and safety purposes of Council staff and visitors in Council premises
- To assist in the overall management of public places
- To assist in developing the economic wellbeing of the Manchester area and encourage greater use of the City Centre
- To assist the Council in carrying out its regulatory functions in relation to environmental health and protection, pollution control, contaminated land, health and safety, food safety, animal welfare, consumer protection, weights and measures and licensing.
- To provide traffic management support and enforce bus lane and parking restrictions
- To provide assistance and direction in the event of a major emergency in Manchester

3. Statement of Purpose and Principles

3.1 Purpose of this Code

- 3.1.1 The purpose of this Code is to outline how the Council uses CCTV cameras to meet its objectives in accordance with the relevant legislation and guidance.

3.2 General Principles of Operation

- 3.2.1 The Council is committed to safeguarding the rights of people visiting, living and working in Manchester. The Council will ensure that the cameras are operated in accordance with the principles in:

- (a) [The Human Rights Act 1998](#)
- (b) The [General Data Protection Regulation](#) and the [Data Protection Act 2018](#) (see the data protection principles in Appendix 1).
- (c) [The Home Office's Surveillance Camera Code of Practice](#) prepared in accordance with section 29 of the Protection of Freedoms Act 2012 (the Surveillance Code) (see the guiding principles in Appendix 2)
- (d) [In the picture: A data protection code of practice for surveillance cameras and personal information produced by the Information Commissioner's Office](#) (the ICO code)
- (e) The [Regulation of Investigatory Powers Act 2000](#)
- (f) The [Freedom of Information Act 2000](#)

- 3.2.2 CCTV cameras will be operated fairly, within the law, and only in so far as is necessary to achieve the purposes for which they are currently used and which are set out in this Code, or which are subsequently agreed in accordance with this Code.

- 3.2.3 Any other organisation, individual, including Council staff, or authority participating in the operation of the CCTV cameras or accessing footage provided by the CCTV

cameras must comply fully with this Code and with any contractor's operational guidelines approved by the Council.

3.3 Monitoring by Council CCTV Managers

- 3.3.1 The Council's CCTV Managers (or such other officers as have the day to day management of a CCTV control room or secure operating environment (CCTV Control Rooms) and CCTV footage, irrespective of their title but referred to in this Code of Practice as CCTV Managers) have unrestricted access to the CCTV Control Rooms and receive regular reports as and when required from the Council's contractors.
- 3.3.2 The Council's CCTV Managers have day-to-day responsibility for the monitoring and operation of the Council's CCTV cameras and the implementation of this Code.
- 3.3.3 The Council's CCTV Managers report on a yearly basis (or sooner in respect of specific issues requiring more immediate consideration) to the relevant Directorate Senior Information Risk Officer ('DSIRO') with responsibility for their CCTV cameras. The template report at Appendix 3 shows the items to be covered.

3.4 Copyright

- 3.4.1 Copyright and ownership of all footage recorded from the CCTV cameras will remain with the Council. However, once there has been disclosure of footage to another body such as the police then the recipient becomes responsible for their copy of that footage and must comply with all applicable legal obligations. Disclosure of footage is addressed further in sections 7, 8 and 9 of this Code.

3.5 Processing and Handling of Footage

- 3.5.1 No footage will be released, including that requested by Council staff for internal work related purposes, except in accordance with either section 7, 8 or 9 of this Code.

3.6 Breach of this Code of Practice

- 3.6.1 If the Council fails to comply with this Code of Practice, the validity of properly imposed fines, penalty charge notices or other financial penalties issued by the Council shall not be affected.

4. Accountability and Public Information

4.1 The Public

- 4.1.1 The Surveillance Code is clear that individuals and the public must have confidence that CCTV cameras are deployed to protect and support them rather than to spy on them. Overt surveillance in a public place which is in pursuit of a legitimate aim and meets a pressing need should be characterised as surveillance by consent and such consent should be informed consent. This is dependent on the Council operating the CCTV cameras in a transparent and accountable manner. The Council has therefore established procedures for requesting information and making complaints so that it can keep the public fully informed about the operation of the Council's CCTV cameras. See Section 11 for more details.

4.2 Signage

- 4.2.1 Signs will be prominently placed to advise people that CCTV cameras (including those used for automatic number plate recognition (ANPR)) are in operation. The signs will indicate:
- (i) the presence of CCTV monitoring;
 - (ii) who is responsible for the cameras; and
 - (iii) the contact telephone number or e-mail address for the Council (unless this is dangerous or impracticable, for example on ANPR cameras).
- 4.2.2 In the case of body worn cameras, persons wearing them will have signs displayed on their uniforms informing people that footage may be recorded and will also advise people that they are about to be filmed.
- 4.2.3 In the case of mobile cameras on CCTV cars, the cars have signs on them alerting the public that they record using CCTV cameras and they only operate in areas where CCTV signage is in place.

4.3 Published Information

- 4.3.1 A copy of this Code of Practice will be published on the Council's website.

5. Operation of the System

5.1 Staff

- 5.1.1 The Council will ensure that CCTV Control Rooms are staffed by specially selected and trained operators in accordance with the requirements of the Private Security Industry Act 2001. The Council will also ensure that staff are aware of quality management and competency standards produced by the Surveillance Camera Commissioner and are trained in respect of all legislation appropriate to their role, including a comprehensive induction process. Operational procedures ensuring the security and integrity of the CCTV cameras' use will be approved by the Council and kept up to date.
- 5.1.2 The Council will ensure that all relevant staff members are aware of its rules, policies and procedures relating to operation of the CCTV cameras including this Code, the ICO code and the Surveillance Code.
- 5.1.3 The Council will ensure that staff are aware that the CCTV cameras must be operated fairly and without discrimination based on personal prejudice; and not for personal reasons or personal curiosity. Staff may be asked to justify their interest in, or recording of, a particular piece of footage as part of regular audits.

5.2 Declaration of Confidentiality

- 5.2.1 Every person required to comply with the terms of this Code and who has any involvement with the operation of the CCTV cameras, will be required to sign a declaration of confidentiality. Visitors, including Council staff, to a CCTV Control Room must establish they have a lawful, proper, and sufficient reason to enter the

Control Room and will also be required to confirm in writing that they accept a duty of confidentiality (see paragraph 5.3.2 below)

5.3 Access to and Security of the CCTV Control Rooms and Associated Equipment

- 5.3.1 Signals from the public area CCTV cameras and certain key Council buildings are received in the CCTV Control Rooms where they are relayed onto various monitors. For reasons of security and confidentiality, access to the CCTV Control Rooms is restricted to authorised personnel only. Public access to the CCTV Control Rooms and recording facility is prohibited except for lawful, proper and sufficient reasons. Any such visits will be conducted and recorded in accordance with the contractor's operational rules, procedures and guidelines approved by the Council. In relation to the other premises cameras appropriate measures will be put in place to ensure security and confidentiality.
- 5.3.2 Regardless of their status, all visitors to a CCTV Control Room, including inspectors and auditors, will be required to confirm in writing that they have read and accept the terms of entry to the CCTV Control Room (including the need to maintain confidentiality).
- 5.3.3 Authorised personnel will normally be present at all times when the equipment in a CCTV Control Room is in use. If a CCTV Control Room is to be left unattended for any reason it will be secured. In the event of a CCTV Control Room being evacuated for safety or security reasons, the emergency procedures in the approved operational guidance will be followed.

5.4 Control and Operation of Cameras

- 5.4.1 Any person operating the CCTV cameras will act with the utmost probity at all times.

5.4.2 Control

- 5.4.2.1 Control of the CCTV cameras lies only with those trained and authorised staff with responsibility for using the CCTV cameras, including control equipment and recording and reviewing equipment, except where special arrangements are agreed with the police as in paragraph 5.4.3 below.

5.4.3 Operation of the System by the Police

- 5.4.3.1 The police may make a request to direct CCTV cameras under the Regulation of Investigatory Powers Act 2000. Only requests made on the written authority of a police authorising officer of Superintendent rank or above will be considered. If the urgency of the situation makes a written request impracticable, a verbal request from a police officer of any rank may be made. Any such request will be complied with, or not, at the discretion of the relevant CCTV Manager, or their designated deputy, and a record kept of that decision.
- 5.4.3.2 If a request from the police is accepted, the relevant CCTV Control Room will continue to be staffed and equipment operated by only those staff who are authorised to do so, who will operate the CCTV cameras under the direction of the police officer designated in the written authority or who has made the verbal request; unless the written authority requests that the CCTV cameras be operated by a designated police officer and the relevant CCTV Manager has agreed to this.

5.4.3.3 In very extreme circumstances a request may be made by the police to take total control of CCTV cameras, including staffing the relevant CCTV Control Room and taking personal control of all associated equipment, to the exclusion of all staff of the Council and its contractor. Any such request must be made to the relevant CCTV Manager in the first instance, who will consult personally with the relevant DSIRO with responsibility for their CCTV Control Room. A request for total exclusive control must be made in writing by a police officer of the rank of Assistant Chief Constable or above. If the urgency of the situation makes a written request impracticable, a verbal request may be made by a police officer of that rank or above.

5.4.4 Secondary viewing

5.4.4.1 Facilities to view live footage are provided at secondary locations accessed by Manchester City Council Civil Contingencies Officers, Greater Manchester Police (GMP) and by Transport for Greater Manchester (TfGM). TfGM have the ability to change the direction the cameras face.

6. Management of Footage

6.1 Guiding Principles

6.1.1 The Council and its contractors will operate the CCTV cameras with regard to the guidance in the ICO Code for looking after footage from the CCTV cameras and using the information contained in it. In this Code footage means anything recorded from the CCTV cameras, including digitally recorded footage. All footage obtained through using the CCTV cameras has the potential for containing material that may need to be admitted in court as evidence.

6.1.2 The public must have total confidence that information recorded about their ordinary every day activities will be treated with due regard to their right to respect for their private and family life. The Council will therefore, irrespective of the format (e.g. paper copy, CD, DVD, or any form of electronic processing and storage) of the footage obtained from the CCTV cameras, treat it strictly in accordance with this Code from the moment it is received by the CCTV Control Room until final destruction. Every movement and usage will be meticulously recorded.

6.1.3 Access to and the use of footage will be strictly for the purposes defined in this Code. Footage will not be copied, sold, otherwise released or used for commercial purposes or for the provision of entertainment.

6.1.4 Footage may be released for the purposes of identification on a case by case basis where considered proportionate and necessary and as permitted by law.

6.2 Recording Policy

6.2.1 Subject to the equipment functioning correctly, images from every camera will be recorded on a continuous basis.

6.3 Retention

6.3.1 Where practicable all digital recording will be set to overwrite automatically at the end of the 31-day retention period. Footage may, however be retained for longer than the

usual 31 days if required, or appears likely to be required, for evidential purposes in accordance with the provisions of this Code. The appropriate additional retention period will be decided on a case by case basis by the relevant CCTV Manager. Where automatic overwrite is not practicable a manual overwrite will be actioned at the end of the 31day retention period.

6.4 Record of use of footage

- 6.4.1 A record of all use of footage will be kept, showing each occasion on which that footage has been accessed, retrieved, recorded, viewed or disclosed. Where footage is released in accordance with this Code, a record will be kept which identifies the basis for that release, and to whom. These records will be retained for at least two years.

6.5 Storage of footage

- 6.5.1 Footage is stored in a way that maintains the integrity of the information contained in it. CCTV footage is stored on secure servers in secure areas with limited access authorities in place. Only authorised staff may access the footage using individual logons and passwords to access the system.

6.6 Prints from footage

- 6.6.1 Prints will be treated in the same way as footage. They will only be released as permitted by this Code, and any release will be recorded.
- 6.6.2 Where prints which contain personal images, are taken for use within the CCTV control centre, they should not be kept for longer than can be reasonably justified, and should be regularly reviewed. Prints that are no longer required will be securely destroyed.

7. Requests by individuals for CCTV footage (Data Subject Access Request)

- 7.1. The use of the CCTV cameras and footage captured from them will comply with the data protection principles contained in the General Data Protection Regulation and Data Protection Act 2018 which are set out in Appendix 1.

7.2 Requests for CCTV footage containing images of individuals requesting footage

- 7.2.1 The Council and its contractors will have regard to [the guidance produced by the Information Commissioner's Office](#) relating to CCTV and requests for images captured by CCTV cameras. To request access to CCTV images, applicants can visit the following webform: www.manchester.gov.uk/cctvrequest. Requests can also be made in writing, by post, or email to the addresses set out in section 10.1 or orally by contacting the relevant service area.
- 7.2.2 Images of people obtained from CCTV cameras are their personal data and they have the right to be given a copy of the CCTV footage containing their images, subject to certain exemptions. The most likely exemptions are where releasing the footage would be likely to prejudice:

- The prevention or detection of crime
- The apprehension or prosecution of offenders
- The assessment or collection of any tax or duty or of any imposition of a similar nature

Any exemptions will be considered on a case by case by the Council.

7.2.3 The webform asks for the following information:

- The date and approximate time (to the nearest 15 minutes) of the incident in relation to which the CCTV footage is requested
- The location and direction of travel of the person in the footage at the time of the incident
- Details of any vehicle in which the person in the footage was travelling at the time of the incident
- A description of the clothing worn by the person in the footage at the time of the incident, including details of any distinctive colours, markings or materials
- Whether the CCTV footage is likely to include images of other people

7.2.4 The Council will **not** be permitted to charge a fee for providing the footage unless it determined the request is manifestly unfounded or excessive. If a fee is charged it must reflect the administrative costs of providing, communicating the information or taking action as requested.

7.2.5 Requests received will be logged by the Democratic Services Information Compliance Group (Infocompliance Group).

7.2.6 The Council normally destroys CCTV footage after 31 calendar days. Upon receipt of the request, the Infocompliance Group will arrange for the CCTV footage to be retained while waiting for the documents referred to in paragraph 7.2.8 below. Requests will still be made to establish if the CCTV footage exists even if the date of the incident was more than 31 days ago.

7.2.7 Where appropriate, the Infocompliance Group will write to the applicant requesting the following:

- Two forms of proof of photographic identity, including confirmation of the current address of the person asking for footage
- A signed letter of authority (if the request is being made through an agent such as a solicitor or insurance company)
- A recent photograph of the person who is making, or on whose behalf, the request is being made

7.2.8 People asking for footage will be advised of the 31 day retention period for CCTV footage and that the relevant CCTV Manager has been requested to keep any

footage until receipt of the documents and fee (where appropriate). CCTV footage requested to be retained is kept for a period of six months.

- 7.2.9 If the CCTV Manager is able to locate the requested footage then they will provide a reference number to the Infocompliance Group which will enable the footage to be matched to the request when the documents are received.
- 7.2.10 If it is confirmed that no CCTV footage exists, the Infocompliance Group will inform the person asking for footage or their agent.
- 7.2.11 If it has been established that CCTV footage is held and more than three months have passed without the person asking for the footage providing the documents, then the request will be kept on hold for three months after which the footage will no longer be retained.
- 7.2.12 When all the documents have been provided and where required, a fee paid, the CCTV team will copy the footage on to a disc which will be provided to the relevant CCTV Manager. They will view the footage to consider if it is appropriate to release it in accordance with the data protection principles.
- 7.2.13 If the footage is to be released then it will be sent to the person asking for the footage on an encrypted disc by recorded delivery or some other secure method. The encryption key is sent separately.
- 7.2.14 Images of other identifiable individuals in the footage or their personal data such as their vehicle number plates will be pixelated.

8. Requests by third parties for CCTV footage

8.1. General principles

- 8.1.2. Every request for the release of personal images generated by CCTV cameras will be referred to the relevant CCTV Manager or his/her representative.
- 8.1.3 The Council will, as far as reasonably practicable, safeguard people's right to privacy and ensure that footage is disclosed to third parties lawfully and fairly in accordance with the provisions of the Freedom of Information Act 2000, the Human Rights Act 1998 and the General Data Protection Regulation and Data Protection Act 2018.
- 8.1.4 Members of GMP or other agency having a statutory authority to investigate and/or prosecute offences may, subject to compliance with this Code, release details of recorded information to the media only in an effort to identify alleged offenders or potential witnesses or to trace the whereabouts of a missing person as a matter of urgency.
- 8.1.5 Where footage is provided to GMP or other agency having a statutory authority to investigate and/or prosecute offences, GMP or that other agency will take full responsibility for their use of that footage.

8.2 Requests for CCTV footage

8.2.1 Requests to disclose footage generated by the CCTV cameras may be made by third parties for any one or more of the following purposes:

- Providing evidence in criminal proceedings
- Providing evidence in civil proceedings or tribunals
- The prevention of crime
- The investigation and detection of crime (including identification of offenders)
- Identification of witnesses
- To comply with a court order

8.2.2 Third parties must show lawful and adequate grounds for disclosure of footage. These may include but are not limited to:

- Police
- Statutory authorities with powers to prosecute, (e.g. H M Revenue and Customs, the Department for Work and Pensions, Trading Standards, etc.)
- Claimants in civil proceedings or solicitors acting for them
- Defendants in criminal proceedings or solicitors acting for them
- Other departments of the Council

8.2.3 Upon receipt from a third party of a valid request for the release of footage, the Council will exercise its discretion in accordance with its duties under the Data Protection Act 2018/ GDPR and:

- (i) Assess and process the request with reasonable speed; and
- (ii) Where it decides to comply with the request, ensure appropriate retention of footage which may be relevant to the request and make clear any time limit for retention.

9. Requests for CCTV footage by Manchester City Council staff for internal work related purposes

9.1 Every request by Council staff for the release of personal images generated by CCTV cameras for internal work related purposes will be referred to the relevant CCTV Manager of his/her representative.

9.2 The member of staff submitting the request must demonstrate how it falls within the scope of the objectives set out in section 2 of this Code of Practice.

9.3 The member of staff submitting the request must also demonstrate that as far as reasonably practicable disclosure would be in accordance with the provisions of the General Data Protection Regulation, Data Protection Act 2018 and the Human Rights Act 1998.

- 9.4 Any member of staff who requires guidance as to whether their request for the release of CCTV footage for internal work related purposes is lawful and reasonable should seek advice from the Democratic Services Legal Team.
- 9.5 The relevant CCTV Manager will determine whether it is appropriate to release the footage. Again if necessary advice should be sought from the Democratic Service Legal Team.

10 Assessment and Review

10.1 Annual Review

- 10.1.1 The operation of the CCTV cameras will be reviewed every year in accordance with the Surveillance Code's second guiding principle, to ensure the cameras' effectiveness and compliance with the Council's objectives. The review and any proposed changes will require the completion of a data protection impact assessment to consider whether continued use of the CCTV cameras and any proposed changes are necessary and proportionate in terms of their effects on people's privacy rights. Less intrusive methods that meet the same needs should be considered.
- 10.1.2 The annual review will also consider how use of the CCTV cameras complies with this Code, the ICO Code and the Surveillance Code.
- 10.1.3 Outside of the annual review, the Council may also draw up specific key objectives based on local concerns but if it wishes to extend the purposes for which the cameras are currently used it will not do so unless:
- (i) a data protection impact assessment has been completed
 - (ii) relevant individuals and organisations who may be affected by the changes have been consulted; and
 - (iii) the relevant DSIRO with responsibility for the CCTV cameras has approved the extended purposes in consultation with the Executive Member for Environment, Planning and Transport.

10.2 Changes to the Code

- 10.2.1 This Code will be reviewed every two years unless there is a change in legislation or policy which warrants a review within that period.
- 10.2.2 Any major changes will require the approval of the Council's Executive on the recommendation of the Chief Officer with overall strategic responsibility for CCTV in consultation with the Council's Executive Member for the Environment, Planning and Transport.
- 10.2.3 Minor changes to this Code may be approved by the Chief Officer with overall strategic responsibility for CCTV.

10.3 Audit

- 10.3.1 There will be regular audits of the operation of the CCTV cameras and compliance with this Code. Audits, which may be in the form of irregular spot checks, will include examining CCTV Control Room records and footage.

11. Information and Complaints

11.1 Information

- 11.1.1 Requests for information may be made to the Infocompliance Group at:

Democratic Services Legal Team
 Legal Services
 PO Box 532
 Town Hall
 Manchester
 M60 2LA
 Email: informationcompliance@manchester.gov.uk

11.2 Complaints

- 11.2.1 A member of the public wishing to register a complaint with regard to a data subject access request for footage may do so by following the Council's [Access to Information – Complaint and Appeal Procedure](#) and writing to the department that initially dealt with the request.
- 11.2.2 A member of the public wishing to register any other complaint with regard to the Council's use of CCTV cameras may do so by contacting the Council. All complaints will be dealt with in accordance with the Council's complaints procedure (as appropriate) and further information, including an [online complaint form](#), can be obtained on the Council's website (www.manchester.gov.uk).
- 11.2.3 Other methods of contacting the Council to submit a complaint are as follows;

By email - complaints@manchester.gov.uk

By textphone – this service is a means for hearing-impaired people to use the telephone as a method of contacting the Council. The number is 0161-234-3760.

In person – the Customer Service Centre at the Town Hall is open Monday to Friday 8am to 5pm. One of the team will make a note of any feedback and pass it to the right person.

By post – write to Customer Feedback, Corporate Performance Group, PO Box 532, Town Hall, Manchester M60 2LA

12. Disciplinary Action against Council Staff

Breaches of this Code of Practice by Council staff will be dealt with in line with the Council's disciplinary procedure. Serious breaches could result in termination of the employment contract and where applicable may result in civil action and/or criminal charges.

Appendix 1 Data Protection Principles

Article 5 of the General Data Protection Regulation

1. Personal data shall be:

- (a) processed lawfully, fairly and in a transparent manner in relation to individuals (“lawfulness, fairness and transparent”);
 - (b) collected for specified, explicit and legitimate purposes and not further processed in a manner that is incompatible with those purposes; further processing for archiving purposes in the public interest, scientific or historical research purposes or statistical purposes shall not be considered to be incompatible with the initial purposes (‘purpose limitation’);
 - (c) adequate, relevant and limited to what is necessary in relation to the purpose for which they are processed (“data minimisation”).
 - (d) accurate and, where necessary, kept up to date; every reasonable step must be taken to ensure that personal data that are inaccurate, having regard to the purposes for which they are processed, are erased or rectified without delay (“accuracy”).
 - (e) kept in a form which permits identification of data subjects for no longer than is necessary for the purposes for which the personal data are processed; personal data may be stored for longer periods insofar as the personal data will be processed solely for archiving purposes in the public interest, scientific or historical research purposes or statistical purposes subject to implementation of the appropriate technical and organisational measures required by the GDPR in order to safeguard the rights and freedoms of individuals (“storage limitation”).
 - (f) processed in a manner that ensures appropriate security of the personal data, including protection against unauthorised or unlawful processing and against accidental loss, destruction or damage, using appropriate technical or organisational measures (“integrity and confidentiality”).
2. The data controller shall be responsible for, and be able to demonstrate compliance with paragraph 1. (“accountability”).

Appendix 2 Surveillance Code guiding principles

1. Use of a surveillance camera system must always be for a specified purpose which is in pursuit of a legitimate aim and necessary to meet an identified pressing need.
2. The use of a surveillance camera system must take into account its effect on individuals and their privacy, with regular reviews to ensure its use remains justified.
3. There must be as much transparency in the use of a surveillance camera system as possible, including a published contact point for access to information and complaints.
4. There must be clear responsibility and accountability for all surveillance camera system activities including images and information collected, held and used.
5. Clear rules, policies and procedures must be in place before a surveillance camera system is used, and these must be communicated to all who need to comply with them.
6. No more images and information should be stored than that which is strictly required for the stated purpose of a surveillance camera system, and such images and information should be deleted once their purposes have been discharged.
7. Access to retained images and information should be restricted and there must be clearly defined rules on who can gain access and for what purpose such access is granted; the disclosure of images and information should only take place when it is necessary for such a purpose or for law enforcement purposes.
8. Surveillance camera system operators should consider any approved operational, technical and competency standards relevant to a system and its purpose and work to meet and maintain those standards.
9. Surveillance camera system images and information should be subject to appropriate security measures to safeguard against unauthorised access and use.
10. There should be effective review and audit mechanisms to ensure legal requirements, policies and standards are complied with in practice, and regular reports should be published.
11. When the use of a surveillance camera system is in pursuit of a legitimate aim, and there is a pressing need for its use, it should then be used in the most effective way to support public safety and law enforcement with the aim of processing images and information of evidential value.
12. Any information used to support a surveillance camera system which compares against a reference database for matching purposes should be accurate and kept up to date.

Appendix 3 Template report



CCTV yearly report to Directorate Senior Information Risk Owner ('DSIRO')

[Specific CCTV system]
[Period covered]

1.0 Introduction

1.1 Manchester City Council operates CCTV cameras within Manchester's public areas and within and around its premises. The Council's Code of Practice requires CCTV Managers to report to their relevant DSIRO on the operation of their CCTV system on a yearly basis. This is the report for the [insert specific CCTV system].

2.0 Objectives of using CCTV cameras

2.1 The Council's objectives in using CCTV cameras are:

- To assist in the deterrence and detection of crime (including environmental crime), disorder and anti-social behaviour in Manchester. This will include:
 - Countering terrorism
 - Helping to identify, apprehend and prosecute offenders
 - Providing evidence for criminal and civil action in the courts including preliminary investigation of claims
- To help reduce the fear of crime and provide reassurance to the public
- To increase safety for those people who live, work, trade within and visit Manchester including monitoring for security and safety purposes of Council staff and visitors on Council premises
- To assist in the overall management of public places
- To assist in developing the economic wellbeing of the Manchester area and encourage greater use of the City Centre
- To assist the Council in carrying out its regulatory functions in relation to environmental health and protection, pollution control, contaminated land, health and safety, food safety, animal welfare, consumer protection, weights and measures and licensing.
- To provide traffic management support and enforce bus lane and parking restrictions

- To provide assistance and direction in the event of a major emergency in Manchester

3.0 Performance

- 3.1 [The [insert specific CCTV system] has a Key Performance Indicator to reduce crime at an average of 10 locations which has been achieved during this period, see latest available results below.] Delete if not applicable
- 3.2 The tables below show the number of CCTV Generated Arrests, Data Subject Access requests, requests from GMP for copies of footage processed, FOI requests/general enquiries and complaints.

CCTV generated arrests	
Previous period	Current period

Data subject access requests	
Previous period	Current period

Requests for copies of CCTV footage from GMP	
Previous period	Current period

FOI requests/general enquiries	
Previous period	Current period

Complaints	
Previous period	Current period

4.0 Maintenance and repair issues

- 4.1 The table below shows the location and number of cameras requiring repair/replacement during the period.

Repair/replacement		
Location	Number of cameras	Reason for repair/replacement (vandalism, fault, age, etc.)

5.0 Siting and operation

- 5.1 Insert here whether siting and operation satisfactory or whether cameras are no longer necessary or should be relocated, changes in how they operate or how and where monitoring is carried out.

6.0 Signage

6.1 Insert here whether adequate signage is present to warn of operation of CCTV or any issues with signage, e.g. vandalism, complaints.

7.0 Training

7.1 Insert here staff training undertaken or needed and any training related issues.

8.0 Any other relevant issues

8.1 Insert here whether there are any other issues, e.g. problems about providing footage to third parties.

9.0 DSIROs

If you are unsure who your DSIRO is you can check via the following link:-

[link to DSIRO information on Council Intranet]

Signed

Name.....

Position.....

Date.....

Manchester City Council Report for Resolution

Report to: Executive - 11 September 2019

Subject: The House Project

Report of: Strategic Director Children and Education Services

Summary

Manchester City Council is relentless in its ambition for our Care Leavers to build them experience a safe, happy, healthy and successful life; one in which they are:

- Be better prepared and supported to live independently
- Have improved access to education, employment and training
- Experience stability in their lives and feel safe and secure
- Receive improved access to health support
- Achieve financial stability

Since Manchester City Council decommissioned and brought 'in house' the Leaving Care Service, in order to realise our ambitions since we have innovated and invested in the service to build capacity, establish productive relationships with the education and the private sector to create meaningful education, employment and training opportunities. This has led to an increase in work experiences, apprenticeships and employment for our care leavers.

In addition, we understand the importance of a stable and safe place to live is critical to emotional wellbeing, resilience and building a successful future. In our work with Manchester's Strategic Housing Board we have been able to secure care leavers who are able to live independently a 'priority 1' status, exempt them from Council Tax and increasing the range and choice of supported accommodation options; including investing in a former children's home to offer a bespoke package of support. All of which is overseen by Manchester's Care Leavers Board; which is jointly chaired by a Care Experienced Young Person.

The National House Project which is part of the DfE Innovation Programme which affords an opportunity to increase and further enhance our range and choice of accommodation for young people who are care experienced. The aim of the project is to better prepare care leavers for independence, take ownership and responsibility for their accommodation and support them to improve their outcomes.

The evidence from other House Project sites indicates the service is effectively improving outcomes for care leavers and has reduced demand on supported accommodation from young people that are willing and able to live independently with support.

Recommendation

It is recommended that Executive approve and endorse the adoption of the House Project and support the engagement of Strategic Housing with registered housing providers to ensure sufficient 'stock and flow' of suitable properties; endorse the proposal to adopt the model and associated costs to ensure financial prudence; and support the subsequent implementation plan.

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	The Care Leaving Service is focussed on reducing the numbers of care experienced children who are not in education, employment and training. In partnership with private, public and third sector organisations we are broadening opportunities for young people to meet their employment, education and training ambitions. In delivering these opportunities and supporting this group of young people to realise these ambitions this will enable them to be sufficiently skilled to maintain employment whilst contributing to the economy.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Our Care Leavers will offer us our employees of the present and the future. As Corporate Parents, we are committed to offering each individual young person an opportunity that is suited and matched to their skills, in line with their goals and ambitions. The Care Leaving Service intends to be the driving force behind this - linking in with our own Council services and local employers / partners.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	We believe that providing high quality personal support to address the adversity of care experienced young people couple with and providing a diverse range of employment and training opportunities will be strong foundations to enable care leavers to make a positive contribution to their communities.
A liveable and low carbon city: a destination of choice to live, visit, work	Our young people are proud to be from Manchester through our engagement activity we are committed to ensuring they have an opportunity to influence and participate in the future priorities of the City.
A connected city: world class infrastructure and connectivity to drive growth	We are focussed on care leavers receiving good quality support to address their experience of adversity, we believe by providing inclusive opportunities these young people can make a significant contribution to our developing

	infrastructure and contribute to the growth of the city.
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Full details are in the body of the report, along with any implications for

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

The financial case for the project is in Section 7 of the report. In order for the model to be cost effective, the upfront investment needs to be considered over a 3 year period. There is a 'lead in' time to set the project up which will not be recovered until other placement costs are avoided in later years. As a result, there is an initial £138k gross cost required to establish the project to be managed from the Children's Services budget.

Financial Consequences – Capital

None

Contact Officers:

Name: Abu Siddique
 Position: Head of Locality
 Telephone: 0161 219 2814
 E-mail: abu.siddique@manchester.gov.uk

Name: Nick Whitbread
 Position: Service Manager
 Telephone: 0161 227 3030
 E-mail: nick.whitbread@manchester.gov.uk

Background documents (available for public inspection):

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

None

1. Background

- 1.1 Following Ofsted's inspection of the Children's Service in 2017 which judged Manchester's Leaving Care Service 'requires improvement' to be 'good', a decision was taken for the service to be managed and led by Manchester City Council on the 1st October 2018. Since this time the service has embarked on a comprehensive programme to reform and modernise the service. As part of this reform a joint needs analysis undertaken by Children's Services and Homelessness Service confirmed that the accommodation offer to our care leavers should be further improved.
- 1.2 Our reforms have also to be seen in the developing national policy and legal context, which broadly and correctly asks local authorities and its partners to intervene more effectively and in some circumstances for longer to redress the poor outcomes all too often associated with care leavers. The House Project provides an opportunity for Manchester City Council to continue to strengthen its response to the needs of 'our children'.

2 The House Project

- 2.1 The National House Project was established as a National Charity in August 2018 as part of the Department for Education Social Care Innovation Programme. It has assisted a number of Local Authorities (LA) to set up their own House Project. The project aim is to provide a new accommodation offer for care leavers with longer term savings for the wider public sector through improved outcomes.
- 2.2 Embracing the 'Our Manchester' approach Manchester's House Project will offer a group of Care Leavers (up to ten at any one time) with the opportunity to take ownership of their accommodation from the start, for example from furnishing / decorating, minor structural changes to managing their own tenancy. They will do this with specialised support from the HP Team who will work to a psychologically informed practice framework (ORCHIDS) and whose approach will be trauma informed. Trauma Informed Practice including; formulations, risk assessments, safety plans, attachment and drug related issues. This will help to equip our Care Leavers with the necessary therapy and practical and emotional skills to deal with day to day challenges they may experience in managing a tenancy / household. In addition to the professional support, all the young people in the project will form a network and support each other on a day to day basis.
- 2.3 Through the (up to) six month induction process young people develop trusting relationships with each other and work with each other on cooperative principles to build a friendship/support group. They learn to work together, become motivated and take ownership for their input into the programme. They support each other with the development of their individual properties, and by working together start to develop relationships, which start to mirror the 'extended family' arrangements available to the general population, who start to make their way into the adult world. As young people graduate from the

project, they become advocates/mentors to the project, and this adds to the support network. An example of 'Our Manchester' in practice.

- 2.4 With the accommodation and support stabilised, there will be access to a House Project Learning Programme, close links with the Virtual School and links to Traineeships and Apprenticeships available for the young people; using the skills they have developed 'setting up' their home.
- 2.5 Young people will be chosen via a selection process, including an initial application followed by an interview. The approach adopted will be one of a 'risk management' that enables the 'right' young people to safely take charge of their own lives, make positive choices, become good tenants. Appropriate risk assessments and safety plans will be in place.
- 2.6 Young people have been consulted and so far have welcomed the project as meeting their aspirations for a secure housing solution and as providing support to meet the challenges and overcome the loneliness they might otherwise face as they leave care.

3 Why Are We Doing This

- 3.1 Against all the key indicators in education, employment, health, offending and accommodation, outcomes for care leavers are concerning. Our direct consultation with young people, backed up by data and national research, shows that moving to live alone at 18 years of age, having left care, does not work for many young people. These young people often talk about their loneliness, fear and a feeling that they have been 'dropped off a cliff.'
- 3.2 The project is designed to address the national and local issues of poor outcomes for young people leaving care from age 16+. Nationally 30% of care leavers will experience homelessness and unemployment because of the neglect and abuse that brought them into care and care leavers are four times more likely to have mental health issues. Of those who have to move to independence from 16, 38% (four month average) are NEET (not in education, employment or training) and 30% experience one or more placement breakdown in their first year. The service has significant demand and as previously mentioned needs to embrace new more effective initiatives to effectively meet needs. The number of 16 and 17 year olds coming through the care system in the next seven years is between 130 and 150 per year and of these, on average, a third will move into independent living via supported accommodation
- 3.3 The costs of accommodation represents one of the highest challenges to us as a Local Authority; in Manchester, Children's Services are financially supporting c41 young people 18 years plus living in a supported accommodation arrangement; which is 38 less than the same time in 2018. The intention is that House Project will deliver improved outcomes for our Care Leavers at a lower cost and longer term reduce the demand on wider Manchester City Council and partner agency budgets with few tenancy breakdowns, improved emotional, physical and mental health and less contact

with criminal justice services. There is also the potential to be aligned with the developing EET (education, employment and training) opportunities to truly transform the lives of 'our' children). The service provides comprehensive and co-ordinated support to enable participants to be safe and succeed as co-owners and managers of their own property.

4 Properties

- 4.1 Crucial to the success of the House Project is the stock and flow of suitable properties (usually 'voids') for Local Authorities via Registered Housing Providers (RPs) or the Council's Arm's Length Management Organisation (ALMO) Northwards Housing. Discussions have taken place with Mosscafe St Vincent's (MSV), One Manchester and People First RPs who could potentially offer properties that need minor repairs (non health and safety repairs – filling small plastering holes for eg). A young person would have some choice of where the home was within a geographical area of the City and in line with availability from RPs.
- 4.2 It is envisaged that the rent and bills (Utilities etc.) for the properties would be paid by the Council and the tenancy management responsibilities would remain with the RPs and there would be a Memorandum of Understanding (MoU) to provide clarity on support, roles and responsibilities. The young person would occupy the property on an equitable tenancy until they were 18 (and the legal estate would rest with MCC) when either UC housing costs would be applicable or the young person would be working and paying the rent themselves. At which stage the MoU between the Council and the RP would end. The support from the House Project team would be ongoing as required by the young person.
- 4.3 It is important that young people are involved in, and take some responsibility for, the refurbishment and decoration of the properties that will become their homes. It is hoped that the project will be able to access the funding from RPs that are routinely used for this activity such as decorating materials or vouchers. In addition, young people have access to a small 'setting up home' grant as part of their leaving care entitlement.

5 Governance

- 5.1 The House Project is intended to be a joint initiative by Children's Services and Strategic Housing. The project will be overseen by a project board, which will consist of representatives from Children's Services, Strategic Housing, Homelessness Service, Leaving Care Service, Registered Providers, the National House Project and Young People.
- 5.2 A project delivery plan will be developed and the day to day operational responsibilities will be with the Leaving Care Service. Strategic oversight and monitoring will be provided by the Care Leavers Board.

6 Greater Manchester - wider development

- 6.1 The National House Project is interested in working with Manchester City Council to be a pilot site for Greater Manchester (GM) and if proven to be successful lead the scale up across GM authorities; providing leadership and consultancy to other GM authorities. This can be facilitated via the GM Care Leavers Trust.

7 Financial Implications

- 7.1 The National House Project Charity has developed expertise and the necessary suite of tools to support the set up and management of Local House Projects in different LAs, allowing for the local context as determined by the political and corporate environment. There are intrinsic elements of the framework that have to be included in order for it to have fidelity to the model and achieve both the outcomes for care leavers. Furthermore, to both have a consistent approach across Local House Projects and be confident that the project is qualitatively different to other in-house accommodation options there has to be a consistent way of doing things.
- 7.2 The project will be provided in-house and the National House Project will be involved in the recruitment process and once appointed, staff receive training from the National House Project and join a 'community of practice' with other House Project staff. Currently this is on a national footprint but as more House Projects are established this will be on a regional footprint.
- 7.3 The 'Offer' document (appendix 1) provides details of the support that is provided by the National House Project to anyone setting up and managing a project and the associated costs are calculated on a 'not for profit' basis. The cost in year one is £50,000, the cost in year two is £25,000 and continued operation as a Local House Project in year 3 and beyond is set at £15,000 per annum. The 'Offer' and associated papers are attached and detail the support the National House Project provides.
- 7.4 The House Project was established as an 'outcomes model', however it also enables the service to provide more cost effective support by moving young people in a planned and supported way from costly placements to properties in the House Project at a lower unit cost. The House Project financial case is based on supporting young people to step down from residential/regulated placements. Given that there is a 'lead in' time to set the project up, preparation period and young people moving in to properties, there are upfront costs which will not be recovered until other placement costs are avoided in later years. In order for the model to be cost effective, the upfront investment needs to be considered over a 3 year period.
- 7.5 For Manchester there will be a Project Lead and two Facilitators, it is critical that the right staff are appointed and are then trained and supported to undertake the role. The project will cover a significant amount of administration functions, but specific business support will be accessed from services within Children's Services. It is expected that other costs such as office accommodation, human resources, legal, finance, senior management

oversight and equipment will be provided internally from within existing Corporate budgets.

- 7.6 The financial case for Manchester is estimated on the basis of the cost of running the project and the rental costs of one cohort of 10 young per year over a three year period. it is therefore estimated that rental costs for the properties would be approximately £7k per year.
- 7.7 Revenues and Benefits have been involved in providing advice on the likely forms of support available. As always, this is complex and the available support will vary considerably based on individual circumstances and the financial status of each young person, for example: working; in further or higher education; or unemployed. The majority of claims made by young people moving into this scheme will be for UC with the housing element as opposed to Housing Benefit. This type of accommodation does not meet the criteria to remain under the housing benefit regime. The R&B service will work closely with colleagues on the scheme to ensure and where necessary signpost to ensure that the appropriate support is provided.
- 7.8 The relevant Statutory Guidance is The Children Act 1989 guidance and regulations Volume 2: care planning, placement and case review (2015) and Applying corporate parenting principles to looked-after children and care leavers (2018). This guidance applies to all LA's and their relevant partners about the role of local authorities and the application of corporate parenting principles as set out in section 1 of the Children and Social Work Act 2017. Local authorities must have regard to the seven needs identified in the Children and Social Work Act when exercising their functions in relation to looked-after children and care leavers (relevant children and former relevant children)

The accommodation described would fall under section 22C(6) of the Children Act 1989. If a Young Person (YP) is to be placed in such accommodation the following matters must be considered prior to placement. (a) facilities and services provided, (b) state of repair, (c) safety, (d) location, (e) support, (f) tenancy status, and (g) the financial commitments involved for the YP and their affordability. The YP's views about the accommodation, understanding of their rights and responsibilities in relation to the accommodation, and understanding of funding arrangements must also be sought prior to placement. A LA must place a YP in the most appropriate placement available to meet their welfare needs. Placements should be within the LA area.

- 7.9 Table 1 below illustrates the estimated costs for years 1 to 3 and the costs avoided from supported accommodation at an average cost of £36k per person per annum. This shows costs for running the project of £138k in year one, £155k in year two and £145k in year three. After taking into account potential supported accommodation costs avoided, the new cost for year one would be £65k and potential cost savings for years 2 and 3 of £137k - £147k. The implications for specific financial years cannot be accurately determined until the MoU with RPs is in place and the implementation plan is confirmed.

Table 1	Year 1	Year 2	Year 3
Project Lead	£28,000	£41,676	£41,676
Facilitators	£50,000	£72,686	£72,686
Psychologist	£8,000	£14,000	£14,000
National House Project	£50,000	£25,000	£15,000
Training/learning event	£2,000	£2,000	£2,000
Gross cost	£138,000	£155,362	£145,362
Rent & other charges	£16,700	£67,546	£67,546
Avoided Supported Accommodation cost	-£90,000	-£360,000	£360,000
Net Cost/-Saving	64,700	-£137,092	-£147,092

8.0 It should be highlighted that the financial case is an estimate based only the expected avoidance of supported accommodation for 10 young people. The financial case would be less positive if successful with less than 10 young people in a cohort or the young person would otherwise have returned home before 18 or has left foster care. It is estimated that around 7 young people avoiding supported accommodation in a cohort and successfully managing their own tenancy within six-nine months is a minimum for ensuring the project is covering its costs over a three year period. It is therefore important that young people are appropriately selected for the programme to maximise the chances of success and to support a positive impact on their outcomes.

8.1 Recommendations

8.2 The National House Project presents an opportunity for Manchester to strengthen its offer to 'our children', improve their outcomes and lead the scale and spread across Greater Manchester. Notwithstanding this it is dependent upon a medium term financial commitment and engagement of the wider council and its partners to be successful and realise the intended outcomes.

The Executive is recommended to approve and endorse the adoption of the House Project and support the engagement of Strategic Housing with registered housing providers to ensure sufficient 'stock and flow' of suitable properties; endorse the proposal to adopt the model and associated costs to ensure financial prudence; and support the subsequent implementation plan.

Appendix 1

THE | HOUSE PROJECT

The National House Project The Offer - Years 1-2

This document sets out the National House Project (NHP) offer to local authorities (LA) who have committed or expressed an interest in setting up a Local House Project (LHP).

Interested LAs will be able to establish their own House Projects via 'set up' and membership arrangements with the NHP. With contracted support arrangements and a suite of resources the fidelity of the model will be assured.

Vision:

Young people leaving care live independent and fulfilling lives

Mission:

A social enterprise built with young people leaving care, providing sustainable homes and a community of support that enables young people to have confidence in themselves and their future

Each of the following headings covers key aspects of our offer to your local authority.

1. READINESS

1.1 LA Readiness to start a Local House Project (LHP)

When an LA is considering the development of a House Project the CEO and/or the Director will attend stakeholder meetings in the locality to share information about the project. Background papers and links to information available on the internet will be provided.

A self-assessment document will be provided that will support the LA to determine whether they are able to effectively support a House Project. Additionally, if requested a two day site visit can be commissioned from the NHP to review processes, culture and readiness for developing a House Project. If the LA goes on to develop a LHP, this outlay will be deducted from the 'set up' costs.

2. SET UP AND SUPPORT FOR YEAR ONE

INFRASTRUCTURE

2.1 Project Plan

The NHP have developed a project plan based on known milestones for LHP set up and operational delivery. This will be available to all new projects via the House Project SharePoint site and will support LAs to plan their activity.

2.2 Policies and Procedures, Guidance and Templates

The NHP has developed a suite of documents, templates, reports and pro-formas. These are available to all LHPs and can be accessed via SharePoint which will be made available to the LA.

2.3 Staff Recruitment

The success of LHPs are heavily influenced by the appointment of skilled and experienced staff who have the right value base, excellent communication skills and are driven by the principle that with support young people can own the solutions to the challenges they face.

The NHP have Job Descriptions and Person Specifications for the roles of Project Lead and Facilitators and the NHP will form part of the recruitment process for staff appointments. Advertisement costs will be borne by the LA.

2.4 Website and Branding Strategy

The NHP has a website that was developed with young people and provides an overview of the Charity and its support to LHPs. Each LHP will be provided with its own subsite under the NHP site domain. The site will be maintained by the NHP and LHP staff will be trained and supported to update local content.

The NHP has Branding and Marketing strategies that will support and guide LHPs. LHPs will have access to marketing and advertising materials to develop and support local activity.

2.5 SharePoint

The NHP will provide each LHP with access to the House Project's SharePoint, which is used as a secure place to store, organise, share and access information from any device. Each LHP will have access to their own space and a shared space for Policies and Procedures, Guidance, Templates and learning programme resources. All LHPs will be trained and supported on how to use the site.

Initial access to SharePoint will be 'unlicensed'. 'Licensed' access will be available if the LHP becomes an Independent Organisation (see section 3.3 for more information).

2.6 Performance framework

The NHP has commissioned a bespoke performance framework that enables an LHP to track the progress of their young people and monitor financial costs and savings. LHPs will be responsible for inputting data on to the system and this will be sent in an anonymised form to the NHP who will aggregate findings.

LHPs can run management reports from the system at any time. Staff will be trained on how to use the system.

2.7 Evaluation

An evaluation framework based on ORCHIDS has been developed by the Care Leavers National Movement (CLNM) and will be used by young people to peer review each other's LHPs. The Young People will be trained to evaluate.

2.8 Film documentary

The original Stoke House Project documented its journey via a series of short films made with Reels in Motion. These films can be found on YouTube. The DfE funded projects are also working with Reels in Motion and creating a second series of films, including a series of films that capture the views, vision and experiences of young people themselves.

The NHP has a contract with Reels in Motion so that all new LHPs will be able to make their own House Project film enabling young people to feel confident and proud of their achievements.

2.9 Recruitment of young people

The NHP will work with a LHP in identifying young people to be part of the project. This will involve considering how much support a young person will need and whether the House Project is able to provide that level of support. An information pack for young people considering the project will be available to download and will include referral information and application process.

2.10 Annual conference

Your LA will be invited to an Annual Conference where you will hear directly from young people, NHP and LHP staff and sector experts on topics such as; lessons learned, best practice, service developments and future direction

Free places for:

- House Project Young people (10)
- House Project Staff – Project Lead and two Facilitators (3)
- Senior Manager (1)
- Politician (1)

2.11 Care Leavers National Movement (CLNM)

To ensure that the views of young people are taken in to account at all levels of decision making two young people from each LHP sit on the CLNM which meets every 6 weeks and is facilitated by a care experienced professional. Two young people from the CLNM are supported to sit as advisors on the NHP Board of Trustees. As the number of LHPs increase, Regional Movements will be introduced, which will feed in to the National Movement.

2.12 CLNM Conference

Your young people will be invited to attend a national annual conference run by, and for, young people.

2.13 Newsletters

The NHP will provide a bi-annual news update from the NHP.

TRAINING and SUPPORT TO STAFF

2.14 Practice Framework

The NHP developed the ORCHIDS Framework in conjunction with young people and you will be provided with this. The framework defines the House Project and makes it different to other accommodation options. It is supported by Self Determination Theory and stands for Ownership, Responsibility, Community, Homes, Developmental Direction and Sense of Wellbeing.

LHPs use the framework to; plan and deliver direct work with their young people as part of the House Project Learning Programme; work in a way that enables partners and the broader workforce to engage in the project; drive practice in a positive way and provide a safe context for supporting young people into independence.

The framework also serves to provide a set of standards to recognise, celebrate and build on success.

2.15 Psychological Input

The NHP has commissioned monthly support from a Chartered Consultant Clinical and Forensic Psychologist. This enables us to ensure organisational effectiveness and authentic professional approach to the work of the Charity. The Psychologist provides four training sessions a year to Project Leads and Facilitators of LHPs on psychological approaches to formulation and trauma informed practice.

Additional to this each LHP is required to source Psychological support to undertake:

- team formulation to inform the team, help them make sense of a young person's story and tailor the support that they will need to be successful in the project. These 'team formulations' (which should include input from the young person where this is possible and safe) help to develop a sense of shared understanding, hopefully helping to improve 'caregiver sensitivity' and consistency of approach.
- monthly psychological consultation for the team (to include individual time for project lead, and project facilitators and time to bring 'team' together): clinical supervision/psychological consultation to support the team's own well-being, ongoing 'formulation' and practice of their work with young people, with a particular emphasis on understanding the impact of complex trauma on systems of support.

If the LA does not have its own in-house psychological support, the NHP psychologist can be used to support LAs in identifying psychological support in their area.

The psychologist commissioned by the NHP will facilitate one session per year to all psychologists to ensure consistency of practice.

2.16 The House Project Learning Programme

The LHP will have access to, and support with the set-up of their House Project Learning Programme. The programme describes a young person's core learning entitlement within the House Project. Gaining a place and progressing on the House Project requires the commitment of young people to the programme.

The programme is flexible and modular and so may be delivered to suit a young people's needs, whether they are in college, employment full or part time or currently NEET. The design is deliberately not based on traditional, formal education. The programme builds skills, confidence and aspirations through a range of challenges and experiences. Accreditation is via each young person's portfolio, designed to capture what they have learned in a way that works for them.

The programme is delivered by the LHP team, with support from local partners and the NHP. NHP support covers:

- developing local partnerships to build support for the programme;
- how to work with young people in informal non-classroom environments;
- resources for each module;
- regular practitioner team support and moderation meetings;
- national networking opportunities for the Local Authority's Virtual Head and other members of the team.

Alongside our main programme we can offer a full time, one-year study support programme, based on acquiring, refurbishing and selling or renting properties. We can advise on brokering the specific support of external partners this programme requires.

2.17 Monthly consultation to Project Leads

You will get a minimum of one day per month NHP consultation in your locality with an agenda which is jointly agreed but which must include a 'one to one' with the Project Lead and time with the project team. (Notes from these sessions will be distributed within 5 working days.) Attendance at other meetings can be agreed and could include Corporate Parenting Panel, Service Events, and Team Meetings etc.

2.18 Monthly Community of Practice

The NHP will provide a minimum of monthly meetings for Project Leads and Facilitators to:

- Share practice and service developments
- Develop Policies and Procedures
- Deliver professional inputs on
 - ORCHIDS Framework
 - the House Project Learning Programme,

- trauma Informed Practice
- performance
- documentary making
- evaluation,
- engagement with young people and Care Leavers National Movement (CLNM)
- web design and maintenance

Meetings are currently based in Crewe, but for new LHPs with a different geographical base, meetings could be considered at alternative regional venues.

All new LHPs will be required to attend a 'block' of training which will include the ORCHIDS Framework, Trauma Informed Practice and the House Project Learning programme.

Briefing notes from monthly meetings will be distributed within 5 working days.

2.19 Ongoing support to Senior Officers

Assistant Directors of the LA will be invited to attend quarterly Executive Meetings with the NHP, CEO and will be invited to attend the annual conference. The CEO will be available to support/attend local Strategic /Corporate meetings by agreement.

2.20 Financial modelling

The cost of accommodation represents one of the highest challenges to local authority budgets. House Projects deliver improved outcomes for young people at lower costs and reduces demand on wider local authority and partner agency budgets with fewer tenancy breakdowns, improved emotional, physical and mental health and less contact with criminal justice services.

In year one the NHP will provide the service recorded in this outline offer for £50k.

It is anticipated that the annual running costs of the LHP (staffing, office etc.) will, according to local arrangements and progression of the project, be between £150- £200k per year.

This means therefore that the first year costs will be a maximum of £250k which will be required before savings can be realised from reduced placement costs. This investment can be provided by the local authority, the NHP, or a business partner on the basis that the local authority can pay back the investment from savings achieved through reduced social care costs (placement).

Once the LA have been able to provide financial details re unit costs of staffing and placements then more accurate financial forecasting can be provided to the LA.

3 SUPPORT FOR YEAR TWO

3.1 Ongoing NHP support

After the project and staffing infrastructure has been established in Year One, your young people will start to move in to their homes. Staff and the project will receive the same level of support and access to NHP resources throughout year two.

3.2 Transition from Local Authority to Independent Business

Each Local Authority will determine the legal entity under which it operates, and whilst some may choose to become independent of the LA, others will remain in the LA. The NHP can advise on the benefit of both and share the experience of existing LHPs.

3.3 Office 365 License (incl. Email and SharePoint)

If your LHP becomes an Independent Organisation each member of staff, dependent on requirements, will be allocated one of the below licenses;

- Office 365 Business Essential (office applications not included)
- Office 365 Business Premium (office application included)

A 'license' gives staff members access to SharePoint which includes an email address using the domain @thehouseproject.org and other business services. For more information on Office 365 licenses please visit the below link:

<https://products.office.com/en-gb/compare-all-microsoft-office-products?tab=2>

LHP license requirements will be discussed during the transition with the Project Support Officer (Tanya@thehouseproject.org)

3.4 Finance

In year two the cost of NHP support and access to resources will be £25k.

The NHP is currently funded by the DfE Innovation Unit and continues to be a learning organisation. Whilst the fidelity of the model will not change, there may be alterations to practice and policy elements. We will continue to work with you on any changes to the way NHP services are delivered.

**Manchester City Council
Report for Resolution**

Report to: Executive - 11 September 2019

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 Executive to recommend to the City Council proposals that require specific Council approval.

Recommendations

1. To recommend that the Council approve the following changes to Manchester City Council's capital programme:
 - (a) Neighbourhoods – Manchester Regional Arena – Indoor and Outdoor Athletics Track Replacement. A capital budget increase of £1.500m is requested, funded from Waterfall Fund.
 - (b) Growth and Development – Acquisition of The Courtyard at Royal Mills. A capital budget virement of £1.850m is requested, funded by a transfer from the Eastern Gateway budget.
 - (c) Public Sector Housing - Fire Risk Assessment work low rise properties. A capital budget virement of £6.606m is requested, funded by a transfer from Northwards Housing Programme budget.
 - (d) Children's Services - Expansion of Dean Trust Ardwick secondary school. A capital budget virement of £3.784m is requested, funded by a transfer from Unallocated Basic Need Grant budget.

2. Under powers delegated to the Executive, to approve the following changes to the City Council's capital programme:
 - (e) Private Sector Housing – Marginal Viability Fund – New Victoria. A capital budget increase of £0.426m is requested, funded by Government Grant (Housing Infrastructure Fund).
 - (f) ICT – Liquid Logic Social Care System. A capital budget virement of £0.492m is requested from the ICT Investment Plan, funded by borrowing.

3. To note increases to the programme of £0.351m 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

None.

Financial Consequences – Capital

The recommendations in this report, if approved, will increase Manchester City Council's capital budget by £1.926m 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 13th February 2019 – Capital Strategy and Budget 2019/20 to 2023/24

Report to the Executive 13th March 2019 - Capital Programme Update

Report to the Executive 26th June 2019 - Capital Programme Update

Report to the Executive 24th July 2019 – Capital Programme Update

1.0 Introduction

- 1.1 This report outlines the requests for changes to the capital budget from 2019/20.

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 make to the City Council. The City Council's resolutions on these recommendations constitute the approval of the five-year capital programme for the City Council. Proposals for the capital budget were presented to the Executive on 13th February 2019.
- 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 24th July 2019.
- 2.4 Please 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 Neighbourhoods - Manchester Regional Arena – Indoor and Outdoor Athletics Track Replacement. The project will procure and carry out refurbishment works on both the indoor and outdoor athletics tracks at Manchester Regional Arena. Both tracks are at the end of their lifespan following their construction in 2001. The tracks have been well maintained since installation and the normal expected lifespan of both tracks has been exceeded. A capital budget increase of £1.500m is requested, split equally between 2019/20, and 2020/21, funded from the Waterfall reserve.
- 3.3 Growth and Development – Acquisition of The Courtyard at Royal Mills. The acquisition would provide the Council with significant control over the commercial spaces at Royal Mills and enable it to maximise opportunities to support the existing portfolio (both within Royal Mills and across the Ancoats

estate). Given its other interests in the area, the business units would strengthen the Council's position in being able to curate the economic regeneration of the area. A capital budget virement of £1.850m is requested in 2019/20, funded by a transfer from the Eastern Gateway budget.

- 3.4 Public Sector Housing - Fire Risk Assessment work low rise properties. The project will carry out specific fire protection and prevention related work on low rise flats and retirement blocks identified in fire risk assessments completed. The work will ensure compliance with legislation and regulation and will be carried out within specific timescales dependant on the nature and category of the risk. A capital budget virement of £1.356m in 2019/20 and £5.250m in 2020/21 is requested, funded by a transfer from the Northwards Housing Programme budget.
- 3.5 Children's Services - Expansion of Dean Trust Ardwick secondary school. A requirement to create additional secondary capacity for 2020/21 academic year has been identified, this scheme will deliver an additional 150 secondary places at the school to help meet this demand. The work will include creation of a new extension, remodelling of existing accommodation and external works to meet the requirements of a growing school and reconfigured site. A capital budget virement of £1.00m in 2019/20 and £2.784m in 2020/21 is requested, funded by a transfer from the Unallocated Basic Need Grant 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, the use of capital receipts, the use of reserves below £2.0m or where the proposal can be funded from existing revenue budgets and 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 Private Sector Housing - Marginal Viability Fund - New Victoria. The scheme will deliver 520 homes in total alongside ground floor commercial use on the New Victoria site, adjacent to Victoria Station. The funding will address the funding gap in infrastructure works across the site, ensuring development is delivered on time. A capital budget increase of £0.426m is requested in 2021/22, funded from government grant.
- 4.3 ICT – Liquid Logic Social Care System. The replacement social care system went live in July 2019. This increase is to capitalise and fund the additional costs incurred of the internal and external resources needed to support the system in going live and other implementation costs, including retaining the project team until later in the year to support business change activities linked to the new system. A capital budget allocation and transfer of £0.492m from the ICT Investment Plan budget is requested, funded by borrowing.

5.0 Prudential Performance Indicators

- 5.1 If the recommendations in this report are approved the General Fund capital budget will increase by £1.926m, across financial years as detailed in Appendix 1.
- 5.2 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.
- 5.3 There is an increase in the requirement for prudential borrowing, however, this has already been assumed within the City Council's revenue budget and therefore there is no impact on the City's Council Tax.
- 5.4 The increases to the programme totalling £0.351m as a result of delegated approvals have been included within the prudential indicators. These are detailed at Appendix 2.

6.0 Contributing to a Zero-Carbon City

- 6.1 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.

7.0 Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

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

(b) A highly skilled city

- 7.2 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

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

(d) A liveable and low carbon city

- 7.4 Investment in cultural and leisure services and housing.

(e) A connected city

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

8.0 Key Policies and Considerations

(a) Equal Opportunities

8.1 None.

(b) Risk Management

8.2 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

8.3 None.

9.0 Conclusions

9.1 The Capital budget of the City Council will increase by £1.926m, if the recommendations in this report are approved.

9.3 The capital budget has increased by £0.351m as a result of the delegated approval detailed in Appendix 2.

10.0 Recommendations

10.1 The recommendations appear at the front of this report.

Appendix 1

Requests for Adjustments to the Capital Budget – September 2019							
Dept	Scheme	Funding	2019/20	2020/21	2021/22	Future	Total
			£'000	£'000	£'000	£'000	£'000
Council Approval Requests							
Neighbourhood Services	Manchester Regional Arena Track Replacement	Reserves (Waterfall)	750	750			1,500
Growth and Development	Acquisition of The Courtyard at Royal Mills	Borrowing	1,850				1,850
Growth and Development	Eastern Gateway	Borrowing	(1,850)				(1,850)
Public Sector Housing	Fire Risk Assessment work low rise properties	HRA (RCCO)	1,356	5,250			6,606
Public Sector Housing	Northwards Housing Programme	HRA (RCCO)	(1,356)	(5,250)			(6,606)
Children's Services	Expansion of Dean Trust Ardwick secondary school	Government Grant	1,000	2,784			3,784
Children's Services	Unallocated Basic Need Grant	Government Grant	(1,000)	(2,784)			(3,784)
Total Council Approval Requests			750	750	0	0	1,500
Executive Approval Requests							
Housing	New Victoria – Marginal Viability Fund	Government Grant			426		426
ICT	Liquid Logic Social Care System	Borrowing	492				492
ICT	ICT Investment Plan	Borrowing	(492)				(492)
Total Executive Approval Requests			0	0	426	0	426
Total Budget Adjustment Approvals			750	750	426	0	1,926

Appendix 2

Approvals under authority delegated to the Deputy Chief Executive and City Treasurer – September 2019							
Dept	Scheme	Funding	2019/20	2020/21	2021/22	Future	Total
			£'000	£'000	£'000	£'000	£'000
Delegated Approval Requests							
Highways	Ladybarn District Centre	Government Grant	112				112
Highways	Ladybarn District Centre	Government Grant	131				131
Highways	ITB Minor Works	Government Grant	(91)				(91)
Highways	Planned Maintenance	Government Grant	(35)				(35)
Highways	Bus Priority – Oxford Road	Government Grant	(5)				(5)
Neighbourhood Services	Heaton Park Bowls	Borrowing	48				48
Neighbourhood Services	Parks Development Fund	Borrowing	(48)				(48)
Highways	Arena Security Measures	Revenue Contribution (from Parking Reserve)	197				197
Neighbourhood Services	Resident Facing Culture Website	External Contribution	10				10
Neighbourhood Services	Resident Facing Culture Website	Capital Fund	32				32
Total Delegated Approval Requests			351	0	0	0	351

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**Manchester City Council
Report for Resolution**

Report to: Economy Scrutiny Committee - 5 September 2019
Executive - 11 September 2019

Subject: Delivering Manchester's Affordable Homes to 2025

Report of: Strategic Director - Growth and Development

Summary

This report provides an update on progress against the policy ideas contained in the Affordable Housing Report considered by the Executive in December 2018 considering the demand for and supply of Affordable Homes in the City. It also provides further details of how the Council and its partners will deliver a minimum of 6,400 affordable homes from April 2015 to March 2025.

Recommendations

The Economy Scrutiny Committee is invited to comment on the report and endorse the recommendations to Executive as detailed below.

The Executive is recommended to:

1. Note the increase in the forecast Residential Growth delivery target for new homes in Manchester from April 2015 to March 2025 of an additional 7,000 homes to 32,000 homes.
2. Note the proposed increase in the delivery target between April 2015 and March 2025 from 5,000 Affordable Homes to a minimum of 6,400 Affordable Homes.
3. Note the limited capacity of the Council's Housing Revenue Account and the Council's Housing Affordability Fund to support new additional Affordable Homes in the city and that significant new Affordable Home delivery in the city is dependent on robust partnership relationships with Registered Providers, which currently have the financial and delivery capacity to deliver those homes.
4. Delegate authority to the Strategic Director - Growth and Development, and the Deputy Chief Executive in consultation with the Executive Members for Finance and Resources and Housing and Regeneration to negotiate and formalise a Strategic Partnership with Homes England
5. Delegate authority to the Deputy Chief Executive, Strategic Director - Growth and Development and Head of Development in consultation with the Executive Member for Housing and Regeneration, to agree the disposal of sites in

Council ownership for the provision of affordable homes as set out in this report

6. Delegate authority to the Strategic Director - Growth and Development and the Deputy Chief Executive in consultation with the Executive Members for Finance and Resources and Housing and Regeneration, to establish partnership arrangements with Registered Providers together with their partners/consortium for defined areas in the North, Central, South and Wythenshawe areas of the City.
7. Note progress against the Policy Ideas presented to Executive in the December paper by the Executive Member for Housing and Regeneration
8. Delegate authority to the City Solicitor to enter into and complete all documents and agreements necessary to give effect to the recommendations in this report.
9. Authorise the Head of Housing to explore further with local Registered Providers (RPs) the draft principles set out in Annex 1 and bring back a final policy framework to a future meeting of the Executive.

Wards Affected: All

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

Manchester Strategy Outcomes	Summary of the contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	This refreshed approach to affordability will ensure Manchester has the right mix of housing that is affordable across a range of tenure and income levels to support a functioning Manchester and sub-regional economy.
A highly skilled city: world class and home grown talent sustaining the city's economic success	The new and existing homes will be well connected to employment opportunities and schools
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Increasing the supply of good quality affordable homes for sale and rent will provide the opportunity for Manchester residents to raise their individual and collective aspirations
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

	<p>our growing population can live and work in the city and enjoy a good quality of life.</p> <p>Project 500 will deliver development of scale to support low carbon initiatives and solutions that may not be available through piecemeal development.</p>
<p>A connected city: world class infrastructure and connectivity to drive growth</p>	<p>This approach recognises the importance of 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.</p>

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

There are no direct revenue consequences arising from this report, but as and when any new schemes are brought forward the detailed revenue consequences will need to be considered to ensure that the scheme is affordable and that the implications on the Housing Revenue Account and General Fund are considered as part of the decision making process.

Financial Consequences – Capital

The current approved Housing Revenue Account budget does already allow for the costs and implications of the following new build programmes:-

- Brunswick PFI New Units
- North Manchester New Build 1 Programme
- North Manchester New Build 2 Programme

Any additional capital proposals affecting either the General Fund or the Housing Revenue Account capital programme over and above the existing approved budget will need to be considered on a case by case basis as part of the business case process for any new schemes.

The majority of development is on brownfield, second/third generation development land and consequently investment may be required to remediate sites. Primarily this is to be sourced through external funding from Homes England or Registered Provider partners.

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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 this report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the officers above.

- Core Strategy, Executive, 27th June 2012
- Draft Residential Growth Strategy, Executive, 4th November 2015
- Housing Affordability in Manchester, Executive, 1st June 2016
- Housing Affordability in Manchester, Executive, 14th December 2016
- Housing Affordability Plan, Executive, 18th October 2017
- Housing Affordability Plan New Products, Executive, 7th March 2018
- Executive Member priorities, Executive, 30th May 2018
- Delivering Manchester's Affordable Housing Strategy - Proposed new affordable housing policies for the Council, Executive, 12th December 2018

1.0 Introduction

- 1.1 In December 2018 Executive endorsed a report on Delivering Manchester's Affordable Housing Strategy. This report proposed an increased Residential Growth target of 32,000 new homes from April 2015 to March 2025, together with a revised target of a minimum of 6,400 Affordable Homes (20% of the Residential Growth target). It also set out a number of policy ideas to contribute to deepening and broadening the delivery of Affordable Housing in the city.
- 1.2 Prior to formalising the targets, Members asked officers to explore in particular land availability and potential funding arrangements to support the delivery of a minimum of 6,400 affordable homes over a ten year period to March 2025. This report sets out the details of how this target will be met and the range of delivery options being considered and proposed.

2.0 The Residential Growth and the Affordable Housing Context

The Manchester Economic Context

- 2.1 Manchester is entering the second phase of its post-industrial economic restructuring with growth expanding beyond the City Centre and the emergence of a new and diversified employment market in a number of important sectors across the City. There are currently c.390,000 jobs in Manchester, forecast to grow by c.63,000 by 2038, mainly in financial & professional services (20,000 new jobs) and the health sector (11,300 new jobs). As the employment market widens and deepens, the confidence for business and others to invest in the city has continued to increase. The City Centre office market, in particular, has benefitted from an additional c.435,000m² of new Grade A space over the last two years (Deloitte Crane Survey) and a further c.460,000m² is under construction or planned.

Job Growth creating Housing Demand

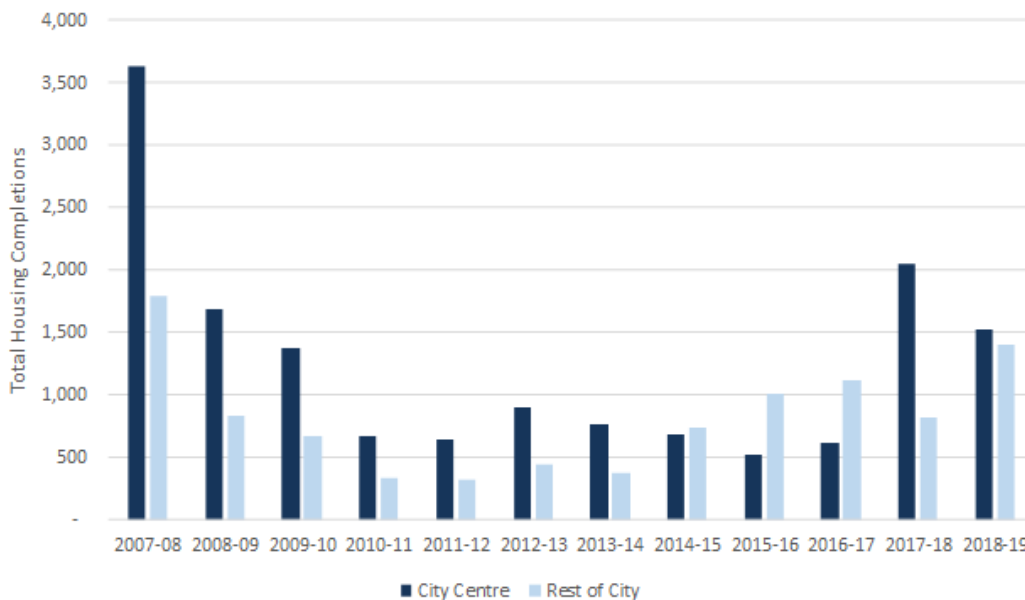
- 2.2 The growing economy and increasingly diverse opportunities for employment are attracting significant numbers of people who want to live in Manchester. According to the last Census (2011), Manchester was the fastest growing City and the third fastest growing Local Authority area between 2001 and 2011. The latest forecasts suggest that the population of Manchester will exceed c.650,000 by 2026 with over 100,000 of those living in the city centre - by far the fastest rate of growth of any part of Greater Manchester.
- 2.3 In addition to the growth of young graduates now being attracted to live in Manchester the increase in the city's population is also being driven by significant numbers of international migrants - attracted by proximity to jobs and established language, nationality and faith networks - which have acted to create exceptionally high demand for new homes in the core of the conurbation and surrounding neighbourhoods. In the past some reception neighbourhoods have had a high turnover of residents but trends now suggest that families are beginning to stay and lay down roots. Over the last decade

new reception areas for international migrants have become established in neighbourhoods such as Gorton and Moston.

- 2.4 Forecasts suggest that by 2025, almost half (49%) of the people employed in Manchester will be educated to degree level or above. This trend has developed as a result of improved educational outcomes in Manchester schools over the last decade and also in parallel with high levels of net migration into the city which, when combined with record rates of graduate retention along with an accessible housing market, has acted to fuel a level of population growth unprecedented in the city since the Industrial Revolution.

New Homes in the City

- 2.5 Over 5,400 homes were completed in Manchester at the height of the market in 2007/08 but this scale of delivery ended abruptly as the financial crash of 2008, and the subsequent economic recession, took hold having a dramatic impact on the financing of house building in the City. This led to an almost instant removal of investment finance from the market and, together with an absence of High Street bank lending, combined to constrain development of house building at scale with no appetite from banks and other financial institutions to invest in any form of apartment type development in the core of the conurbation. The result was a housing pipeline that between 2010/11 and 2016/17 failed to get above between 1,000 to 1,500 completions per annum, with most homes delivered outside the city centre.



- 2.6 In the period prior to 2016/17 Manchester’s population growth was accommodated by a more efficient use of the existing housing stock, in particular, with residents’ occupying empty properties. This coupled with a chronic undersupply of new homes resulted in record low vacancy levels and the scope for new household growth significantly constrained. Throughout this period, the task of encouraging new housing supply in the city, and in particular the city centre, has been a significant challenge with developers and

fundlers reluctant to expose themselves to significant development risk. The establishment of the Greater Manchester Housing Investment Fund (GMHIF) in June 2015, and the essential development finance this funding agreement with Government has delivered, has helped to unlock mainstream institutional finance to fund new homes in Manchester. This Fund, along with other forms of Government support such as Help to Buy, have helped drive a recovery in the overall numbers of homes being completed in Manchester (c.3,000 per annum in both 2017/18 and 2018/19).

- 2.7 Looking forward, a further c.14,000 new homes are forecast to be completed by March 2022¹ (2019/20 to 2021/22) as current forecasts suggest that in 2019/20, Manchester may come close to the 2007/08 peak of 5,412 homes. The support that the GMHIF is playing to the delivery of these forecast number of completions cannot be understated. These homes that are currently under construction and will be delivered in this and the subsequent two financial years are probably going to be a high watermark for the City.
- 2.8 Notwithstanding the continued forecast growth in the numbers of jobs within the Manchester economy over the next decade a number of factors are now starting to influence the appetite of the market to bring forward new supply, particularly in the City Centre which is linked to the appetite of financial institutions to support further residential development. These challenges for funding are associated with the uncertainties for the national and the Manchester economy generated by both Brexit and the wider global economic uncertainties. The impact of this fiscal landscape is now leading to a slow down in the pace of schemes being brought forward for development.

The Social Context

- 2.9 In parallel with the unprecedented levels of population growth in the city there has been a very significant impact on the housing market arising from the impact of the 2010 Coalition Government's and the Conservative Government's austerity measures and associated welfare reforms. Manchester's residents have suffered significantly with Housing Benefit changes and the move to Universal Credit impacting particularly on families and those on lower incomes. The challenges faced by many who confront their "income crisis" in their day to day lives have risen significantly over the last decade. The impact of austerity coupled with steps taken by some landlords has led to an increasing number of people and families presenting as statutory homeless.
- 2.10 In the last ten years Manchester residents have also seen little or no improvement in their living standards. At a national level, average (median) earnings have remained 2-3% below levels in 2007/8 and they show little sign of rising significantly in the future. If the forecasts up to 2020 are correct, the IPPR believe that the 2010s will be the weakest decade for average real earnings in 200 years. Aligned with the lack of improvement in living standards has been the significant growth in zero hours contracts and self employment

¹ Assuming all schemes currently under construction and with full planning permission (expected to complete by March 2022) are delivered to schedule

driven by businesses seeking to take advantage of a more flexible workforce and minimise social security liabilities. Such casualised conditions of employment are further contributing to locking low paid workers and their families into poverty.

The Delivery of Affordable Homes

- 2.11 Since 2010, the previous Coalition Government and the current Government have promoted the delivery of new homes for purchase at the expense of homes to rent, particularly those at social and affordable rent levels. At the heart of this has been the Government cuts, both to Local Authority budgets and to Registered Provider rents and hence spending power. A recent report by the Chartered Institute of Housing 'Dreams and Reality - Government finance, taxation and the private housing market' highlighted that about £8bn of Government investment a year is going into the private housing sector over the five years to 2020-21 – with over half of that being spent specifically on supporting home ownership (including Help to Buy). Over the same five years, direct funding for new Affordable Housing amounts to less than £2bn annually with c£800m of this expected through the lifting of the borrowing cap for Local Authorities.
- 2.12 As set out above, during this same period the impact of the Government's welfare reforms are clearly impacting on the housing market, affecting those on low incomes and a range of vulnerable households, particularly but not exclusively those living in the private rented sector.
- 2.13 The growth of the Manchester economy and the resultant employment growth has been accompanied by a continued demand for homes in the City, which has brought some challenges. The strength of demand for housing - particularly in the private rented sector combined with welfare reforms has seen some private landlords switching to tenant profiles not in receipt of benefits. At the same time the expansion by the Government of Right to Buy policies has seen more social and affordable rented properties lost. The higher rents, limited security and poorer quality of much of the private rented sector has exacerbated the challenges, leading to increasing levels of homelessness and an increasing reliance on temporary accommodation, some of it outside the City boundaries.
- 2.14 All of these drivers has meant that fewer properties are available for Manchester residents on lower incomes. Manchester's Housing Register has been increasing for years and now has just over 15,000 live households on it of these, almost 5,000 are classed as in housing need. The turnover of social homes at its lowest in recent years with just 2,500 new tenancies let in 2018-19 which means prospective tenants will be waiting longer to be rehoused, some of whom will not be offered social housing for a number of years.

Delivering New Affordable Homes - the role of Homes England

2.15 The 5 year Shared Ownership and Affordable Homes Programme (SOAHP) was launched in April 2016 with a £4.1bn (SOAHP Prospectus 2016 -21) fund to deliver:

- 135,000 shared ownership homes
- 10,000 Rent to Buy homes; and
- 8,000 homes for supported and older people's rental accommodation

Apart from the older peoples' rental accommodation this signalled a clear shift in government policy to focus directly on affordable home ownership.

2.16 Due to increased lobbying from Registered Providers and Local Authorities the funding was increased by £1.4bn (SOAHP addendum to prospectus 2017) in January 2017 and £1.67bn (SOAHP addendum June 2018) in June 2018 to deliver :

- 40,000 new homes introducing Affordable Rent as part of mixed tenure schemes
- 25,000 new homes with the majority for Social Rented housing

This took the total funding available for affordable homes to just under £7.2bn but more importantly it opened up the opportunities for Local Authorities and Registered Providers to bid for grant to provide for Social and Affordable rented housing.

2.17 Since its creation in January 2018 by the Government, Homes England (formerly known as Homes and Communities Agency), along with this significant new investment, has provided both new impetus and new opportunities for Manchester to deliver on our ambitions for new homes in the city and in particular for new affordable homes to be delivered. In October 2018 Homes England set out how it would improve housing affordability through a new five-year Strategic Plan – helping more people access better homes in areas where they are needed most. The plan, which runs up to 2022/23, outlined Homes England's new mission and the steps the national housing agency will take, in partnership with all parts of the housing sector, to respond to the long-term housing challenges facing the country.

2.18 Over the next five years Homes England will provide more access to better homes in the right places by:

- Supporting the affordable housing market;
- Providing investment products;
- Unlocking and enabling land particularly brownfield land;
- Delivering home ownership products, such as Help to Buy;
- Supporting Modern Methods of Construction (MMC);
- Addressing the barriers facing smaller builders; and
- Providing expert support to priority locations.

- 2.19 The Strategic Plan sets out Homes England's agreed Budget and provisional budgets for investment into the delivery of their investment priorities. At present c.£27bn in total will be invested into those priorities with c.£5.5bn being allocated into the Housing Infrastructure Fund which has the capacity to help underpin the investment needed to unlock brownfield land. The Plan states that budgets beyond March 2021 will be agreed following the Comprehensive Spending Review that is expected to be completed later this year.
- 2.20 Key to the delivery of new affordable homes is the Homes England Strategic Partnerships Programme with Registered Providers (RPs). The Strategic Partnership Programme seeks to work with a limited number of RPs and to provide greater flexibility over how and when grant funding can be drawn down through the Homes England Shared Ownership and Affordable Homes programme, working towards the delivery of at least 130,000 affordable housing starts by March 2022. The resources available are now significant in both scale and focus.
- 2.21 These partnering arrangements will play a major role in Manchester going forward and combined with deploying our land investment intelligently will deliver the necessary affordable housing outcomes required by the City.

3.0 Delivering New Affordable Homes in Manchester

- 3.1 To support the City's continued economic recovery and growth, the Council developed an ambitious Residential Growth Strategy in 2015, which sought to deliver a minimum of 25,000 new homes in Manchester between April 2015 and March 2025. Given the current performance of the housing market it is estimated that by March 2021 circa 20,000 homes will have been completed in that six year period including forecast c.5,000 new homes this year (2019/20) and next (2020/21)². This is expected to represent a high watermark for the city as a number of factors linked to Brexit start to influence the appetite of the market to bring forward new supply, particularly in the city centre. It is therefore anticipated that c.12,000 new homes will be completed in the remaining four year period of the ten year Residential Growth Strategy with completions averaging c.3,000 per annum to March 2025. If these forecasts are accurate then the ten year Residential Growth Strategy will deliver circa 32,000 new homes in the city between April 2015 and March 2025, with a revised target of a minimum of 6,400 Affordable Homes (20% of the Residential Growth target).

The Delivery of New Affordable Homes to March 2021

April 2015 to March 2019

- 3.2 Between April 2015 and March 2019 1,044 Affordable Homes were completed within Manchester:

² Assuming all schemes currently under construction (with full planning permission) are delivered to schedule

Tenure	Number of homes completed
Affordable Rent	559
Social and Sheltered Rent	124
Shared Ownership	361
Total	1,044

- 3.3 In terms of funding sources, 181 (North Manchester New Build {60} and Brunswick {121}) and of these homes were funded through the Council's Housing Revenue Account (HRA) with the majority (863) funded and delivered by Registered Providers (RPs). Just under 25% of these new affordable homes were built on land owned by the Council.

March 2019 to April 2021

- 3.4 A further 1061 Affordable Homes are currently being constructed, all to be delivered by RPs or developers in conjunction with RPs:

Tenure	Number of homes to be completed
Affordable Rent	80
Social and Sheltered Rent	453
Shared Ownership and Rent to Buy	528
Total	1061

- 3.5 The number of homes on site now is more than what was delivered over the last 4 years. This is due in part to a more strategic approach and partnership working between the Council, its RP partners and Homes England. This increased delivery is also down to the Council making available more of its land assets. Just under 50% of all these new affordable homes are being built on Council owned land.
- 3.6 In addition to the 1061 homes that are being constructed, a further 969 Affordable Homes are currently in the pipeline (with land and funding secured) to be delivered by March 2021:

Tenure	Number of homes to be completed
Affordable Rent	215
Social and Sheltered Rent	216
Shared Ownership and Rent to Buy	538
Total	969

- 3.7 As with the homes currently under construction land in the Council's ownership is playing a fundamental part in the increased delivery of affordable homes supporting just over 50% of the planned numbers.

Council Funded schemes

- 3.8 Alongside its significant land investment, and previously completed affordable homes the Council's HRA is funding 19 more social rented homes and an Extra Care scheme (60 new homes at sheltered rent) in the Brunswick PFI area . Both schemes are currently on-site and will be complete by September 2020.
- 3.9 Officers are also developing proposals for a further 3 council funded affordable housing schemes schemes:
- 75 Social and Affordable rented homes in North Manchester. It is anticipated that the HRA will fund this scheme.
 - A groundbreaking LGBT Affirmative Extra Care scheme (circa 89 homes - 77 for rent and 12 for sale) in South Manchester. Funding options are currently being considered for this scheme.
 - **Collyhurst** (Up to 130 social rented homes) - will be developed in Collyhurst as part of a mixed tenure development of up to 500 new properties within the Northern Gateway regeneration programme. The properties will be delivered through our joint venture partnership with the Far East Consortium and consultation with the community and other stakeholders is underway with a start on site currently envisaged early in 2021. The full programme of development for the scheme is anticipated to be in the region of two years, with all properties completed and occupied in 2023.
- 3.10 Once these schemes have been developed in more detail approval will be sought from Executive later this year to proceed.

The Delivery of New Affordable Homes: April 2021 to March 2025

- 3.11 The Affordable Housing Report presented to Executive in December 2018 emphasised the need for the Council to lead and enable the repairing of the housing market for those households on low and very low incomes. The following sections look forward to highlight the challenges and opportunities the council will face by increasing the level of affordable homes in Manchester.
- 3.12 Over the ten year period between April 2015 and March 2025 the Council is forecasting that circa 32,000 homes will be completed in Manchester. Our Local Plan 2012 - 2027 has a 20% affordable housing target. As such our ambition will be to deliver a minimum of 6,400 affordable homes in that same period (April 2015 to March 2025), accelerating the numbers to be delivered prior to March 2021 where possible. This will mean that, as a minimum a further 3,400 new Affordable Homes will be delivered between April 2021 and March 2025.
- 3.13 To deliver this scale of Affordable Housing needed within the city, the vast majority of the investment requirement needed will be dependent on finances from Homes England and Registered Providers with a comparatively limited amount of investment support from the Council's Housing Revenue Account and General Fund. Subject to the above funding being in place and the

potential for additional subsidy from the Council the ambition will be to deliver an equal split of the 3,400 new affordable homes between:

- Social Rent
- Affordable Rent
- Shared Ownership

3.14 Critically, as we can see, as the programme has developed since 2015 it will be the investment of Council land that will be a key enabler to unlocking the increased numbers of homes to be delivered.

4.0 Funding New Affordable Homes in Manchester

4.1 To deliver the scale of Affordable Homes needed in the city between now and March 2025 will require significant investment. To put this into context circa £325m will be required to deliver the current April 2019 to March 2021 programme of 2030 new affordable homes. This will be Homes England grant subsidy required of c.£95m (assumes grant at £47,000 per property. with a further £230m construction funding from the Council and RP partners. Therefore it will be necessary to maximise funding from all these sources if Manchester is to deliver a minimum of 3400 new affordable homes by March 2025.

The City Council's Housing Revenue Account

4.2 The 30 year HRA is currently predicted to go into deficit in 2039/40 which is the consequence of the four year reductions in rent introduced by the Coalition Government (2019/20 being the last year). Prior to this the HRA was projected to be in surplus over 30 years. The Council is not legally permitted to let the HRA go into deficit so has to act prudently to prevent such a position.

4.3 This presents the Council with significant challenges in terms of the HRA being able to support additional new Affordable Homes to March 2025 (that is, over and above the 465 that are completed, being funded or proposed to be funded through the HRA to March 2021). If the 3 proposed schemes in 3.9 of this report are approved then this will equate to Council investment of around £55m from the HRA delivering 465 new homes.

4.4 In order to deliver additional HRA funded new build affordable housing further improvement would be needed to the HRA than is feasible at the present time. This would require the Government to support changes to the framework which governs the operation of the HRA and make changes to policy (e.g. in relation to Right to Buy, which places a significant drain on the HRA).

Securing grant support from Homes England (HE)

4.5 Homes England investment will continue to be critical to delivering the majority of both HRA-funded and Registered Provider led Affordable Housing. If all of the c.3,400 new affordable homes were developed this would be a construction programme of over £540m with grant accounting for c.£160m of

this figure (assuming an average grant rate of £47k per home). This grant can be accessed through two primary routes:

- **Shared Ownership and Affordable Homes Programme (2016 -21)** - Significant national headroom is understood to exist in the current programme for all tenures, including social rent.
- **Strategic Partnerships** - HE has allocated £1.7bn nationally to the Strategic Partnerships to deliver 40,000 new homes. There are 23 RPs nationally with new Strategic Partnerships and the grant funding they have been allocated can be spent up to March 2024. Strategic Partners currently developing in Manchester include Great Places, Places for People and Your Housing Group, who collectively have access to £191m of investment to deliver 5,668 new affordable homes. Although these all operate across the North West of England and beyond wider than Manchester we are aware from discussions with them that Manchester is a priority location for their investment.

- 4.6 Due to the scale of Manchester's proposed affordable homes programme and the level of grant funding required from Homes England it will be necessary to develop a new and improved strategic partnership with them. Early discussions have taken place and officers are now setting up a series of meetings with senior representatives from Homes England to consider how this can be achieved. The partnership would be based around a number of shared priorities and schemes that would deliver significant numbers of new homes such as the Northern and Eastern Gateways. It would also maximise all types of grant funding support from HE to unlock sites and accelerate the delivery of new homes.

Unlocking the Investment Capacity of Registered Provider (RP) partners

- 4.7 The Council alongside 23 Registered Providers has formally established the Manchester Housing Providers Partnership (MHPP). The MHPP is now an established structure with a range of workstreams set up to contribute to the delivery of Our Manchester priorities. This not only involves new build development but focuses on the allocation and letting of Manchester's 68,000 social homes and managing large neighbourhoods across the city.
- 4.8 As the Council's current investment capacity through the HRA and GF is limited it will be essential to work with the MHPP and new Registered Providers to deliver a very significant proportion of the minimum 3400 Affordable Homes required in Manchester by March 2025.
- 4.9 In financial terms this will equate to around £380m further investment from Registered Providers over the four year period from April 2021 to March 2025.
- 4.10 A number of discussions have taken place individually and collectively with these Registered Providers and the Council is now exploring the potential for Homes England Strategic partners to invest in various locations in the city aided by the additional funding made available through the Homes England

Strategic Partnerships programme, along with the cross subsidy from other assets in their portfolios.

Section 106

- 4.11 Within the current Manchester Core Planning Strategy Policy H8 requires that any new development will contribute to the City-wide target for 20% of new housing provision to be affordable and that developers are expected to use the 20% target as a starting point for calculating affordable housing provision. Developers should provide new homes that are available for social rent, affordable rent or affordable home ownership, or provide an equivalent financial contribution. An applicant may be able to seek an exemption from providing affordable housing, or a lower proportion of affordable housing, a variation in the mix of affordable housing, or a lower commuted sum, where a financial viability assessment is conducted which demonstrates that it is viable to deliver only a proportion of the affordable housing target of 20%; or where material considerations indicate that intermediate or social rented housing would be inappropriate.
- 4.12 All planning applications that do not propose a 20% on site Affordable Housing provision must be accompanied by a Viability Assessment. The assessments costs and values are robustly tested and analysed. Evidence from recent assessments indicate that in the current economic environment there is insufficient value created in new residential schemes to support the provision of 20% on site affordable homes and remain viable when these are examined at application stage. Notwithstanding this, developers have agreed to support this key objective on the basis of confidence in the Manchester market, with some taking a longer term view on investment and development in the city. This has manifested itself in some on site provision or an off site financial contribution where profit margins are below that contained in the relevant guidance.
- 4.13 The introduction of the new NPPF and NPPG provides the framework for the Council to mitigate the effects of conducting upfront viability assessments, based on scheme estimates, with a reconciliation appraisal based on actual performance of the scheme. The purpose of this is to capture additional financial contributions that may accrue through added value, cost/contingency savings or both. These arrangements are now attached to all permissions where developers seek exemption to 20% affordable homes requirement through financial viability.
- 4.14 It is not clear how the Government's approach, as set out in the National Planning Policy Framework (NPPF), to viability testing at plan making stage will impact and influence policy in a revised Core Strategy. The thrust of the NPPF is that policy requirements must be realistic and deliverable, based on evidence and an engagement with developers, landowners together with infrastructure and affordable housing providers.

The City Council's Housing Affordability Fund

- 4.15 At its meeting in October 2017 Executive approved the establishment of the Manchester Housing Affordability Fund (HAF). This would bring together a range of funding sources such as Right to Buy (RtB) receipts and as mentioned in the previous section developer contributions through Section 106 to support the delivery of affordable homes in Manchester. Any resources within the HAF will be deployed to:
- Deliver new or existing homes that will be affordable to residents on or below the average household income for the city;
 - Support the development of a range of products that will provide Manchester residents an affordable option to buy or rent a home in the city;
 - Free up existing social rented homes, including working with Registered Providers to ensure that no social rented homes are lost through voluntary sales to the private sector;
 - Provide a form of specialist or supported home;
 - Maximise the use of any external funding; and
 - Provide housing that is located in areas reasonably accessible to jobs markets using public transport.
- 4.16 A number of projects have already been supported using £2.4m of the Housing Affordability Fund and the current balance is £342k.

5.0 Availability of Land for Affordable Housing

- 5.1 RP partners such as One Manchester, Great Places, Wythenshawe Community Housing Group and Southway have been actively acquiring significant land interests in private ownership to support the delivery of Manchester's Affordable Homes Programme. We would expect this to continue but probably not at the level it has been in previous years due to land value expectations of some private landowners driven by competition and demand from the private sector for housing land. This is being managed to an extent through the planning process as the Council requires reconciliation s106 agreements, and through the adoption of benchmark land value in financial viability, which has the effect of adjusting any inflated land purchase costs back to a planning policy compliant level. Developers can not rely on future house price inflation to support inflated land premiums.
- 5.2 However, there is still very clear evidence of Registered Providers competing in the market for privately owned land. For example, Your Housing Group has recently acquired a large site in East Manchester that will deliver circa 200 homes. From early discussions with YHG it is anticipated that up to 60% of these will be affordable. YHG are also in discussions with a number of landowners on key strategic sites in the City and if successful will bring forward a significant number of affordable homes on them.
- 5.3 Although acquisition of private land by partners is really encouraging it will be the availability of land in the Council's ownership that will be a key driver in the

delivery of the new affordable homes required in Manchester. Section 3 of this report set out that between 2015 - 2019 25% of the new affordable homes were built on land owned by the Council. Over the next 2 years this will nearly double to just under 50% of the Affordable Homes Programme

- 5.4 This increase in the use of Council owned land cannot be underestimated in terms of accelerating the delivery of new affordable homes in Manchester. Therefore it is extremely important that the Council continues to make available land to partners to develop. Using current levels of Council owned land in the programme will mean disposing of sites that will deliver a minimum of 1700 affordable homes (50% of the minimum target of 3400) by 2025.
- 5.5 An initial review of site availability has been undertaken using the latest draft Strategic Housing Land Availability Assessment (SHLAA) evidence base, which records sites with potential for residential development for 10 homes or more as at 31 March 2018. This review has highlighted that there are currently suitable housing sites in City Council ownership that can deliver a minimum of 1700 new Affordable Homes. On sites of up to 50 homes the potential for 100% Affordable Housing has been assumed. On larger sites the potential for 20% Affordable Housing has been assumed, to deliver mixed tenure development.
- 5.6 It is proposed that the Head of Development in consultation with the City Solicitor will develop a land release mechanism to ensure Value for Money is achieved in the disposal of the City Council owned land. It is important that the Council secures land value in line with other landowners selling land for development where this is feasible, though to secure better affordable housing outcomes may require some flexibility. Such an approach will enable a mix of tenures to be delivered on the site and enhance the opportunity to leverage in Homes England subsidy into the delivery of new homes. This land could also be invested through:
- Recycled and Deferred Land receipts
 - Equity Stakes
 - Disposal at less than best consideration

This release of land will be a fundamental part of the Manchester Affordable Homes Programme but there will also be a requirement for new delivery partnerships and approaches. Any release of land will be on a leasehold basis unless there is an over-riding reason not to.

Not all Council land should be identified for the delivery of affordable housing. Some sites will be more suited to delivery of open market housing, which through the planning process, will also contribute to affordable housing targets, as well as generating capital receipts to the Council.

Social Value

- 5.7 As the Council will be investing such a substantial amount of land into the delivery of affordable homes in Manchester this presents a real opportunity to

maximise the social value for its residents. The Council will be increasing the level of training, skills and long term employment through the delivery of the programme by its RP partners. A separate workstream of the Manchester Housing Providers Partnership (MHPP) Growth group will focus on this work alongside officers from the Council.

6.0 Developing New Delivery and Partnership Arrangements

- 6.1 To deliver the scale of new affordable homes outlined within this paper there will need to be a cultural shift away from individual discussions and disposals with RP partners to a more collaborative approach. The acquisition of larger homes for homeless families project was a good example of how a collaboration of seven RP partners could work with the Council to boost the funding and buying power of affordable homes. This approach has now been considered to deliver more affordable homes on council owned land.
- 6.2 The Council also expects its Registered Provider partners to retain as much social housing in the city as possible. RPs seeking to dispose of properties will be expected to find a suitable alternative RP to ensure that properties remain in the social rented sector.
- 6.3 We propose to take forward this approach working in collaboration with the MHPP Growth Group which is made up of 14 developing RP partners on a three-pronged basis: -

i) Small Sites - Project 500

- 6.4 The proposal is for the MHPP Growth Group led by One Manchester to deliver an initial programme of 500 affordable homes on small sites. A small site is defined as being able to deliver circa 25 homes. This collaborative approach would harness the capacity and resources of the partnership which includes a range of local, regional and national organisations with a long term interest in the management of these homes and significant neighbourhood investment. This would build on existing collaborations such as the Manchester Extra Care Programme and the purchase of larger homes for homeless families. The key elements of the proposal are:
- Securing innovation by accessing the combined strength resources and experience of more than 1 partner but through a single lead, building upon best practice from current collaborations;
 - Providing access to Homes England grant funding, through CME and Strategic Partnerships gives the best chance to achieve delivery by the end of the programme period;
 - Delivering the Council's Affordable Housing aims, tenures and innovations whilst maximising the land receipt to the Council;
 - Providing expertise in delivering on complex brownfield sites in Manchester and across the wider Greater Manchester area;
 - Providing an opportunity for a single supply chain and MMC provider where suitable;
 - Delivering excellence in design to Homes England and local standards;

- A tenure mix that will be achieved through partnership with Homes England grant funding support to deliver against the Council's Affordable Housing Policy; and
- Added Social Value from working with neighbourhood investors with a long term vested interest in delivering affordable housing on both MCC and private sites and undertaking a Neighbourhood Management role too.

6.5 This proposal needs to be finalised to ensure compliance with City Council Procurement regulations and State Aid. Executive are therefore asked to delegate authority to the Strategic Director - Development, Deputy Chief Executive & City Treasurer and the City Solicitor, in consultation with the Executive Member for Housing and Regeneration, to dispose of sites in MCC ownership to deliver a minimum of 500 affordable homes on small sites.

ii) Medium Sized Sites

6.6 It is also proposed the City Council will invest a number of medium sized sites within its ownership to support the delivery of the affordable homes programme. A medium sized site is defined as being able to deliver circa 50 homes. Given the potential value of this land release and the conditions the City Council will apply to the disposal it will be necessary to undertake a competitive process to comply with public procurement rules.

6.7 Through this process the City Council will seek to appoint a number of Registered Provider partners to deliver new build affordable homes across defined areas in the North, East, Central, South and Wythenshawe areas of the city. It is proposed that this will be achieved through a single process with a number of 'lots' for each of the areas.

6.8 The selected partners will need to demonstrate they have:

- A strong track record in the delivery of high quality affordable homes
- Access to sufficient grant funding from Homes England to deliver the level of homes required
- Additional resources to cover the cost of the construction programme
- Ownership and management of affordable homes in Manchester
- A demonstrable Social Value programme in Manchester

iii) Larger Sites

6.9 In a small number of areas the opportunity may present itself to work on a larger scale with specific MHPP partners where they hold significant levels of housing stock adjacent to or containing land parcels in the ownership of the City Council and land owned by third parties that could be re-purposed for residential development.

Grey Mare Lane Estate

6.10 An example of this type of larger site opportunity is the Grey Mare Lane Estate in Beswick, which was originally built by the City Council some 50 years ago

as part of a programme undertaken to replace poor quality pre 1919 terraced housing with new council houses and flats. The Estate was included in housing stock that was transferred from the City Council to Eastland Homes in 2003 (now One Manchester). One Manchester own and manage over 12,000 affordable homes in east, south and central Manchester including 978 homes in the wider Beswick area of varying age, construction type and condition. While the southern end of Grey Mare Lane has been transformed through a programme of community education, sports and leisure facilities; the northern part of Grey Mare Lane is characterised by largely residential development, infill sites and community uses, where the potential exists for further investment both in the improvement of existing homes and the delivery of new affordable homes or additional local facilities through better utilisation of vacant or underused sites.

- 6.11 Working in conjunction with the City Council, One Manchester has taken the lead in exploring the potential for delivering a transformational programme for the northern part of the Grey Mare Lane neighbourhood. A consultancy team was appointed to review options for a predominantly residential led scheme focussing on affordable homes. This followed early consultation with local residents during 2018 to gather the views of local communities about the regeneration of the area and to inform future master planning options. One Manchester has also carried out asset condition surveys that identifies the properties within the Grey Mare Lane estate that are of non- traditional, Wimpey no- fines construction. The flats and maisonettes, in particular, have a number of issues such as persistent water ingress and the homes suffer from significant heat loss issues due to their design.

The Regeneration Opportunity

- 6.12 One Manchester is now undertaking more detailed consultation with local residents on the Estate and with other stakeholders for proposals that will include some selective demolition of existing dwellings and the construction of new housing on development sites created, together with bringing back into use sites that are currently vacant. Proposals will be based around a mix of dwelling types including well planned apartments and family homes, with the design of the residential community planned around clear and safe pedestrian and cycle routes with parking carefully managed to maximise the quality and extent of green spaces. Proposals will also be developed with the ambition of delivering new and refurbished homes on a Zero Carbon basis.
- 6.13 The December 2017 meeting of Executive agreed that the City Council should work with One Manchester to identify how respective land holdings in Beswick, Clayton and Lower Medlock Valley could be utilised to deliver improvements to existing stock, plus new housing development of significant scale.
- 6.14 The City Council owns land around the Grey Mare Lane estate and this land will need to be invested in the scheme to enable the regeneration proposals to be brought forward. The Council also owns a parcel of land nearby at Blackrock Street and this site can be brought forward by One Manchester as an early Affordable Housing scheme to create some early momentum and a

separate report on this agenda will set out a recommendation for the disposal of land in this location to facilitate this.

- 6.15 A further more detailed report will be brought back to the Council's Executive following the community consultation exercise, which will include recommendations for the future utilisation of land in the Council's control to ensure that the shared objectives of the Council and One Manchester to deliver improvements that are of benefit to existing residents and create significant new development opportunities are fully realised.

iv) City Centre Feasibility Study

- 6.16 Officers have commissioned a financial consultant and are working with 2 Registered Providers to undertake a feasibility study into the provision of affordable homes in the City Centre. One Council owned site in each of the City Centre wards is being considered for the study. One of the sites will be a larger mixed use scheme and the other will be a smaller infill site.
- 6.17 The feasibility study will focus on apartments in line with City Council Planning requirements and will consider various forms of affordable housing and the required level of subsidy to make the development feasible. The results of the study will be completed before the end of this calendar year and an update report provided to the Economy Overview and Scrutiny Committee.

Right to Buy (RtB) Buy Backs

- 6.18 The Housing Act 2004 introduced a requirement for owners wishing to sell their property within ten years of purchasing under Right to Buy to offer the property back to the Council before placing it on the open market. The Housing (Right of First Refusal) (England) Regulations 2005 set out the procedures that owners wishing to sell their property are required to follow.
- 6.19 An Annex to this paper explores the approach to buying back former Council homes.

Community Led Housing

- 6.20 Community Led Housing is where residents come together to take on a leadership role in the design and delivery of their new homes. The Government has introduced the Community Led Housing Fund which recognises that genuine Community Led Housing projects all share 3 common principles:
- Meaningful community engagement and consent occurs throughout the development.
 - There is a presumption that the community group or organisation will take a long-term formal role in the ownership, stewardship or management of the homes.

- The benefits of the scheme to the local area and/or specified community group will be clearly defined and legally protected in perpetuity.
- 6.21 This is further backed up by the Government announcing have released a fund that will support resident led housing. Volunteer groups are able to apply for between £10,000 and £50,000 to help identify suitable sites for discounted homes, get planning permission for them and to provide other technical support. Further free specialist advice and guidance will also be made available for those who participate in the pilot.
- 6.22 The government will be making £8.5 million available for the 3 year pilot project which will help provide cut-price homes for younger people and families in need of housing, through locally-led neighbourhood plans.
- 6.23 This is also echoed in research reports released by the National Community Land Trust Network (NCLTN) in which they state that councils have sold over 200 sites to community-led housing groups, with new research revealing a third of local authorities in England now support such development. The research focuses on Local Authorities that are based in the South of England (Bristol, Brighton and Cornwall), which is also an opportunity for Manchester to pave the way for other northern cities.
- 6.24 There is no single model and Community Led Housing could be applied in Manchester in a number of ways. These models are currently being worked through by a small project team and the Executive Member. To further strengthen the commitment to Community Led Housing and to enable groups to initiate their plans we are currently in the process of identifying, alongside planning colleagues, 3 plots of land to offer to groups. Currently a site has been secured in the North of the city in the Northern Gateway boundary and is in Phase 1 of the project. We hope to agree further sites by late September 2019. This will coincide with an event in late October that brings established community groups, Registered Providers and skilled facilitators together to confirm the pilots.
- 6.25 These pilots will run alongside the development of a Community Led Housing strategy for Manchester in 2020 and will include all learning.

Affordable Housing for Specific Groups

- 6.26 Officers are currently working on the development of a Supported Housing Strategy for Manchester. Workshops have been held with key partners and stakeholders to scope out Manchester's approach to the delivery of supported housing for a range of groups that will be evidence led to identify the right homes in the right locations. It is anticipated that a report will be brought to the Executive early in 2020.
- 6.27 Evidence from Manchester's Housing Register is currently being used to inform the future development of affordable homes across the city. One of the key aspects of this work will be a number of schemes that will be targeted at

tenants under occupying family homes. This is primarily focussed on older person's accommodation at the moment through the provision of Extra Care schemes utilising Housing Options for Older People (HOOP) officers.

Design quality, offsite housing and zero carbon

- 6.28 The Council is raising the quality of affordable homes through its Residential Design Guide and more design led schemes such as the proposed LGBT Extra Care and North Manchester Schemes mentioned within section 3 of this report. These will be exemplar schemes and the council will be seeking to bring forward measures that will move towards a zero carbon development
- 6.29 The use of off-site construction techniques and modern methods of construction are key considerations in both schemes and will be promoted with RP partners delivering affordable homes in Manchester especially on council owned land. All new schemes being delivered directly by the Council, will be working towards Zero Carbon employing new and existing options to achieve this.
- 6.30 As the UK's first age-friendly city (2010) Manchester has a clear vision and priorities for housing for an ageing population as reflected in the Manchester: A Great Place to Grow Older Strategy (2010-2020). The strategy is due to be refreshed shortly - a key focus of which will be the design of housing and places in which people in mid and later life are economically, physically and socially active, and where they are healthier, safe, informed, influential, independent and respected. New housing will be designed and located in places where people can age well in neighbourhoods of their choice, with access to the right services, housing, information and opportunities.
- 6.31 Flexible, well-planned, high-quality housing will offer choice about how and where older people live, widening the choice and opportunity to access housing that supports continued independence, maintains social interaction and tackles fuel poverty. This could include extra care retirement living that can reduce residential care placements, facilitate earlier hospital discharges or prevent emergency admissions.

7.0 Proposed Affordable Housing Tenure

- 7.1 So far this paper has considered funding sources, land availability and delivery partners and arrangements but the most important factor for the Council, Members and residents will be the type of affordable homes that will be built. This will be largely influenced by the cost of the whole programme and individual cost of building homes for social and affordable rent and shared ownership.
- 7.2 The cost of delivering the various affordable tenures is very different. Therefore the choice and proportion of affordable tenure across these sites will largely be determined by the amount of additional subsidy that the City Council can provide once RP resources and Homes England Grant has been maximised.

- 7.3 This financial consideration will also need to be run alongside the existing housing within the neighbourhoods the sites sit within, the demand for affordable housing tenure and the type of housing required. This will be developed into a clear and transparent selection process that will provide a robust indication of what affordable homes it is possible to deliver. It is proposed that the agreement and approval of this process is delegated to the Deputy Chief Executive & City Treasurer and the Strategic Director, Growth and Development in consultation with the Executive Member for Housing and Regeneration.

Reducing the adverse impact of the Right to Buy

- 7.4 In its latest research paper 'Local Authority Direct Delivery of Housing' the Royal Town Planning Institute (RTPI) undertook a comprehensive review of work across the country. One of the key concerns by Councils was the use of the Housing Revenue Account when it continues to have Right to Buy provisions whereby stock which is being built now will eventually be lost to the system.
- 7.5 In order to protect their investment Local Authorities have taken up various delivery routes to deliver new homes such as:
- Wholly Owned Companies
 - Registered Provider status
 - Joint Ventures
 - Partnerships
- 7.6 The financial modelling which has been undertaken for the Affordable Housing schemes that will be owned by the Council has highlighted the effect Right to Buy can have. In order to protect the Council's investment and retain these newly built homes it will be necessary to understand in detail how other Local Authorities are approaching this and the delivery structures they are implementing to protect investment into social and affordable rented homes.
- 7.7 Officers are currently undertaking a comprehensive review of these approaches with a view to developing a range of options for consideration. This evaluation work includes reviewing the work other Local Authorities have undertaken through their new delivery structures to deliver new affordable homes.

Ensuring homes are genuinely affordable to all Manchester residents

- 7.8 It is nearly 3 years since Executive approved Manchester's new approach to housing affordability and the link between household income to the cost of buying and renting a home in the city. The public investment that is currently available to support a range of affordable housing options is being invested to support households on incomes ranging from those on low income requiring Local Housing Allowance (LHA) to cover all housing costs through to those on an average household wage. Within that spectrum the Council's own

resources are being prioritised to deliver homes for rent at no more than LHA rents.

- 7.9 Work has commenced to examine the geographical variation in income within the city, viability challenges and the need for new products to enable lower income households to access a greater choice of affordable homes. This work will report be brought to Executive in the new year.

8.0 Concluding Remarks

- 8.1 Over the last decade the Government's policy of prioritising home ownership over the need to support those households on very low and low incomes, along with the very challenging impacts on these income groups of welfare group, has had a significant impact on the housing circumstances facing low income groups in Manchester. For example, the loss of social rent homes through Right to Buy, a failure in invest to deliver the numbers of homes needed to replace those homes lost through Right to Buy, the impacts of Local Housing Allowances that are capped and the introduction of Universal Credit have all contributed to a situation where there are insufficient affordable and well managed homes being developed for those needed by households on low incomes.
- 8.2 This paper has set out an approach to harness the resources that Homes England, the City Council and Registered Providers have in order to deliver a programme that seeks to bring forward a scale of new Affordable Homes in the city that is in line with the City's policy that 20% of new homes in the city will be affordable. Over the ten year period April 2015 to March 2025 the Council will deliver that policy outcome through the arrangements set out in this paper. Our ambition will be to exceed the 20% target - we will deliver a minimum of 6,400 homes in that 10 year period.
- 8.3 However, whilst the Right to Buy policy remains as it is and there is a constrained (but welcome) programme of investment into new social and affordable rented by Homes England there remains a challenge to sustain the levels of affordable rented stock in the city. This challenge is exacerbated by Right to Buy sales, the low turn over of the affordable rented stock in the city and the numbers presenting themselves in housing need. Delivering the partnership arrangements set out in this report will make a difference in terms of the numbers of new affordable homes being built but unless national Government changes its policy direction then there is a danger the city simply stands still or even sees a reduction in the total stock of affordable homes in the city.
- 8.4 A further report will be brought back to Executive describing progress on affordable housing delivery.

9.0 Contributing to the Manchester Strategy

(a) A thriving and sustainable city

- 9.1 This refreshed approach to affordability will ensure Manchester has the right mix of housing that is affordable across a range of tenure and income levels to support a functioning Manchester and sub regional economy.

(b) A highly skilled city

- 9.2 The new and existing homes will be well connected to employment opportunities and schools

(c) A progressive and equitable city

- 9.3 Increasing the supply of good quality affordable homes for sale and rent will provide the opportunity for Manchester residents to raise their individual and collective aspirations

(d) A liveable and low carbon city

- 9.4 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. The Council's commitment to design quality, offsite housing and zero carbon is described in section 6.29 and 6.30.

(e) A connected city

- 9.5 This approach recognises the importance of 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

10.0 Key Policies and Considerations

(a) Equal Opportunities

- 10.1 This approach to affordability will enable the provision of a diverse range of housing to meet the needs of the growing and changing population. Local communities will be engaged through appropriate consultation, giving all stakeholders opportunities to engage in the development of Manchester's policy.

(b) Risk Management

- 10.2 Assessment, mitigation and management of risk will be overseen through the city council's governance arrangements associated with residential growth

(c) Legal Considerations

- 10.3 The legal team will continue to support the teams to ensure any arrangements are suitably documented and comply with any and all relevant legislation and applicable procedures to facilitate the delivery of the objectives and recommendations as set out in the body of this report.

ANNEX 1

Buying back homes sold under the Right to Buy

This annex sets out a proposed policy framework for the Council to buy back properties which have been sold under the Right to Buy.

Scrutiny is invited to consider and comment upon the draft principles as outlined in this annex

1.0 Introduction

- 1.1 The Right to Buy was introduced by the Housing Act 1980 and amended by the Housing Act 1985.
- 1.2 Qualifying Council tenants can buy their current home under the Right to Buy and can qualify for up to 70% discount or a maximum of £82,800. Most tenants of Registered Providers can only buy their home under the Right to Acquire which has a much lower discount (a flat rate £10,000 in Manchester).
- 1.3 The Housing Act 2004 also introduced a requirement for owners wishing to sell their property, within ten years of purchasing under Right to Buy, to offer the property back to the Council before placing it on the open market. The Housing (Right of First Refusal) (England) Regulations 2005 set out the procedures that owners wishing to sell their property are required to follow.
- 1.4 If the Council does not wish to exercise this statutory right it has the right to nominate another Social Landlord to accept the offer if it wishes to do so. If a third party is nominated then there is a requirement to notify the seller of the nomination. The right of first refusal is binding on successors in title meaning that this right of first refusal applies even when the original secure tenant has sold the property to a new owner and the new owner then wants to sell within ten years of the original purchase under the Right to Buy.

2.0 Background

- 2.1 After the Government increased the discount available to purchasers of Right to Buy houses in 2015 a significant number of affordable homes have been lost in the city. A total of 421 social and affordable homes were lost under the Right to Buy and Right to Acquire in 2018/2019.
 - 356 (85%) were Right to Buy or Preserved Right to Buy (Council tenants kept their RTB status when the Council transferred the stock to Housing Associations and many continue to exercise it) with only 63 (15%) being sold under the Right to Acquire.
- 2.2 Should Right to Buy purchases continue at such a rate it would significantly reduce the affordable housing options for those in need on the Council's housing register.

- 2.3 By buying back properties previously sold under Right to Buy we can seek to support the Affordable Housing Policy by counteracting some of this impact and adding to the number of homes available to those in need.
- 2.4 Currently there are just over 15,000 people registered to be rehoused on Manchester Move. Of these approximately 40% are classed as in housing need.
- 2.5 Over the last few years there has also been a substantial reduction in the number of homes becoming available for social rent. 3,620 homes became vacant and were re-let during 2013/14 but this has reduced year on year and fell to around 2,500 at the end of 2018/19.
- 2.6 In addition, there has been a significant increase in the average number of bids for each property rising from 44 in 2014/15 to 142 in quarter one 2018/19.
- 2.7 In March 2012 the Government offered local authorities the ability to retain a greater proportion of RTB receipts. In return local authorities have to use this resource to fund new social housing (either acquiring or building). To date c. £4m has been used to fund the 35% equity stake in the project with registered providers to buy large family housing to rehouse homeless families out of temporary accommodation. Under this proposal a further amount could be utilised to support the buy back policy.

3.0 Proposed Principles

- 3.1 The proposed approach is to be applied to all former Council properties offered back to the Council, not only those offered in accordance with the 'Right of First Refusal'.
- 3.2 The Council has limited capital resources. Therefore, to maximise the number of Right to Buy repurchases we will, in the first instance, nominate a RP to buy the property.
- 3.3 In the areas managed by a PFI contractor we will ask the current housing manager (Your Housing, Jigsaw and Onward) to consider buying back the property and manage it outside the PFI contract.
- 3.4 In the Northwards area (where most of the sales, and offers to buy back, occur) we will seek a RP partner (or several) who is willing to own and manage properties in north Manchester.
- 3.5 The Council may wish to consider providing grant funding to RPS where their financial appraisal shows that the rental income and will not cover the costs of acquiring and maintaining the property for a 30 year period, as required in their business plan.
- 3.6 In considering this approach we will need to discuss with the RPs whether it is viable for them to buy property in north Manchester and for Northwards Housing to manage it. Northwards would collect the rent, carry out repairs and maintenance and take a (small) fee from the rent collected. The RP would own

the asset and receive a sufficient amount of rent to service any borrowing. Further financial modelling will be carried out to determine whether this is a viable solution,

- 3.7 Initial discussions with RPs confirm their interest in acquiring Right to Buy properties identified by the Council as long as the financial appraisal confirms that the rental income will cover the future costs and repay any borrowing.
- 3.8 There are circumstances where those who have acquired properties have found themselves in financial difficulty. Under this proposed approach in exceptional circumstance we will consider whether we acquire such properties allowing the owner to remain in the property as a tenant. The exceptional circumstances may include financial considerations and ill health. requests from owners to sell back their property and stay in it and rent it. This would only be agreed in exceptional circumstances where failure to buy back might lead to the property being repossessed and the owner becoming homeless or where the individual circumstances of the owner, such as ill health, means they are not able to continue to manage and maintain their home.
- 3.9 By introducing this policy we are looking to:
- Maximise the supply of social housing within Manchester;
 - Reinvest Right to Buy receipts in a way which makes a more direct connection with reducing the impact of Right to Buy;
 - Avoid properties being sold and then used in the private rented sector; and
 - In exceptional circumstances, provide solutions for old, vulnerable or other households who can no longer maintain their property or wish to move to right size.
- 3.10 It is acknowledged that this policy does not increase the overall quantum of housing but it will add to the stock of affordable homes in the city. However, it should be noted that any property acquired will still be subject to the Right to Buy or Right to Acquire depending on whether the acquisition is by the City Council or by a Registered Provider (RP).

4.0 Conclusion

- 4.1 If the Executive endorse this approach, a policy will be bought back to a future meeting of the Executive which will set out more fully how the housing management, tenancy arrangements and nomination rights process will operate (particularly in North Manchester where a large proportion of the social housing stock is owned and maintained by the Council's ALMO, Northwards Housing), along with the detailed financial and legal implications associated with the proposed policy.

**Manchester City Council
Report for Resolution**

Report to: Resources and Governance Scrutiny Committee 3 September 2019
Executive 11 September 2019

Subject: Council Tax Support Scheme - Treatment of Windrush Compensation Scheme payments

Report of: Deputy Chief Executive and City Treasurer

Summary

The Council has the discretion to reduce Council Tax liability to people receiving payments from the Windrush Compensation Scheme. This report seeks approval to use the Council's discretion under section 13A (1) (c) of the Local Government Finance Act 1992 to reduce the Council Tax liabilities for these individuals.

Recommendations

The Executive is recommended to approve the proposal:

To reduce the liability of a liable person for Council Tax under section 13 A (1) (c) of the Local Government Finance Act for the following class of people:

- People receiving payments from the Windrush Compensation Scheme.

Wards Affected – all wards

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

No impact

Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Supporting our residents at difficult times is a key part of the Our Manchester Strategy. Working across service areas with the citizen at the heart of this is key.
A highly skilled city: world class and home grown talent sustaining the city's economic success	No impact
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	This initiative supports residents. It is appropriate that residents do not lose other benefits and support as a result of this compensation.

A liveable and low carbon city: a destination of choice to live, visit, work	No impact
A connected city: world class infrastructure and connectivity to drive growth	No impact

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

The financial impact on the revenue budget is calculated based on maintaining the current level of Council Tax Support (CTS) in payment rather than reassessing the award and reducing the amount of CTS awarded. There is therefore not a direct additional spend as a result of this policy.

The financial impact on the revenue budget is therefore not expected to be significant. This is because there are a discrete number of residents based on specific circumstances and those in receipt would need to be liable for Council Tax and also in receipt of Council Tax Support.

The loss of income will be met from the collection fund from where the Council Tax Support Scheme is funded.

Financial Consequences – Capital

None

Contact Officers:

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Julie M Price E-mail	Director of Customer Services and Transactions j.price2@manchester.gov.uk	953 8202

Background documents (available for public inspection):

DWP Circular A8/2019 Windrush Compensation Scheme and Housing Benefit 21 May 2019

<https://www.gov.uk/government/publications/housing-benefit-adjudication-circulars-2019/a82019-windrush-compensation-scheme-and-housing-benefit>

Windrush Compensation Scheme

<https://www.gov.uk/guidance/windrush-compensation-scheme>

1. Introduction

On 3 April 2019 the Home Office announced a Windrush Compensation Scheme (WCS) to provide redress for those individuals who suffered financial loss, due to their inability to demonstrate their lawful right to live and work in the UK. There are various criteria within the WCS that set out what individuals who are eligible can claim.

It is not known how many people may get compensation but the Department for Work and Pensions (DWP) expects that numbers will be low.

DWP advice is that compensation payments made by the Home Office under the WCS and the Windrush Exceptional Payments Scheme should be disregarded for Housing Benefit (HB) purposes on an extra-statutory basis with the agreement of HM Treasury. They have not made any amendments to the HB regulations.

The extra statutory provision applies to anyone in receipt of HB or any of the other income related benefits. They have advised that any payments made to claimants in respect of the WCS should be disregarded for the purposes of income or capital calculations indefinitely.

The Council's current Council Tax Support (CTS) scheme does not include provision to disregard compensation payments from the WCS. This means that beneficiaries of the WCS could lose some or all entitlement to Council Tax Support because of the compensation they receive. This is the case in Manchester's scheme for both elderly and working age people.

It is therefore appropriate that in this situation, scheme changes are made to ensure that the CTS scheme aligns to the new approach determined for the assessment of Housing Benefit. This report details how the Council intends to deal with this and seeks approval from the Executive to provide a local discount. This will ensure that any Manchester resident receiving this compensation does not lose Council Tax Support.

2. Legislation and next steps

It is worth noting that Housing Benefit legislation is provided by the Department for Work and Pensions (DWP) and the legislation relating to the non-localised areas of the Council Tax Support scheme (for pensioners) is provided by the Ministry of Housing, Communities and Local Government (MHCLG)

As advised above, for the HB calculation, the DWP have advised that local authorities should take the required action on an extra-statutory basis. However, it is considered unlikely the Ministry of Housing, Communities and Local Government (MHCLG) will change the rules they set for Council Tax Support schemes. In any case, if MHCLG were to provide for the disregard of WCS payments, this would not take effect until April 2020 and they may apply it only to people of pension age.

It is therefore appropriate that in this situation scheme changes are made to ensure that the CTS scheme aligns to the new approach determined for the assessment of

Housing Benefit. This report details how the Council intends to deal with this and seeks approval from the Executive to provide a local discount.

3. Entitlement

The scope of the government's Windrush Compensation Scheme is not limited to men and women who originally came to the UK from the Caribbean Commonwealth. Almost everyone originally from a Commonwealth country who arrived before 1 January 1973 is included.

Any resident who has a right of abode or settled status (or is now a British citizen) and arrived to live in the UK before 31 December 1988 is also eligible to apply regardless of nationality on arrival – even if not a Commonwealth citizen.

The scheme is also open to:

- children and grandchildren of Commonwealth citizens in certain circumstances
- the estates of those who are now deceased but who would have otherwise been eligible to claim compensation
- close family members of eligible claimants where there has been a significant impact on their life or where there is evidence of certain direct financial costs

4. Discretion under section 13A of the Local Government Finance Act 1992

Under section 13A of the Local Government Finance Act 1992, local billing authorities have the discretion to grant reductions and exemptions on an individual basis for a class of council tax payers. Section 13 A (1) (C) of the 1992 Act gives all councils a power to reduce liability in cases where they think fit. It is proposed that this discretionary power is used to implement a discount to a specific class of Council Tax payers namely those liable for Council Tax within the Manchester City Council area who are receiving an element of Council Tax Support and have received compensation from the WCS.

In practice this means that the Council would make a discretionary award to reduce the Council Tax liability, equivalent to what the claimant would have received under the Council's Council Tax Support Scheme (CTSS) had they not received the compensation from the WCS.

This will continue indefinitely unless the government lays regulations to make a disregard of these payments a prescribed requirement of Council Tax Support schemes or we go out to consultation and add it to the disregards defined in our Council Tax Support scheme.

This aligns the Council's approach for Council Tax Support with other means tested benefits whose rules are determined by the DWP on behalf of central government, for example Housing Benefit.

5. Contributing to a Zero-Carbon City

No impact

6. **Contributing to the Our Manchester Strategy**

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

Supporting our residents at difficult times is a key part of the Our Manchester Strategy. Working across service areas with the citizen at the heart of this is key.

(b) **A highly skilled city**

Support will be provided to those residents that require assistance with their self-service and digital access skills development.

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

This initiative supports residents. It is appropriate that residents do not lose other benefits and support as a result of this compensation.

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

See above

(e) **A connected city**

Support will be provided to those residents that require assistance with their self-service and digital access skills development.

7. **Key Policies and Considerations**

(a) **Equal Opportunities**

The Windrush Compensation Scheme directly affects residents from BME communities.

It is appropriate that any affected residents do not lose other benefits and support as a result of any compensation. The proposed change ensures that both working age and pensioner residents who may receive compensation do not lose other benefits as a result.

(b) **Risk Management**

No significant risks identified. The number of residents affected is expected to be low.

(c) **Legal Considerations**

No further legal considerations identified. The change proposed are within the Council's current discretions under section 13A of the Local Government Finance Act 1992

8. **Recommendation**

1. The Executive is recommended to consider approving:

That the Council exercise its discretionary powers to reduce the liability of a liable person for Council Tax under section 13A (1) (c) of the Local Government Finance Act for the following class of people:

- People receiving payments from the Windrush Compensation Scheme.
2. The recommendation of this report is that the Council uses this flexibility to grant a discount for a specific class of Council Tax payers, namely those liable for Council Tax in the city who claim Council Tax Support or have been receiving an amount of Council Tax Support but whose entitlement is reduced or extinguished as a result of a payment from the WCS.
 3. It is proposed that the use of this flexibility is not time limited. The reason is, that this will allow the Council to administer the discount for as long as is required, which will be until the Council goes out to consultation on any further changes to the Council Tax Support scheme and the scheme regulations are updated so that WCS payments are disregarded when working out entitlement to Council Tax Support.

Appendix one

DWP Circular A8/2019 Windrush Compensation Scheme and Housing Benefit

Updated 10 July 2019

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This publication is available at <https://www.gov.uk/government/publications/housing-benefit-adjudication-circulars-2019/a82019-windrush-compensation-scheme-and-housing-benefit>

Who should read

All Housing Benefit (HB) staff

Action

For information

Guidance Manual

The information in this circular does not affect the content of the HB Guidance Manual.

Queries

For any general or technical content of this circular, contact:
hdd.strategyteam@dwp.gov.uk

For questions in relation to Local Council Tax Support Schemes, contact the Ministry of Housing, Communities and Local Government at:
council.tax@communities.gov.uk

For distribution of this circular, contact: housing.correspondenceandpqs@dwp.gov.uk

Introduction

1. On 3 April 2019 the Home Office announced a Windrush Compensation Scheme (WCS) to provide redress for those individuals who suffered financial loss, due to their inability to demonstrate their lawful right to live and work in the UK. There are various criteria within the WCS that individuals who are eligible can claim against.

WCS in relation to Housing Benefit

2. This circular gives details about the WCS and how any payments made under the scheme should be treated for the purpose of Housing Benefit (HB) administration and provides guidance to local authorities (LAs) in circumstances where an individual makes a claim for denial of access to benefits (including HB).

3. LAs should be aware that no changes have been made to HB regulations on this matter. But LAs need to be aware of the WCS, which has been developed in consultation with the Department for Work and Pensions (DWP) and other government departments, as there will be some impact.

4. It is not expected that all LAs will receive cases under WCS. Initial estimates suggest that volumes will be low as many individuals will have already made direct contact with the Home Office under the existing 'Home Office Task Force' process. If appropriate these individuals will have had their immigration status corrected and LAs will have reviewed their claims through the ongoing DWP/LA monthly Immigration data share; which has been in existence since December 2016.

LA process

5. The intention of the WCS is for LAs to review and reinstate or award an HB benefit claim (where they have not already done so – see paragraph 4) to eligible Windrush claimants; where current HB legislation allows.

6. Before any action can be taken to revise a benefit claim it is expected that the individual will have made contact with the Home Office Task Force Team, to have their immigration status reviewed and, if appropriate, they will have been provided with the necessary paperwork to prove their lawful right to live and work in the UK.

7. When considering a loss of HB under the WCS there must be a record of a claim to HB made in the prescribed manner. This will allow LAs to reconsider the decision made at the time of the claim.

8. All pass-ported HB cases are being dealt with by DWP in the same way. Following DWP operations making a revised decision on the claim, Housing Delivery Division (HDD) will send LAs a clerical notification prior to receipt of the automated ATLAS (Automated Transfer to LA Systems) alert.

9. Where evidence confirms that an HB claim was made and the decision to refuse or terminate that claim was reached without knowledge of a material fact or based on incorrect information, in line with current legislation decisions should be revised and payments awarded.

LA action

10. DWP's Housing Delivery Division (HDD) will act as a main conduit with the Home Office and will only make contact with LAs by exception to:

- check if an individual had a historical HB claim that was refused or terminated due to the claimant's immigration status and provide dates to DWP
- alert LAs to a WCS claim to HB using an electronic form (using the existing Home Office data share single point of contact (SPOC)). LAs should then review their original decision on a refused/terminated claim and, where appropriate, arrange for HB payments, including backdated payments, to be made in accordance with current guidance/legislation.

11. The LA must then complete the form and return it via email to HDD at hdd.strategyteam@dwp.gov.uk

12. You should note, it is not expected that the Home Office will contact an LA directly regarding WCS and the loss of benefits.

How LA should treat payments made under the WCS

13. Compensation payments made by the Home Office under the WCS and the Windrush Exceptional Payments scheme should be disregarded for HB purposes on an extra-statutory basis with the agreement of HM Treasury. No amendments will be made to HB regulations.

14. The extra statutory provision applies to anyone in receipt of HB or any of the other income related benefits. Any payments made to claimants in respect of the WCS should be disregarded for the purposes of income or capital calculations indefinitely.

Additional funding

15. Consideration of the provision of funding for those LAs who may be disproportionately affected will be considered in the Autumn 2019 when impacts will be clearer. HDD is acting as a SPOC for liaison with LAs in regard to specific Windrush compensation cases and management information will be gathered to inform those impacts.

Signposting claimants

16. Should an LA receive an enquiry from a claimant or member of the public regarding their immigration status or making a Windrush Compensation Claim you should use the following Home Office contact details.

Immigration status enquiries

Phone: 0800 678 1925

Monday to Saturday 9am to 5pm

Email: commonwealthtaskforce@homeoffice.gov.uk

Making a Windrush Compensation claim

Phone: 0800 678 1925

Monday to Friday 9am to 5pm

Email: WindrushCompensationScheme@homeoffice.gov.uk

Further information about the WCS

17. Further guidance regarding the WCS can be found at:
<https://www.gov.uk/guidance/windrush-compensation-scheme>

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**Manchester City Council
Report for Resolution**

Report to: Executive – 11 September 2019

Subject: Implementing “Tell Us Once”

Report of: City Solicitor
Deputy Chief Executive and City Treasurer

Summary

Tell Us Once is a service which is offered by local authorities on behalf of the Department for Work and Pensions (DWP). The service allows the person who is registering a death, the opportunity to inform central and local government services of the death in a single interaction rather than having to write, telephone or even attend each service individually. The Tell Us Once service is free to use and can save bereaved residents a great deal of time and effort.

Although there is additional time required for the Council at the point of registration of a death, as well as some coordination and systems issues, the benefits to residents mean that it is recommended that this service is implemented in Manchester.

Recommendations

Executive is requested to support the recommendation for Manchester City Council to enter into an agreement with the DWP to implement the Tell Us Once initiative in the city. The effective go live date would be 4 November 2019.

Wards Affected – all wards

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

Avoiding duplication, paper processing and unnecessary travel is a key part of the initiative. If we go ahead this would support this agenda.

Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Supporting our residents at difficult times is a key part of the Our Manchester Strategy. Working across service areas with the citizen at the heart of this is key.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Support will be provided to those residents that require assistance with their self-service and digital access skills development.
A progressive and equitable city: making	This initiative supports residents during

a positive contribution by unlocking the potential of our communities	difficult and challenging times and saves them money and time.
A liveable and low carbon city: a destination of choice to live, visit, work	Avoiding duplication, paper processing and unnecessary travel is a key part of the initiative. If we go ahead this would support this agenda.
A connected city: world class infrastructure and connectivity to drive growth	See above

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 additional work associated with this service level agreement with the DWP will be built into normal council business processes. This is expected to be up to an additional five minutes as part of the death registration process to register a person for the Tell Us Once service.

Government do not provide any additional financial resources to provide this work other than supporting the implementation and ongoing support and relationship management. The view is, that in addition to improving customer service, the expectation is that this project saves time and resources within agencies, reduces overpayments and fraud and error in the system and improves revenue collection by the provision of prompt and accurate data.

The additional resources required to provide the service will be managed from within existing revenue budgets.

Financial Consequences – Capital

None.

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Name: Fiona Ledden
Position: City Solicitor

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E-mail: f.ledden@manchester.gov.uk

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Position: Director of Customer Services and Transactions
Telephone: 0161 953 8202
E-mail: j.price2@manchester.gov.uk

Background documents (available for public inspection):

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

Tell Us Once Legislation- Welfare Reform Act 2012

<http://www.legislation.gov.uk/ukpga/2012/5/part/6/crossheading/tell-us-once/enacted>

Tell Us Once Impact assessment

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/220191/tell-us-once-wr2011-ia.pdf

What to do when someone dies- gov.uk website link

<https://www.gov.uk/after-a-death/organisations-you-need-to-contact-and-tell-us-once>

1. Background

Tell Us Once is a service which is offered by local authorities on behalf of the Department for Work and Pensions (DWP). The service allows the person who is registering a death, the opportunity to inform central and local government services of the death in a single interaction rather than having to write, telephone or even attend each service individually. The Tell Us Once service is free to use and can save bereaved residents a great deal of time and effort.

Although there is additional time required for the Council at the point of registration of a death, as well as some coordination and systems issues, the benefits to residents mean that it is recommended that this service is implemented in Manchester.

The main benefits are

- The Tell Us Once service is a cross-government programme that enables people to inform over 30 services just once of a death;
- People are often at their most vulnerable at times of bereavement and a recent death can directly impact on the amount and type of benefit and services people may receive;
- Over 2,000,000 customers have used the service nationally and 396 LAs offer the service;
- There is a high rate of customer and staff satisfaction with 98% of customers having said they would recommend the service to others;
- Data Protection - TUO is already GDPR /DPA2018 compliant by the very fact that the service is voluntary in nature and users choose which departments and service areas they would like to inform.

2. Project Aims and Benefits

The project's aims are:

- Putting the citizen at the heart of what we do;
- Delivering better services - TUO notifications provides full dataset for the deceased, bereaved, next of kin and executor of the estate;
- Reduces nugatory phone calls;
- Quicker interaction with the Next of Kin and remaining members of the deceased's family;
- Protects against failed delivery of a promised customer service;
- Reduces any potential complaints to the authority, eg correspondence addressed to the deceased;
- Reduces the time spent by Registrars on asking nugatory questions of customers, often at a very distressing time;
- Helping the most vulnerable at a difficult time;
- Saves time and money for bereaved citizens.

**Good customer service doesn't mean
expensive or inefficient business processes**

*Passionate about delivering the best value for government
and taxpayers whilst giving people a better service*



3. Process

When the service is operational, the Council would notify the person about the TUO service when they telephone to book an appointment to register a death. It is important to note that deaths are registered by the Council where the death occurred, rather than where the resident ordinarily resided. In Manchester, due to our hospitals providing services to residents across Greater Manchester and the North West of England, we register many deaths for people who do not reside in the city, but have died in the city. The TUO service is also offered to these people and there is a reciprocal agreement across councils as part of the TOU initiative.

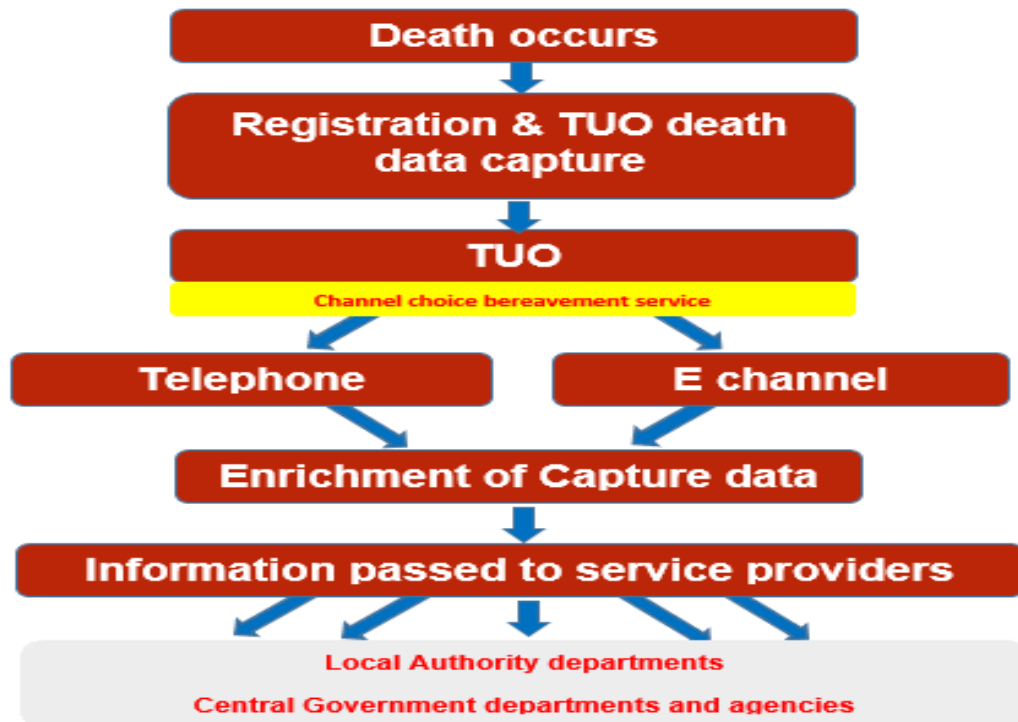
After registering a death, the person will be offered a Tell Us Once interview. The registrar asks which central and government services need to be notified. The authority and notification is then sent through immediately. The person registering the death is then given a unique TUO reference number and full details as to what needs to happen next and what they need to do.

The next stage is then completed via telephone conversation with a person from the DWP's TUO service or the person can go on line. In Manchester we are also proposing an additional service so that people who need help with the process or need to use a telephone or computer can go to our Customer Service Centre where help will be provided, tailored to the person's needs.

A person must have registered the death and been given the unique Tell Us Once reference number before they can use the telephone or online service.

The one exception is when a coroner has ordered an inquest into the death. In these cases different arrangements apply and staff from the Council are working through the arrangements for this as part of the project implementation.

Tell Us Once is completely voluntary but most people find it a very helpful service. Once the various agencies informed by Tell Us Once have received notification of the death, they will make any further contact necessary with the bereaved family. Tell Us Once does not notify any commercial organisations of the death and cannot arrange for redirection of post or suppression of direct mail.



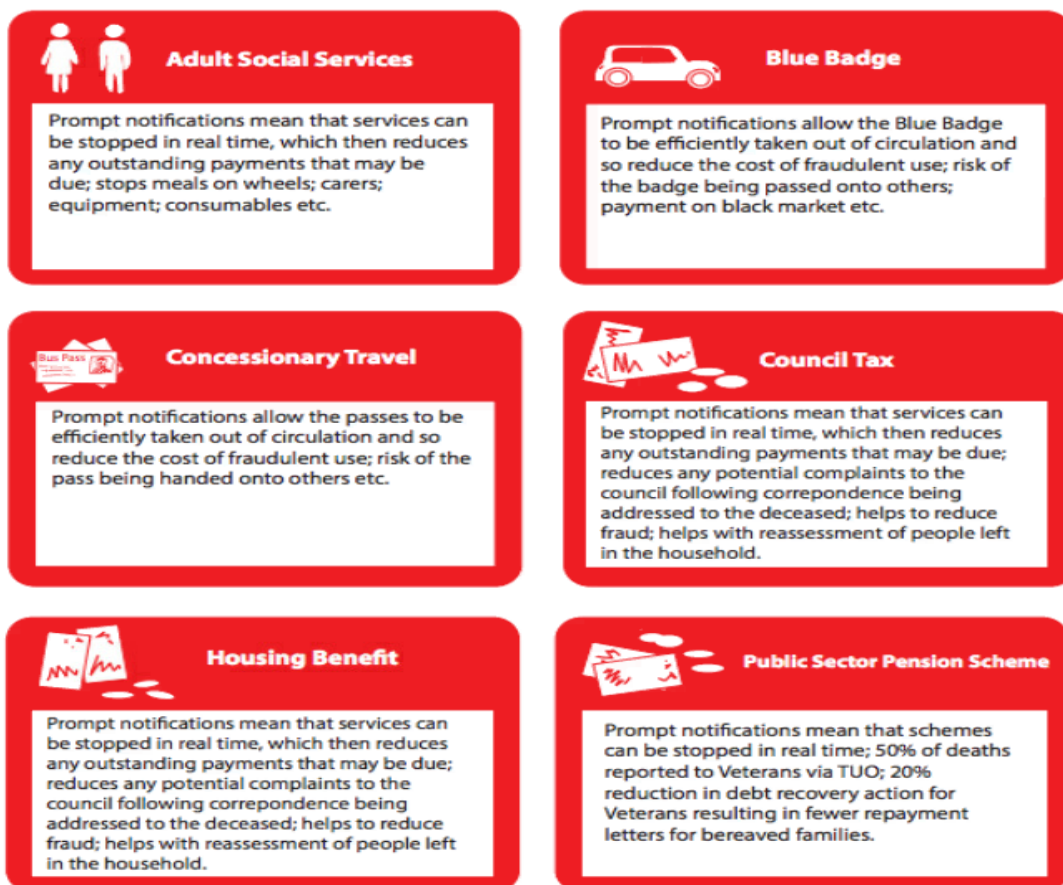
4. Resources

Government do not provide any additional financial resources to provide this work other than supporting the implementation and ongoing support and relationship management.

In terms of Council resources, there are resource considerations and overheads that have all been considered and will be managed within existing resources. These mainly result to an additional few minutes at death registration and then dealing with the electronic notifications from the DWP.

5. Summary of the benefits of Tell Us Once

The following model shows the main benefits and links to Council departments of the Tell Us Once.



6. Timescales

The project is working to the following timescales:

- Project start date 2/9/19
- TUO soft launch 14/10/19
- TUO go live 4/11/19
- Evaluation April 2020

7. Communication and Engagement

Leading up to the launch of Tell Us Once, a communication and engagement strategy is being produced in liaison with the DWP. This will support understanding for colleagues and citizens. The strategy will include:

- Leaflets and posters
- Locations of publicity material
- Website content
- Social media launch
- Advising people about the service when they make and attend an appointment to register a death.

8. Contributing to a Zero-Carbon City

Avoiding duplication, paper processing and unnecessary travel is a key part of the zero carbon city initiative. If the Council goes ahead with TUO this would support this agenda and avoid unnecessary travel and appointments.

9. Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

Supporting our residents at difficult times is a key part of the Our Manchester Strategy. Working across service areas with the citizen at the heart of this is key.

(b) A highly skilled city

Support will be provided to those residents that require assistance with their self-service and digital access skills development.

(c) A progressive and equitable city

This initiative supports residents during difficult and challenging times and saves them money and time.

(d) A liveable and low carbon city

See above

(e) A connected city

Support will be provided to those residents that require assistance with their self-service and digital access skills development.

10. Key Policies and Considerations

(a) Equal Opportunities

There are no particular equal opportunities issues identified as part of this implementation. The key issue is that for those residents that want to access TUO, where a resident has access or support requirements this will be provided.

(b) Risk Management

No significant risks identified. A soft launch will allow the Council to deal with any issues prior to a wider roll-out and publicity. The project also builds in a review process that will capture any learning.

If the TUO initiative is not deemed to be working or successful from a council or resident perspective, the Council able to withdraw with immediate effect.

(c) Legal Considerations

No further legal considerations identified.

11. Recommendations

Executive is requested to support the recommendation for Manchester City Council to enter into a service level agreement with the DWP to implement the Tell Us Once initiative in the city. The effective go live date would be 4 November 2019.

**Manchester City Council
Report for Resolution**

Report to: Executive – 11 September 2019

Subject: Manchester Science Park Strategic Regeneration Framework update.

Report of: Strategic Director (Growth & Development)

Summary

This report informs the Executive of the outcome of a public consultation exercise with local residents, businesses and stakeholders, on the draft Strategic Regeneration Framework update for Manchester Science Park, and seeks the Executive's approval of the Framework.

Recommendations

- i. To note the outcome of the public consultation on the draft updated Strategic Regeneration Framework for Manchester Science Park.
 - ii. To approve the draft updated Strategic Regeneration Framework for Manchester Science Park, and request that the Planning and Highways Committee take the Framework into account as a material consideration when considering planning applications for the site.
-

Wards Affected

Deansgate and Hulme

Manchester Strategy outcomes	Summary of the contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	<p>The SRF will deliver a range of employment opportunities within the Oxford Road Corridor. This district is one of the most economically important areas within Greater Manchester, generating £3 billion GVA per annum and with more job creation potential than anywhere else.</p> <p>Assets within Manchester Science Park and the wider Oxford Road Corridor area are vital to capture the commercial potential of research and innovation. The range of employment opportunities include those in construction through the ten-year development phases, and end use opportunities within both retail and knowledge-intensive sectors including tech, med-tech and digital.</p>

<p>A highly skilled city: world class and home grown talent sustaining the city's economic success</p>	<p>The Manchester Science Park Strategic Regeneration Framework sets out development opportunities to be achieved through the ambitious expansion of MSP. This will ensure that economic benefits from this unique commercial location can be maximised for the benefit of Greater Manchester.</p> <p>The further expansion of MSP is driven by the requirements of both new and existing technology business with the potential for rapid growth, particularly those developing and commercialising new products and processes. The creation of an optimum environment for this sector will assist in developing a high calibre talent pool and retaining talent within with city.</p>
<p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p>	<p>The SRF includes proposals for the delivery of new purpose built student residential accommodation. This development will be aligned with the objectives and aspirations of the city's universities, to meet increasing demand resulting from Manchester's position, within both the UK and internationally, as a leading city for higher education.</p> <p>MSP continues to support a range of training programmes and initiatives to increase the skills of those seeking to work within the science, digital and technology sectors. Occupants within the MSP site have facilitated a number of apprenticeships and enterprise / training programmes.</p>
<p>A liveable and low carbon city: a destination of choice to live, visit, work</p>	<p>The delivery of high quality public realm is a critical component of the future expansion of MSP. Adding high quality public realm will improve the local communities' experience of MSP as a place to walk through and dwell. It will also ensure the delivery of an environment that appeals to future commercial occupiers, and create a fitting environment for occupants to showcase the world-leading work and activities that are taking place at MSP.</p>
<p>A connected city: world class infrastructure and connectivity to drive growth</p>	<p>The MSP site will benefit from continued investment and enhancements delivered in relation to the city's public transport infrastructure. The framework promotes a modal shift from a reliance on car travel to the site, utilising the location's strong sustainable transport links including the recently delivered bus priority scheme, the Metrolink network, cycling infrastructure and walking routes that connect the MSP site and Oxford Road Corridor with the city centre and Hulme.</p>

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

None

Financial Consequences – Capital

None

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Email: p.bartoli@manchester.gov.uk

Background documents (available for public inspection):

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

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

- Report to Executive – Manchester Science Park Draft Regeneration Framework – 12 March 2014

- Report to Executive – Manchester Science Park Draft Regeneration Framework – 3 September 2014
- Manchester Science Park – Strategic Regeneration Framework September 2014
- Draft updated Manchester Science Park Strategic Regeneration Framework – August 2018
- Report to Executive – Manchester Science Park Strategic Regeneration Framework Draft Update – 14 November 2018

1.0 Introduction

- 1.1 On 14 November 2018, the Executive endorsed, in principle, the draft Strategic Regeneration Framework (SRF) update for the Manchester Science Park (MSP) and requested that the Strategic Director undertake a public consultation exercise in relation to it.
- 1.2 This report summarises the outcome of the public consultation on the framework.

2.0 Background

- 2.1 The SRF sets out a refreshed strategy for the delivery of the expansion and intensification of the Manchester Science Park, establishing a globally leading urban science park.
- 2.2 The 2018 SRF update detailed the opportunities for sites within MSP that have the potential to further contribute to employment growth, which could be acquired and redeveloped, or refurbished, alongside the creation of new associated public realm. The MSP site also includes the potential for a purpose-built, student accommodation block and food and beverage provision to support the commercial activity in the area.
- 2.3 The MSP SRF has been developed alongside the Oxford Road Corridor Strategic Regeneration Framework Guidance (SRFG). This will ensure a holistic and aligned regeneration approach across one of the city region's most important economic areas. The Oxford Road Corridor SRFG is considered elsewhere on this agenda.
- 2.4 Manchester Science Park is located within the Oxford Road Corridor, a district which includes: world class higher-education institutions; a leading research and teaching hospital; a rich range of cultural facilities; and over 80,000 jobs, many of which are in knowledge intensive sectors, including health, education, professional, scientific and technical sectors. The diverse function of the Oxford Road Corridor means that it is critical that any development plans brought forward are aligned with the overarching strategy and ambitions for the area.

3.0 Corridor Strategic Spatial Framework Guidance

- 3.1 In March 2018, the Council's Executive approved the Oxford Road Corridor Strategic Spatial Framework (SSF) which provided guidance for the future development of the area. A Strategic Regeneration Framework Guidance (SRFG) document has since been produced which provides further detail relating to four specific sites within the Oxford Road Corridor area.
- 3.2 The purpose of the SRFG is to establish site-specific urban design, place-making and development principles for four specific sites, which do not currently benefit from an endorsed development or regeneration framework

(with the exception of Site D which falls within the First Street development area). These sites are:

- **Site A: Upper Brook Street**
- **Site B: Former Elizabeth Gaskell Campus**
- **Site C: Birchall Way**
- **Site D: Wilmott Street**

- 3.3 The vision and proposed uses set out within the MSP SRF are fully aligned with the Oxford Road Corridor SRFG, and will provide development that is complementary to these sites.
- 3.4 A report will be presented to a future Executive setting out the current context around provision of student accommodation within the city and particularly the city centre. It will be informed by the MSP SRF and Oxford Road Corridor SRFG and we will engage with local members.
- 3.5 The MSP site incorporates now defunct sites within the UoM estate that have been identified for alternative uses. One such is a former sports hall that is seen as an appropriate site for PBSA due to its existing location on pedestrian routes to Oxford Road and proximity to campus.

4.0 The MSP SRF Consultation Process

- 4.1 Council Officers presented an overview of the SRF document to a meeting of the Aquarius Tenant and Resident Association on 11 December 2018. Consultation letters were then sent out on 19 March 2019 to 2,301 local residents, landowners, businesses and stakeholders, informing them about the public consultation, how to participate and engage in the consultation process, and where to access the SRF document. The draft framework was made available on the Council's website from 20 March 2019, and comments were invited on this.
- 4.2 The formal consultation closed on 3 May 2019, following a six-week period of consultation.
- 4.3 The City Council received 9 responses to the consultation on the Strategic Regeneration Framework, broken down as follows:
- 6 from individual residents
 - 1 from a higher education institution
 - from statutory/public organisations
- 4.4 During the Council's consultation, Manchester Science Partnerships also held two consultation events: one for members of the public; and another for existing MSP customers, to present the draft framework. Additionally, a drop-in session was held on 9 April 2019 at the Aquarius Centre.
- 4.5 Following the Council's consultation, Manchester Science Partnerships also held a site tour for local residents on Thursday 4 July 2019. Invitations were

sent to local tenant associations and other organisations and interest groups. Four people attended the site tour and overall the feedback was positive.

5.0 Consultation Comments

5.1 As a result of the consultations, a range of issues were raised by the respondents. They can be assigned to the following broad categories, and are summarised below:

- Accessibility
- MSP Occupiers
- Ecology and green infrastructure
- Development heights
- Amenity provision
- Construction impact
- Parking and traffic management
- The impact on existing residents
- Consultation process
- SRF document

Accessibility

5.2 A number of comments received were supportive of the planned development of MSP. Specific comments included:

- Pedestrian linkages through the site were enhanced within the SRF area, with a good amount of lighting included.
- The cycle storage facilities within the site are well used and successful.
- Closing Pencroft Way to vehicles would have a positive impact on the local area.

MSP Occupiers

5.3 A respondent questioned whether the site would be accessible by residents as detailed within the framework. Particular reference was given to gates blocking entrance to the site on weekends.

5.4 Two respondents referenced a historic case of environmental pollution from a previous occupant, which resulted in the tenant being asked to leave the Manchester Science Park. One respondent added that a restriction to 'offices only', should be imposed on tenants wishing to take space in the direct vicinity of residential properties along Greenheys Lane.

Ecology & green infrastructure

5.5 A high proportion of the individual responses received related to ecology and green infrastructure, in particular concerns about loss of greenspace, other types of green infrastructure and biodiversity. Particular reference was made about the mature trees that line a number of streets in and around the site; a

grassed area that has been earmarked for a multi-storey car park; and a grassed area outside BASE (formerly Hillel House) that hosts bluebells in the spring.

Development heights

- 5.6 A number of resident respondents expressed concern that the indicative heights of the proposed buildings have increased from 4/5 storeys in the 2014 SRF to 5/6 storeys within the 2018 version. It was added that six storey buildings may block light and direct sunshine to existing residential blocks. Two respondents requested that taller buildings are moved to the eastern side of Lloyd Street North, away from residential homes.

Amenity provision

- 5.7 A single respondent questioned the need for an increase in the number of retail units and food and beverage provision, and the competition this will bring to local shops.
- 5.8 Another respondent wanted to see the proposed car park accessible to local residents in addition to visitors and those employed at the science park.

Construction impact

- 5.9 One respondent raised concerns relating to disruption that may occur during the construction at MSP, in particular, noise and disruption of Wi-Fi and 4G connectivity, which has occurred during previous phases of development.

Parking & traffic management

- 5.10 One resident felt that the expansion of MSP would lead to an increase in traffic on the roads surrounding the site, resulting in an increase of pollution for residents. This respondent also added a concern about dangerous driving around the vicinity of the MSP.

Impact on existing residents

- 5.11 Whilst a respondent acknowledged that it felt safer walking from UoM towards the eastern end of the Science Park, they added that the level of lighting would impact on the adjacent residential properties.
- 5.12 A single respondent commented that there may be an increase in litter and waste, although they weren't specific on where the waste may come from.

Consultation process & SRF Document

- 5.13 A respondent commented that they felt that the public consultation event undertaken by Manchester Science Partnerships had not been inclusive of all the residents in the area, adding that they had been excluded from this process.

- 5.14 One respondent felt that the length of the document was off-putting and repetitive.

Statutory public body responses

- 5.15 The specific comments submitted by TfGM in response to the consultation are summarised below:

- Most 'business park' locations are accessed primarily via car. Given the location and proximity of Manchester Science to the regional centre, there is an opportunity to ensure access to sustainable modes of transport. This will also play a key function in the place making strategy for MSP, with the site currently functioning as a suburban business park with access predominantly by car.
- To fully assess whether the proposed multi-storey car park provides an appropriate level of spaces, it would be beneficial to understand current levels of parking and anticipated demand created through the creation of new commercial floor space. If demand is based on the 2011 modal split (Ordnance Survey) for MSP, the levels of parking required at MSP would exceed the levels provided within the proposed multi-storey car park.
- Transport modelling may be required to understand the impact of proposals, around the local road network.
- The SRF's aspiration to improve access to sustainable modes of transport could be more ambitious. Due to the location of MSP, there is scope to increase the amount of sustainable travel improving pedestrian connectivity and cycle access to the site needs. This could include:
 - Amenities to support sustainable transport modes, including shower facilities and increased cycle storage.
 - The relocation and provision of new bus stops
 - Improving pedestrian connections from the Oxford Road Corridor and the universities.

- 5.16 There was also a response from a higher education institution based in the area, as follows:

- Support was given to the proposed demolition and development of the current building at the McDougall site into PBSA.
- Whilst support was provided for the car-free aspirations of the site, consideration must be given to times of the year when vehicular access is necessary, for example at the start and end of student tenancies.
- Continued engagement was requested between MSP and the organisation. They also request further consideration into the scale and density of the McDougall site.

- 5.17 Historic England North West were also consulted. They have recommended that the local authority conservation officer and appropriate archaeological

staff be engaged to advise on the historical environment and any impact on historical assets.

6.0 Response to Comments

Accessibility

- 6.1 The Manchester Science Park is accessible to members of the public and Manchester Science Partnerships encourage people to use the connections provided in the area. The proposed development of the site provides further opportunities to enhance the functionality and quality of these connections, as highlighted in some of the responses in support of the scheme. The delivery of these improvements has already begun, with the completion of the Bright Building which has created high quality public realm and additional access through the site.
- 6.2 The proposals provide the opportunity, through the delivery of new development, to strengthen linkages with Hulme and the local community by addressing the building frontages on Greenheys Lane. Currently these are inward facing and turn their back on the local community. The SRF sets out the opportunity to provide new amenities for the use of MSP occupants and the wider community. MSP confirmed that the site is at no time gated, and this would continue to be the case.

Potential tenants

- 6.3 Neither the City Council nor Manchester Science Partnerships are aware of any case of environmental pollution from previous tenants. Extraction from MSP buildings have extraction filters fitted, which prevent chemicals being released during the extraction process.
- 6.4 The existing Greenheys building located on Greenheys Lane is primarily for office use, but does also include some ancillary laboratory space. This space within the building has recirculating self-filtered fume hoods. The SRF sets out principles and a framework for the future redevelopment of a number of buildings along Greenheys Lane, which includes the provision of commercial uses and purpose built laboratory and workspaces' that will support the growth of the science and technology focussed businesses in line with Manchester's Core Strategy.
- 6.5 Detailed planning applications would be subject to technical assessments and further consultation, which would demonstrate how the proposals avoid adverse impacts to residents, including in relation to air quality and noise. Any detailed proposals would be required to satisfy all relevant legislation and planning policy.

Ecology & green infrastructure

- 6.6 A key focus of the SRF is the creation of an environment that appeals to future occupiers, and creates amenity value for existing tenants and local

communities. The masterplan supports the creation of a central, predominantly green space, which will provide a focal point for the area, together with a network of smaller squares and plazas. The delivery of new and enhanced public realm, which will be facilitated by the closure of Pencroft Way and removal of vehicles from the site, provides an opportunity to better support existing ecology on site and enhance biodiversity through new tree planting. This proposal will also improve the pedestrian experience.

- 6.7 An ecologist has undertaken an initial survey of the existing MSP site. This survey has concluded that the bluebells referenced in the consultation responses are either Spanish or hybrids and therefore do not have protection as native bluebells. Further ecological survey work will be undertaken across the wider MSP site in due course. Any detailed planning applications which are brought forward will be required to be supported by a detailed ecology survey, which would recommend measures for protection as required and for enhanced biodiversity.
- 6.8 Whilst some of the existing grassed space in the MSP site is proposed for development, such as for the multi-storey car park, these areas provide little amenity in their current form, and will be more than offset by the new and improved public realm proposed by the SRF. Contrasting views were provided regarding this site, with one resident commenting that this would have a detriment impact on the area, and another stating the multi-storey car park was a better use for the site.
- 6.9 The new public realm and green infrastructure proposed as part of the SRF will include new tree-planting and other measures to support bio-diversity. Masterplanning of the site has been designed to take account of existing trees and to ensure retention where possible, particularly the better quality and mature trees. As detailed proposals are developed for the Hillel House site, consideration will be given on how the mature trees to Greenheys Lane can be retained within the scheme. If it is not possible to retain a tree, the requirement will be in line with the Council's policy on tree replacement, which will require three trees for each one removed.

Development heights and density

- 6.10 As the Manchester Science Park is located in the city centre, density is generally higher than comparable science parks that are within out of town locations. As the proposals set out an increase in density, any detailed planning application will have to demonstrate that they account for established urban design objectives and protect existing resident amenities, in line with relevant planning policies.
- 6.11 Any impact that development may have on existing rights to light, sunlight and daylight, will be assessed and considered as part of the detailed planning application process.
- 6.12 The rationale for an increase in building heights within the MSP site is attributed to increased demand for occupier space on the park, which will lead

to the creation of additional jobs. The revised height limits proposed are deemed to be appropriate for the development as a whole.

Amenity provision

- 6.13 With the expected growth of the Manchester Science Park, both in terms of workers and residents, there will be a need to provide some local retail provision. As development is delivered within the MSP site, demand for amenities in the area will be monitored and provided as required.
- 6.14 The current car parking provision within MSP is paid for by tenants of the Science Park and allocated accordingly. Therefore, assigning these for resident use would not be possible. Resident parking is discussed in section 7.21 of this report.

Impact of construction

- 6.15 Planning applications brought forward within the MSP site will require a detailed construction management and logistics plan to be agreed with both Environmental Health and Highways, in advance of any construction works commencing, to demonstrate how the activity would be managed to minimise impact on residential amenity. This would consider a number of measures including: hours of operation; air quality; construction traffic; construction and demolition methods to be used; and measures to control the emission of dust and dirt during construction.
- 6.16 An initial baseline TV and Radio Survey was undertaken in May 2019 in respect to the former Hillel House site. This report concludes that there would be no impact on television signals in the surrounding area arising from a five storey scheme. For radio transmissions, weakening of signal in the immediate shadow of the building is possible, but potential impacts are limited due to variable signal strength and the robust nature of radio services, so that it is expected that no noticeable effects would occur in practice. If impacts do occur, the likely mitigation would be replacement of the receiving aerial with a more directional or higher gain aerial, and replacement of terrestrial reception equipment with satellite reception equipment or cable, but only where this is attributable to the development. This will be checked through an impact assessment post completion of the development.
- 6.17 The report also contained an assessment of mobile phone networks in respect of the next phase of development at Manchester Science Park. The report considered the baseline position of the four main mobile networks and the predicted future impact following development. In the existing situation, there is good coverage for all networks in most locations. In the future situation, it is likely that coverage will still be good for all networks in all location, with a slight reduction for one network in one location close to the planned building on the Hillel House site; overall there is a minimal impact.
- 6.18 In respect of WiFi, the study advised that signal strength is determined between the provider, and the point of connection into the home / business,

and the receiver equipment. The wireless signal emits from the hub / router, within the demise, so disruption would only be caused by the service provider equipment or the building user's layout. The introduction of new development would not affect WiFi signal.

- 6.19 All future planning applications for buildings in excess of four storeys will need to be supported by a further TV and Radio Reception Survey, to consider any potential for interference and make recommendations for any mitigation required.

Parking and traffic management

- 6.20 As well as comments made by individual residents, the points below also address the response made by TfGM.
- 6.21 The Council operate a resident parking scheme in the vicinity of MSP. This currently has two areas: Arnott Crescent to the south; and Monton Estate to the west. Denmark Road is one of the key areas currently affected by on-street parking. It is currently subject to a variety of restrictions that limit parking, but there are also large areas where on-street parking is allowed. As part of the Bright Building proposals, MSP has agreed a revised scheme of Traffic Regulation Orders (TRO) with the Council to provide more short-term parking and alleviate some of the issues that occur with congestion. The scheme includes an addition of proposed limited waiting for 30 minutes and 2 hours, with no return within 1 hour. In the future, there may be a requirement to consider further TRO's. This will be explored further with the Council's Highways team and Manchester Science Partnerships.
- 6.22 The Council is committed to encouraging workers and residents to take up more sustainable forms of transport, reducing the number of private cars used by commuters. The infrastructure being provided in and around the Science Park is planned to take advantage of its position adjacent to public transport routes and improving its linkages to major pedestrian and cycling thoroughfares. MSP will provide high quality public realm, increasing car-free areas and the amount of trees within the locality, all of which will contribute to creating a more pleasant environment.
- 6.23 The strategy for Manchester Science Park has been designed in line with national and local planning policy to encourage this shift. The level of car parking proposed is considered to be appropriate, and is commensurate with the objective of reducing car travel.
- 6.24 The provision of the amenities required to support sustainable transport modes such as shower facilities and cycle storage will form part of individual planning applications. MSP's recently constructed Bright Building now provide showers and lockers, a secure bike store, and a kit drying room.

Impact on existing residents

6.25 A number of key measures are detailed within the SRF to mitigate any impact on local residents whilst providing a range of benefits. These include:

- Lighting the site to appropriate levels, to ensure that the area feels safe but will not cause light pollution to the surrounding areas.
- A waste management approach aligned with Council policies, specifically in relation to waste from the student accommodation block. This will be subject to further detail and testing as planning applications are received.
- MSP undertake litter picks throughout the day across the site and the surrounding boundary lines. The landscaping contractor also undertakes a litter pick within the maintenance contract including seasonal clearing of leaves etc.
- Litter bins for general use have been installed following the development of landscaped areas. Any requirement for additional bin provision will be monitored as new development is delivered.

6.26 The SRF also details how the development for the Manchester Science Park will support the delivery of a number of wider associated benefits for Manchester residents. These include:

- Manchester Science Partnerships have a commitment to social and community objectives. These are fully detailed on page 16 of the SRF, but in summary includes: training initiatives and promoting employment; participation and citizen engagement; building the capacity of the voluntary community and social enterprise sector; and promoting environmental sustainability. This would complement the improvement to the wider built environment and the provision of high quality public space.
- The creation of new employment opportunities is a key element of the proposals, which will provide a significant increase in floorspace at a major employment location. The total employment on the site following completion of the MSP SRF proposals has been estimated at 7,500 full time equivalent (FTE) jobs. The project will also provide a boost to the local construction industry over the next 10 years. The construction companies will be encouraged to procure the workforce from local communities, creating a significant level of employment during the construction period. This will be supported through planning conditions in relation to local labour agreements.
- Current MSP customers support a series of initiatives aimed at getting a more diverse mix of young people into careers within science and technology, including through apprenticeships and learning initiatives such as Manchester Sharp Futures, The Juice Academy and CoderDojo.
- The new central space proposed for MSP will introduce a natural, meaningful social and community meeting place. This is the green heart of the development, providing a significant public space and the centre of community activity for occupiers and local residents.

Consultation Process & SRF Document

6.27 As set out in section 4 of this report, in addition to the six week public consultation undertaken by the Council, a stakeholder engagement drop-in

session was hosted by MSP. The session was promoted and open to all members of the local community. A number of methods were used to inform local residents of the engagement drop-in session, in accordance with Manchester's Statement of Community Involvement. This included:

- A leaflet drop to residents and businesses within the consultation boundary. The delivery company were also requested to place copies on notice boards and with the concierge of any apartment blocks.
- Personalised invitations sent to two local schools and the Darul Amaan Mosque.
- The Aquarius Centre displayed the leaflet on their notice board and issued the leaflet via their resident mailing list.
- MSP publicised the engagement drop-in session via their Twitter social media account in the lead up to the session and placed the information on their website.

6.28 Manchester Science Partnerships additionally held a follow-up site tour for local residents on Thursday 4 July 2019, taking them around the Science Park, visiting some of the existing buildings, facilities and public realm, as well as providing information about future plans. Invitations for this session were sent to local tenant associations and other organisations and interest groups, with four people attending the site tour.

6.29 Any future planning applications will be subject to further consultation, where all local stakeholders including residents will be given an opportunity to comment on the detailed proposals. MSP has confirmed that they will ensure that Adactus Housing Association are notified directly in relation to any future applications.

6.30 The SRF has been drafted to be as succinct as possible, whilst providing information about the progress made against the 2014 SRF, the reasons for the update and the refreshed development principles.

Heritage

6.31 There are no heritage assets on, or adjacent to, the MSP site, and early engagement with a local archaeologist has established that there is unlikely to be any archaeology of interest on the site. Engagement on this issue will continue as detailed planning applications are brought forward including with the Council's conservation officer.

7.0 Conclusions

7.1 The enhancement and expansion of MSP represents a key opportunity for the city to capture new opportunities for sustained growth in key sectors such as biotechnology and life sciences, in an increasingly competitive and dynamic global marketplace.

7.2 The SRF proposals would help to drive forward the city's competitive offer as a principal destination for inward investment and employment in key growth

sectors. The plans would also contribute substantially to the further expansion and diversification of the city's economic base in a manner that can be fully aligned with its growth, sustainability and regeneration objectives for the wider benefit of residents across Manchester.

- 7.3 Specific proposals will require planning applications to be submitted to the Council as local planning authority. All applications will be subject to further public consultation and will be required to be supported by:
- Detailed ecology survey
 - Sunlight / daylight impact assessments
 - A construction management plan in line with Council policy.
- 7.4 Following a request from Adactus Housing Association, MSP have confirmed that they will notify them directly in relation to any future planning applications.
- 7.5 No amendments to the draft updated SRF are proposed arising from the consultation.
- 7.6 Recommendations appear at the front of this report

8.0 Key Policies and Considerations

(a) Equal Opportunities

- 8.1 The Manchester Science Park Strategic Regeneration Framework has been consulted on with a wide range of stakeholders, including local residents, existing customers and a number of statutory agencies, enabling all interested parties to engage in the process.

(b) Risk Management

- 8.2 N/A

(c) Legal Considerations

- 8.3 If approved by the City Council, the updated Manchester Science Park (MSP) SRF will not form part of the Council's Development Plan but would be a material consideration for the Council as Local Planning Authority.

**Manchester City Council
Report for Resolution**

Report to: Executive – 11 September 2019

Subject: Oxford Road Corridor Strategic Regeneration Framework Guidance

Report of: Strategic Director – Growth & Development

Summary

This report informs the Executive of the outcome of a public consultation exercise with local residents, landowners, businesses and other stakeholders, on the draft Strategic Regeneration Framework Guidance (SRFG) for the Oxford Road Corridor area, and seeks the Executive's approval of the Framework.

Recommendations

The Executive is recommended to:

- i. Note the outcome of the public consultation on the draft Strategic Regeneration Framework Guidance for the Oxford Road Corridor area.
 - ii. Approve the draft Strategic Regeneration Framework Guidance including proposed amendments in response to the consultation and request that the Planning and Highways Committee take the Framework into account as a material consideration when considering planning applications for the four sites covered by the SRFG.
 - iii. Agree land in Council ownership will be used to support the SRFG as opportunities are brought forward.
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Wards Affected Deansgate, Ardwick, Hulme

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 Oxford Road Corridor is economically the most important area within Greater Manchester, with more job creation potential than anywhere else. The area generates over £3.6 billion GVA per annum, consistently accounting for 20% of Manchester's economic output over the past five years. The area has almost 80,000 jobs, over half of which are within knowledge-intensive sectors, including health, education and professional, scientific and technical sectors.

	<p>Assets within the Oxford Road Corridor area are vital to capture the commercial potential of research and innovation.</p> <p>There is the potential to create further significant job opportunities on the sites included within the Strategic Regeneration Framework Guidance.</p>
<p>A highly skilled city: world class and home grown talent sustaining the city's economic success</p>	<p>The Oxford Road Corridor Strategic Regeneration Framework Guidance sets out the development opportunities to create the optimum environment for the knowledge economy to thrive and grow. Alongside the local business community, the Oxford Road Corridor contains the city's key knowledge institutions that create a high calibre talent pool. The creation of a range of new employment opportunities and enhanced connections to these roles will assist in retaining talent from a critical mass of activity, to strengthen the economy.</p>
<p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p>	<p>Oxford Road Corridor partners have worked, and continue to work, on the development of skills to ensure the city can meet its potential.</p> <p>Partners continue to focus on 'Increasing Oxford Road Corridor's contribution to Economic and Social Inclusion' as an objective of the Strategic Vision to 2025. Enhanced connections to surrounding communities are prioritised, to help spread the benefits of regeneration investment.</p>
<p>A liveable and low carbon city: a destination of choice to live, visit, work</p>	<p>The Oxford Road Corridor is a neighbourhood of choice that contains a wealth of cultural, leisure and educational assets. These attractions which include The Whitworth Gallery and park, Manchester Museum, Contact Theatre and Manchester Academy, make the area a key visitor destination and a place to spend time.</p> <p>Oxford Road Corridor is also the home to a leading research and teaching hospital campus which serves the wider region.</p> <p>The Strategic Regeneration Framework Guidance sets out the priorities for further place-making activity, including new public realm, within the sites included.</p>
<p>A connected city: world class infrastructure and connectivity to drive growth</p>	<p>Oxford Road Corridor partners work together on transport issues on a variety of scales and modes all with the aim of enabling transport services to function within the area, enabling people to travel in</p>

	<p>a sustainable manner including walking and cycling.</p> <p>The Strategic Regeneration Framework Guidance considers connections and routes between surrounding wards; improving wayfinding; and enhancing key transport routes to be important.</p>
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Full details are in the body of the report, along with any implications for

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

Financial Consequences – Capital

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Background documents (available for public inspection):

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

- Oxford Road Corridor Strategic Vision to 2025.
- Report to the Executive - Oxford Road Corridor Enterprise Zone (formerly known as GM Life Science Enterprise Zone) - January 6 January 2016
- City Centre Strategic Plan 2015 – 2018
- Report to the Executive – MMU Estates Strategy - 28 June 2017

- Report to the Executive – Oxford Road Corridor Strategic Spatial Framework – 28 June 2017
- Report to the Executive – Oxford Road Corridor Strategic Spatial Framework – 8 March 2018
- Oxford Road Corridor Strategic Spatial Framework – March 2018
- Draft Oxford Road Corridor Strategic Regeneration Framework Guidance – October 2018
- Report to the Executive – Draft Oxford Road Corridor Strategic Spatial Framework Guidance – 14 November 2018

1.0 Introduction

- 1.1 On 14 November 2018, the Executive endorsed, in principle, the draft Strategic Regeneration Framework Guidance for the Oxford Road Corridor area, and requested that the Strategic Director undertake a public consultation on the framework with local stakeholders.
- 1.2 This report summarises the outcome of the public consultation on the framework. This was also presented to the Oxford Road Corridor Partnership Board in July 2019.

2.0 Background

- 2.1 The Oxford Road Corridor is a very significant and important zone of academic excellence, innovation and entrepreneurship within Greater Manchester, with more employment creation potential than anywhere else in the city region. The area is already home to almost 80,000 jobs, over half of which are within knowledge-intensive sectors, including the health, education and professional, scientific and technical sectors.
- 2.2 A recent economic impact assessment shows how employment has increased by 11 % over the last four years. The area accounts for 20% of Manchester's GVA, totalling over £3.6 billion. Fuelling the area's business and start-up growth is the large supply of highly skilled workers and competitive business environment, supported by 27,000 graduates and postgraduates who enter the labour market each year.
- 2.3 Future growth forecasts for the Oxford Road Corridor estimate the creation of an additional £2 billion of GVA and a significant growth in employment, taking the total number of FTE jobs to over 104,000 by 2025, and generating an additional £162 million of residential spend per annum.
- 2.4 The Oxford Road Corridor Strategic Spatial Framework 2018 provides guidance for the future development of sites which are proposed for redevelopment, to ensure they are fully utilised with an appropriate mix of uses and density. It is clearly established in planning policy and the existing SRF that the mix of uses must be employment-led.
- 2.5 The purpose of the Strategic Regeneration Framework Guidance (SRFG) is to establish site-specific urban design, place-making and development principles, as well as planning guidance to enable positive regeneration outcomes to be secured at four key sites. Unlike North Campus (ID Manchester), Manchester Science Park, Circle Square and First Street, the sites covered by the SRFG do not currently benefit from an endorsed development or regeneration framework (with the exception of Wilmott Street which is located within the First Street SRF area).
- 2.6 This consultation on the SRFG brought forward by the Oxford Road Corridor Partners, relates to four key sites which are integral to the Oxford Road Corridor Strategy. These sites are:

- Upper Brook Street
- Former Elizabeth Gaskell Campus
- Wilmott Street (Former Salvation Army)
- Birchall Way

- 2.7 At the heart of the education, health and research cluster, the Upper Brook Street (UBS) site is identified as a ‘future development opportunity’ with scope for increased density. Mixed commercial uses are considered to be the priority for the area. The site is strategically very important in terms of its scale, locational advantages and capacity to accommodate larger, flexible floorplate commercial buildings required to sustain the continued economic growth of the Oxford Road Corridor and wider area. The SRFG establishes a long-term strategy to guide development of the UBS site as an employment-led destination over the next 10-15 years, ensuring that land is safeguarded for employment-generating uses within key growth sectors.
- 2.8 The Former Elizabeth Gaskell Campus site is identified as a ‘transformational strategic investment site’ and part of the existing and emerging cluster of health research and innovation. The site is located immediately adjacent to the existing Manchester University NHS Foundation Trust estate at the southern edge of the Oxford Road Corridor. It is essential to safeguard the site to provide further floorspace to support the health and innovation cluster, and the overall growth objectives of the Oxford Road Corridor.
- 2.9 The Wilmott Street site is also identified as a ‘transformational strategic investment site’. It is part of an existing and emerging cluster of creative, cultural and mixed-use development within the First Street regeneration area. The 2018 First Street SRF confirms that in addition to previously identified residential use, the site is also suitable as a commercially-led mixed use development, capitalising on its locational advantages.
- 2.10 The Birchall Way site is identified as a ‘future development opportunity’ site and part of an existing and emerging cluster of education uses, including health education and student living. The site is identified as a longer term opportunity, which should be reserved for education expansion or commercial floorspace as part of a mixed-use destination. The site should also incorporate social and community infrastructure. There is also the potential for a small element of residential use.
- 2.11 A report will be presented to a future Executive setting out the current context around provision of student accommodation within the city and particularly the city centre. It will be informed by the MSP SRF and Oxford Road Corridor SRFG and we will engage with local members.
- 2.12 The draft SRFG is also fully aligned to the report on the Manchester Science Park SRF which is also included on this agenda. It sets out a refreshed strategy for the delivery of the expansion and intensification of the Science Park, establishing a globally leading urban science park. As with the SRFG, the Manchester Science Park report also details the opportunities around

research, educational and commercial uses which should be maximised for sites that have the potential to further contribute to the economic and inclusive growth of the area.

3.0 The Consultation Process

- 3.1 Due to the large area covered by the Oxford Road Corridor area local residents, landowners, businesses and stakeholders were informed about the consultation online and via social media. The public consultation began on 22 March 2019 providing details about the public consultation, how to participate and engage in the process, and where to access the SRFG document. The draft Framework was made available on the Council's website on the corporate consultation homepage and City Centre Growth and Regeneration page, and comments were invited on this. Social media posts were provided on the Council's Facebook and Twitter feeds throughout the consultation period providing users with the link to details on the consultation.
- 3.2 The formal consultation closed on 3rd May, following a six week period of consultation.
- 3.3 The City Council received five responses to the consultation. Responses were submitted by two landowners (along with a joint statement), a higher education institution and a local charitable organisation.
- 3.4 A briefing was provided at the regular Aquarius Tenants and Residents Association meeting held in December 2018. This was held at the Aquarius Centre and outlined the purposes of the Oxford Road SRFG and provided the opportunity to ask any questions and highlight the forthcoming consultation. A briefing was provided at February's regular Brunswick Tenants and Residents Association meeting. This was held at Brunswick Church and outlined the purpose of Oxford Road Corridor SRFG and provided guidance on how to take part in the consultation and the opportunity to ask any questions.

4.0 General responses to the Consultation

- 4.1 Comments were received from a higher education institution, outlining its support for the principles set out in the SRFG. The submission welcomed the recognition of the economic importance of the area, and the need to ensure finite land resources support the activities and growth of the area. The designations proposed in the guidance provide the potential for growth and are welcomed. Landowners also welcome the specific focus on the Upper Brook Street and Birchall Way sites.

5.0 Comments on the Upper Brook Street site

- 5.1 Land owners submitted detailed individual responses along with a joint statement relating to the Upper Brook Street ("UBS") site. The submissions are broadly supportive of the overall ambitions of the SRFG and development principles for the Upper Brook Street site, particularly the need to fully utilise

finite land resources. However, a number of detailed points and concerns have been raised. A summary of key issues raised by landowners is outlined below.

Key principles of Development

- 5.2 There is agreement amongst the landowners who responded that the Upper Brook Street site has the potential to accommodate significant levels of new development growth, including large floorplate commercial buildings. However, the high density development of the wider site should allow a broader mix of use and heights.

Density

- 5.3 Based on architectural analysis, the landowners believe that the overall volume of development on the UBS site can be increased and should not be capped. In their view, the site could comfortably accommodate around 1.5 m sq. ft. of development and therefore reference to the overall volume of development should be deleted as this is unnecessarily prescriptive. One landowner commented that as long as a minimum of 850,000 sq. ft. of new commercial space is created, any additional floorspace could then be utilised for additional or alternative uses. The landowner stated that this could be achieved by optimising site densities for development to the west of the site at the University of Manchester, without impacting the residential amenity of residents to the east of the site. Landowners believe that there should be flexibility within the SRFG for additional non-commercial uses to be market-driven and tested at the detailed planning stage.

Mix of uses

- 5.4 There is no objection amongst the landowners to the wider UBS site redevelopment being employment-led, and there is recognition of the potential for high quality employment generating uses as an early phase of development. This would, however, need to be part of a wider mix of uses and not restrict potential residential, PBSA, health, community and other uses.
- 5.5 Another landowner requests a broader mix of use and heights, as at Circle Square and North Campus. Additional non-commercial uses should be market-driven and tested at the detailed planning stage, subject to compliance with adopted policy.

Residential and Student Accommodation

- 5.6 Landowners believe that stipulating that there is scope only for 'very limited' amounts of new residential development including PBSA is over prescriptive, and could prevent future employment-led development proposals from coming forward.
- 5.7 Given the scale of the UBS site and its location close to the universities, landowners believe that it has the potential to accommodate high quality PBSA as part of an employment-led regeneration scheme. A greater extent of

residential/PBSA would complement existing uses within the area, bringing more vibrancy.

- 5.8 Given the historic undersupply of residential units in Manchester, landowners are of the view that the limit on residential use is not justified and is overly prescriptive. There is a pressing need for housing of all types across Greater Manchester.
- 5.9 One landowner comments that the narrow section of the northern element of the UBS development site between Kincardine Road and UBS does not lend itself to flexible office layouts and would be more appropriate for high quality residential development. PBSA would also be an appropriate use for this space.
- 5.10 Another landowner is of the view that high quality PBSA should be included within the mix. The former Citroen garage is considered to be the optimum location to focus any new student accommodation.

Heights & Massing

- 5.11 Landowners are concerned there is no rationale nor design justification for the approach taken to heights. An alternative indicative scale and massing drawing demonstrates how additional storeys could be incorporated on the northern part of the site.
- 5.12 A more flexible and responsive approach is recommended by one landowner that identifies a general height limit, but that a bespoke approach is pursued for landmark locations on corners and associated significant viewpoints.
- 5.13 Landowners believe that the limit of 10 storeys could prevent aspirations to create a high quality place. A separate masterplan study demonstrates that taller buildings above ten storeys could be successful at the UBS site, particularly at the landmark locations, without having a negative impact on the character of the area or street scene. References to the site not being suitable for tall buildings should be deleted and replaced with text requiring any proposals over ten storeys to be carefully considered.
- 5.14 Landowners are of the view that the draft SRFG fails to acknowledge that storey height of buildings depends on their use. As the UBS development site is intended to be commercially led, proposed development heights should be based on commercial storey heights or the corresponding number of residential or PBSA storeys to achieve equivalent height. To illustrate this point, a 6 storey commercial building would be roughly equivalent to an 8 storey residential building.
- 5.15 Landowners suggested that the footprint of the development plot behind the former Unitarian Chapel should be extended to enclose the new public realm.

Kincardine Road

- 5.16 Landowners stated that the reference to the possibility of re-alignment of Kincardine Road should be removed as this would be challenging given the multiple land ownerships in the locality. Landowners recommended that unless the supporting plan is amended, reference to the realignment of Kincardine Road should be removed.

Building Lines

- 5.17 One landowner objects to the width of the secondary pedestrian route through the site between proposed development blocks B and C being between 15 and 18 metres, on the basis that there is no justification for this large distance between blocks. They suggested that an additional 143,000 sq. ft. of commercial floorspace could be achieved through reduced width routes and that imposing a 15m minimum distance at this stage is unfounded and an unnecessary constraint on future development.

Mawson Hotel

- 5.18 A number of residents raised concerns regarding the future of the Grade II listed Mawson Hotel and single storey building close by.

SRF document

- 5.19 Landowners commented that the document should only relate to strategic issues, and contain a sufficient level of flexibility to allow for future discussions when detailed and commercially viable proposals come forward.

Car parking

- 5.20 One landowner supports the clear focus on sustainable transport and proposals to reduce reliance on cars throughout the Oxford Road Corridor. They also support the position that a multi-storey car park would not be the most appropriate use for the site.
- 5.21 The University of Manchester has a particular interest in developments along Upper Brook Street and supports the SRFG recommendations on car parking. A new car park will support the Manchester Engineering Campus Development (MECD) development and the institution's long term estates strategy.

Delivery and Collaboration

- 5.22 Landowners state that greater flexibility is required regarding the approach to delivery. Individual sites should be able to come forward independently to promote further regeneration of the wider area, provided they accord with the broad principles of the final SRFG.
- 5.23 Landowners believe that there should be no requirement for a collaboration agreement to be entered into by the various landowners before development can be brought forward. One landowner is concerned this requirement would

inhibit the ability to bring forward individual development plots in a timely manner, and therefore objects to this wording in the draft SRFG.

- 5.24 Another landowner does not object to the need to secure appropriate financial contributions towards place-making and the delivery of public realm and infrastructure, however, considers that this should be on a site-by-site basis as opposed to through any collaboration agreement.

6.0 Former Elizabeth Gaskell Campus

- 6.1 A charitable organisation commented that the document is in line with current City Council policies and identifies opportunities for the four sites in question. Specific comments received relate to the Former Elizabeth Gaskell Campus as follows:

Shepherd's House

- 6.2 The original Nuffield site extends further along Oxford Place and includes Shepherd's House. The respondent asks about the rationale for excluding Shepherd's House and its footprint from the proposed development site and its proposed future use.

Massing and Landmark Opportunity/Use, Public Open Space and Community diagram

- 6.3 The respondent noted that the desire line appears to run through the existing Brook House which is to be retained. The diagram should be amended accordingly.
- 6.4 The respondent noted that the diagram shows two areas of active frontages to either side of Brook House. These seem at odds with the proposal as they do not address proposed public realm in the centre of the site. These should be relocated or removed.
- 6.5 The respondent expressed strong support for the proposal to retain and enhance the character of Oxford Place, including retention of trees and garden walls. This could also be illustrated in the diagram.

7.0 Wilmott Street (Former Salvation Army)

- 7.1 No comments were received regarding the Wilmott Street site.

8.0 Birchall Way

- 8.1 Landowners broadly support the overarching principles of the SRFG for the Birchall Way site. A number of specific issues have been raised and are summarised as follows:

Timescales

- 8.2 Landowners are of the view that the Birchall Way site should be identified as an immediate development opportunity given that the site will be vacant from September 2019. The draft refers to a 10-20 year timeframe for regeneration, which, if not deleted, could stall the positive use of the site and become a focus for anti-social behaviour and actively conflict with the aspirations of the guidance.

Mix of Use

- 8.3 Given the sustainable location of the site and the mix of surrounding uses, the landowners are of the view that the draft SRFG rightly allows for a flexible mix of uses on the site covering residential, education and commercial. In their opinion, the most suitable use for this site is residential/PBSA given the site's context within the immediate proximity to residential neighbourhoods, university campuses and other student residential developments.
- 8.4 The landowners suggest that paragraph 5.5.1.1 should be amended to identify PBSA as an additional potential use for the site. The inclusion of PBSA as part of any proposals to redevelop the site would not compromise the aspiration to create a 'balanced portfolio of housing' and therefore increased flexibility should be provided.

Height

- 8.5 The landowners state that the proposed height and density provisions should be amended to reflect the character of the surrounding area and not just adjoining neighbours. This would enable development of the site to more positively respond to the scale of developments approved within the locality, and not just those immediately adjacent, specifically in the context of nearby MMU Birley Fields Campus and other existing and consented schemes.

Active Frontages

- 8.6 A landowner is supportive of the need to incorporate active frontages as part of the redevelopment of the site, but does not agree that the requirement for active frontages located adjacent to Princess Road is appropriate, given the proximity to significant highway infrastructure and the lack of amenity. They also object to the proposed inclusion of active frontages on the site's eastern boundary next to the existing basketball court, given the lack of animation that can occur in this area. In their view, active frontages would be better incorporated in to the site's northern elevation where it lies in proximity to Poynton Street.

9.0 Response to Consultation Comments

- 9.1 Comments received on the consultation relate to the specific sites and a summary of the responses to the comments is set out below for each site.

Upper Brook Street

Key principles

- 9.2 The City Council welcomes support from landowners that the site is a ‘further transformational opportunity’ and the primary focus should be employment and commercial-led development. The draft SRFG sets out a framework that is designed to enable the site to be brought forward in a way that maximises its contribution to economic growth in accordance with local planning policy. It allows for employment-led, high density mixed use development, as well as a very limited amount of residential use.

Density

- 9.3 Based on the comprehensive master planning exercise undertaken, it is considered that around 1 million sq. ft. of new floor space could be achieved. In order to retain an element of control on density, there is no requirement to remove this reference. This reflects wider design and townscape considerations, such as existing and future building heights, natural and heritage assets, residential amenity, access to good sunlight and daylight, and appropriate wind microclimate within public realm.
- 9.4 It is recommended that a minor amendment to the wording be made to confirm that in excess of 1 million sq. ft. could be delivered. The draft SRFG clearly states the precise volume of floorspace delivered will be determined through planning applications. Potential for additional floorspace and increased density can therefore be tested through the planning process, along with a detailed understanding of how overall density is planned across the site. The draft is not intended to be prescriptive as it sets out opportunities for the site and guidance that developers must respond to.

Mix of Uses

- 9.5 No amendments are proposed in relation to the mix of uses. The Oxford Road Corridor is identified as a strategic economic location and focus of employment growth. The Oxford Corridor Strategic Spatial Framework reinforces the importance of bringing forward land for employment uses, suitable for office, research and development, light industrial, general industrial, education and health related uses, in line with the adopted Manchester Core Strategy. Local planning policy also provides support for a range of economic development uses, including retail, leisure, entertainment, cultural and tourism facilities to support the vibrant employment location attractive to businesses, employees and visitors to the city centre. The UBS site is key site within this context and has significant potential to contribute to the continued success of the Corridor as a major economic driver.
- 9.6 A key principle of the Oxford Road Corridor SRFG is to prioritise development for educational and employment uses, in line with the function and growth of, and the strategic priorities for the area. As such, the Upper Book Street site is not primarily identified as a strategic location for residential development nor for PBSA. There is already a pipeline of PBSA, either under construction or with planning consent, within the Oxford Road Corridor, in accordance with the

relevant planning policies. Further guidance on a revised Student Accommodation Strategy will be provided in a report to be presented to a future Executive meeting. In response to these comments, it is recommended that paragraph 2.2.1 of the SRFG should be clarified, to state that residential uses may form part of the development on the northern part of the UBS site as detailed in paragraph 9.9, if it can be demonstrated that this is in accordance with regeneration objectives, in particular supporting economic and educational growth, and planning policy.

Residential and Student Accommodation

- 9.7 The draft SRFG recognises that there may be potential for high quality PBSA on the UBS site, where it can be demonstrated that this is in full compliance with local planning policy, and that it will help unlock employment-generating commercial uses across the wider site.
- 9.8 The delivery of new high quality PBSA could have benefits in terms of releasing existing housing stock back to family housing, as well as ensuring that student accommodation is designed to meet the needs of students and is easier to manage. The draft SRFG makes provision for a very limited amount of PBSA, and it is considered that this is appropriate for the UBS site. This is in accordance with Core Strategy Policies, including H12 Purpose Built Student Accommodation, and in light of the fact that there is already a significant amount of PBSA within the construction and planning pipeline. In addition, the universities are developing their own student accommodation strategies, which will likely see further new and enhanced stock.
- 9.9 The plot to the north of the site (bounded by Grosvenor Street and Kincardine Road) is recognised as being constrained due to its narrow width and is considered to be an opportunity for flexible use, provided that this is in line with the wider principles. This could include residential use, however it is not considered an opportunity for a standalone PBSA development. There is very limited scope for this use and the plot adjacent to the former Unitarian Chapel is considered the most suitable for this use. It is considered that the central blocks, including the site of the former Citroen garage, should be retained as a focus for employment-led or educational use. The scale of these blocks and their frontage to Upper Brook Street and the University of Manchester estate means they are well placed to deliver the type of large-floorplate, flexible commercial buildings that are required to support continued economic growth.
- 9.10 There is some potential for flexible use to be incorporated into the Kincardine Road frontage, therefore there is some scope through a detailed planning application to test a scheme that includes an element of residential use, provided that it forms part of an overall employment-led development and in accordance with planning policy.

Heights and massing

- 9.11 The UBS site is not considered to be an appropriate location for tall buildings. Principles on height have been developed in line with local planning policy and

in response to the existing site context and future site consent. This reflects the transition in scale from the University of Manchester estate to the residential community of Brunswick, and existing assets with the site boundary and local area.

- 9.12 Whist there are a number of taller buildings in the wider vicinity, heights immediately adjacent to the UBS site are generally up to 10 storeys within the university estate and up to three storeys within the UBS site and Brunswick estate. There are some limited exceptions. It is considered appropriate that the general heights range between 6-10 storeys fronting Upper Brook Street, then drop down in scale to respond to the Brunswick residential neighbourhood and the natural and heritage assets in and around the site.
- 9.13 Existing green space at Gartside Gardens, as well as a number of heritage assets (including the Grade II* listed former Unitarian Chapel and Grade II listed Mawson Hotel), have been considered in establishing height principles. Further issues such as residential amenity, access to good sunlight and daylight and appropriate wind microclimate within public realm, have also been taken into account.
- 9.14 It is noted that there are differences in storey heights between commercial and residential uses and it is recommended that this should be reflected in the final version of the SRFG. As the UBS site will be employment-led, it is appropriate that the height principles are referred to using commercial building heights. It is recommended that the draft is amended to state that applications to test the potential for an equivalent residential storey height, where it can be demonstrated that this is compliant with local planning policy and would result in a high quality scheme.
- 9.15 It is recommended that Section 2.5.1.3 of the SRFG is amended to read “A *general height of between 6 and 10 commercial storeys or, subject to demonstrating that the scheme is otherwise Development Plan compliant and would result in a high quality development, number of residential or PBSA storeys to achieve equivalent height.*” And *...height of 4 commercial storeys or subject to demonstrating that the scheme is otherwise Development Plan compliant and would result in a high quality development, number of residential or PBSA storeys to achieve equivalent height.....*”
- 9.16 The draft SRFG recognises there is a landmark development opportunity on the Upper Brook Street site, given its proximity to the city centre and location within key viewing corridors. However, taking into account existing and future site context it is not considered an opportunity for increased height. Architectural quality will be the focus for any landmark proposal, rather than height. It is recommended that the sections 2.5.1.1 and 2.5.1.3 of the SRFG will be clarified to reference that the potential for taller buildings may be considered in landmark locations, if it can be demonstrated that this would be in compliance with local planning policy including Core Strategy Policy EN2 Tall Buildings.

- 9.17 No amendments are proposed in relation to massing. The blocks and massing principles are designed to enable scope for new public realm to create an appropriate setting for the Grade II* listed former Unitarian Chapel.

Kincardine Road

- 9.18 The reference to the realignment of Kincardine Road is primarily to enable north to south pedestrian and cycle connectivity between Princess Street and Levenshulme. This is a well-used route but would benefit from environmental improvements. It is an option for future consideration and is therefore proposed to retain this reference.

Building Lines

- 9.19 No amendments are proposed in relation to building lines. The proposal for a 15 metre distance between buildings between plot B and C is on the basis that the route forms part of a longer distance east-west connection, providing a pedestrian link between Trinity High School through to Medlock Primary School and Ardwick Green Park, and connecting key focal points within the University of Manchester estate. Bridgeford Street itself provides a useful precedent for street width, which has a predominantly 15 metre interface between buildings. This principle is considered necessary to define key pedestrian connections from the perspective of orientation as well as continuity.

Mawson Hotel

- 9.20 The masterplan established a principle that the Mawson Hotel will be retained and refurbished and that new active community uses will be developed in this area. This could include small scale retail, café, bar and other social infrastructure. The existing open space between the buildings has potential for improvement as part of an enhanced public realm.

Level of detail

- 9.21 The draft takes a flexible approach and has been developed in line with local planning policy. Detailed designs will be developed through the planning process as proposals come forward.

Car parking

- 9.22 No amendments are proposed regarding car parking. The draft allows for car parking to be considered on a site by site basis, provided that planning applications are supported by a car parking strategy. The draft recognises there may be a need for a multi-storey car park, noting that it would not be the most appropriate land use. The general approach is that there should be a focus on sustainable transport modes and any detailed planning applications would need to be accompanied by a car parking strategy, giving consideration to the wider UBS site.

Delivery and collaboration

- 9.23 No amendments are proposed in relation to delivery and collaboration. The draft SRFG is not intended to be prescriptive. It establishes a series of principles to support the delivery of high quality development which is compliant with the Development Plan, whilst allowing for flexibility for developers to respond to the principles and market conditions through the detailed planning process.
- 9.24 It is encouraging to see that collaboration has already commenced between key partners. It is critical however that the site is brought forward for redevelopment in a comprehensively planned and collaborative manner to ensure regeneration opportunities are maximised. A collaboration agreement will remain a requirement to demonstrate how the overall and timely development of the site will be delivered.

10.0 Former Elizabeth Gaskell Campus

Shepherd's House

- 10.1 Shepherd's House is proposed to form part of the site boundary for the SRFG. As set out within the text, the principles established are for the retention of the building, which makes a positive contribution to the setting of the Victoria Park Conservation Area, and for its refurbishment as a commercial or community use that works with its significant features. This could potentially be for smaller commercial operators as part of a wider business eco-system. New development should be designed to integrate with both the retained villas (Brook House and Shepherd's House). It is recommended that the site boundary is amended to include Shepherd's House.

Massing and Landmark Opportunity/Use, Public Open Space and Community diagram

- 10.2 It is proposed that Brook House will be retained and refurbished for a commercial or community use. The framework also recognises an opportunity to enhance functional and physical connections including improved permeability between the Oxford Road Corridor and Oxford Place. The diagram notionally indicates a route through the site that would facilitate this connection and beyond into Upper Park Road. This would be subject to further development through planning applications in due course.
- 10.3 The framework supports the principle of introducing animation and activity within the site, including around areas of new and enhanced public realm. The supporting diagrams demonstrate where activity may be focused within the site and this would be developed through planning applications.

11.0 Birchall Way

Timescales

- 11.1 A minor amendment to the SRFG is proposed to include reference to the possibility for earlier development, provided that this is in accordance with local planning policy and the SRFG as a whole. Whilst there is nothing in the draft SRFG that would prevent the Birchall Way site coming forward in shorter timescales, it is envisaged that a comprehensive masterplanning and redevelopment of the site may be a longer term opportunity. If the site does become vacant in September 2019, consideration should be given by the landowners to potential compatible meanwhile uses and security measures required.

Mix of Use

- 11.2 The site is a future development opportunity within the Oxford Road Corridor Spatial Plan area, as designated in the Oxford Road Corridor Strategic Spatial Framework.
- 11.3 The draft SRFG provides a framework for the site's future development that ensures it is fully utilised with an appropriate mix of land uses at an appropriate density, in accordance with local planning policy and existing site context.
- 11.4 Whilst the site itself falls outside of, but immediately adjacent to, the area covered by the city centre policies of the Core Strategy, it is located within the designated Regional Centre and forms part of the Central Manchester regeneration area and subject to Central Manchester policies on employment land and housing.
- 11.5 Policy EC8 established that Oxford Road Corridor will make a significant contribution to the delivery of employment land being suitable for office, research and development, light industrial, general industrial, education and health uses. This policy forms the basis for the establishment of the Birchall Way site as suitable for academic expansion and commercial use.
- 11.6 The Birchall Way site is a key gateway site immediately adjacent to Princess Parkway, it is not identified as being a key location for new housing. However, it does have potential for residential uses that would add to the creation of a balanced mix of residential development within the Hulme area. Whilst the site is well-located, adjacent to a number of existing and future PBSA, as well as the Manchester Metropolitan University estate, it would have to be demonstrated that there is a demand for additional PBSA or a formal agreement with one of the universities and that the scheme would contribute towards a positive regeneration in its own right.
- 11.7 It is proposed to include an additional note to section 5.5.1.1 as follows:

The land currently occupied by the Land Rover car dealership within the wider Birchall Way site represents a development opportunity that can be brought forward within the short term. The remaining sites located along Princess Parkway represent longer term regeneration opportunities; which may be developed over the next 10 years. However, this would not prevent earlier

development, in the event that proposals in accordance with the Development Plan and the SRFG are brought forward in a shorter timescale.

It should be reserved for academic expansion and/or commercial uses and/or residential uses that would add to the creation of a balanced mix of residential development within the Hulme area. In relation to housing, it is likely that a priority would be placed on the creation of a balanced portfolio of housing that will broaden the choice and quality of housing for local people, make provision for families and also make provision for economically active residents wishing to locate in close proximity to expanding employment opportunities associated with Manchester City Centre and the Oxford Road Corridor (all in accordance with Core Strategy Policy H1 Overall Housing Provision and Policy H5 Central Manchester). PBSA is not considered the most appropriate use of this site to deliver the development mix required. A proportion of student accommodation has been delivered nearby at MMU's Birley Fields Campus, while the majority of other University sites are some distance from the Birchall Way site.

Height

- 11.8 The principles in relation to height have been developed in response to the existing and future site consent, reflecting the transition in scale from the Birley Fields Campus and future Manchester Metropolitan University scheme, which is currently under construction, to the residential community of Hulme. The draft responds to this context and is considered to allow for the delivery of an increased density of development, including through increased scale adjacent to Princess Road. No amendments are proposed regarding heights.

Active frontages

- 11.9 The key diagram indicates the potential for new active frontages to Princess Road. This is appropriate, as it is proposed that a new pedestrian and cycle connection would be created in this location, which would benefit from animation and activity. It would also be appropriate to support the integration of the site with the wider community to include some active uses.
- 11.10 The key diagram will be updated to reflect the opportunity for an active frontage to Poynton Street and the Primary Movement corridor.

12.0 Clarifications to diagrams

- 12.1 The following clarifications will be made to diagrams in the SRFG:

Upper Brook Street

- Study area boundary to be consistent across all diagrams.
- Final iteration of public realm comparator diagrams required.
- Movement and street hierarchy diagram includes shapes and line described by a black dashed line, which is not included within the key. This will be deleted.

- Additional diagram to be included to demonstrate the potential for re-alignment of Kincardine Road.

Birchall Way

- Diagram will be updated to show Poynton Street as suitable for active frontage.

Former Elizabeth Gaskell Site

- All diagrams, including site boundary, to include Shepherd's House (existing building).

13.0 Conclusions

- 13.1 The successful development of the Oxford Road Corridor is fundamental to driving continued economic growth and investment in Manchester and the wider city region.
- 13.2 Land within the ownership of the Council will be used to support the SRFG as opportunities are brought forward.
- 13.3 As set out in the Corridor Strategic Spatial Framework and draft SRFG, the Oxford Road Corridor has an internationally significant combination of public and private sector partners committed to bringing forward new investment in academic and research excellence.
- 13.4 By 2025, the planned development programme within the area will deliver over four million sq. ft. of high quality commercial, leisure, retail and residential space. A recent economic impact assessment underlines the increasing role the Oxford Road Corridor plays in contributing to the continued economic success of the city and wider conurbation.
- 13.5 Substantial investment programmes of major institutions combined with investment in new research, incubation, science park facilities, important civic buildings, public space and cultural facilities have firmly established this area as a world class location. It is a key driver of, and further opportunity for, accelerated high valued added economic growth and enhanced productivity for Manchester and the wider city region.
- 13.6 The future development of the four sites focusing on commercial and educational uses is therefore integral ensuring continued positive regeneration and economic outcomes. Overall support for the draft SRFG key principles is welcomed.
- 13.7 Recommended amendments to the draft SRFG have been detailed throughout the report.
- 13.8 A range of minor clarifications are recommended to be added to the SRFG and are detailed in section 12 of this report.

13.9 Subject to approval by the Executive, amendments arising from the consultation outlined above will now be incorporated into the final SRFG.

13.10 Recommendations appear at the front of this report

14.0 Key Policies and Considerations

(a) Equal Opportunities

14.1 The Oxford Road Strategic Regeneration Framework Guidance has been consulted on with a wide range of stakeholders, enabling all interested parties to engage in the process.

(b) Risk Management

14.2 N/A

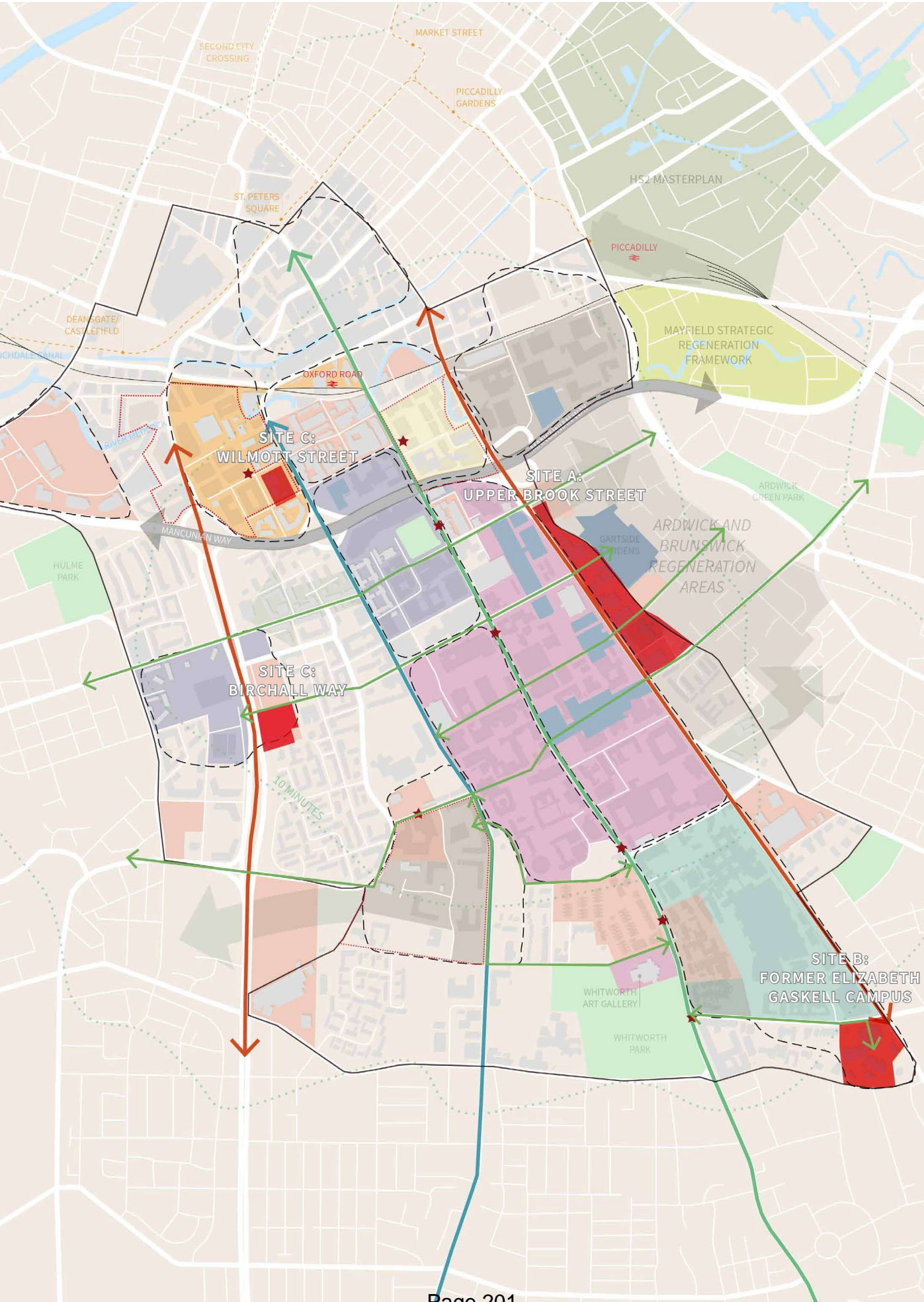
(c) Legal Considerations

14.3 N/A

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Corridor Manchester - Locations Plan



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**Manchester City Council
Report for Resolution**

Report to: Executive - 11 September 2019

Subject: HS2 Design Refinement Consultation Response

Report of: Strategic Director – Growth and Development

Summary

This report informs the Executive of a Design Refinement Consultation (DRC) held by HS2 Ltd. with a specific focus on the proposals within Manchester. The consultation seeks views on proposed refinements to the Phase 2b line of route (from Crewe to Manchester and West Midlands to Leeds). This report summarises the changes in the HS2 design, which mainly concern the location of two of the ventilation shafts on the route from Manchester Airport to Manchester Piccadilly. It also provides the Executive with an overview of the City Council's response submitted to the consultation. The full response is attached at Appendix 1 and should be read in conjunction with this report.

Recommendations

The Executive is recommended to:

1. Note the proposed refinements in Manchester in the HS2 Design Refinement Consultation; and
 2. Note the City Council's submission of a response to the consultation.
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Wards Affected Ardwick, Burnage, Didsbury East, Didsbury West, Fallowfield, Levenshulme, Northenden, Piccadilly, Rusholme, and Woodhouse Park.

Manchester Strategy outcomes	Summary of the contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	<p>A high-speed line between Manchester, the West Midlands and London, and improved rail connections in the North of England (as proposed by Transport for the North through Northern Powerhouse Rail (NPR)) will support business development in the region. The scheme has the potential to provide a catalyst which can attract further investment into Greater Manchester by creating a new gateway into the regional centre and boost investor confidence in the area.</p> <p>Specifically, the proposals for HS2/NPR stations at Manchester Piccadilly and Manchester Airport</p>

	provide major opportunities for stimulating economic growth and regeneration in the surrounding areas.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Development of a high-speed rail network serving the city centre and the Airport, and the regeneration of the Piccadilly area, together with continued development around the Airport, will provide much needed additional capacity and thus contribute towards the continuing economic growth of the city, providing additional job opportunities, at a range of skill levels, for local residents. As part of the high speed rail Growth Strategy, a Greater Manchester High Speed Rail Skills Strategy has been developed, to best enable local residents to access the opportunities created by both the construction of the High Speed rail infrastructure and from the additional investment and regeneration arising from it.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	<p>The economic growth brought about by high speed rail, and the regeneration of the Piccadilly area, will help to provide additional job opportunities for residents, as well as improved connections from communities to jobs in the city centre and beyond.</p> <p>The area will also provide new leisure opportunities, including new areas of public realm, accessible to all members of the public.</p>
A liveable and low carbon city: a destination of choice to live, visit, work	<p>The Manchester Piccadilly Strategic Regeneration Framework (SRF) provides a vision and framework for the regeneration of the Piccadilly area as a key gateway to the city, with a unique sense of place. As well as providing new high quality commercial accommodation, the new residential accommodation and the public amenities including public realm, retail and leisure opportunities, will create a desirable location in which to live, work and visit.</p> <p>HS2 will enable the provision of improved public transport, through the capacity released on the classic rail network and, if aligned with Greater Manchester's plans, integration with other transport modes at Manchester Piccadilly and Manchester Airport. This can encourage more public transport journeys and less reliance on cars. Improvements to rail capacity will also enable more freight to be transported using rail, reducing the number of journeys by road.</p>

<p>A connected city: world class infrastructure and connectivity to drive growth</p>	<p>HS2, together with NPR and the Northern Hub rail schemes, will bring a step change in rail connectivity both across GM and to the rest of the UK. HS2 and NPR will radically enhance north-south and east-west connectivity between the country's major cities, which will increase labour market accessibility, open up new markets for trade and stimulate economic growth, as well as better connecting people to job opportunities.</p> <p>The city's plans for Manchester Piccadilly and Manchester Airport Station are to provide world-class transport interchanges that can act as gateways to the city and city region.</p>
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Full details are in the body of the report, along with any implications for

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

None directly from this report.

Financial Consequences – Capital

None directly from 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 officers above.

- Report to Executive 14 December 2016 - Manchester Piccadilly High Speed 2 (HS2) Phase 2 Route Announcement
- Report to Economy Scrutiny 1 February 2017 - High Speed Rail – High Speed 2 (HS2) and Northern Powerhouse Rail (NPR)
- Report to Executive 18 October 2017 - Greater Manchester HS2 and Northern Powerhouse Rail Growth Strategy
- Greater Manchester HS2 and NPR Growth Strategy: The Stops are Just the Start 2018
- Report to Executive 7 March 2018 – Manchester Piccadilly Strategic Regeneration Framework Update 2018
- Report to Executive 27 June 2018 – Manchester Piccadilly Strategic Regeneration Framework Update 2018
- Manchester Piccadilly Strategic Regeneration Framework 2018
- HS2 Working Draft Environmental Statement 2018, available at: <https://www.gov.uk/government/collections/hs2-phase-2b-working-draft-environmental-statement>
- Report to Economy Scrutiny 7 November 2018 - HS2 Working Draft Environmental Statement (WDES)
- Report to Executive 12 December 2018 HS2 Working Draft Environmental Statement (WDES)
- HS2 Phase 2b Working Draft Environmental Statement Consultation Response of the Greater Manchester Combined Authority 2018
- HS2 Phase 2b Working Draft Environmental Statement Consultation Response of Manchester City Council 2018
- HS2 Phase 2b Design Refinement Consultation 2019, available at: <https://www.gov.uk/government/consultations/hs2-phase-2b-design-refinement-consultation>

1.0 Introduction

- 1.1 The Executive received a report in December 2018 setting out HS2 Ltd.'s consultation on the Phase 2b Working Draft Environmental Statement (WDES), and MCC's and GMCA's response to the consultation and the key issues raised.
- 1.2 HS2 Ltd. launched their Phase 2b Design Refinement Consultation (DRC) on 6 June 2019. The consultation does not have route wide information and is focused on specific changes to the route alignment, new scope, and new infrastructure for Phase 2b from the proposals covered by the WDES.
- 1.3 The refinements in Manchester are focused on proposed changes to the locations of tunnel ventilation shafts 2 and 4 (on Palatine Road and Lytham Road respectively) compared to the HS2 Working Draft Environmental Statement (WDES) 2018.
- 1.4 The location in the WDES proposal for Lytham Road vent shaft is on the playing fields of the new school, Manchester Enterprise Academy (MEA) Central. The DRC consultation proposes an alternative location at Fallowfield Retail Park on Birchfield's Road, a short distance away from the school, in Rusholme ward.
- 1.5 The location in the WDES proposal for the Palatine Road vent shaft is situated in the Didsbury Flood Storage Basin on Withington Golf Club land. The consultation proposes an alternative location for this vent shaft within Withington Golf Club land, closer to Palatine Road, in the Didsbury West ward.
- 1.6 The final route proposal will be submitted as part of the hybrid Bill, which is due to be deposited in Parliament in June 2020. The full Environmental Statement (ES) will be included in the hybrid Bill and will be available to read online, detailing the likely significant environmental effects of HS2 in different areas along the Phase 2b route. MCC will also provide a response to the consultation which HS2 Ltd. will undertake on the full ES.

2.0 Background

- 2.1 The route for the high speed line is split into community area sections in the WDES. MA07 Davenport Green to Ardwick is a route section in Manchester. This section is 13.4km long, of which 12.8km is in tunnel under the electoral wards of Ardwick, Longsight, Rusholme, Withington, Didsbury West, Didsbury East, Northenden and Baguley. There are a number of features associated with the tunnel. This includes four vent shafts proposed at:
 - Altrincham Road/M56 junction 3a (Northenden Ward) (Vent Shaft 1);
 - Withington Golf Course, Palatine Road (Didsbury West) (Vent Shaft 2);
 - The Christie Car Park D, Wilmslow Road (Didsbury East/boundary with Didsbury West) (Vent Shaft 3); and
 - Lytham Road, (Rusholme) (Vent Shaft 4).

- 2.2 HS2 Ltd. have stated these four vent shafts are required along the length of the Manchester tunnel to enable the smoke produced in the event of a fire to be extracted in a controlled manner; to provide fresh air in order to create smoke-free evacuation routes; to provide access for routine maintenance and the emergency services; and to meet the comfort requirements of passengers and staff in tunnels by keeping the air quality and temperature within prescribed limits.
- 2.3 Located above the tunnel ventilation shafts at surface level, buildings associated with vent shafts include headhouses and autotransformer stations. HS2 Ltd. have stated headhouses are required for control equipment, ventilation fans, lift machinery and emergency access doors. Autotransformer stations (at vent shafts 2 and 4) provide power to the railway. Each vent shaft would have a construction compound (during construction). The ventilation shafts require little day to day activity once built. Interaction would be for routine maintenance or emergency access reasons only.
- 2.4 The Design Refinement Consultation includes proposals for the relocation of the two vent shafts at Palatine Road and Lytham Road. Plans for these proposals are attached at Appendix 2.
- 2.5 HS2 Ltd. ran consultation events in Manchester on 25 June (Vent shaft 2) at Britannia Country House Hotel and 13 July (Vent shaft 4) at MEA Central. Information in the consultation has also been made available online and in public locations such as libraries. A briefing note was sent to Councillors of Didsbury West, Didsbury East, Northenden, Levenshulme, Burnage, Fallowfield and Rusholme wards at the time the consultation was launched. The deadline for all consultation responses is Friday 6 September 2019.
- 2.6 HS2 Ltd. have stated the placement of vent shafts have a number of considering factors:
- Alignment of the tunnel.
 - Requirement for vent shafts to be regularly spaced along the length of the tunnel.
 - Limited availability of undeveloped sites in predominantly urban areas.

3.0 Response Context

- 3.1 HS2 Ltd. published their Working Draft Environmental Statement and their WDES Equality Impact Assessment Report in 2018.
- 3.2 As reported to the Executive in the December 2018 report, MCC proposed in the response to the WDES alternative locations be found for the two vent shafts at Palatine Road and Lytham Road. This has been considered by HS2 Ltd. and are now being consulted on through the DRC. Other issues raised by the Council have not yet been responded to by HS2 Ltd., and these critical issues are reiterated in the response to the Design Refinement Consultation.
- 3.3 The City Council also made previous responses to the two HS2 Phase 2b line of route consultations, submitted in 2014 and 2017, and to ongoing design

work, which has raised a number of issues that still need to be responded to. HS2 Ltd. will publish their Environmental Statement (ES) at hybrid Bill deposit to parliament. The City Council will be submitting another detailed response at this stage.

- 3.4 As with the WDES, GMCA also responded to the DRC, in line with the Council response. The GMCA response lists the key issues on the Design Refinement Consultation for Greater Manchester. The City Council has provided input and is fully supportive of the response.
- 3.5 As previously reported to Executive, our responses to the Government's consultation in January 2014 and March 2017 and the WDES set out the benefits of HS2 to the UK, the city region and Manchester. They outlined the economic growth and regeneration opportunities at Manchester Piccadilly and Manchester Airport. They also emphasised what needed to be done in order to maximise those opportunities. In all of the responses over the past six years, the City Council and partners have reiterated their support for HS2 stations at the Airport and Piccadilly.
- 3.6 To date, no formal response has been received from HS2 Ltd. to our consultation responses. However, the City Council and its partners continue to work collaboratively with HS2 Ltd. on an ongoing basis. Our response highlights the fact that we are disappointed that we have not received a formal response to our previous consultations and that HS2 are not planning to share with us the detailed information that will be included in the full ES prior to its publication, which limits our ability to properly consult with local communities.
- 3.7 HS2 Ltd. are expected to consult on further refinements to the route at the end of the year, however content and timescales are still to be confirmed by HS2 Ltd.
- 3.8 The remainder of this report outlines the key points made in MCC's response to the DRC.

4.0 Key themes, issues and feedback

- 4.1 The key points made in our previous responses, during ongoing design development with HS2 Ltd., and restated in our DRC response have included:
- The need to create a station at Manchester Piccadilly that is a world class, fully integrated transport hub which can actively maximise economic growth and the regeneration of the eastern side of the city centre.
 - A strategic approach to transport investment at Piccadilly which leads to the earliest transformation of Piccadilly Station; avoids significant and long term disruption and blight; and promotes investor confidence. In other words, a '*Build it Once, Build it Right*' approach.
 - There is currently a lack of consistency around the station funding strategy for the Airport Station, where there is a requirement for a local funding contribution. HS2 Ltd. need to be fair and consistent in their funding strategy for the Airport Station, so that it is in line with other HS2 airport

stations. A local funding contribution can only be considered in the context of a fair and consistent approach.

- Highway solutions need to be adequate at both the Airport and Piccadilly, consider the wider strategic road network, and involve both local stakeholders and Highways England. They should also be aligned with the city's transport policies and approach to journeys in and around the city centre and cognisant of climate change impacts.
- Avoid adverse impacts on the M56 and local highway network and protect the operation and future growth of Manchester Airport in relation to traffic and access, and take account of the economic growth expected around the Airport.
- The amount and location of car parking at Manchester Piccadilly needs to be appropriate to its city centre location, next to a major transport hub and in the context of the Piccadilly Strategic Regeneration Framework (SRF), and wider policy initiatives e.g. City Centre Transport Strategy and GM 2040 Transport Strategy.
- The tunnel design and construction methodology must be developed in conjunction with the City Council and GM partners.
- Schemes should be developed in line with GM and Manchester strategies and policies to realise regeneration and economic growth opportunities.

4.2 HS2 Ltd. are also consulting on revised safeguarding maps. It is understood the safeguarding boundary will change at final Bill deposit and the City Council will therefore provide further comment on the revised safeguarding boundary, once it is available.

5.0 Specific points in response to the DRC

5.1 There are likely to be considerable transport movements arising from the movement of materials to and from the ventilation shaft sites, associated with the construction process. It is essential HS2 Ltd. provide detailed information on the logistics and spoil removal process, the anticipated effects of construction on the local highway network and residential areas, and the proposed temporary and permanent access to the vent shafts/headhouse and construction compounds. The City Council has requested information in relation to construction management as early in the process as possible.

5.2 The hybrid Bill will give HS2 planning permission to build the vent shaft (at the location specified in the Bill). The final designs of the headhouse will need to be agreed with the Local Planning Authority to ensure they are designed appropriately to minimise their visual impact, and fit with the local context and surroundings. Planting and landscaping around the sites should be used appropriately for mitigation. The City Council response requests to be involved in the detailed design of the vent shafts, which will need to be of a high quality.

5.3 The Council response to the WDES raised concern that it is unclear if the vent shafts will result in air pollution. The documents and plans provided in this consultation do not contain enough information to determine environmental health impacts such as noise and vibration issues. It is expected this will be provided in the ES, and the City Council will comment at this point.

Relocation of the Lytham Road tunnel vent shaft to Birchfield's Road, Fallowfield, Manchester

- 5.4 The Council were opposed to the previous location of the vent shaft in the WDES at Lytham Road, situated by Manchester Enterprise Academy (MEA) Central. HS2 Ltd. are proposing an alternative location at Fallowfield Retail Park. The Council are opposed to this alternative location, and this is included in the Council response to the DRC.
- 5.5 The Council welcomes the fact that the vent shaft is now proposed to be situated away from the site of the newly built MEA Central, reducing its impact on the school. The point of access to the site is no longer Lytham Road and has changed to Birchfield's Road, resulting in traffic accessing the site further away from the school and residents. However, there are a number of concerns with the proposed new location that need consideration, as set out below.
- 5.6 There are key concerns outlined in the City Council's response to the Design Refinement Consultation in regards to the new proposed location on Birchfield's Road. A residents' association and local members have also raised concerns on the proposed relocation of the Lytham Road vent shaft, including the timing of the consultation event.
- 5.7 In the current scheme at Birchfield's Road, a vent shaft headhouse would be constructed measuring 30m by 29m and approximately 6m high. The current design for the scheme in this location also includes an autotransformer, approximately 49m by 12m. The vent shaft would be 25m in diameter and 43m deep below surface level.
- 5.8 The proposed location would see demolition of three retail units at the northern end of the retail park subject to detailed design development, impacting the retail park, individual businesses and jobs associated with them. The retail park will also incur a loss of approximately 100 car parking spaces at the northern side. Construction works will also temporarily impact on other businesses, and the health facility situated on the retail park.
- 5.9 A current 'Park and Stride' arrangement with the retail park for the two nearby schools would be impacted by the loss of parking spaces on Fallowfield Retail Park. There is the loss of spaces used by Birchfield's Primary School to access the back entrance of the site for drop off/pick up and spaces that may be used by MEA Central for drop off/ pick up, considering the new school is not fully occupied yet.
- 5.10 The City Council's response highlights our concerns about the loss of the local retail facilities for residents, especially those residents needing to access shops within walking distance. Another concern is the impact of the loss of school parking spaces on air pollution outside the school, parking on residential streets including Lytham Road, and traffic flow in the area.

- 5.11 The Council has requested further information on the other locations considered within this local area and reasons why the retail park was selected as the preferred location. We have also requested that alternative sites are further explored. The Council response requests that HS2 Ltd. explore alternative locations further, and consider sites at the garage opposite the retail park, the car repair site by the Birchfield's Road roundabout, as well as other sites in the area.
- 5.12 Some residential properties on Birchfield's Road are impacted and may experience potential noise and vibration issues given their proximity to the site. Residential properties on the western side of Birchfield's Road will experience a permanent visual impact when the headhouse is built. There will be a temporary impact on residents in close proximity to the site during the construction works associated with traffic, vehicle movement and machinery.
- 5.13 The formal Environmental Statement is expected to detail the potential air quality, noise and vibration issues associated with construction works and the operational phase. The Council has requested that HS2 Ltd. minimise potential noise impacts and any other environmental impacts of the intervention points at vent shafts, and consult fully with local residents, businesses and the schools on these, given the proximity to local residents and the school.
- 5.14 In summary, the Council are opposed to HS2 Ltd. locating the vent shaft on Fallowfield Retail Park. The response to the consultation details concerns arising from the proposal for a vent shaft on the retail park. HS2 Ltd. are requested to work together with the Council to identify alternative sites for locating the vent shaft. HS2 Ltd. are also requested to keep the local schools, businesses and residents fully informed of any updates and impacts of proposals.

Relocation of the Palatine Road tunnel vent shaft, West Didsbury, Manchester

- 5.15 In the WDES proposal, the Palatine Road vent shaft is situated in the Didsbury Flood Storage Basin. The consultation proposes an alternative location for this vent shaft within Withington Golf Club land, as recommended in the City Council's response to the WDES.
- 5.16 Compared to the WDES option, the alternative location for the vent shaft reduces the impact of land take from the Didsbury Flood Storage Basin, which consequently reduces the land take required for replacement flood storage.
- 5.17 There are key issues and expected mitigation measures to be taken by HS2 Ltd. outlined in the City Council's response to the Design Refinement Consultation in regards to the new location, closer to Palatine Road.
- 5.18 In the current scheme at Palatine Road two vent shaft headhouses would be constructed, measuring 34m by 28m and 34m by 10m. Both would be approximately 6.5m high. The current design for the scheme in this location

also includes an autotransformer, located on the western side of the headhouses. The autotransformer station would be approximately 45m by 24m. The vent shaft would be 54m diameter and 27m deep below surface level.

- 5.19 In the proposed new location, excavation will occur for replacement flood storage. Excavation incurs a loss of holes on the surrounding golf courses (permanent loss of part of one hole on Withington Golf Course and temporary loss of four holes at Didsbury Golf Course), impacting both businesses.
- 5.20 The new location results in the loss of the existing Clubhouse which will be demolished in the current plans, as well as the loss of most of the Clubhouse car park which services the Club, significantly impacting Withington Golf Club as a business.
- 5.21 There will be temporary construction and traffic impacts on Palatine Road due to site access which could impact surrounding residential areas. The proposed new location, has moved infrastructure further away from residents at Ashfield Lodge.
- 5.22 HS2 Ltd. are meeting Withington Golf Club to discuss options for relocation of the Club. HS2 Ltd. are also engaging with Didsbury Golf Club to agree mitigation for the impact on their golf course. For both clubs remodelling of the courses may be required to accommodate the construction and operational phase impacts.
- 5.23 Any construction or traffic impacts are expected to be detailed and mitigated for by HS2 Ltd.
- 5.24 As the proposed location remains within the flood storage area, The Environment Agency will be responding to the consultation to advise on any appropriate flood mitigation. The City Council expect HS2 Ltd. to take account of any recommendation made by The Environment Agency.

6.0 Specific points in the GMCA Response to the DRC

- 6.1 The Greater Manchester Combined Authority (GMCA) has also responded to the DRC. The response lists the key issues on route wide refinements. The Council has provided input and is fully supportive of the response. The Council are in agreement to comments made on the realignment, new infrastructure and scope in this response.
- 6.2 The GMCA response notes that HS2 are proposing new infrastructure for a temporary railhead and permanent maintenance facility near Ashley, Cheshire. At Manchester Airport, GMCA considers that insufficient emphasis has been placed on the use of rail to remove the spoil from both the route in cutting approaching the Airport station and the tunnel construction. Use of a railhead could reduce disruption during construction, as less vehicles would be needed to remove material from the site, and there is also the potential benefit of the longer term legacy opportunities associated with building a railhead.

- 6.3 The GMCA and Council responses to the DRC both request further engagement with HS2 to consider wider opportunities for a railhead in this area.
- 6.4 The GMCA response also notes the provision of the two junctions at High Legh, Cheshire (to provide 'passive provision' for future Northern Powerhouse Rail (NPR) services between Manchester and Liverpool). The Council and GMCA fully support NPR and the intention to provide improved connectivity across the northern cities. GMCA is concerned that the current proposals may preclude the ability to include the 'Northern Chord' connection, included in the original HS2 Business Case, which HS2 Ltd originally designed to allow empty rolling stock to run from Manchester Piccadilly to and from the Crewe depot. MCC and TfGM would like to see the infrastructure retained to future proof potential services from Manchester to Scotland. The Northern Chord is considered vital to provide improved connectivity and capacity between the North West and Scotland with Manchester and the Airport.
- 6.5 It should be noted that the 2014 and 2017 GMCA consultation responses highlighted that Trafford Council raised concerns about the impact of the Northern Chord, and also identified the need for HS2 Ltd. to work closely with GM partners to consider options to mitigate local impacts.
- 6.6 The GMCA and Council response both request further engagement with HS2 Ltd. and DfT regarding the potential for the Northern Chord, in order to ensure that this can be appropriately considered within the development of touchpoints for NPR, and that the benefits of the potential connectivity and capacity can be realised.

7.0 Conclusion

- 7.1 The City Council submitted a response within the consultation deadline, to the HS2 Design Refinement Consultation which included key issues not yet responded to by HS2 Ltd. from previous responses to consultations and the WDES. The response also details issues arising from the proposed relocation of vent shafts 2 and 4 as described in this report, and sets out where HS2 Ltd. is expected to use appropriate mitigation measures for these issues.
- 7.2 The City Council support the relocation of proposed vent shafts on Palatine Road and Lytham Road in Manchester due to reasons outlined in the WDES response. However, we have requested that further options be looked at for the Birchfield's Road vent shaft, as a result of concerns set out above. The City Council oppose siting the vent shaft on Fallowfield Retail Park and expect HS2 to explore alternative sites for the vent shaft, and that mitigation measures be taken by HS2 Ltd. in relation to the construction and key issues associated with these vent shafts in the proposed alternative locations.
- 7.3 Vent shafts and associated infrastructure at locations must be appropriately sited and designed to a high quality to fit with the local context.

- 7.4 Businesses, residents and schools must be kept informed by HS2 Ltd. where there is an impact from the proposed vent shaft locations, and HS2 Ltd. need to discuss mitigation measures where they are required.
- 7.5 HS2 Ltd. states that the assessment of significant effects in relation to traffic and transport during route-wide construction of the proposed scheme will be reported in the formal ES. Construction Management and mitigation measures should be agreed with the City Council as early in the process as possible, and the Council response outlines that there should be earlier consultation on these impacts, before the hybrid Bill deposit in June 2020.
- 7.6 The City Council's response welcomes further engagement from HS2 Ltd. and states our intention to comment on the formal Environmental Statement, published at hybrid Bill deposit to parliament in June 2020 and our expectation is that the ES will provide sufficient detail to respond to issues raised previously.

8.0 Key Policies and Considerations

(a) Equal Opportunities

- 8.1 HS2 and NPR, and the development of the areas surrounding the stations are anticipated to provide additional job opportunities available to local residents and improved transport connections to those opportunities. As part of the GM Growth Strategy, a GM High Speed Rail Skills Strategy has been developed to ensure that residents are able to acquire the skills to access the jobs created.

(b) Risk Management

- 8.2 The Council will work closely with Government, Transport for the North (TfN), TfGM and other partners to minimise risks arising from the design and delivery of HS2, NPR and the GM Growth Strategy.

(c) Legal Considerations

N/A

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**MANCHESTER
CITY COUNCIL**

HS2

High Speed Rail – Phase 2b

(Crewe to Manchester and West Midlands to Leeds)

Design Refinement Consultation

Response of Manchester City Council

September 2019

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Appendix 1: WDES Response of Manchester City Council 2018

Appendix 1A: Manchester City Council HS2 Consultation Response 2014

Appendix 1B: Manchester City Council HS2 Consultation Response 2017

Appendix 2: WDES Response of Greater Manchester Combined Authority (GMCA) 2018

NB DUE TO SIZE THE APPENDICES WILL BE AVAILABLE TO MEMBERS ON REQUEST

1.0 Introduction

- 1.1 This paper sets out the response of Manchester City Council (MCC) to HS2 Ltd.'s High Speed Two: Phase 2b: Design Refinement Consultation (DRC). This response fully supports, and is aligned with, the response made by the Greater Manchester Combined Authority (GMCA).
- 1.2 The response also re-provides HS2 Ltd. with a summary of the main issues to which the City continues to seek resolution, as set out in previous consultation responses, and which MCC expect further engagement on.
- 1.3 Issues relating to the relocation of the two Manchester vent shafts are outlined in this document, along with the need for appropriate mitigation by HS2 Ltd. The response also provides support to GMCA's response on issues regarding High Legh also included in the DRC, and covers comments relating to the safeguarding area, which HS2 Ltd. are consulting on alongside the DRC.
- 1.4 In response to HS2 Ltd.'s Design Refinement Consultation, Manchester City Council (MCC) welcome the opportunity to comment on the relocation of the two ventilation shafts and associated infrastructure situated at Palatine Road and Lytham Road, following MCC's response to HS2 Ltd.'s Working Draft Environmental Statement (WDES). The proposals to relocate these two vent shafts are welcomed. However, there are issues associated with the proposed locations, which HS2 need to address. MCC also expect appropriate mitigation measures related to this infrastructure to be developed by HS2 Ltd., in collaboration with stakeholders.
- 1.5 Although the opportunity to comment on the Design Refinement Consultation (DRC) is welcomed, MCC is disappointed in the limited scope of this consultation, and expect future consultations that include more detailed information for the line of route and the design of stations. It would be useful for HS2 Ltd. to share the timescale and content for future consultations in relation to the hybrid Bill process.
- 1.6 We are also disappointed that the information to be included in the full Environmental Statement (ES), which will be part of the hybrid Bill, and will provide detail on the likely significant environmental effects of HS2 in different areas along the Phase 2b route, will not be made available to the Council prior to its publication.

2.0 The Opportunity from HS2 & Northern Powerhouse Rail (NPR)

- 2.1 HS2 and NPR offer considerable opportunities for economic growth in Greater Manchester (GM) and the North. The schemes have significant potential to benefit the wider agenda for rebalancing the economy in the UK. It is essential that the growth opportunities and benefits afforded by HS2 and NPR are maximised.

- 2.2 MCC welcomes and fully supports the Government's intention to progress with the proposed HS2 Phase 2b extension from Crewe to Manchester and the West Midlands to Leeds. MCC also welcome the Government's consideration of the case for Northern Powerhouse Rail (NPR) to improve capacity, reliability and frequency of services.
- 2.3 MCC endorses the identified station locations at Manchester Piccadilly and Manchester Airport, and welcomes the opportunity to work with HS2 Ltd. and partners to develop these plans to ensure they are integrated with our aspirations for the City and to capitalise on the economic stimulus of the airport and its growth.

3.0 Response Context

- 3.1 This response should be considered in the context of other MCC and GM strategies, in particular the GM HS2 Growth Strategy; 'The stops are just the start' (2018). MCC, along with the GMCA and Trafford Council with input from Manchester Airport Group (MAG), published this comprehensive Growth Strategy for the stations at Manchester Airport and Manchester Piccadilly. The Growth Strategy sets out how HS2 can have maximum impact through station planning; wider connectivity; full support for committed and new economic and residential growth and regeneration; and local skills and supply chain benefits.
- 3.2 MCC has previously responded to the two HS2 Phase 2b line of route consultations, submitted in 2014 and 2017; and Working Draft Environmental Statement in 2018 (Appendix 1 - NB Due to size, appendices are available to Members on request); and to ongoing design work, which has raised a number of issues that HS2 has yet to address. These points are set out in Section 4.
- 3.3 This response to the Design Refinement Consultation builds on and should take account of, MCC's and GMCA's responses to HS2 Ltd.'s Working Draft Environmental Statement (WDES) (Appendices 1 and 2).
- 3.4 The MCC response to the Design Refinement Consultation also fully supports, and should be read alongside, the GMCA consultation response. The issues outlined in this response align with Manchester City Council's views, including comments on the relocation and realignment of the vent shafts and on the revised safeguarding boundaries, new scope and new infrastructure.

4.0 Overarching Comments on Key Issues

- 4.1 Manchester City Council, alongside the Greater Manchester Partners, continue to facilitate ongoing dialogue with HS2 Ltd. on the issues raised through previous consultations and ongoing design discussions. We welcome opportunities to work collaboratively with HS2 Ltd. on key issues and progress is being made in some areas. However, a range of aspects of the HS2 Phase 2b scheme remain a cause of significant concern for the City and GM partners, as outlined below.

- 4.2 It is essential that HS2 Ltd. take into account the growth context and principles contained within the range of local and regional strategies and policies in the final design and delivery proposals for Manchester Piccadilly and Manchester Airport Stations, and the line of route within Manchester. Previous responses have requested HS2 Ltd. develop schemes in line with Manchester and GM strategies and policies, to realise regeneration opportunities, and providing the right scheme for users and the future. These strategies include, but are not limited to:
- Greater Manchester Strategy (GMS)
 - Greater Manchester Transport Strategy 2040
 - Manchester Piccadilly Strategic Regeneration Framework (SRF)
 - GM HS2 and Northern Powerhouse Rail Growth Strategy: the stops are just the start
 - Manchester Airport and the Airport City Masterplans
- 4.3 MCC has raised a number of specific issues in our previous responses, which need to be fully addressed in the final scheme designs and within the formal Environmental Statement (ES). The WDES does not provide sufficient information to fully understand or comment on the impacts of the scheme and the proposed mitigation. There are a number of areas where it is crucial HS2 Ltd. fully engages with MCC to inform the design, minimise impacts and inform the formal Environmental Statement, ahead of hybrid Bill submission. We are disappointed that HS2 Ltd. have not provided a formal response to our WDES submission and are not proposing to formally consult on the content of the final Environmental Statement until the submission of the hybrid Bill.

Station Design & Urban Integration

- 4.4 It is imperative to create a station at Manchester Piccadilly that is a world class, fully integrated transport hub, which is connected to the city centre, which can actively maximise the economic growth and regeneration benefits to the city, in line with the Piccadilly Strategic Regeneration Framework 2018 (SRF) and GM HS2 Growth Strategy.
- 4.5 A strategic approach to transport investment at Piccadilly is needed, which supports the transformation of Piccadilly Station at the earliest opportunity to maximise regeneration benefits; avoid significant and long term disruption and blight; and promote investor confidence. In other words, a 'Build it Once, Build it Right' approach.
- 4.6 The fully integrated station included in the Piccadilly SRF and Growth Strategy requires the removal of Gateway House, in order to provide an appropriate station entrance, which allows the station to properly connect into the city centre, and accommodate the significant anticipated increase in passengers and users. HS2 Ltd. should consider this solution as part of an optimum station design. MCC wish to seek agreement with HS2 Ltd. that Gateway House will be removed as part of the station delivery.

- 4.7 The proposed inclusion of two multi-storey car parks at Piccadilly, next to a major transport interchange is refuted. The size, location and access of the proposed multi-storey car parks are not in accordance with the approved Piccadilly SRF and are not commensurate with the approach taken with other key city centre transport hubs, for example at London Euston, or within local transport policy in the City Centre Transport Strategy (which is currently being refreshed) and the GM Transport Strategy 2040 which seeks to encourage modal shift and minimise car trips into the city centre.
- 4.8 It is also imperative the Manchester Airport station is a fully integrated station solution and that the impact on surrounding communities and environment is minimised and fully mitigated. HS2 Ltd. need to be fair and consistent in their funding strategy for the Airport Station, so that it is in line with other HS2 airport stations. A local funding contribution can only be considered in the context of a fair and consistent approach.
- 4.9 The design of both station schemes, including public realm, should ensure that they are of the highest exemplary architectural design quality, to create a world class facility; respond positively to their context; and be in line with existing regeneration frameworks. The designs should be fully integrated into the existing environment and create destinations of distinction.

Highways

- 4.10 A credible highways design at Pin Mill Brow is needed, with full technical evidence of demand modelling, and this must take account of the impact on the wider highway network. This should be aligned with the City's transport policies and approach to journeys in and around the city centre. The scheme needs to ensure connectivity to sites of major development including Mayfield; allow for future growth; and meet MCC's and GMCA's aspirations for reducing traffic in the city centre, which is also essential in order to respond to the current climate state of emergency.
- 4.11 Highways proposals must also avoid adverse impacts on the M56, its junctions and the local highway network surrounding Manchester Airport. Inadequate solutions have been provided on: how the proposed Manchester Airport station can be accessed from the M56; what the implications are for Junction 5 and 6 of the M56 (during construction and operation) and other strategic routes; and the impact on airport operations and accessibility. The M56 junction capacity should take account of HS2 and NPR demand, as well as further economic growth, to avoid a significant impact on the strategic road network due to a lack of proper planning for forecast future demand.
- 4.12 Dialogue is ongoing between Manchester City Council, TfGM, Highways England and HS2 Ltd. to agree a credible and appropriate highways solution for Pin Mill Brow; a commensurate parking solutions at Piccadilly; and solutions for the M56 and the surrounding road network.

- 4.13 HS2 Ltd. states that the assessment of significant effects in relation to traffic and transport during construction of the proposed scheme will be reported in the formal ES. Appropriate mitigation measures should be agreed with the City Council in advance of the final ES and hybrid Bill submission.

Construction, Traffic and Transport

- 4.14 More information on the construction programme and phasing is needed, to understand the relevant construction dates for each section of works and the likely duration of construction impacts. This needs to be developed in conjunction with MCC and GM partners and in consideration of other development, highways works and infrastructure projects within Manchester and Trafford, to allow timescales of work to be properly sequenced; to avoid extended blight; and to make efficient use of resources.
- 4.15 Proposals must protect the operation and future growth of Manchester Airport in relation to traffic and access during both the construction and operational phases. It is also essential the city centre continues to function through construction works and that any blight is minimised.

5.0 Overarching Technical Comments on the Relocation of Ventilation Shafts (Community area: MA07 | Davenport Green to Ardwick)

- 5.1 There are likely to be considerable vehicular movements arising from the transporting of materials to and from the ventilation shaft sites, associated with the construction process. HS2 Ltd. needs to provide detailed information on the logistics and removal process; the anticipated effects of construction on the local highway network and residential areas; the proposed temporary and permanent access to the vent shafts/head house; and construction compounds. Full details, impact assessments, and appropriate mitigation measures should be agreed with MCC, and other appropriate statutory bodies, in advance of the hybrid Bill submission.
- 5.2 The final design of the head house and auto transformer station at the proposed sites is a key issue. It is important that MCC is engaged in early and detailed discussions over the designs of these new structures to minimise their impact on local communities, ensuring they are in keeping with the local context and surroundings. The vent shafts need to be of the highest quality, and sufficient planting and landscaping should be used in the area surrounding the vent shaft and associated infrastructure for mitigation of any visual impact. The final design of the head house will need to be agreed by MCC, as the local planning authority. The City Council will need to be involved the detailed design of the vent shafts.
- 5.3 MCC have previously raised concerns in our response to the WDES about the lack of clarity on the impact of the vent shafts, including on air pollution. The documents and plans provided in this consultation do not contain enough information to ascertain environmental health impacts. These issues are of major concern to the Council, and it is extremely disappointing that it is not possible for us to properly consider the issues around contaminated land, air quality,

pollution, noise and vibration issues at this stage, due to the level of detail available. MCC demand that information on the impact of the vent shafts is provided in advance of the ES, so that we can make a proper assessment and respond appropriately.

6.0 Relocation of the Lytham Road vent shaft to Birchfield's Road, Fallowfield, Manchester

6.1 MCC were opposed to the original location of the vent shaft in the WDES at Lytham Road, situated on the site of the Manchester Enterprise Academy; (MEA) Central. HS2 Ltd. are subsequently proposing an alternative location at Fallowfield Retail Park.

6.2 We welcome the fact that the vent shaft is now situated away from the site of the newly built MEA Central, reducing its impact on the school. The point of access to the site is no longer using Lytham Road and has changed to Birchfield's Road, resulting in traffic accessing the site further away from the school. The change of access to the site also reduces the impact on Lytham Road residents. However, the Council are opposed to HS2 Ltd. locating the vent shaft on Fallowfield Retail Park for the following reasons.

Key issues

6.3 Fallowfield Retail Park is 48,300 sq ft and currently has a 5,979 sq ft unit to let. The retail park provides a supermarket, shops and a medical practice to the local community. The area surrounding the retail park is characterised by residential development, two schools and University of Manchester sports fields.

6.4 There would be a loss of car parking spaces used by Birchfield's Primary School (situated on Fallowfield Retail Park) to access the back entrance of the site for drop off/pick up and spaces that may be used by MEA Central as part of a 'Park and Stride' agreement.

6.5 In 2018 Birchfield's Primary School had 726 pupils on roll, and is expected to maintain this number. Manchester Enterprise Academy opened in 2017 and is expected to have over 600 pupils in September 2019, with capacity for 1,050 when all year groups are enrolled. Both schools will attract vehicle trips for pupil drop off and pick-ups. Without use of the retail park spaces, an increased number of vehicles could use local residential streets to park, including Lytham Road. The pressure on the flow of traffic and parking spaces may increase at peak times as MEA Central becomes fully occupied in future. Another concern is the potential for increased air pollution outside the school. Therefore the permanent loss of these parking spaces on Fallowfield Retail Park would have a negative impact on the area.

6.6 MCC are concerned about the loss of local retail facilities for residents and school parking, and the resulting impact on the local community. The proposed location would see demolition of three retail units at the northern end of the retail park, subject to detailed design development, and a loss of approximately 100 car

parking spaces. The impact on the retail park, and the businesses located, there will be significant, both temporarily during construction, and permanently from the loss of retail space and parking, leading to a loss in jobs. A reduction in businesses trading on the retail park would impact the local community using them, especially people who rely on these facilities, including those needing to access shops within walking distance.

- 6.7 We are also concerned about the potential impact on the local health facility, which is proposed for relocation to one of the units on the retail park, requiring investment by Manchester Health and Care Commissioning (MHCC). HS2 Ltd. needs to engage with MHCC to clarify if there will be an impact on this medical practice, and if so, how this will be managed, in terms of timescale, decision making, and financial reimbursements of costs incurred in relocation.
- 6.8 The Council have requested, and continue to request, further information on the other locations considered and rejected, and the reasons why the retail park was selected as the preferred location.
- 6.9 As well as nearby schools, some residential properties on Birchfield's Road may be impacted and experience potential noise and vibration issues given their proximity to the site. The proposed alternative location has moved closer to residential properties on Birchfield's Road. There is not enough detail provided by HS2 Ltd. in the WDES or Design Refinement Consultation to comment further on this impact.
- 6.10 There will be a temporary impact on residents in close proximity to the site during the construction works associated with traffic, vehicle movement and machinery. The loss of car parking spaces, along with increased traffic during construction, could result in increased pressure on local residential streets, including Lytham Road.
- 6.11 Residential properties on the western side of Birchfield's Road will also experience a permanent visual impact when the head house is placed.
- 6.12 We are requesting that HS2 Ltd. work with the Council to identify alternative sites for locating the vent shaft. HS2 Ltd. need to undertake further investigations on alternative sites, including the garage opposite the retail park, and car repair site by the Birchfield's Road roundabout, and explore whether there are other options in the vicinity.
- 6.13 A residents association and the three local Ward Councillors have also raised significant concerns on the proposed relocation of the Lytham Road vent shaft. This is the first opportunity that local residents and Councillors have had to comment on these proposals. Their concerns reflect the issues raised above, including the impact on the local retail facilities; loss of local jobs; the loss of the school parking spaces and the resulting impact on pupil safety and traffic congestion; short-term and long term environmental impacts; and the timing of the consultation event. HS2 Ltd. have indicated to us that they are meeting with

the residents association, local Councillors and the local MP to discuss their issues.

- 6.14 HS2 Ltd. are requested to consult appropriately with the local schools, businesses, residents and Councillors; take on board their views; and respond to them appropriately.
- 6.15 The ES will need to detail the potential air quality, noise and vibration issues associated with construction works and the operational phase. HS2 Ltd. must minimise potential noise impacts and any other environmental impacts of the intervention points at vent shafts, particularly in residential areas, and consult fully with local residents on these.
- 6.16 Birchfield's Road is a main arterial route to the city centre so the traffic issues during construction need to be fully understood and mitigated for in the ES, especially at peak times.

7.0 Relocation of the Palatine Road vent shaft, West Didsbury, Manchester

- 7.1 MCC were opposed to the location in the WDES proposal for Palatine Road vent shaft, situated in the Didsbury Flood Storage Basin. MCC recognise the consultation proposes an alternative location for this vent shaft within Withington Golf Club land, closer to Palatine Road as suggested by the City Council in its response to the WDES. Compared to the WDES option the alternative location reduces the impact of land take from the Didsbury Flood Storage Basin, which consequently reduces the land take required for replacement flood storage. The new location has also moved infrastructure further away from residents at Ashfield Lodge which MCC support.

Key issues

- 7.2 There are key issues with the proposed alternative location at Palatine Road. The new location results in the loss of the existing Clubhouse which will be demolished in the current plans, as well as the loss of most of the Clubhouse car park which services the Club, significantly impacting on Withington Golf Club as a business.
- 7.3 The proposed location remains within the flood storage area. In the proposed scheme, excavation will occur for replacement flood storage. Excavation incurs a loss of holes on the surrounding golf courses (permanent loss of part of one hole on Withington Golf Course and temporary loss of four holes at Didsbury Golf Course), impacting on both businesses.
- 7.4 There will be temporary construction and traffic impacts on Palatine Road which could impact surrounding residential areas. These impacts need to be fully understood, detailed in the ES, and mitigated for by HS2 Ltd.

Mitigation

7.5 As the proposed location is within the flood storage area, the Environment Agency will be responding to the consultation to advise on any appropriate flood mitigation, and MCC expect HS2 Ltd. to take account of any recommendation made by The Environment Agency.

7.6 HS2 Ltd. have informed us that they are meeting with Withington Golf Club to discuss relocation of the Club. HS2 Ltd. are also engaging with Didsbury Golf Club to agree mitigation for the impact on the Golf Course. For both clubs remodelling of the courses may be required to accommodate the construction and operational phase impacts. This should continue to be collaboratively agreed with the businesses impacted.

8.0 Safeguarding

8.1 HS2 Ltd. are also consulting on revised safeguarding maps from HS2 Ltd. MCC understand the safeguarding boundary will change at final hybrid Bill deposit. MCC therefore wish to provide further comment on the revised safeguarding boundary once it is available.

9.0 Summary of GMCA response

9.1 The response of Greater Manchester Combined Authority (GMCA) lists the key issues on the Design Refinement Consultation for Greater Manchester. MCC has provided input and is fully supportive of the response. MCC is in agreement with comments made on the realignment, new infrastructure and scope in this response.

9.2 The GMCA response notes that HS2 are proposing new infrastructure for a temporary railhead and permanent maintenance facility near Ashley, Cheshire.

9.3 At Manchester Airport, MCC and GMCA consider that insufficient emphasis has been placed on the use of rail to remove the spoil from both the cutting approaching the HS2 station, and construction of the tunnel to Manchester Piccadilly.

9.4 Further engagement with HS2 is requested to further consider the opportunity for a railhead in this area, in order to help reduce disruption during construction and provide potential long term legacy opportunities.

9.5 The GMCA response also notes the provision of the two junctions at High Legh, Cheshire (to provide 'passive provision' for future Northern Powerhouse Rail services between Manchester and Liverpool). MCC and GMCA fully support NPR and the intention to provide improved connectivity across the northern cities. However, from the consultation information provided, GMCA is concerned that the current proposals may preclude the ability to include the 'Northern Chord' as included in the original HS2 Business Case.

9.6 GMCA and MCC consider the Northern Chord connection to be vital to provide improved connectivity between the North West and Scotland with Manchester and the Airport. There is the opportunity to provide faster and greater capacity links from Scotland, Cumbria and Lancashire to Manchester. The current



alignment of the proposed HS2 tracks make the future provision of the Northern Chord more complex, increasing cost and necessitating disruptive work to the HS2 network.

- 9.7 It should be noted that the 2014 and 2017 GMCA consultation responses highlighted that Trafford Council raised concerns about the impact of the Northern Chord, and also identified the need for HS2 Ltd. to work closely with GM partners to consider options to mitigate local impacts.
- 9.8 Further engagement with HS2 Ltd. and DfT is requested regarding the potential for the Northern Chord in order to ensure that this can be appropriately considered within the development of the touchpoints for NPR, costs mitigated and the benefits of the potential connectivity provided can be realised.

10.0 Further engagement

- 10.1 MCC and GM partners have requested specific technical discussions with HS2 Ltd. to engage with, and respond to, issues under the WDES topics for specific community areas. Future information on wider topic areas, including route-wide construction, have also been requested. MCC will continue to request specific dialogue with HS2 Ltd. where more detailed information is required, and in advance of the hybrid Bill deposit.
- 10.2 HS2 Ltd. have published a high level report on the consultation responses on the WDES. It is noted the feedback paper summarises respondents' concerns. However, it does not provide any new information, despite comments on the overall lack of information in the WDES. As set out below, this detail needs to be provided to stakeholders in advance of the hybrid Bill submission, and detailed in the full ES. HS2 Ltd. have engaged with MCC and GM partners to provide general feedback on the GMCA WDES response. However, disappointingly, HS2 Ltd. do not provide formal feedback on individual responses, and it remains unclear how our comments will be reflected in the final ES.
- 10.3 MCC would like to be informed as early as possible on the details of further consultations planned by HS2 Ltd., including consultation on the final design for the stations and any further refinements required to enable future NPR infrastructure. We welcome further engagement on HS2 Ltd.'s plans for future consultations and expect consultation to take place where the design may have an impact on the local environment and communities.
- 10.4 We are disappointed that HS2 Ltd. only plan to share the detailed information at the time when the hybrid Bill is submitted and the full Environmental Statement is published. MCC wishes to continue to work with HS2 Ltd. through the current design phase leading to the Bill deposit, with the aim of achieving the full vision set out in the GM Growth Strategy, and to ensure that all of the issues that we have raised are properly addressed before the hybrid Bill is submitted.

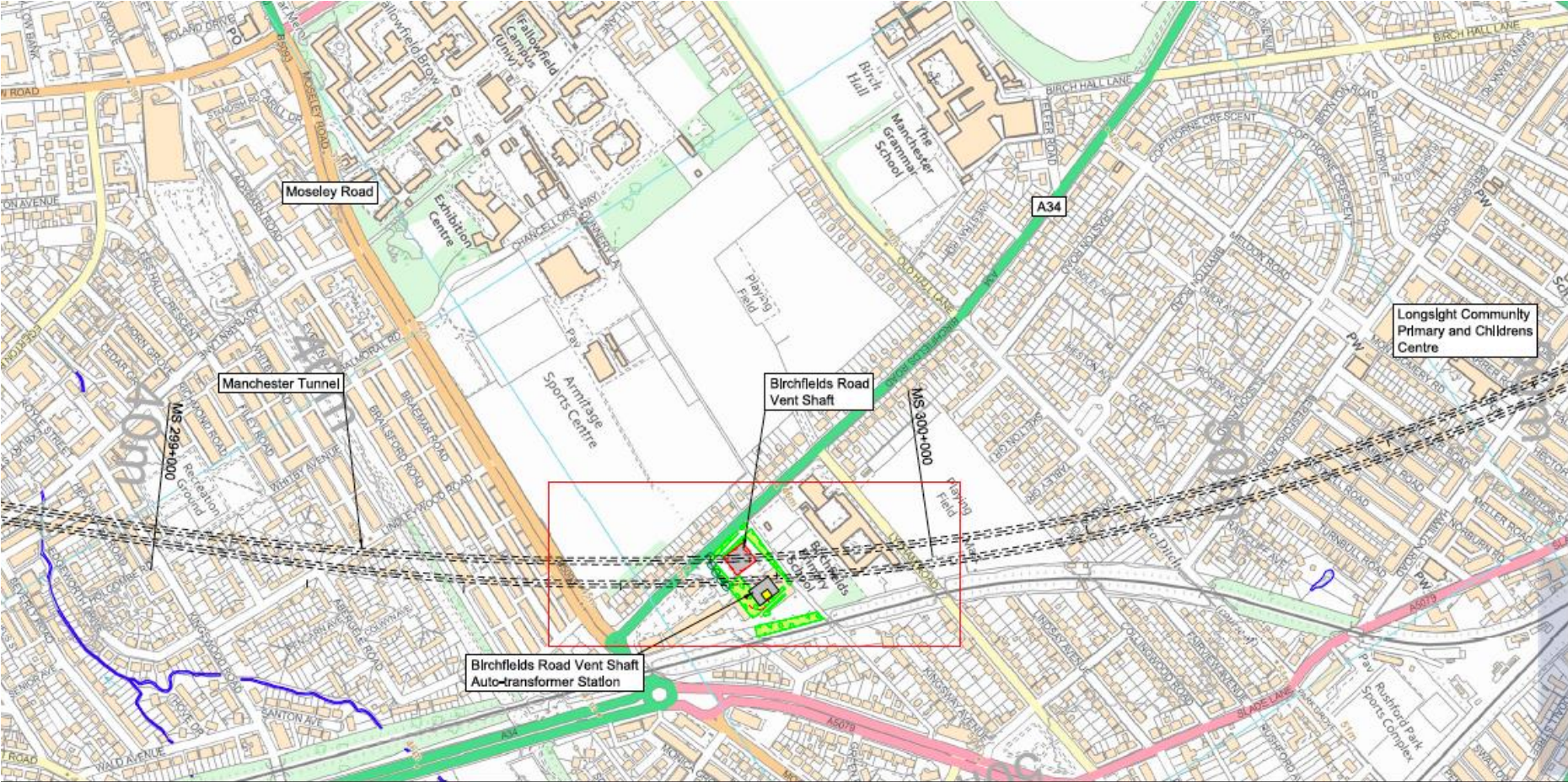
11.0 Conclusion

- 11.1 In all responses over the past six years, MCC and partners have reiterated their support for HS2, and the significant benefits that will arise from having HS2 stations at Manchester Airport and Manchester Piccadilly.
- 11.2 MCC's response to this consultation aligns with the GMCA response and the key issues summarised from previous consultation responses. We are very disappointed that HS2 are not proposing to consult with us on the detail included in the ES prior to the hybrid Bill deposit. The Council need to be able to have proper consultation with our local communities on the expected impact in advance of the publication of the material. MCC reserves the right to comment on the issues included in the ES, and other consultations in future, due to the lack of detail included at the WDES and Design Refinement stage of the project.
- 11.3 MCC supports the relocation of ventilation shafts on Palatine Road and Lytham Road in Manchester. However, there are a number of significant concerns with the proposed alternative location of the Lytham Road vent shaft at Fallowfield Retail Park on Birchfield's Road. In consideration of these concerns, MCC opposes the proposal to relocate the vent shaft at the retail park, and requests alternative sites are identified and assessed. MCC expects mitigation measures to be taken by HS2 Ltd. in relation to the construction and placement of these ventilation shafts in proposed alternative locations.
- 11.4 It is important that MCC are engaged in detailed discussions over the designs of the new stations and associated infrastructure (including vents shafts) to minimise their impact on local communities and ensure seamless integration with their surroundings.
- 11.5 Highway and transport solutions need to be appropriate at both the Airport and Piccadilly; consider the impact on the wider strategic road network; avoid compromising existing, planned or future development; and involve both local stakeholders and Highways England.
- 11.6 MCC ask for early and meaningful engagement with HS2 Ltd. on the final construction, operational and safeguarding boundaries before hybrid Bill submission, and for engagement on the programme for construction, including the impacts associated with traffic, and the mitigation measures to be taken. MCC also ask for earlier consultation on the impacts included in the ES, before deposit of the hybrid Bill.
- 11.7 In summary, MCC welcome the opportunity to comment on the consultation, but are disappointed that we have not received a response to our previous consultation submissions, and that HS2 are not proposing to consult fully with us prior to the publication of the full ES. We also welcome the opportunity to continue working with HS2 Ltd., DfT, TfN, Network Rail and other partners on the design development of the proposed scheme in advance of hybrid Bill submission. Through this, we hope to be able to achieve the ambition for world class, fully integrated stations with a build it once, build it right approach.

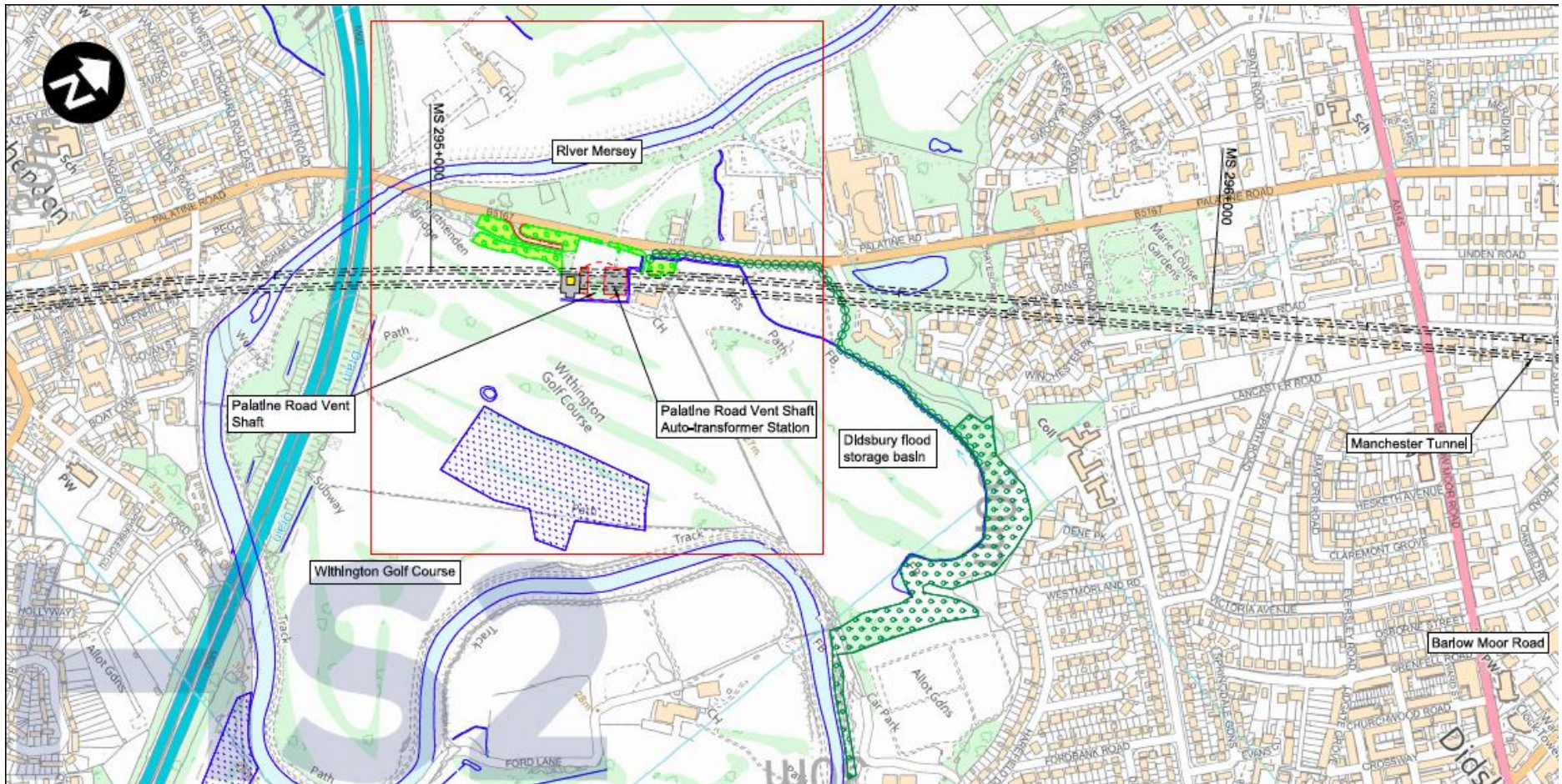
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Appendix 2 – Location plans

Proposed site for the relocation of Lytham Road vent shaft



Proposed site for the relocation of Palatine Road vent shaft



**NOTICE OF DECISIONS AGREED AT THE GMCA MEETING
HELD ON 26 JULY 2019**

PRESENT:

Greater Manchester Mayor	Andy Burnham (In the Chair)
Greater Manchester Deputy Mayor	Baroness Bev Hughes
Bolton	Councillor David Greenhalgh
Bury	Councilor David Jones
Manchester	Councillor Sue Murphy
Oldham	Councillor Sean Fielding
Rochdale	Councillor Allen Brett
Salford	City Mayor Paul Dennett
Stockport	Councillor Elise Wilson
Tameside	Councillor Brenda Warrington
Trafford	Councillor Andrew Western
Wigan	Councillor David Molyneux

OTHER MEMBERS IN ATTENDANCE:

Rochdale	Councillor Sara Rowbotham
Rochdale	Councillor Janet Emsley
Tameside	Councillor Leanne Feeley

OFFICERS IN ATTENDANCE:

GMCA - Deputy Chief Executive	Andrew Lightfoot
GMCA – Monitoring Officer	Liz Treacy
Office of the GM Mayor	Kevin Lee
Bolton	Tony Oakman
Bury	Geoff Little
Oldham	Caroline Wilkins
Manchester	Joanne Roney
Rochdale	Steve Rumbelow
Salford	Charlotte Ramsden
Stockport	Mark Fitton
Tameside	Steven Pleasant
Trafford	Sara Todd
Wigan	Alison McKenzie-Folan
GMCA	Claire Norman
GMCA	Sylvia Welsh
GMCA	Nicola Ward

1. APOLOGIES**RESOLVED /-**

That apologies were received from Councillor Richard Leese (Manchester) – Councillor Sue Murphy attending, Councillor Jenny Bullen (Wigan), Councillor Bev Craig (Manchester), Councillor Mark Aldred (Transport Committee), Eamonn Boylan (GMCA & TfGM), Jim Taylor (Salford) – Charlotte Ramsden attending and Pam Smith (Stockport) – Mark Fitton attending

2. CHAIR'S ANNOUNCEMENTS AND URGENT BUSINESS**RESOLVED /-**

That it be noted that the GMCA was the first Combined Authority to virtually eliminate its gender pay gap (0.1%) and that the GMCA record its thanks Eamonn Boylan, Chief Executive Officer, GMCA & TfGM and officers at the GMCA who have enabled this to be achieved.

3. DECLARATIONS OF INTEREST**RESOLVED /-**

That it be noted that Councillor Sue Murphy declared a personal interest in relation to items 17 (Skills Investment – Programme & Priorities) and 19 (Devolution of the Adult Education Budget) as the Chair of the LTE Group (Manchester College and Total People).

4. GMCA APPOINTMENTS**RESOLVED /-**

1. That the appointment of Councillor David Jones (Leader of Bury Council) to the GMCA, following the resignation of Councillor Rishi Shori be noted.
2. That it be noted that Councillor David Jones had been appointed as portfolio lead for Young People & Cohesion be noted.
3. That the appointment of Councillor David Jones (Bury) as a substitute member to the Health and Social Care Board.
4. That the appointment of Councillor Martyn Cox (Bolton) to the Manchester Growth Company Board be approved.
5. That the appointment of Councillors Jude Wells (Stockport), David Molyneux (Wigan) and David Jones (Bury) as substitutes members to the Joint Health Commissioning Board be noted.

6. That the appointment of Councillor Beth Mortenson and Councillor David Jones (as substitute) by Bury MBC to the Greater Manchester Transport Committee be noted.

5. MINUTES OF THE GMCA MEETING HELD ON 28 JUNE 2019

RESOLVED /-

That the minutes of the meeting held 28 June 2019 be approved as a correct record, subject to the removal of Councillor Aasim Rashid and the inclusion of Councillor Faisal Rana (Rochdale) to the list of those in attendance at the meeting.

6. GMCA OVERVIEW & SCRUTINY COMMITTEES – MINUTES OF THE MEETINGS HELD IN JUNE 2019

RESOLVED /-

1. That the minutes of the Economy, Business Growth & Skills Overview & Scrutiny Committee held on 12 July 2019 be noted.
2. That the minutes of the Housing, Planning & Environment Overview & Scrutiny Committee held on 11 July 2019 be noted.
3. That the minutes of the Corporate Issues & Reform Overview & Scrutiny Committee held on 16 July 2019 be noted.

7. GMCA RESOURCES COMMITTEE - MINUTES OF THE MEETINGS HELD ON 27 JUNE & 12 JULY 2019

RESOLVED /-

1. That the minutes of the GMCA Resources Committee meetings held on 27 June & 12 July 2019 be noted.
2. That the appointment of Steve Wilson as the GMCA Treasurer, as recommended by the GMCA Resources Committee on 12 July 2019 be approved.

8. GREATER MANCHESTER TRANSPORT COMMITTEE – MINUTES OF THE MEETING HELD 12 JULY 2019

RESOLVED /-

1. That the minutes of the Greater Manchester Transport Committee held 12 July 2019 be noted.

2. That the decision of the GM Mayor to appoint Councillor Mark Aldred as the Chair of the GMC Transport Committee be noted.

9. GREATER MANCHESTER WASTE & RECYCLING COMMITTEE – MINUTES OF THE MEETING HELD 18 JULY 2019

RESOLVED/-

1. That the minutes of the Greater Manchester Waste & Recycling Committee held 18 July 2019 be noted.
2. That the appointment of Councillor Alison Gwynne as the Chair of the GM waste & Recycling Committee, as recommended by the Committee be agreed.

10. GREATER MANCHESTER LOCAL ENTERPRISE PARTNERSHIP – MINUTES OF THE MEETING HELD 15 JULY 2019

RESOLVED/-

That the minutes of the Greater Manchester Local Enterprise Partnership held on the 15 July 2019 be noted.

11. GREATER MANCHESTER MODEL – WHITE PAPER ON UNIFIED PUBLIC SERVICES FOR THE PEOPLE OF GREATER MANCHESTER (KEY DECISION)

RESOLVED/-

1. That the updated version of the White Paper on Unified Public Services for the People of GM, which actively supported the place-led approach to implementation be endorsed.
2. That the significance of the White Paper as part of GMCA's spending review submission be noted.
3. That the points made by stakeholders and localities following the extended local engagement and consultation phase be noted.
4. That it be agreed that through existing GMCA arrangements, political leaders and senior officers take an active role in the decision making around future progress of the model, as set out in the White Paper, in particular agreeing governance structures.
5. That it be noted that implementing the GM Model, as described in the White Paper, does not require, and is not intended for, any transfer of statutory responsibilities from public bodies to the GMCA.

6. That the input and challenge from Stockport MBC politicians to increase political participation in place based working be welcomed.

12. GREATER MANCHESTER SCHOOL READINESS PROGRAMME (KEY DECISION)

RESOLVED /-

1. That it be agreed that the school readiness programme delivery plans for 2019/20 - 20/21 be funded through the £2.1m received from the H&SCP Transformation Fund.
2. That the allocation of the funding to the programme areas outlined in paragraph 5.2 of the report be approved.

13. IMPLEMENTING THE GREATER MANCHESTER FIVE YEAR ENVIRONMENT PLAN (KEY DECISION)

RESOLVED /-

1. That the release £1m from the retained business rates reserve (over 19/20-21/22) to support the implementation of the 5 Year Environment Plan be agreed.
2. That authority be delegated to the GMCA Treasurer, in consultation with the Portfolio Lead and Lead Chief Executive for Green City Region, for individual expenditure decisions within this £1m, including approval of any consequent grants to districts from this money where appropriate.
3. That the findings of the Intergovernmental Panel on Climate Change (IPCC) report 'Global warming of 1.5°' published on 8 October 2018, be noted in particular:
 - That human activities were estimated to have already caused approximately 1.0°C of global warming above pre-industrial levels
 - That if we continue at the current rate, we are likely to surpass the Paris Agreement target of 1.5°C as early as 2030
 - That at the current level of commitments, the world was on course for 3°C of warming with irreversible and catastrophic consequences for humans and the natural world
4. That the GMCA believed that:
 - The impacts of global temperature rise above 1.5°C, were so severe that Governments at all levels must work together and make this their top priority

- As well as large-scale improvements in health and wellbeing around the world, bold climate action could deliver economic benefits in terms of new jobs, economic savings and market opportunities
 - As urban populations increased, greater consideration of how urban systems could develop sustainability would be required
5. That the GMCA declare a 'climate emergency' to support the delivery of the GM 5 Year Environment Plan.
 6. That it be agreed to establish a Green City Region Board and Partnership Group, building on the existing Low Carbon Hub Board, with a remit to:
 - Monitor progress against the carbon budgets set out in the 5 Year Environment Plan and to achieve a challenging target date of 2038 for carbon neutrality or earlier if possible
 - Take a mission based approach to achieving this target date as part of our Local Industrial Strategy agreed with Government, and to ensure we maximise the economic opportunities presented by the move to carbon neutrality
 - Consider systematically the climate change impact of each area of the GMCA's activities
 - Make recommendations and set an ambitious timescale for reducing these impacts in line with the tasks set out in the 5 Year Environment Plan
 - Assess the feasibility of requiring all report risk and procurement assessments to include Carbon Emission Appraisals, including presenting alternative approaches which reduce emissions wherever possible
 - Report to GMCA every six months on progress and actions required to take to address this emergency and how it will work with GM Districts to develop a Mission Based Approach to implementation
 7. That it be agreed to task a director level officer with responsibility for reducing as rapidly as possible, the carbon emissions resulting from the GMCA's activities.
 8. That it be agreed to equip staff, particularly those involved with buildings, energy and transport management and procurement of goods and service, with an awareness of the CO2 costs and impacts of everyday activities, and the ability and motivation to reduce emissions.
 9. That it be agreed that reducing emissions from aviation was an important international issue which has been accounted for prior to setting GM's carbon reduction targets.

Since 2015, Manchester Airport's direct emissions, including those from the airports terminals, infrastructure and owned vehicles, have been carbon neutral. There was a long-term plan to reduce emissions from UK aviation – the Sustainable Aviation Carbon Roadmap. In the future, the aviation industry would be a significant buyer of 'market-based measures' for carbon capture and storage. GM will work with Manchester Airport and others to explore the opportunity to provide local carbon sequestration credits, building upon our aspiration of a green economy with enriched habitats.

10. That tackling climate change was everybody's responsibility.
11. That it be noted that the work of the GM Pension Fund (GMPF) in addressing Climate Change, more specifically to become 100% net carbon neutral by 2050 at the latest, was aligned with the additional recommendations tabled at the meeting.
12. That it be noted that the GMPF does not hold any direct holdings in fracking.
13. That the GMCA agree that the recent activity of Fossil Free GM in attacking Guardsman Tony Downes House, GMPF offices, was disappointing and unacceptable, notwithstanding the cost to the public in responding to the incident.
14. That the GMCA record its thanks to Councillor Brenda Warrington for her work as Chair of GMPF in supporting the work to address climate change.
15. That it be agreed that the Mayor would write to the Prime Minister to inform them that GMCA has declared a climate emergency, with a request from Government to provide the resources and powers necessary to deal with it.
16. That the GMCA record its thanks to Councillor Andrew Western for his work on the Green City Region Agenda, and the implementation of the 5 Year Environment Plan which would be a significant contributor towards the achievement of the Government's low carbon targets.

14. CLEAN AIR UPDATE

RESOLVED /-

1. That the report be noted.
2. That the additional information requested in response from Government to the submission of the Outline Business Case (OBC) was largely already included in the OBC.
3. That it be noted that correspondence with the new Secretary of State had already begun.
4. That it be noted that work will continue to press for meetings with Ministers with a view to seeking Government funding to deliver the Clean Air Plan in a managed way so that there was no impact on small businesses and individuals.

15. VOLUNTARY SECTOR COMMUNITY & SOCIAL ENTERPRISE ACCORD UPDATE

RESOLVED /-

1. That the update provided on progress made to deliver the GM VCSE Accord be noted.
2. That the development of the VCSE Policy Paper be noted.
3. That the role of the Voluntary Sector & Community Enterprises in delivering and responding to the needed of the community be acknowledged.
4. That the proposal to review GMCA investment with VCSE organisations in the light of the evolving GM policy context, including the grant funding which goes into VCSE infrastructure organisations at a GM level, with report to be submitted on completion of this review, be approved
5. That it be noted that the deadline for the call for evidence by the GM Co-Operative Commission to inform the Co-operative model for GM was the 1 September, with evidence still required for transport and housing.
6. That the arrangements for Phase 2 of a 'Bed Every Night' programme would be made available following the next meeting of the Homelessness Programme Board.

16. BREXIT PREPARATIONS UPDATE REPORT

RESOLVED /-

1. That the report and the increased likelihood of a 'No Deal' announcement and the detrimental impact on the residents of GM and the preparedness work underway be noted.
2. That clarification be sought on funding as soon possible, in particular the Shared Prosperity Fund as a replacement for European Funding, particularly to deal with any economic shock that may occur as a result of Brexit.
3. That GM should push for a Devolution Agreement that was fit for purpose to deal with repatriation and those powers that were returning to the UK. Those powers need to be devolved and not held centrally by Government.
4. That the update on the work of a cross-party group undertaken with the LGA be noted.
5. That future Brexit reports have a specific details on the impact of 'No-Deal' Brexit on residents and businesses.

17. SKILLS INVESTMENT – PROGRAMME & PRIORITIES**RESOLVED /-**

1. That the proposed programme and priorities identified for an “Investment Pot for Skills” be approved.
2. That authority be delegated to the Lead Chief Executive for Skills in consultation with the Skills Portfolio Lead to approve the development of a prospectus.
3. That authority be delegated to the GMCA Treasurer, in consultation with the Skills Portfolio Lead and Chief Executive, to approve individual investment decisions following commissioning.

18. NIGHT TIME ECONOMY BLUEPRINT**RESOLVED /-**

1. That the content of the Night-time Economy Blueprint be agreed.
2. That the contents of the Night-time Transport Survey be noted.
3. That the GMCA record its thanks to Sasha Lord and GMCA members and officers for progressing work on the Blueprint.
4. That the panel be requested to look at ways to encourage night time employers to sign up to the Good Employment Charter.

19. DEVOLUTION OF THE ADULT EDUCATION BUDGET (KEY DECISION)**RESOLVED /-**

1. That the conclusion of the Adult Education Budget commissioning process and the selected providers be noted.
2. That the significant flexibilities that the devolution of the Adult Education Budget has enabled GM to introduce, to improve outcomes for GM resident, as set out in the report, be welcome, including:
 - Ensuring free education and training for all residents without a first level 2 qualification
 - Providing free learning for employed residents earning below the national living wage
 - Providing funded units of advanced training and education at level 3
 - Providing free British Sign Language (BSL) provision for residents for whom BSL is their first language, bringing BSL into line with entitlements around English

- Testing the impact of packages of wraparound support for priority sectors, including licence to practice (LTP) where it is linked to a job outcome
- Ensuring that all providers delivering GMCA funded AEB provision (including colleges) are Good or Outstanding
- Better aligning adult skills provision and employment support for residents
- Ensuring value for money and maximising the funding going to front-line delivery

20. GMCA CAPITAL UPDATE 2019/20 (KEY DECISION)

RESOLVED /-

1. That the current 2019/20 forecast compared to the 2019/20 capital budget be noted.
2. That the giving of grants to GM Districts where applicable be approved.
3. That the revised budget for the Clean Bus Fund following award of grant allocations for 2019/20, as detailed in paragraph 5.6 of the report, be approved.
4. That Full Approval for the Salford Bolton Network Improvement Salford Delivery Package 4 Pendleton town centre and the associated release of funding of £2.823 million from the Local Growth Deal to enable the delivery of the scheme as detailed in section 7 be granted.
5. That the addition to the Capital programme of four schemes within the Growth Deal minor works programme, as detailed in section 9 of the report, be approved.
6. That the transfers to GM Districts for the Highways Maintenance, National Productivity Fund and Pot-Hole Funding, as detailed in paragraph 10.4 of the report, be approved.
7. That the addition to the Capital programme for Homes Communities Agency Empty Homes Programme, as detailed in paragraph 11.5 to 11.6 of the report, be approved.
8. That the revised budget for the Pankhurst Centre, which will now be spent in 2019/20 and 2020/21, as detailed in paragraph 11.18 of the report, be approved.
9. That the decision that has been taken by the LEP board in July with regards to management of Local Growth Deal be approved and authority be delegated to the GMCA Treasurer the authority to amend the funding sources and allocations as set out in Para 11.19, including approval of any consequent grants to districts from this money where appropriate.

21. GMCA REVENUE UPDATE 2019/20 (KEY DECISION)

RESOLVED /-

1. That the Mayoral General forecast revenue outturn position for 2019/20 which shows an underspend against budget of £1.6 million be noted.
2. That the Mayoral General – Fire forecast revenue outturn position for 2019/20 which shows an underspend against budget of £1.8 million be noted.
3. That it be noted that the Mayoral General – Fire forecast does not incorporate the potential outcomes of the decision making process on the Programme for Change Outline Business Case.
4. That the GMCA General budget forecast revenue outturn position for 2019/20, which was in line with budget, be noted.
5. That the Transport forecast revenue outturn position for 2019/20, which was in line with budget, be noted.
6. That the GM Waste forecast revenue outturn position for 2019/20, which was in line with budget, be noted.
7. That the TfGM forecast revenue outturn position for 2019/20, as detailed paragraph 4.1 of the report, be noted.
8. That the increase to the Mayoral General – Fire budget of £0.8 million, as detailed in paragraph 3.8 of the report, be approved.
9. That the increase to the GMCA General budget of £24.6 million, as detailed in paragraphs 3.9 – 3.27 of the report, be approved.
10. That the increase to the Transport budget of £5 million, as detailed in paragraph 3.29 of the report, following confirmation of grant balances in earmarked reserves, be approved.
11. That the adjustment to the Transport Levy, as detailed in paragraphs 3.30 – 3.33 of the report, following the Transport Order approval in April 2019, be approved.
12. That it be agreed that the grants payable to GM Districts would be reduced by the same value of the Transport levy adjustment.
13. That the refunds to GM Districts in regards to Waste, as detailed in paragraph 3.35 of the report, be approved.
14. That the disbursement of £0.85 million between the 10 GM Districts for the Controlling Migration Fund, as detailed in paragraph 5.1 of the report, be approved.

22. CONCESSIONARY PASS UPDATE (KEY DECISION)

RESOLVED /-

1. That the proposal to introduce an annual charge of £10 for 'older people', as defined in paragraph 1.14 of the report, to access the enhanced (Metrolink and train only) local concessionary travel scheme within GM be approved.
2. That it be noted that this proposal does not change any person's eligibility for the statutory English National Concessionary Scheme (ENCTS) under the Concessionary Bus Travel Act 2007 that allows free off-peak travel on all local bus services anywhere in England from 09:30 until 23:00 on weekdays and all day at weekends and on Bank Holidays, or the local enhancement that extends the statutory scheme to midnight on weekdays in GM.
3. That it be noted that this was forecast to generate an annual income of c£1.25 million that will be ring fenced for investment in transport services, including, in particular, the bus network and the continued provision and enhancement of local concessionary travel schemes.
4. That it be noted that a detailed delivery plan will be developed. The plan would include an assessment of the development and implementation costs associated with the proposal that would be funded from a top slice from the first year's (2019/20) income and from existing budgets, with the final allocation being determined in consultation with the GMCA Treasurer.
5. That it be noted that, based on an initial assessment, it was considered that January 2020 was the earliest date that the proposal could be implemented.
6. That authority be delegated to the Chief Executive Officer, GMCA & TfGM and the TfGM Director of Finance and Corporate Services, in consultation with the GMCA Treasurer to approve the required decisions to ensure the delivery of the proposal, including any updates required to the Local Concessionary Travel Scheme.
7. That it be agreed that there was still some work to be undertaken on the public messaging to avoid any confusion.

23. GREATER MANCHESTER RAIL PROSPECTUS

RESOLVED /-

1. That the development of the GM Prospects for Rail be endorsed.
2. That authority be delegated to the Chief Executive Officer, GMCA & TfGM, in consultation with the GM Mayor to approve the final draft of the prospectus.

24. HS2 PHASE 2B DESIGN REFINEMENT CONSULTATION – GM RESPONSE APPROACH**RESOLVED /-**

1. That the contents of the report be noted.
2. That authority be delegated to the Chief Executive Officer, GMCA & TfGM, in consultation with the GM Mayor and the lead planning authority to approve the final response to the consultations.

25. GREATER MANCHESTER INVESTMENT FRAMEWORK / GREATER MANCHESTER HOUSING INVESTMENT FUNDS – DELEGATION OF AUTHORITY**RESOLVED /-**

1. That authority be delegated to the GMCA Chief Executive Officer and GMCA Treasurer, in consultation with the GM Mayor and the Portfolio Lead for Investment and Resources, to approve GM Investment Framework funding and approve any urgent variations on amounts and terms for already approved loans during the period 27 July to 26 September 2019.
2. That authority be delegated to the GMCA Chief Executive and the GMCA Treasurer, in consultation with the GM Mayor and the Portfolio Lead for Planning, Housing & Homelessness, to approve GM Housing Investment Loan Fund funding and approve any urgent variations on amounts and terms for already approved loans during the period for the period 29 July 2019 to 26 September 2019.
3. That it be noted that recommendations approved under the delegation would be subject to the usual due diligence processes and would be reported to the GMCA at the next available meeting.

A link to the full agenda and papers can be found here:

https://www.gmcameetings.co.uk/meetings/meeting/724/greater_manchester_combined_authority

This decision notice was issued Tuesday 30 July 2019 on behalf of Julie Connor, Secretary to the Greater Manchester Combined Authority, Churchgate House, 56 Oxford Street, Manchester M1 6EU. The deadline for call in of the attached decisions is 4.00pm on Tuesday 6 August 2019.

Call-In Process

In accordance with the scrutiny procedure rules, these decisions would come into effect five days after the publication of this notice unless before that time any three members of the relevant Overview and Scrutiny Committee decides to call-in a decision.

Members must give notice in writing to the Chief Executive that they wish to call-in a decision, stating their reason(s) why the decision should be scrutinised. The period between the publication of this decision notice and the time a decision may be implemented is the 'call-in' period.

Decisions which have already been considered by an Overview and Scrutiny Committee, and where the GMCA's decision agrees with the views of the Overview and Scrutiny Committee may not be called in.