



Executive

Date: Wednesday, 15 January 2020

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 19 December 2019 (to follow).

4. Greater Manchester's Clean Air Plan - Tackling Nitrogen Dioxide Exceedances at the Roadside - Update

The report of the Deputy Chief Executive and City Treasurer is enclosed.

All Wards
5 - 22

5. Local Plan Issues Consultation

The report of the Strategic Director (Growth and Development) is enclosed.

All Wards
23 - 68

6. Martyn's Law - Improving Venue Security

The report of the Strategic Director of Neighbourhoods is enclosed.

All Wards
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7. Financial Strategy - 2020/21 Budget

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

8. Manchester Central Retail Park Strategic Regeneration Framework

The report of the Strategic Director (Growth and Development) **will follow**.

9. Capital Programme Update

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

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
Level 3, Town Hall Extension,
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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, 7 January 2020** by the Governance and Scrutiny Support Unit, Manchester City Council, Level 3, Town Hall Extension (Mount Street Elevation), Manchester M60 2LA

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**Manchester City Council
Report for Resolution**

Report to: Neighbourhoods and Environment Scrutiny - 8 January 2020
Executive – 15 January 2020

Subject: Greater Manchester's Clean Air Plan – Tackling Nitrogen Dioxide Exceedances at the Roadside – Update

Report of: Strategic Director (Growth and Development)

Summary

This report sets out the progress that has been made following the Government's response to Greater Manchester's Outline Business Case to tackle Nitrogen Dioxide Exceedances at the Roadside (OBC), and the implications for the 10 Greater Manchester (GM) local authorities in relation to the schedule of work and statutory consultation on the Clean Air Plan (CAP).

Recommendations

Neighbourhoods and Environment Scrutiny Committee is asked to note and comment as appropriate on the report.

The Executive is recommended to:

- a) note progress made to date;
- b) note the ministerial direction under the Environment Act 1995 (Greater Manchester) Air Quality Direction 2019 which requires all ten of the Greater Manchester local authorities to implement a charging Clean Air Zone Class C across the region;
- c) agree the need to continue to proceed towards developing the implementation and contract arrangements of a charging Clean Air Zone (CAZ) in Greater Manchester utilising the initial tranche of £36m of funding as required by the ministerial direction / feedback;
- d) delegate authority to Chief Executive, in consultation with the Executive Member for the Environment, Planning and Transport to determine the preparatory implementation and contract arrangements that need to be undertaken utilising the initial tranche of £36m of funding to deliver the CAZ and other GM CAP measures, as set out at paragraph 3.11;
- e) note that the report to determine the timings for commencing the consultation will be received in the Spring of 2020;
- f) note the outstanding need to secure a clear response from the Government on clean vehicles funding asks;

- g) ask officers to work with TfGM to develop a business case and funding strategy for submission to Government to deliver a zero carbon bus fleet as quickly as possible; noting the urgent need to reduce carbon emissions from transport and to reduce nitrogen oxide exceedances towards which buses currently make a major contribution, particularly within the city centre;
- h) note that Highways England has not been directed to act in relation to tackling NO2 exceedances in the same way as the Greater Manchester local authorities, and that this will leave some publicly accessible areas of GM adjacent to trunk roads managed by Highways England, with NO2 exceedances that are not being addressed by the Highways England plan;
- i) delegate authority to Chief Executive to agree the final content and submission of the documents listed in Appendix One for formal submission to JAQU and note their Publication status;
- j) delegate authority to Chief Executive to determine any further technical reports for formal submission to JAQU; and
- k) note that the Executive member for the Environment, Planning and Transport will co-sign a letter from the GM Authorities to the Secretary of State for Transport asking them to bring forward the launch of a statutory consultation to strengthen rules on vehicle idling.

Wards Affected: All

<p>Environmental Impact Assessment - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city</p>
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<p>The Clean Air Plan aims to reduce emissions from the most polluting vehicles in the city. It will have a secondary impact of reducing carbon emissions. The report recommends that officers be requested to work with TfGM to develop a business case and funding strategy for submission to Government, to deliver a zero emission bus fleet as quickly as possible.</p>
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Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The Clean Air Plan aims to improve air quality across Greater Manchester. By doing so the city will become a more attractive place to live, work and visit and this in turn is likely to lead to a stronger economy.
A highly skilled city: world class and home grown talent sustaining the city's economic success	A city with improved air quality is likely to be more successful at retaining and attracting talent.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Ensuring that residents can access job opportunities and other facilities in a safe and clean environment, will enable everyone to contribute to the success of the City.
A liveable and low carbon city: a destination of choice to live, visit, work	The Issues Consultation covers this outcome across a number of Strategic Issues including the achievement of a zero carbon Manchester by 2038; delivering a sustainable transport system; creating neighbourhoods that promote and enable healthy lifestyles; and the Economy, Manchester City Centre, Places to Live, and Sustainable and Resilient sections of the other key issues.
A connected city: world class infrastructure and connectivity to drive growth	Reducing congestion and air pollution will improve perceptions of the City, and help to tackle greenhouse gas emissions. Investing in and maintaining the City's transport infrastructure will help to drive growth.

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 financial implications directly arising from this report. As the Clean Air Plan is finalised further reports will be prepared at the appropriate stages to address the financial consequences.

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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.

- UK plan for tackling roadside nitrogen dioxide concentrations (July 2017)
- Improving air quality: national plan for tackling nitrogen dioxide in our towns and cities (May 2017)
- Improving air quality in the UK: Tackling nitrogen dioxide in our towns and cities (December 2015)
- Air Quality (Standards) Regulations 2010
- Air Quality Task and Finish Group Final Report (November 2017)
- Greater Manchester Low Emissions Strategy and Air Quality Action Plan
- 11 January 2019, report to GMCA/AGMA: Clean Air Update
- 14 December 2018, report to GMCA: Clean Air Update
- 30 November 2018, report to GMCA: Clean Air Plan Update
- 26 October 2018, report to GMCA: GM Clean Air Plan Update on Local Air Quality Monitoring
- 15 November 2018, report to HPEOS Committee: Clean Air Update
- 16 August 2018, report to HPEOS Committee: GM Clean Air Plan Update
- Greater Manchester's Outline Business Case to tackle Nitrogen Dioxide Exceedances at the Roadside, comprising:
 - Executive Summary
 - Strategic Case
 - Economic Case
 - Financial Case
 - Commercial Case
 - Management Case
 - Options Appraisal Report
 - Individual Authority Compliance Summary for Manchester City Council
 - Economic Appraisal Methodology Report
 - Equality Impact Assessment
 - Modelling Report
 - Analysis of Distributional Impacts
 - Analysis of Distributional Impacts Appendix A
 - Analysis of Distributional Impacts Appendix B

- Project and Work Package Summary Sheets
- Organisation and Programme Governance Model
- Programme and Project Procedures and Overview of TfGMs Programme and Project Lifecycle Stages
- Programme and Delivery Schedule and Plan on a Page
- Stakeholder Management Plan
- Risk Management Plan
- Monitoring and Evaluation Plan
- Programme Risk Register
- Project Risk Register
- Steering Group Terms of Reference
- Glossary

1.0 Background

- 1.1 In July 2017 the Secretary of State issued a Direction under the Environment Act 1995 requiring seven Greater Manchester local authorities, including Manchester City Council, to produce a feasibility study to identify the option which will deliver compliance with the requirement to meet legal limits for nitrogen dioxide in the shortest possible time.
- 1.2 In accordance with this Direction Manchester City Council has been developing the study collectively with the other 9 Greater Manchester local authorities and the GMCA, coordinated by TfGM in line with Government direction and guidance and an Outline Business Case (OBC) was duly submitted in April 2019.
- 1.3 The key features of Greater Manchester's feasibility study and its Outline Business Case (OBC) to reduce nitrogen dioxide exceedances in Manchester City Council's area and across Greater Manchester in the shortest possible time were approved on at the Council's Executive on 13th March 2019 for submission to the government's Joint Air Quality Unit (JAQU).

2.0 Introduction

- 2.1 Government has instructed many local authorities across the UK to take quick action to reduce harmful Nitrogen Dioxide (NO₂) levels following the Secretary of State issuing a direction under the Environment Act 1995 to undertake feasibility studies to identify measures for reducing NO₂ concentrations to within legal limit values in the "shortest possible time". In Greater Manchester, the 10 local authorities, the Greater Manchester Combined Authority (GMCA) and Transport for Greater Manchester (TfGM), hereinafter collectively referred to as "Greater Manchester" or "GM", are working together to develop a Clean Air Plan to tackle NO₂ Exceedances at the Roadside, hereinafter referred to as GM CAP.
- 2.2 In its Outline Business Case (OBC) Greater Manchester proposed the following package of measures that delivers compliance in the shortest possible time, at the lowest cost, least risk and with the least negative impacts. They are:
 - A charging Clean Air Zone (CAZ) which will target the most polluting commercial vehicles including older heavy goods vehicles, buses, coaches, taxis and private hire vehicles from the summer of 2021, and older polluting light goods vehicles from 2023 (i.e. a CAZ C with a van exemption until 2023). It has been assumed at OBC stage that the Clean Air Zone Charge would be £7.50 per day for taxis, private hire vehicles and light goods vehicles and £100 per day for heavy goods vehicles, buses and coaches.
 - A Clean Freight Fund of c.£59m to provide financial support for the upgrade of light and heavy goods vehicles, minibuses and coaches, which will be targeted to support smaller local businesses, sole traders and the voluntary sector, registered in Greater Manchester.

- A Clean Taxi Fund of c.£28m, to support the upgrade of non-compliant Greater Manchester Licensed taxi and private hire vehicles.
- A Clean Bus Fund of c.£30m to provide, where possible, the retrofit of older engine standards to the less polluting Euro VI standard for those buses registered to run services across Greater Manchester.
- A package of supporting measures including a proposed Loan Finance scheme, sustainable journeys projects, additional EV charging infrastructure.

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

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

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

2.5 The 2019 Ministerial Direction and accompanying letter proposed some key amendments to GM's OBC proposals, including the implementation of a charging Clean Air Zone Class C without a van exemption until 2023, with additional measures; and for local authorities to jointly submit to JAQU revised evidence by 2 August and a Full Business Case (FBC) by 31 December 2019 at the latest.

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

2.7 Full detail of the government's response was set out in the GMCA – Clean Air Update report on 26 July 2019.

3 Progress Since Last Update

3.1 Following the ministerial feedback and 2019 Ministerial Direction, the GM Authorities sought clarification on the 2019 Ministerial Direction and the accompanying ministerial letter, questioned the government's lack of

assurances around financial support for the broader GM CAP, outlined GM's approach to the requests for further options analysis, and detailed the issues GM faces in preparing to implement the scheme in terms of the timetable for FBC and statutory consultation.

- 3.2 The ministerial letter requested from GM further options appraisal information (including transport and air quality modelling as well as due regard to economic, financial and deliverability considerations) to be submitted prior to statutory consultation, and by 2nd August 2019.
- 3.3 In the interests of the ongoing working relationship between the 10 GM Authorities and the government's Joint Air Quality Unit (JAQU) in developing the GM CAP, a total of 29 draft technical reports and notes have been issued to JAQU in draft form and are subject to approval as set out in Appendix One. These provide the specific information JAQU has requested about behavioural assumptions and sensitivity testing.
- 3.4 GM has also requested clarification of the 2019 direction, JAQU guidance and GM's legal obligations relating to the options appraisal process, and whether this impacts on the GM authorities' options appraisal work to date or the additional work required by the letter accompanying the 2019 Ministerial Direction.
- 3.5 In addition, GM set out that the delay of over two months in receiving Ministerial feedback on the OBC, compounded by the request for GM to submit further options appraisal information, has had a material impact on the timetable for the GM CAP.
- 3.6 The delay arising from the ministerial feedback and lack of clarity on the direction, JAQU guidance and GM's legal obligations relating to the options appraisal process means that consultation will now need to take place later than originally planned. Consultation must comply with the relevant public law principles which may be summarised as:
 - consulting at a time when proposals are still formative;
 - giving sufficient reasons for the proposals to allow intelligent consideration and response by consultees;
 - giving adequate time for consultees to respond; and
 - ensuring that the responses to the consultation are conscientiously taken into consideration in finalising proposals.
- 3.7 In planning for a Statutory Consultation Officers have had to have regard to these principles. Given the continuing dialogue with Ministers to secure a clear response from government on our clean vehicles funding asks and lack of clarity on the 2019 Ministerial Direction, JAQU guidance and GM's legal obligations relating to the options appraisal process, Officers cannot at this time advise the GM Authorities to commence the Statutory Consultation.
- 3.8 In the absence of a Statutory Consultation GM Authorities were not be able to submit an FBC by the end of the year and therefore that aspect of the

Ministerial Direction will not be fulfilled. Officers remain in dialogue with JAQU and have written to clarify GM's position in relation to our schedule of work. GM has been clear that improving air quality is a priority and to that aim we have set out how we have been progressing this work.

3.9 Despite this delay to undertaking a Statutory Consultation, in view of the 2019 Ministerial Direction GM must continue to proceed towards developing the implementation and contract arrangements of a charging Clean Air Zone in Greater Manchester utilising the initial tranche of £36m of funding.

3.10 The City Council and other GM Authority decision makers will receive a report in Spring 2020 to determine the timings for commencement of the consultation. The report will:

- Detail the outputs from the Public Conversation and workshop-style focus groups, known as deliberative research;
- Set out the outline of the proposals and what they mean for GM, including:
 - o the basic key elements of the Clean Air Zone including the intended boundary and times of operation, proposed discounts/exemptions, vehicles affected and daily charges]
 - o the supporting measures [the detail of proposals of the funds and vehicle finance scheme, sustainable journeys]
 - o An Equalities Impact Assessment that considers the draft proposals at a GM level.

3.11 In the interim, given the scale and challenging timeline to deliver a charging Clean Air Zone as required by the 2019 Ministerial Direction, there is preparatory work that needs to be undertaken. This is in order to maintain delivery momentum in line with the funding arrangements agreed with JAQU, for example in relation to automatic number plate recognition (ANPR) cameras, back office systems and service providers. Therefore, a delegation is sought to give the Chief Executive the necessary authority to determine the preparatory implementation and contract arrangements, utilising the initial tranche of £36m of funding that may need to be undertaken to deliver a Clean Air Zone and other GM CAP measures, ahead of the report that will determine progressing the statutory consultation.

3.12 The commencement of a charging Clean Air Zone scheme and the other measures are subject to both consultation as set out at 3.10 and to the GM authorities receiving the required government funding to enable them to meet the legal limits for nitrogen dioxide concentrations.

4 Government Asks

4.1 In addition to the response on the specific clean air proposals, additional asks were made of Government, as set out at 2.3

4.2 These include an ask for Government to direct Highways England to tackle NO2 exceedances on the Strategic Road Network (SRN) in the same way that

local authorities that have been directed to undertake a feasibility study are having to take action on the local road network. The ministerial feedback outlined that Highways England are working up plans for exceedances identified by national modelling on their network, and that this is not expected to include charging on the SRN but will instead focus on a range of measures such as traffic management, speed limits and barriers.

- 4.3 Officers have been advised that the measures proposed by Highways England in Greater Manchester focus on introducing 60mph speed limits on parts of the SRN. It highlights the concern that Highways England have not been directed to act in relation to tackling NO₂ exceedances in the same way as Greater Manchester local authorities, and that this will leave some publicly accessible areas of GM adjacent to trunk roads managed by Highways England, with NO₂ exceedances that are not being addressed by the Highways England plan.
- 4.4 As indicated in paragraph 2.2 above, the Outline Business Case included proposals for a Clean Bus Fund of c.£30m to provide, where possible, the retrofit of older engine standards to the less polluting Euro VI standard for those buses registered to run services across Greater Manchester. Cleaning up and decarbonising the bus fleet is a particular priority in the city centre and the key routes to and from it, where emissions from the current diesel bus fleet make up a significant proportion of nitrogen oxide emissions and where the levels of the pollutant currently breach legal limits.
- 4.5 The new Government made a number of commitments during the recent election campaign to invest in local bus services outside of London. Given this and the urgent requirement to decarbonise the transport system in response to the climate emergency as quickly as possible, it is recommended that officers be requested to work with TfGM to develop a business case and funding strategy, for submission to Government, which aims to deliver a zero emission bus fleet as quickly as possible.

5 Vehicle Idling

- 5.1 Our Clean Air conversation in Spring 2019 highlighted that many people are concerned about vehicle idling, prompting questions about what GM can do to crack down on people who leave their engines idling.
- 5.2 In the UK, it is illegal under the Road Vehicles (Construction and Use) Regulations 1986 to leave a vehicle's engine running unnecessarily while that vehicle is stationary on a public road. Doing this can incur a £20 fixed-penalty fine under the Road Traffic (Vehicle Emissions) Regulations 2002.
- 5.3 This is only imposed if the driver fails to turn off their engine when asked to do so. Enforcement of this legislation, either through a Fixed Penalty Notice (FPN) or via the magistrates' court sits with local authorities.
- 5.4 As the enforcing officer has to give the driver the opportunity to switch off the engine first and the penalty for idling is relatively small (£20), Greater

Manchester Local Authorities do not consider the Regulation to be an effective deterrent.

- 5.5 In addition, government has recently announced proposals to consult on toughen up rules on vehicle idling and increase fines for drivers who leave their engine running while parked.
- 5.6 Given the limited enforcement deterrent the GM Authorities are planning to undertake more awareness raising campaigns to inform of the health impacts that idling has on air quality.
- 5.7 In parallel, GM Authorities will write to the Transport Secretary asking them to bring forward the launch of the public consultation on this issue.

6 Next Steps

6.1 Officers will:

- Continue to work with JAQU to clarify the 2019 Ministerial Direction, JAQU guidance and GM's legal obligations relating to the options appraisal process, and the implications of that to our schedule of work and the timings for consultation on the Plan;
- Continue dialogue with JAQU to secure a clear response from government on our clean vehicles funding asks; and
- Continue stakeholder engagement and awareness raising with both groups in scope of the Clean Air Zone and the general public.

7 Recommendations

- 7.1 Recommendations appear at the front of the report.

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Appendix One

This appendix summarises the purpose and contents of the additional supplementary technical Evidence Notes that are required to be formally submitted to JAQU to accompany the OBC and in response to the Minister's feedback.

Pursuant to the Ministerial Direction, and in discussions with the government's Joint Air Quality Unit (JAQU) GM has updated analysis that addresses issues raised around the behavioural assumptions used and provided assurance that the proposed Clean Air Zone will deliver compliance in the shortest possible time, and that compliance cannot be achieved earlier than 2024, such analysis includes:

- exploring whether measures targeted at the last remaining exceedance locations following implementation of a CAZ in 2021 would achieve compliance quicker;
- updating the behavioural assumptions used to model the impact of a CAZ, following the Technical Independent Review Panel's suggestions;
- providing further sensitivity testing on vehicle upgrade assumptions; and
- demonstrating that a Greater Manchester CAZ D cannot bring forward compliance, including outlining the delivery challenges discussed for a GM wide CAZ D.

In response 29 Evidence Notes, have been produced, namely:

1. GM CAP Data, Evidence and Modelling: post-OBC approach
2. GM CAP: Next steps for data collection and the development of analytical tools
3. GM CAP: Analysis of the freight market
4. GM CAP: Analysis of the coach market. **
5. GM CAP: ANPR Surveys: Summary of Initial Findings
6. GM CAP: Behavioural response assumptions and available data sources*
7. GM CAP: LGV and HGV Operational Cost Models*
8. GM CAP: HGV Behavioural Responses Note*
9. GM CAP: LGV Behavioural Responses Note*
10. GM CAP: Taxi Behavioural Responses Note*
11. GM CAP: Analysis of Bus Upgrade Options to Deliver Air Quality Compliance**
12. GM CAP: Evidence of the impact of 2021 implementation of a CAZ C (without exemptions)
13. GM CAP Study: Traffic Impact on Neighbouring Authorities
14. GM CAP: Local exceedances: Update*
15. GM CAP: Implications of the EFT update for GM
16. GM CAP: Sensitivity testing of a CAZ C in 2023 with revised behavioural response assumptions.*
17. GM CAP: Evidence supporting the decision not to progress with a GM-wide CAZ D.*
18. GM CAP: Minibus Vehicle Research

19. GM CAP: Taxi and Private Hire Vehicle Fleet Research
20. GM CAP: Greater Manchester Specialised Goods Surveys: Results Summary
21. GM CAP: Sensitivity test: Full Electric Bus Fleet
22. GM CAP: Addendum to Note 3: GM Comparative Statistics
23. GM CAP: Summary update of ongoing work on local exceedances*
24. GM CAP: Updates to the Modelling Tools post-OBC Submission for the Do Minimum scenario
25. GM CAP: Modelling the impacts of Sustainable Journeys Measures*
26. GM CAP: Analysis of Funds*
27. GM CAP: Demand Sifting Tool Operating Manual*
28. GM CAP: Taxi and Private Hire Vehicle Operational Cost Model*
29. GM CAP: Option for Consultation Modelling Summary*

In the interests of the ongoing working relationship between the 10 GM authorities and JAQU in developing the GM CAP, all of the above reports have been issued to JAQU in draft form, and are now subject to approval. It is proposed that for the City Council, approval of these documents will be through the delegation agreed in the March 2019 report, to the Chief Executive, in consultation with the Executive Member for the Environment, Planning and Transport.

The evidence base that will underpin the Full Business Case (FBC) is still being developed. Evidence was supplied to JAQU where it was possible to do so, with the recognition that the Notes represented a work-in-progress and that more work is required to properly understand the implications of the analysis from a policy, delivery, legal and analytical assurance perspective.

Contents of the supplementary Evidence Notes:

- 'Note 1: GM CAP Data, Evidence and Modelling: post-OBC approach' sets out the process being undertaken to deliver the Data, Evidence and Modelling requirements in support of the FBC. It also describes the evidence to be supplied to JAQU and how this responds to the feedback received from JAQU and the Technical and Delivery Independent Review Panels (the T-IRP and D-IRP).
- 'Note 2: GM CAP: Next steps for data collection and the development of analytical tools' provides information about further data collection and the development of tools planned as next steps, namely behavioural research of van drivers and other groups; the development of further Operational Cost Models for other vehicle types; on-street specialized goods vehicle surveys; and the analysis of evidence emerging from the Conversation and other bodies.
- 'Note 3: Analysis of the freight market' describes the number of Heavy and Light Goods Vehicles operating in GM, the compliance status of those vehicles, and the business and usage patterns of those vehicles.
- 'Note 4: Analysis of the coach market' describes the number of coaches operating in GM, the compliance status of those vehicles, and the business and usage patterns of those vehicles. This evidence, and that contained in Note 3, is being used to inform scheme design and to support the development of analytical tools and modelling assumptions.

- 'Note 5: GM CAP ANPR Surveys: Summary of Initial Findings' sets out the results of an ANPR survey conducted in January 2019 at 42 sites across GM. The survey was designed to provide a representative profile of the vehicle fleet operating in Greater Manchester in terms of vehicle type (including fuel used) and age profile, in order to update the previous data used in the OBC with a more comprehensive and robust dataset. The results show that there are not major differences between observed levels of compliance in the overall GM fleet between the 2016 and 2019 surveys. This data set is now being used widely as part of the ongoing work to refine the proposals as part of the FBC development for the CAP.
- 'Note 6: GM CAP: Behavioural response assumptions and available data sources' sets out evidence gathered from a number of sources offering an insight into the vehicle markets in question and how they might respond to the range of measures proposed in the GM CAP. These include Stated Preference surveys that have been carried out by other CAP authorities (Sheffield and Bradford) and shared with GM.
- 'Note 7: LGV and HGV Operational Cost Models' describes a new analytical tool that has been developed in support of the GM CAP allowing the assessment of behavioural responses to a CAZ based on operational costs by vehicle type for HGVs and LGVs. It is proposed that this tool replaces the methodology for assessing behavioural responses as applied in the OBC.
- 'Note 8: GM CAP: HGV Behavioural Responses' sets out what behavioural response assumptions were applied at OBC for HGVs, the revised behavioural assumptions proposed for future analysis based on the HGV Operational Cost Model, and proposed next steps for analysis.
- 'Note 9: GM CAP: LGV Behavioural Responses' sets out what behavioural response assumptions were applied at OBC for LGVs, the revised behavioural assumptions proposed for future analysis based on the LGV Operational Cost Model, and proposed next steps for analysis.
- 'Note 10: GM CAP: Taxi Behavioural Responses' sets out what behavioural response assumptions were applied at OBC for Hackney Cabs and Private Hire Vehicles (PHVs), and consider a possible approach to updating these assumptions based on evidence derived from stated preference surveys carried out in Sheffield. It sets out proposed next steps for analysis, including the development of an Operational Cost Model for Taxis (Hackney Cabs and PHVs).
- 'Note 11: Analysis of Bus Upgrade Options to Deliver Air Quality Compliance' was produced in response to a request from JAQU for analysis scaling the proportion of bus compliance required to deliver compliance. Practically, this approach is very difficult to test in a way that would represent a real-world operational scenario that could be delivered as part of the CAP. Note 11 therefore presents two approaches to understand the influence of buses on compliance with the Air Quality Directive:
 - how many of the GM bus service routes pass the predicted exceedance locations and the number of buses this represents compared with the GM bus operator vehicle fleet.
 - how many of the modelled exceedances would remain if the preferred

option (Option 8) excluded bus improvements at all (i.e. a CAZ that did not include buses as a type of vehicle to be charged).

- 'Note 12: Evidence of the impact of 2021 implementation of a CAZ C (without exemptions)' describes analysis carried out by GM to assess the risks of implementing a CAZ C in 2021 without also implementing a two-year sunset period as was proposed in the OBC. The Note sets out analysis of vulnerability by sector, based on the proportion of the fleet that would be non-compliant in 2021 compared to 2023; analysis exploring the risk of market distortion and the potential impact on small businesses; and analysis of the likely availability (or lack of availability) of second-hand compliant vehicles.
- 'Note 13: GM CAP Study: Traffic Impact on Neighbouring Authorities' presents the results of highway modelling carried out to assess the likelihood and potential scale of traffic re-routing to avoid a CAZ.
- 'Note 14: GM CAP Local exceedances Update' sets out GM's approach to identifying and assessing sites where further measures may be required in order to achieve compliance in the shortest possible time. The Note presents the results of analysis carried out to assess real-world traffic conditions and to compare these to model outputs, and analysis of NOx source apportionment and any local conditions affecting concentrations, such as canyons, including checking how accurate the representation of such conditions is in the model itself. It also sets out an update on work carried out to identify possible local solutions.
- 'Note 15: Implications of the EFT update for GM' considers the implications of Emission Factor Toolkit (EFT) version 9.1a, released by JAQU at the end of May 2019. GM's methodology for calculating traffic emissions applies emissions factors has been derived from DEFRA's Emission Factor Toolkit (EFT) version 8.0, which was originally released in November 2017. Version 9.1a of the EFT contains fleet figures which have resulted from a recent Department for Transport (DfT) project to develop new passenger car fleet projections in light of emerging evidence regarding changes in consumer purchasing behaviour which show a shift away from diesel cars and towards petrol cars, alongside a slowing in overall new car sales.
- 'Note 16: GM CAP: Sensitivity testing of a CAZ C in 2023 with revised behavioural response' presents the results of a sensitivity test of the impacts of a CAZ C (without any supporting measures) in 2023, applying revised behavioural responses for HGV, LGV, PHV and Hackney Cab. The bus upgrade was assumed as 100% for the purposes of this test. This test was conducted at the request of JAQU.
- 'Note 17: Evidence supporting the decision not to progress with a GM-wide CAZ D' sets out the options appraisal process applied at OBC and presents further evidence explaining why it is not considered that a GM-wide CAZ D cannot bring forward compliance.
- 'Note 18: Minibus vehicle research' describes the number of minibuses operating in GM, the compliance status of those vehicles, and the business and usage patterns of those vehicles.
- 'Note 19: Taxi and Private Hire vehicle fleet research' describes the number of taxis and PHVs licensed and operating in GM and the

compliance status of those vehicles. This evidence, and that contained in Note 18, is being used to inform scheme design and to support the development of analytical tools and modelling assumptions.

- 'Note 20: Greater Manchester Specialised Goods Surveys: Results Summary' sets out the results of on-street surveys carried out at three sites identified in the local exceedances study where freight was a significant contributor of emissions. The surveys provide estimates of vehicle volumes by size, compliance status and industry.
- 'Note 21: Sensitivity test: Full Electric Bus Fleet' describes the results of a sensitivity test carried out to understand the impact on compliance of a fully electric bus network across GM. This was carried out as a theoretical test at the request of JAQU.
- 'Note 22: Addendum to Note 3: GM Comparative Statistics' presents the results of analysis carried out at the request of JAQU to test the reasonableness of GM's assumption that the region was typical of the UK in terms of economic and business activity. It acts as an Addendum to Note 3.
- 'Note 23: Summary update of ongoing work on local exceedances' provides an updated position on the local exceedances project, acting as a follow-up paper to Note 14 which was supplied to JAQU in draft three weeks earlier.
- 'Note 24: GM CAP: Updates to the Modelling Tools post-OBC Submission for the Do Minimum scenario' describes a series of improvements that have been made to the underlying assumptions in the Do Minimum modelling scenario, in particular reflecting the release of EFT v9.1a and newly available data on bus services and fleets.
- 'Note 25: GM CAP: Modelling the impacts of Sustainable Journeys Measures' sets out the methodology that has been developed to test the impacts of a package of sustainable journeys interventions, and the results of those tests.
- 'Note 26: GM CAP: Analysis of Funds' sets out how the available tools have been used to assess the impact of different funding offers in terms of likely uptake and impact on behavioural responses. This analysis has fed into the assessment of the funding offers, alongside other evidence.
- 'Note 27: GM CAP: Demand Sifting Tool Operating Manual' describes the Demand Sifting Tool and acts as a manual for use, setting out the underlying assumptions and methodology within the Tool. This Note has been developed to meet the TIRP request for further detail on the operation of the Tools.
- 'Note 28: GM CAP: Taxi and Private Hire Vehicle Operational Cost Model' describes a new analytical tool that has been developed in support of the GM CAP allowing the assessment of behavioural responses to a CAZ based on operational costs by vehicle type for Hackney Cabs and Private Hire Vehicles. It is proposed that this tool replaces the methodology for assessing behavioural responses as applied in the OBC.
- 'Note 29: GM CAP: Option for Consultation Modelling Summary' presents the results of a series of tests of the updated Do Minimum scenario and of the full package of measures proposed for consultation for the GM CAP. Tests have been carried out for 2021, 2023 and 2025

and analysis has been carried out to estimate the forecast year of compliance, shown to be 2024 with the proposed package as per the Ministerial Direction. As such, this Note supersedes Note 16, which acted as an early test of a simplified CAZ-only scenario using an interim version of the updated tools.

The reports, save for those marked with an asterisk, will be published once they have been approved. Upon publication, copies of these reports will be available at: www.CleanAirGM.com.

Those reports marked with a single asterisk (*) are unfinished documents and will remain unpublished until the beginning of the consultation.

As such, it is considered that the reports referred to above fall within the exception under regulation 12(4)(d) EIR and that, in all the circumstances of the case, the public interest in maintaining the exception outweighs the public interest in disclosing the information. Subject to the comments above in relation to report number 11, all the reports referred to above will be made public shortly and in any event prior to statutory consultation so there will be an appropriate opportunity for public scrutiny of them. It is not considered that the public interest would be served by disclosing at this stage drafts which are incomplete.

In addition, reports number 4 and 11, marked with a double asterisk (**) contains commercial or industrial information in respect of which confidentiality is provided by law to protect a legitimate economic interest, and disclosure would adversely affect that confidentiality. As such, it is considered these reports fall within the exception under regulation 12(5)(e) EIR and that, in all the circumstances of the case, the public interest in maintaining the exception outweighs the public interest in disclosing the information.

Manchester City Council Report for Resolution

Report to: Executive – 15 January 2020

Subject: Local Plan Issues Consultation

Report of: Strategic Director (Growth and Development)

Summary

This report seeks approval for the consultation on the first stage in developing a new Local Plan for Manchester. The Issues Consultation will set out key issues to inform the scope and content of the new local plan. The consultation document forms the basis for the first stage in consulting on the new Local Plan. Later stages will provide opportunities for more detailed consultation on individual policy areas.

Recommendations

The Executive is recommended to:

1. approve the Issues Consultation document to be consulted on for a period of eight weeks from 7 February 2020; and
 2. delegate approval to the Strategic Director (Growth and Development) in consultation with the Executive Member for Environment, Planning and Transport to agree any editorial amendments and the finalisation of the Issues Consultation document prior to its issue for consultation.
-

Wards Affected - All

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

The Issues Consultation for the new Local Plan provides an opportunity for organisations and individuals to submit their views on the scope and content of the plan. The Local Plan will feature the Council's target to achieve a zero carbon Manchester by 2038 at the latest as a strategic matter that is central to the plan. The Issues Consultation covers a range of issues that will have a direct bearing on successfully meeting the zero carbon challenge.

Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The Issues Consultation covers this outcome within the issues, specifically the Economy section of other key issues.

A highly skilled city: world class and home grown talent sustaining the city's economic success	The Issues Consultation covers this outcome within the issues, specifically the Economy section of other key issues.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The Issues Consultation covers this outcome across a number of Strategic Issues including balancing the competing demands for space; creating neighbourhoods that promote and enable healthy lifestyles; and the Economy and Places to Live sections of the other key issues.
A liveable and low carbon city: a destination of choice to live, visit, work	The Issues Consultation covers this outcome across a number of Strategic Issues including the achievement of a zero carbon Manchester by 2038 at the latest; delivering a sustainable transport system; creating neighbourhoods that promote and enable healthy lifestyles; and the Economy, Manchester City Centre, Places to Live, and Sustainable and Resilient sections of the other key issues.
A connected city: world class infrastructure and connectivity to drive growth	The Issues Consultation covers this outcome across a number of Strategic Issues including the delivery of a sustainable transport system; and ensuring critical infrastructure requirements are addressed. It is also picked up in Manchester City Centre section of the other key issues.

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 Local Plan will be resourced by existing budgets covering staffing and projects expenditure. Additional resources have been identified to provide staffing and project budget that is required to ensure the Local Plan is delivered in a timely manner.

Financial Consequences – Capital

No capital costs are involved in this process.

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Background documents (available for public inspection):

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

- The Manchester Core Strategy - Adopted on 11th July 2012
- Manchester City Council Statement of Community Involvement (2018)

1.0 Introduction

- 1.1 Manchester's Development Plan currently comprises the Core Strategy, saved Unitary Development Plan policies, the Greater Manchester Minerals Plan and the Greater Manchester Waste Plan. The new Local Plan will replace the Core Strategy that was adopted in 2012 and the remaining saved Unitary Development Plan policies, taking account of the Our Manchester strategy, the emerging Greater Manchester Spatial Framework (GMSF), the National Planning Policy Framework (NPPF) and Greater Manchester's new devolved planning powers.
- 1.2 The new Local Plan will need to respond to key strategic issues including achieving a zero carbon Manchester by 2038 at the latest; delivering a sustainable transport system that supports existing and further development; balancing competing demands for space; ensuring critical infrastructure requirements are addressed; and creating neighbourhoods that promote and enable healthy lifestyles.
- 1.3 The first step in developing the new Local Plan is to consult on issues to inform the scope and content of the plan. The attached draft Issues Consultation document provides the written content that we propose to consult upon.

2.0 Background

- 2.1 The need to produce a new local plan for the city is driven by a number of factors including changes to national policy and guidance; the development of the Greater Manchester Spatial Framework (GMSF); and specific policy priorities that need addressing within Manchester such as the recent declaration of a climate emergency.
- 2.2 The latest version of the National Planning Policy Framework (NPPF) was published in February 2019. The NPPF now includes a requirement for local plans to be reviewed every five years to assess whether they need updating. The Core Strategy was adopted in 2012 and it is therefore appropriate to review it in line with the policy expectation in NPPF. Section 3 of the NPPF sets out the considerations to take account in preparing and reviewing local plans.
- 2.3 A draft version of the GMSF was consulted on earlier this year (January to March 2019). The key area where the GMSF directly links into the new local plan is setting out the quantum of housing and commercial development that Manchester will be expected to deliver over the plan period. Three specific allocations within Manchester are included in the draft GMSF (Southwick Park (residential); Medipark Extension (commercial); and Global Logistics (commercial)).
- 2.4 The specific policy issues faced by the city include the strategic matters noted in the introduction (paragraph 1.2). The Issues Consultation document also

covers other issues. Further details on the content of the Issues Consultation document is set out in Section 3.

- 2.5 It is important to note that the Issues Consultation document is not an exhaustive list of every issue that needs to be considered, nor does it attempt to deal in great detail with each of the issues covered. The consultation will provide the opportunity for organisations and individuals to highlight any additional issues they consider important to cover; and to furnish additional detail on the issues set out in the document.
- 2.6 It is also important to state what the Local Plan can and cannot do. It will set out the intended spatial strategy for the City over the next 15 to 20 years and will include policies to shape how land is used in the city. It therefore has a key role in providing the spatial expression of the Council's corporate priorities. It will not be a delivery document per se - the physical development that will take place will be realised through private and public sector investment decisions that ultimately will form planning applications to be decided by the City Council; or investment that is realised through the delivery of infrastructure via other legal mechanisms (e.g. Transport and Works Act Orders or Nationally Significant Infrastructure Projects).
- 2.7 The plan will need to be subject to viability testing to demonstrate that the plan's proposals and policies can deliver development that is viable. There will need to be choices made in terms of the scope of infrastructure that can be funded by means of section 106 contributions; and a clear strategy as to where other funding may be used to deliver key aspects of the plan. The plan will be accompanied by an Infrastructure Funding Statement that will need to set out clearly what critical infrastructure is required to facilitate the growth of the city.

3.0 Content of the Issues Consultation Document

- 3.1 In summary the document is structured in the following way:
 - A brief introduction to the document setting out its purpose;
 - The context for the Local Plan focussing on the key strategies that will influence the plan;
 - Setting out a suggested vision and objectives for the plan;
 - Providing a brief 'spatial portrait' of the city;
 - Setting out the strategic issues that will play a central role in shaping the plan;
 - Other key issues that are important to raise at this stage of consultation; and
 - A brief overview of the evidence base that will be assembled to inform the development of the plan and its policies.
- 3.2 The Issues Consultation document commences with a brief introduction and context section that provides a concise summary of the policy background that the Local Plan is being prepared within. Section 3 of the document sets out a draft vision and objectives for the Local Plan which have drawn their primary

influence from the Our Manchester Strategy. Section 4 provides a spatial portrait of the city setting key issues to address for the broad neighbourhoods across the city.

- 3.3 The strategic issues in Section 5 of the document are considered to be the key overarching matters that the Local Plan will need to address in developing a robust spatial strategy and policies that will be used to determine future planning applications. The document addresses each of the strategic issues setting out the main points that will need to be considered in developing the Local Plan.
- 3.4 Section 6 of the document considers other key issues under four themes:
 - Economy
 - Manchester City Centre
 - Places to Live
 - Sustainable and Resilient
- 3.5 Under Economy, the challenge is to deliver sustainable economic growth and job creation to create a healthier, fairer and more equal Manchester. Policies in the new Local Plan will draw on the recently adopted Local Industrial Strategy to assist in delivering a more inclusive economy.
- 3.6 The City Centre is important across local, sub-regional and regional scales. The key challenges are the management of further growth within the context of the land supply within the City Centre and the need to further improve transport connections. The new Local Plan will need to provide clear guidance on the growing city centre and where its boundaries are likely to change over the plan period. The Plan will need to be consistent with the updated City Centre Transport Strategy which is currently subject to consultation.
- 3.7. In terms of Places to Live, there are issues of nature and scale of housing across various parts of the city including the delivery of affordable housing; managing the student accommodation within the city (the report to Executive on 13 November 2019 provides further detail on this matter); developing a suitable policy framework to manage new forms of short term lettings and co-living (the report to Executive on 19 December provides further detail on this matter); ensuring the necessary infrastructure is delivered alongside the growth envisaged in the plan; and delivering a clear sense of place across the city.
- 3.8 The Sustainable and Resilient theme encompasses issues around air quality, flood risk, green and blue infrastructure, and biodiversity. The new Local Plan will again seek to retain appropriate policies from the existing development plan whilst considering where new policies will be required to meet the challenges posed by these issues.
- 3.9 Section 7 briefly outlines the main areas of evidence that will need to be assembled to inform the development of the strategy and policies in the new Local Plan. It demonstrates the range of studies that are likely to be required.

Clearly evidence can be utilised for other plans and strategies as well as the new Local Plan and vice-versa.

- 3.10 The Integrated Appraisal briefly described in Section 8 will consist of a Sustainability Appraisal accompanied by other assessments (Health and Equalities Impacts). The first step in this area of work will be the publication of a Scoping Report that will set out the proposed Sustainability Appraisal framework, provide baseline data and consider the interrelationship with other plans, programmes and proposals.

4.0 Consultation Proposals

- 4.1 The Issues Consultation is proposed to commence from 7 February for a period of eight weeks. The consultation will follow the principal approaches set out in the Statement of Community Involvement (SCI). Preparation is underway to carry out the consultation and includes:

- Working with colleagues to apply methods deployed in the recent consultation on the Local Industrial Strategy including working with local schools;
- Working alongside colleagues undertaking current/forthcoming consultations (e.g. City Centre Transport Strategy/ Clean Air Plan);
- Notification of the consultation to our Local Plan consultee database;
- Production of a summary information to cover the key issues and signpost to the main Issues Consultation document;
- Social media campaign to raise awareness (worked up with colleagues in Communications, and Policy, Performance and Reform);
- Linking into existing meetings within neighbourhood teams; and
- Picking up key messages already communicated by the business community through the consultation on the LIS.

5.0 Next Steps

- 5.1 The consultation on Issues is the first formal step towards an adopted updated Manchester Local Plan. The consultation will help to determine how the plan should be developed in terms of overall strategy and provide an understanding of the scope of policies to include in the plan.

- 5.2 The next steps in the production of the new Local Plan include:

- Prepare draft plan throughout 2020 – consult in winter 2020/21
- Publication of Manchester Local Plan – formal statutory consultation in summer/autumn 2021
- Submission to Secretary of State – submit in winter 2021/22
- Examination of the plan – from Spring 2022
- Adoption of Manchester Local Plan – Spring 2023

6.0 Contributing to a Zero-Carbon City

- 6.1 The new Local Plan will provide the spatial expression of the Council's corporate objectives, central to which is the intention to move towards a zero carbon Manchester by 2038 at the latest. The Issues Consultation covers a range of issues that will have a direct bearing on successfully meeting the zero carbon challenge by 2038.

7.0 Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

- 7.1 The Issues Consultation covers this outcome within the issues, specifically the Economy section of other key issues.

(b) A highly skilled city

- 7.2 The Issues Consultation covers this outcome within the issues, specifically the Economy section of other key issues.

(c) A progressive and equitable city

- 7.3 The Issues Consultation covers this outcome across a number of Strategic Issues including balancing the competing demands for space; creating neighbourhoods that promote and enable healthy lifestyles; and the Economy and Places to Live sections of the other key issues.

(d) A liveable and low carbon city

- 7.4 The Issues Consultation covers this outcome across a number of Strategic Issues including the achievement of a zero carbon Manchester by 2038; delivering a sustainable transport system; creating neighbourhoods that promote and enable healthy lifestyles; and the Economy, Manchester City Centre, Places to Live, and Sustainable and Resilient sections of the other key issues.

(e) A connected city

- 7.5 The Issues Consultation covers this outcome across a number of Strategic Issues including the delivery of a sustainable transport system; and ensuring critical infrastructure requirements are addressed. It is also picked up in Manchester City Centre section of the other key issues.

8. Key Policies and Considerations

(a) Equal Opportunities

- 8.1 The Issues Consultation will enable a wide range of organisations and individuals to comment on the scope and potential content of the new Local Plan. The development of the Integrated Appraisal will in due course ensure

that the plan is considered in terms of its potential impacts with respect to equalities.

(b) Risk Management

- 8.2 The Executive are being asked to approve a consultation on the key issues that will inform the development of the new Local Plan. There are no specific risks identified with this stage of plan making.

(c) Legal Considerations

- 8.3 The consultation on issues conforms to the requirements of the relevant Planning Acts and accompanying guidance. It is the first step in the statutory process for plan making.

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Manchester Core Strategy / Local Plan Review

Issues Consultation (February 2020)

1. Introduction

- 1.1. The publication of this document marks the initial stage in the review of Manchester's Local Plan. The Manchester Local Plan will set out how the city should meet the need for new development over the next 15-20 years. It will identify where new development should happen; which green spaces and other environment should be protected or enhanced; and how transport and other infrastructure will be improved. A dynamic city such as Manchester can be subject to rapid change. Whilst the Local Plan will cover a period up to 2038 it will be reviewed every five years to ensure that its policies and proposals remain up to date.
- 1.2. This document aims to set out the key issues that will influence the Manchester Local Plan and identify approaches that could be particularly important for development in Manchester. The document forms the basis for the first stage in consulting on the Local Plan Review. Later stages will provide opportunities for more detailed consultation on individual policy areas. The Council would like to hear the views of everyone who has an interest in the Local Plan's development. We would like to hear from residents, businesses, local organisations, the development industry and neighbouring councils.
- 1.3. We have aimed to prepare a document that can be easily understood, with technical language kept to a minimum. However, the statutory planning process can be technical at times, and addresses some complex issues. Therefore, some technical language may be unavoidable but hopefully where used its meaning is clear.
- 1.4. As well as views on the proposed approach, we would welcome suggestions on how we can better engage with different people and groups in future.

How to Comment on the Issues Consultation

1.5. Comments on the Issues Consultation can be sent in to us in the following ways:

- a) Using the online consultation website¹ at <http://consult.manchester.gov.uk/portal>
- b) Email your comments to planningstrategy@manchester.gov.uk
- c) Send in your comments by post to

Planning Strategy
City Policy
Manchester City Council
Level 3, Town Hall Extension
PO Box 532
Manchester
M60 2LA

- 1.6. If you choose to email or send in your comments by post it would be very useful if you could set out your answers against any specific questions you wish to comment on.
- 1.7. We will be holding a number of drop in sessions during the consultation period (7th February to 3rd April). Details on these events and other consultation sessions can be found on our website page at **INSERT WEB PAGE**

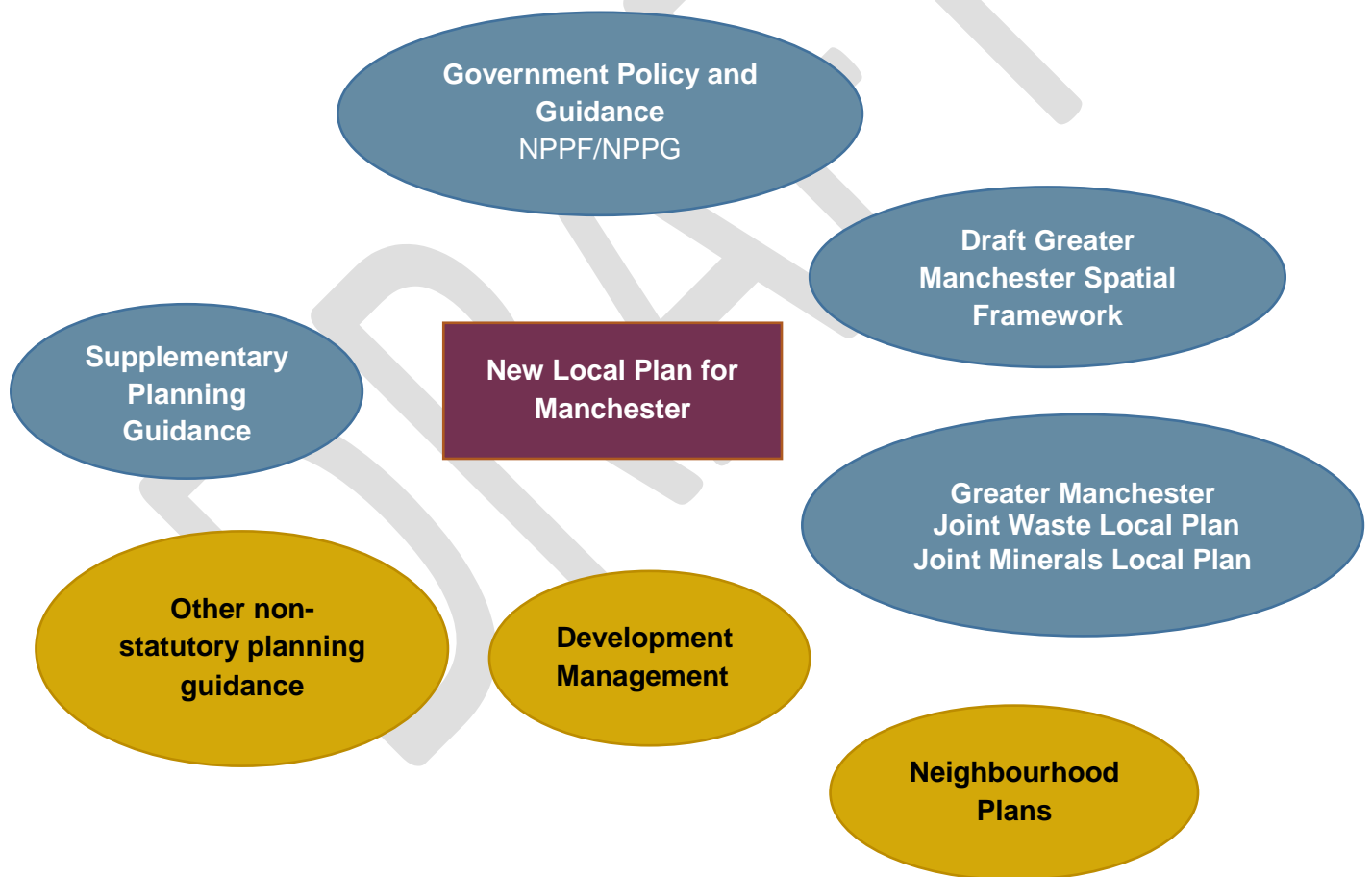
¹ You will need to register to use this website if you have previously not commented though the online portal

2. Context

- 2.1. Manchester's Local Plan currently comprises the Core Strategy, saved Unitary Development Plan policies, the Greater Manchester Minerals Plan and the Greater Manchester Waste Plan. The revised Local Plan will replace the Core Strategy that was adopted in 2012 and the remaining saved Unitary Development Plan policies, taking account of the Our Manchester strategy, the emerging Greater Manchester Spatial Framework (GMSF), the National Planning Policy Framework (NPPF) and Greater Manchester's (GM) new devolved planning powers. The GM Minerals Plan and the GM Waste Plan will remain unchanged. Figure 1 illustrates how the new local plan will sit within the national and local planning context.
- 2.2. The NPPF was introduced by the Government in March 2012 just as the Council's current Core Strategy was adopted. The Core Strategy was drafted to be consistent with the previous national planning policy and the draft NPPF, but some amendments are needed to reflect policies in the final NPPF document. The NPPF was updated in February 2019 and the review of the Core Strategy will take into consideration all current national guidance.
- 2.3. The new Local Plan will need to respond to key strategic issues including climate change and improving air quality across the city. With respect to climate change, in November 2018, the City Council agreed to the establishment of science-based carbon reduction targets for Manchester. This requires the city to become zero carbon by 2038. The targets are based on work undertaken by the Tyndall Centre for Climate Change Research which established a carbon budget of 15 million tonnes of carbon dioxide (CO₂) for the city up to 2100. A draft Zero Carbon Framework was published in February 2019 and will be followed by a more detailed plan in March 2020.
- 2.4. In order to meet national targets for clean air, Manchester is working with other local authorities in Greater Manchester to develop and implement a Clean Air Plan with proposals to reduce air pollution to legal levels (focussing on nitrogen dioxide emissions) in the shortest time period possible. An outline business case was approved by the Council's Executive in March 2019, setting out a package of measures that are proposed to be implemented. Part of the package was a request back to Government for funding support (£116 million) to provide assistance to upgrade buses, HGVs, coaches, vans and minibuses, and a clean taxi fund. Discussions with Government continue, focussing on agreeing the next steps and establishing the level of funding that may be available. A more detailed consultation on the Clean Air Plan is proposed to be undertaken in 2020, following further discussions with Government.

- 2.5. Other documents have been approved by the Council since the adoption of the Core Strategy in 2012, such as the Hot Food Takeaway Supplementary Planning Document (March 2017) and the Manchester Residential Quality Guidance (December 2016). These will need to be taken into consideration and embedded within Local Plan as appropriate. The development of the city will not stand still during the Local Plan review process. Development frameworks for parts of the city would continue to be prepared (for example, City Centre sites and masterplans for District Centres). Although these are separate from the Local Plan, we will seek to ensure a consistency of approach and use relevant strategies and frameworks to inform the Local Plan.

Figure 1: Planning Context for the new Local Plan



- 2.6. The Our Manchester Strategy, approved by the Council in 2016 following extensive consultation, sets a vision for Manchester to 2025 and describes the actions needed to achieve it. The Council has set out a commitment to engage

differently to deliver the Our Manchester Strategy, welcoming contributions from all residents, businesses and organisations. This approach will be at the heart of the development and delivery of the revised Manchester Local Plan.

2.7. The Greater Manchester Spatial Framework (GMSF) will cover the ten Greater Manchester Local Authorities and will set out:

- The amount of housing and employment land needed and the distribution between each district up to 2037.
- Infrastructure requirements such as transport, health, education, green spaces and utilities to support neighbourhoods and employment.
- Policies to protect and improve the natural environment, and tackle wider environmental problems such as poor air quality, flood risk and climate change.

2.8. The Local Plan is being developed within the overarching context of the GMSF, which would provide a broad strategic context for the Local Plans of Manchester and the other nine Greater Manchester districts once it has been examined and adopted. This would include key development principles for Manchester, including the scale of commercial and residential growth and the strategic role of certain locations, such as the City Centre and Manchester Airport. Within these parameters, Manchester's Local Plan would need to consider how best to meet the City's development needs over the next fifteen years as well as position the city for its further development beyond this time frame.

2.9. The draft GMSF was originally published in October 2016, with a revised version published in January 2019. For Manchester the draft GMSF proposes:

- 54,530 new homes (approx. 27% of GM total)
- 1,759,847m² of new offices (approx. 61% of GM total)
- 247,315m² of new industry and warehousing (approx. 4.6% of GM total).

2.10. The majority of the planned office development in Manchester will be in and around the City Centre, the wider regional centre and the Manchester Airport Enterprise Zone, with residential growth concentrated in and around the City Centre and along key transport corridors.

2.11. Policy SP1 (Spatial principles) in the current Core Strategy guides development in Manchester. The key spatial principles are:-

- The Regional Centre will be the focus for economic, retail, leisure and cultural development as well as city living.
- Manchester Airport will act as catalyst for regional growth and will be a second economic hub.
- Beyond these areas, emphasis will be on housing around district centres which meet local needs. The majority of new residential development (outside the Regional Centre) will be in the Inner Areas defined within the North, East and Central Manchester Regeneration Frameworks.

2.12. This approach would be consistent with the GMSF, but as the GMSF remains a draft document that is subject to change at the present time, we would also like to consider whether there are alternative approaches that should be assessed. Whilst the overall type and amount of employment and residential development would need to accord with those proposed by the GMSF, the Local Plan can outline how Manchester would deliver this future growth. It could add clarity and further spatial detail either to the Greater Manchester approach, or any reasonable alternative approach.

Questions

- Q1: Should the new Local Plan continue with the spatial principles as expressed in the current Core Strategy?

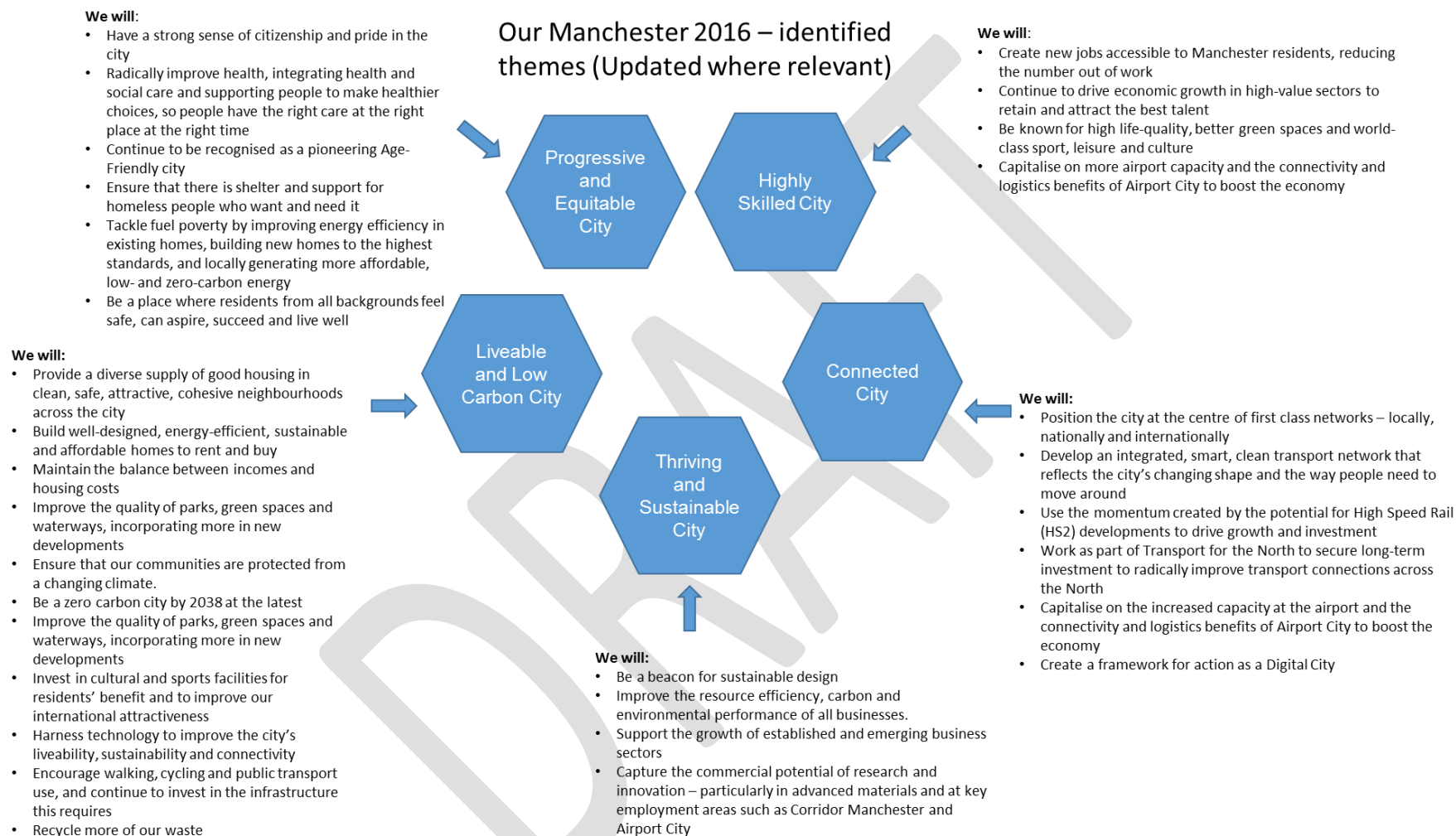
Yes/No

- Q2: Are there any alternative spatial principles that should be included?

3. Our Future Manchester – Vision and Objectives

- 3.1. Our Manchester – The Manchester Strategy – sets out a long term vision for Manchester's future. It provides a framework for actions by the council and our partners working across Manchester. The Local Plan will sit under The Manchester Strategy and provide the planning policy framework that will help to shape development – where it goes and what it looks like; and will provide the primary basis for decisions on planning applications. We have reviewed the aims of Our Manchester and set out below (Figure 2) where specific aims could be delivered or influenced through planning policy. It is important to note that some of the original aims in the Our Manchester Strategy have been superseded by updated information and in particular the Council's stated intention to become a zero-carbon city by 2038.

Figure 2: Our Manchester Themes



Vision and Objectives

- 3.2. At the heart of the Our Manchester Strategy is a vision for Manchester to be in the top-flight of cities by 2025. The Local Plan review will enable us to take this vision knowing that this is just one of the stepping-stones towards sustainable growth for Manchester and wider region. Based on the themes within Our Manchester, we are proposing a specific vision for the Manchester Local Plan which is set out below:

Manchester will be in the top-flight of world-class cities; the city will:

- **Have a resilient environment delivering a net zero carbon pattern of development;**
- **Be a place where people thrive – businesses succeed and all residents can fulfil their potential; and**
- **Be vibrant, connected and attractive.**

- 3.3. Successful cities are those that are attractive places to live, work, do business and spend leisure time in. They are busy, thriving places with vibrant economies, offering opportunities both for job seekers and those wanting to set up new businesses. They are distinctive places with a quality of life that attracts and retains the best talent and skilled workers. They are places that enable families and individuals to live healthy lives and reach their full potential. Successful cities are diverse places. They include busy city centres, vibrant inner neighbourhoods and thriving suburbs.
- 3.4. Manchester offers much of this now. A welcoming and distinctive city where aspiring individuals have the opportunity to make their unique contribution to the creation of a successful economy. Over the last 15 years Manchester has attracted considerable investment and its population has grown. This growth has contributed to an increase in jobs with unemployment being at its lowest for many years. We have a city centre that is more vibrant than ever with new cultural venues at HOME and the planned Factory cultural hub in St John's. Metrolink has expanded and now brings quick and easy public transport to much more of the city and wider city region. The Ordsall Cord links Piccadilly to Victoria Station offering a rail link between stations where previously one didn't exist as part of the improvements to connections across the North of England.
- 3.5. But we want this success to be scaled up and to reach all parts of the city and all of its communities. We also want to ensure that growth brings more of what makes cities great - better access to better opportunities, more to do, more support for those who need it. This requires a certain type of growth, one that brings people and activities together. A dense city generates more ideas to drive its economy, creates markets to allow more services to thrive, supports a

wider variety of lifestyles and enables communities and industry to be greener by reducing travel times.

- 3.6. As an economically successful city Manchester will continue to attract an even bigger population with a requirement to ensure there is enough housing to meet the differing needs of its residents. The growth in population and the resulting increase in demand for services will stimulate further employment growth.
- 3.7. This scale of new employment and residential growth won't happen overnight. But we need to take steps now to shape that growth and ensure that it delivers the Manchester that we want. Examples of successful urban living from our past and from across the world involve activities and services that are close to the people who use them. The ability to walk, cycle and/or use public transport to efficiently access jobs. High quality digital connectivity to facilitate new ways of communicating and working. A city like this isn't disjointed and spread out, rather its character is a dense urban fabric of close-knit communities. Well populated neighbourhoods which create a demand for local shops, bars and leisure facilities, where people know each other and take an interest in the activities and wellbeing of their locality, as well as themselves. This is the Manchester that will create high quality living based on the principles of inclusion and sustainability, economic, social and environmental.

Objectives

- 3.8. The Our Manchester strategy sets out a number of high level aims up to 2025:
- Have a strong sense of citizenship and pride in the city
 - Create new jobs accessible to Manchester residents, reducing the number of people who are out of work
 - Ensure everybody is paid at least a real living wage
 - Reduce the gap between our residents' wages and the average wage earned in the city
 - Improve school results so that they are significantly better than the UK average
 - Increase the proportion of graduates and number of apprentices in the city
 - Collectively improve our health and wellbeing and be more active as adults and children
 - Be a cleaner, litter-free city
 - Build well-designed, energy-efficient, sustainable and affordable homes to rent and buy
 - Maintain the balance between incomes and housing costs
 - Be a city recognised for its high quality of life, with improved green spaces and access to world-class sports, leisure and cultural facilities
 - Have an integrated, smart and affordable transport system

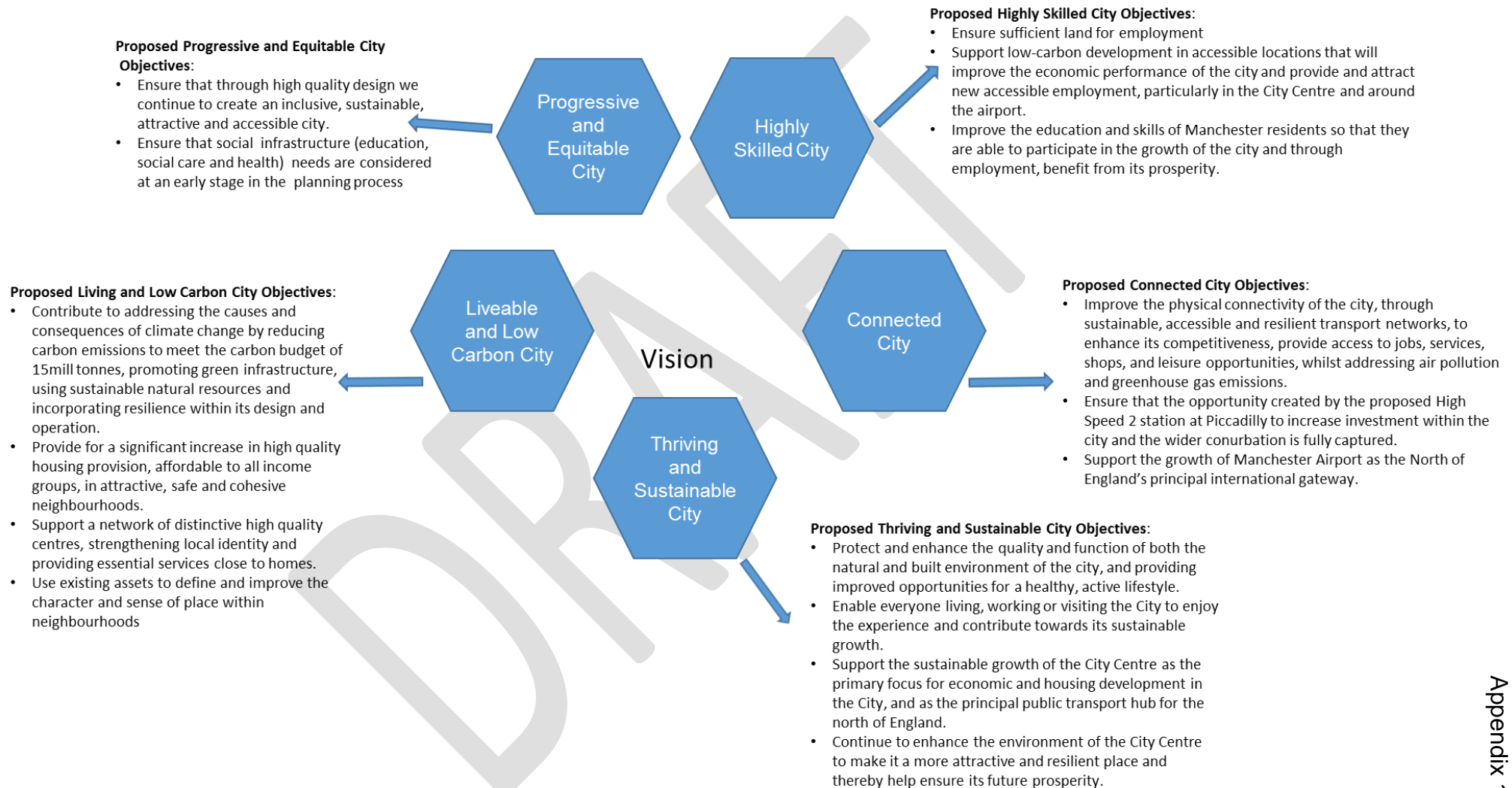
- Be on a path to being a zero-carbon city by 2038
- Be a beacon for sustainable design
- Increase productivity for the benefit of the city and the UK as a whole

3.9. We have taken these aims and developed draft objectives for the Local Plan (Figure 3). The objectives update the aims from the Our Manchester strategy where appropriate.

Question:

- Q3: Do you agree or disagree with the draft vision?
strongly agree/ agree/ neither agree nor disagree/ disagree/ strongly disagree
- Q4: Do you agree or disagree with the draft objectives?
strongly agree/ agree/ neither agree nor disagree/ disagree/ strongly disagree
- Q5: Why do you agree or disagree with the vision?
- Q6: Why do you agree or disagree with the draft objectives?

Local Plan proposed objectives



4. Spatial Portrait - What could this mean for your neighbourhood?

- 4.1. There are many ways of creating a vibrant, dense city. London, Barcelona, New York are just a few examples - each with its own trademark character. These are great cities, but they are not Manchester. We want the Manchester of the future to be as distinctive and recognisable as the Manchester of today. And we want you to be involved in this journey.
- 4.2. What will the successful delivery of a growing and thriving city mean for your local neighbourhood? We want to ensure that the character of Manchester's neighbourhoods is enhanced through new development. Growth will look different in different places.
- 4.3. In the City Centre, we are already accustomed to high-rise, mixed-use development, and there is potential for this to continue both within the existing City Centre and in adjacent areas as the centre expands. In the neighbourhoods close to the City Centre, there are opportunities to accommodate a growing population, which has the spending power to support local facilities and services we need to enable a larger population to live close together. Dense neighbourhoods like this can support more community services including schools and health centres; and retail and leisure uses all easily accessed on foot or by bike. Busier streets and footpaths, with people out and about, can help to increase a sense of security. More people within a neighbourhood increases the demand for buses and trams, making the delivery of such services more cost effective. And better public transport makes it easier to leave the car at home, helping to reduce carbon emissions and improving local air quality.
- 4.4. As we move further from the core of the city, the approach to growth should recognise the character of the different neighbourhoods across the city. Higher densities are only really appropriate where there are very good public transport connections. Elsewhere, development is an opportunity to re-purpose land that has reached the end of its current use or is not being suitably used at present.
- 4.5. In order to understand and consider how the local plan should plan for different places it is useful to set out a concise description of the various areas of the city as they are today. The neighbourhoods can be considered in broad terms across three key areas – the northern, central and southern parts of the city.

Northern Area

4.6. The northern part of the city extends from the City Centre to the City's northern boundary. The key challenges in the area include:

- Lack of quality in the design of the built form and the public realm
- Need to improve and diversify housing offer
- Create and make best use of good transport access to job opportunities
- Realise the potential of the Irk valley, parks and open spaces
- The further development of East Manchester as a major commercial, leisure and residential investment location, with a key role in the development of the city;
- Increase employment, the quality of employment and the proportion of local people taking up local jobs; and
- Establish a series of secure well managed neighbourhoods of choice each with a high-quality environment served by vibrant district centres.

4.7. Significant areas within the northern part of the city were severely affected by economic recessions up to the early 2000s that led to a heavy decline in manufacturing industries and loss of employment that resulted in depopulation and a lower demand for housing. Following the development and successful implementation of a range of regeneration plans from 2000 onwards substantial parts of the area have now been regenerated and the area has seen a significant increase in the local population. This has been supported by new housing developments, new business areas, new schools and improved community facilities including investment in the district centres (Cheetham Hill, Harpurhey, Newton Heath, Eastlands and Openshaw). Metrolink investment and speedier bus routes have ensured that North Manchester is better connected to employment and leisure opportunities in the city centre and across large parts of Greater Manchester and employment rates and access to job opportunities have improved in recent years.

Central Area (excluding the City Centre)

4.8. The central part of the city extends out eastwards and to the south of the City Centre. The key challenges in the area include:

- Deprivation concentrated by neighbourhood, rather than whole wards;
- Limited housing choice in some areas;
- Managing the impacts from the expansion of the City Centre; and
- Congestion along key arterial routes into the City Centre

4.9. Parts of the Central Area are undergoing major physical transformation and residential development including the Grove Village PFI, Brunswick PFI and the

West Gorton regeneration masterplan. Increasing numbers of students are also choosing to live in the area, attracted by the proximity to the university campuses (particularly the new Birley Fields campus located within the ward) and the lifestyle offer of the city centre. The area contains five district centres in Hulme, Gorton North, Levenshulme, Longsight and Rusholme. All of the district centres have a diverse range of longstanding businesses including regular markets popular with local people.

Southern Area

4.10. The southern part of the city consists of neighbourhoods covering Chorlton, Whalley Range, West Didsbury, Didsbury Village, East Didsbury, Levenshulme and the eastern part of Withington (around Withington district centre) characterised as high-quality neighbourhoods. Further south across the Mersey valley are Northenden, Wythenshawe and Manchester Airport. The key challenges in the area include:

- The need to maintain the character and popularity of the southern neighbourhoods particularly within the conservation areas;
- Improving the standard of living and reduce levels of deprivation in parts of the southern neighbourhood area;
- Managing demand for student housing and ensuring that the sustainability and amenity of neighbourhoods are protected;
- Improving under-performing district centres;
- Recognising there are relatively limited sites with potential for development; and
- Better links required east to west across the area and to opportunities for employment and training.

4.11. The historical development of the area has brought with it a wealth of local assets including a contrasting mix of housing stock ranging from large Victorian villas and traditional terraces to large inter war garden suburbs and social housing estates. The area has some of the most popular and 'sought after' residential properties and neighbourhoods in the city. Almost two thirds of the area is made up of playing fields, woodland and open spaces, smaller more traditional municipal parks and river valleys with their countryside feel. In Wythenshawe alone tree coverage is almost double the average for towns in England and Wythenshawe Park, home to Manchester's only community farm, covers over 270 acres of green space.

4.12. There are also a number of key employment locations such as the internationally significant Christie's Treatment and Research Cancer Hospital, Siemens UK, University Hospital South Manchester and Manchester Airport. The area is also the home of Manchester Airport City Enterprise Zone which is

one of the largest investment and employment opportunities in the North of England. It provides a unique environment in which to attract global business, entrepreneurs and a highly skilled workforce creating new employment opportunities and stimulating economic growth – locally, regionally and nationally.

Conclusion on Spatial Portrait

4.13. Neighbourhoods across a city can take many forms, and cities need to change to grow and take full advantage of changing social, environmental and economic factors. We want the Local Plan to support Manchester's growth in a way that helps the city be as successful as it can be. We want all residents to be proud that they live in Manchester, but also equally proud of their own distinctive neighbourhoods. We want to engage with local residents and other stakeholders about how we can plan the growth the city needs in a way that creates places where people want to live, work and relax. The Local Plan will need to address this and we want your views about what it should say.

Question:

- Q7: Do you think that the key issues in each of the main neighbourhood areas have been identified?

Yes/No

- Q8: What additional issues should we consider in your neighbourhood area?

5. Strategic Issues

5.1. The Local Plan will need to address a number of strategic issues that will shape the spatial strategy developed in the plan. The issues identified below are not new and the existing planning policy framework for the city seeks to deliver development that meets the challenges contained within the issues identified below. The emerging Local Plan will incorporate what is already working in existing planning policies whilst developing a strategy to reflect new thinking and best practice to address the latest evidence on these issues.

To achieve a zero carbon Manchester by 2038

5.2. As noted in the context section, the City Council's has already agreed to the establishment of science-based carbon reduction targets for Manchester. Key areas for action have been identified:

- To move to a position where new buildings generate zero emissions when occupied and have significantly less emissions embodied in their materials and the construction phase;
- Deliver a comprehensive approach to existing buildings through the application of retrofit schemes that improve their energy efficiency;
- Renewable energy generated within the city and city-region, and the supplies for the National Grid, are needed to power our buildings and transport system;
- Well-connected walking and cycling routes, public transport connections and electric vehicle charging points need to be key components of all new development;
- Ensure improvements are made to the surface and foul water systems within the city;
- Continue with the delivery of Green and Blue Infrastructure projects to assist in improving the resilience of the city; and
- Our materials and waste will need to come from a new circular economy, involving the reuse and recycling of materials already in circulation, and significantly increased use of sustainable and renewable materials.

5.3. Local plans have a legal requirement to take account of climate change through Section 19(1A) of the Planning and Compulsory Purchase Act 2004 which requires local planning authorities to include in their Local Plans "policies designed to secure that the development and use of land in the local planning authority's area contribute to the mitigation of, and adaptation to, climate change". Moreover, the Climate Change Act 2008 establishes a legally binding

target and sets out actions for government that in turn are influencing local targets and actions.

- 5.4. The current Local Plan (Core Strategy – 2012) is based on a strategy that, within the context of mitigation and adaptation to climate change, guides the scale and distribution of new economic activity, housing, transport, environmental, health, education and other service and infrastructure investment across the City. We are therefore looking to see what we can take from the existing Local Plan in terms of policies, and are considering where we need to change the policies in light of the more recent evidence base and emerging Climate Change Strategy.

Questions

- Q9: What do you think are the main priorities that the Local Plan should focus on to achieve the target of a zero-carbon city by 2038?
- Q10: Are there any other key actions which should be addressed in the Local Plan?

To deliver a sustainable transport system that supports spatial development

- 5.5. The higher levels of economic growth and the associated increase in journeys will require a highly coordinated approach to transport networks across Greater Manchester. The current Core Strategy established an approach to sustainable transport including taking account of the needs of road users according to a broad hierarchy in the following order of priority:
1. pedestrians and disabled people;
 2. cyclists, public transport,
 3. commercial access,
 4. general off peak traffic,
 5. general peak time traffic.
- 5.6. Manchester Airport, with flights to over 200 destinations, and the accessibility of the Regional Centre are both fundamental to the success of Greater Manchester. It is recognised that investment will be particularly required to enhance capacity in the City Centre, the hub of the regional network, to ensure that an enlarged transport network can function efficiently. Work is underway on developing an updated City Centre Transport Strategy and the principles and proposals within that strategy will be reflected in the new Local Plan.

- 5.7. The GMSF and the 2040 Transport Strategy (Greater Manchester's Local Transport Plan) support continued improvements at Manchester Airport and other regionally significant major transport projects including new Metrolink lines, High Speed 2 (HS2), the Northern Rail Hub and Northern Powerhouse Rail (NPR), providing greater capacity and faster connections to London, the Midlands and between the cities of the North of England.
- 5.8. Manchester needs excellent connections locally, regionally, nationally and internationally for a healthy economy. However, if not planned well transport can be a source of noise pollution, a major generator of greenhouse gas emissions and the primary cause of high levels of air pollution. Much work has already been done to encourage sustainable forms of transport and The Campaign for Better Transport has previously recognised Manchester as the best UK city outside London to live without a car. But to create a truly modern integrated transport system, further improvements are needed. The new powers contained in the Bus Services Act (2017) that the GM Mayor will have to introduce a reformed bus system are expected to be beneficial. The Local Plan can further assist by ensuring, wherever possible, that the spatial pattern of development reduces the need to travel; that new development includes provisions for sustainable transport, whether that be through public transport, cycling or walking; and that land required for known future transport developments is protected. The Local Plan can also be specific about the needs of different areas of the city ensuring that neighbourhoods are well connected to key employment locations as well as helping to address the needs of disabled and older people when moving around the city. There will be journeys that people will continue to need to make by car, and the ability to park near to a destination can be important, particularly for disabled people.
- 5.9. In addition, the way in which we live increasingly relies on improved and better urban logistics. The use of the internet has radically changed the way we shop and has led to demands for goods to be delivered direct to our homes when we want and where we want. The Local Plan needs to consider and plan for freight demands, by identifying opportunities for logistics firms to locate, which may be linked to changes to freight transport brought about by HS2 and Northern Powerhouse Rail. It could also consider the need for facilities that help to limit the impact of goods vehicles in residential areas and in the city centre.

Questions

- Q11: What specific links do we need to make with other strategies (e.g. Clean Air Plan; City Centre Transport Strategy; 2040 Transport Strategy) in terms of policies that should feature in the Local Plan?

- Q12: How should the Local Plan address parking needs and provide standards and if so, how should the balance be struck between encouraging reduced reliance on the car but ensuring essential needs are catered for?

To balance the competing demands for space

5.10. The city faces an increasing challenge in terms of space which requires the careful management of land. Manchester has experienced a sustained period of population growth over the past two decades. The City Council's in-house forecasting model, (MCCFM), estimates the 2018 resident population to be 566,650, with strong growth continuing into 2019, reaching 575,400 by the middle of the year. It is expected that the city will continue to grow with an estimated 637,000 residents expected by 2025. Economic growth continues apace with around 390,000 jobs in Manchester with an additional 63,000 jobs expected by 2038. As the employment market widens and deepens, the confidence for business and others to invest in the city has continued to increase.

5.11. The Council, through its current Residential Growth Strategy, is seeking to increase supply and density at the conurbation core on brownfield sites; on the northern and eastern edges of the City Centre (areas that are referred to as the Northern and Eastern Gateways) and in the emerging neighbourhoods on the southern fringes of the city centre, including Great Jackson Street and First Street. These are the key areas in which capacity exists for the thousands of new homes that the city and the wider GM area will require over the next few years. This will help reduce the need for green field and greenbelt land to be released across the wider conurbation. The Residential Growth Strategy is contingent, in part, on our ability to unlock and re-purpose large tracts of under-utilised and brownfield land which suffer from infrastructure deficits (e.g. power, drainage, access) and from the legacy of previous industrial uses (e.g. contamination). The Council has made bids into the Government's Housing Infrastructure Fund (HIF) - successfully accessing HIF resources will be important in delivering development in these locations.

Questions

- Q13: In the context of the scale of growth expected and the intention to create a dense, vibrant city, what form should development take to achieve this end?

- Q14: Are there specific parts of the city where you think certain types of development are needed?
- Q15: What types of development are needed?
- Q16: What evidence can you provide to support your views?

To ensure critical infrastructure requirements are addressed

5.12. Delivering new homes and jobs will require supporting infrastructure to ensure places function efficiently and effectively and designed to ensure a high degree of resilience. Key areas of infrastructure include utilities (power, water and telecoms); transport; schools and other education facilities; health facilities; and social care facilities. Government policy guidance identifies that local authorities,

“...will need to work alongside infrastructure providers, service delivery organisations, other strategic bodies such as Local Enterprise Partnerships, developers, landowners and site promoters. A collaborative approach is expected to be taken to identifying infrastructure deficits and requirements, and opportunities for addressing them. In doing so they will need to:

- *assess the quality and capacity of infrastructure, and its ability to meet forecast demands. Where deficiencies are identified, policies should set out how those deficiencies will be addressed; and*
- *take account of the need for strategic infrastructure, including nationally significant infrastructure, within their areas.²”*

5.13. The government recommends that when preparing a plan, local authorities use available evidence of infrastructure requirements to prepare an Infrastructure Funding Statement. This should set out the anticipated funding from developer contributions, and the choices local authorities have made about how these contributions will be used.

5.14. The current local plan (Core Strategy – 2012) was accompanied by an Infrastructure Delivery Plan (IDP) that set out information as follows:

- Part One: Explanation of the infrastructure requirements arising from the proposed growth in the Core Strategy.
- Part Two: A detailed schedule of infrastructure projects within Manchester.

² Extract from Planning Policy Guidance, Paragraph: 059 Reference ID: 61-059-20190315

5.15. Detailed work on specific infrastructure requirements for parts of the city has continued since the adoption of the Core Strategy, primarily through the development of various strategic regeneration frameworks and other non-statutory documents.

Question:

- Q17: Are there any specific infrastructure requirements that need to be prioritised in the plan, and if so, what are they?
- Q18: What evidence can you supply that sets out how any key elements of infrastructure can be delivered?

To create neighbourhoods that promote and enable healthy lifestyles

5.16. Planning practice guidance states:

“The design and use of the built and natural environments, including green infrastructure are major determinants of health and wellbeing. Planning and health need to be considered together in two ways: in terms of creating environments that support and encourage healthy lifestyles, and in terms of identifying and securing the facilities needed for primary, secondary and tertiary care, and the wider health and care system (taking into account the changing needs of the population).”

5.17. In terms of the design and use of places, the Council has established policies and guidance within the current Local Plan frameworks³. Government has recently published national guidance on design and has updated planning practice guidance setting out how planning policy can influence design:

“Planning policies can set out the design outcomes that development should pursue as well as the tools and processes that are expected to be used to embed good design. Appropriate policies can be included within:

- *a plan’s vision, objectives, and overarching strategic policies*
- *non-strategic policies in local or neighbourhood plans*

³ See the [“Guide to Development in Manchester - Supplementary Planning Document and Planning Guidance \(SPD\)”](#) and [“Residential Quality Guide”](#)

- *supplementary planning documents, such as local design guides, masterplans or design codes, which provide further detail on specific design matters”*

5.18. With respect to health facilities, the ‘Our Healthier Manchester’ strategy was published in 2016 setting out the need to provide excellent health and social care services as part of a wider integrated system of public services. It is recognised that health and wellbeing is predominantly influenced by the wider determinants of health such as education, housing, employment, and skills – all these elements can involve land use planning and hence could feature in the Local Plan. The specific role that the Local Plan can have in influencing the transformation of the health and care system will therefore need to be considered.

5.19. A key challenge for the Local Plan will be the need to ensure policies specifically identify ways to support the city’s long history of delivering an “age-friendly” agenda. The current strategy, Manchester: A Great Place to Grow Older, provides a firm foundation for policies to be developed in the emerging Local Plan.

Questions

- Q19: What are the key design elements that should feature in policies in the Local Plan?
- Q20: How can policies in the Local Plan assist in delivering better health outcomes alongside the approaches already set out in Our Healthier Manchester?

General Questions

- Q21: Do you consider we have identified the main Strategic Issues?
 - Q22: Are there any other issues that you think should be included as a strategic matter?
- Yes/No
- Q23: Please let us know any other issues you think we need to consider?

6. Other Key Issues

Economy

Introduction

- 6.1. Since the Core Strategy was adopted in 2012, the number of residents in employment has continued to increase year on year. There are now over 390,000 jobs in Manchester, many but by no means all, located in and around the city centre. The city centre attracts employers because it's easily accessed and firms can benefit from a large diverse and well qualified workforce; and being close to service industries and other complementary activities. The airport is also a major employer and transport hub and is crucial to the growing economy of Manchester, making the city an international destination for tourists and businesses offering access to over 200 destinations. The Local Plan can support this growth but should also seek to manage the airport's impact on its neighbours.

Issues

- 6.2. We see sustainable economic growth and job creation as an essential tool in creating a healthier, fairer, more equal Manchester. The recently adopted Local Industrial Strategy for Manchester sets out the City's vision and delivery plan for developing a more inclusive economy. One of the ways of ensuring continued and growing numbers of jobs and employment is to make sure that there is enough suitable land available for new employment generating activities such as offices, industry, warehousing, retail, hotels, and visitor attractions. We can do this by identifying appropriate sites or broad locations within our Local Plan. Sites that are well-connected and highly accessible by being near to transport hubs, are particularly attractive for economic uses which generate large numbers of trips. Such sites are often in the city centre, such as the Oxford Road Corridor and Piccadilly but some may be in and around district centres. The airport too, is a unique transport hub providing national and international links for businesses that require this level of accessibility. Identifying sites in accessible locations would help to ensure that the jobs are available to the maximum number of potential employees and have the added benefit of reducing the need to use private transport reducing congestion and vehicle emissions.
- 6.3. The difference between the wages earned by our residents and those earned by people working in the city is narrowing, but it is still too wide. It is estimated that 72% of Manchester residents earned at least the real Living Wage of £8.75 in 2018. Connectivity to jobs will be key to the solution with measures to improve transport connections, and support for education and skills training to

help Manchester's residents to access the new jobs created. The levels of educational attainment are improving for younger people in the city. A high proportion of Manchester's working-age residents are qualified to degree level or above. Over the past ten years, the proportion of residents with no qualifications has reduced from 21% to 10%. Low skill levels are more prevalent in residents aged over 50. The latest publication of the Index of Multiple Deprivation highlights that the city is seeing improvements in comparison to other cities.

- 6.4. Manchester is a city which has internationally renowned university institutions. But at the same time we know that we need to help many residents increase their level of educational attainment in order to help reduce the wage gap. Some of the actions needed to do this are beyond the scope of the Local Plan and will be delivered via aligning planning policy with other relevant strategies and initiatives, such as the Work & Skills Strategy, which will reinforce their value and support inclusive and sustainable growth. The Manchester Local Plan however, could identify what the future requirements for schools, doctors' surgeries and other social infrastructure may be. In a growing city with increasing competition for land this may mean doing things differently and, for example, looking to new models of school provision with shared facilities.
- 6.5. Manchester has world class teaching hospitals which are also centres for medical research and which attract high quality professional staff. The devolution of the budget and planning responsibilities for health services to the Greater Manchester level is an opportunity to ensure that health facilities are shaped to meet the needs of local people. The health of an individual is closely, though not exclusively, linked with their economic well-being, with higher household incomes shown to improve the health outcomes of families and children in particular. The Manchester Local Plan can support the creation of both employment and educational opportunities in accessible locations to help access to jobs. The Local Plan can also ensure that the future development plans for the existing Manchester based hospitals are incorporated and that the future growth of medical research facilities and associated employment is supported.
- 6.6. In addition to the economic wealth generated by employment the city attracts a growing number of visitors, from overseas and other parts of the UK, who boost the economy and come to take advantage of the city's many cultural, sporting and retail assets. In recent years there has been a significant expansion in the development of hotels within the city centre. Manchester's profile as an innovative and vibrant city together with a rich historical character adds to the attraction of the city and needs to be managed creatively to encourage Manchester's continued growth as a UK and international visitor destination.

6.7. Ensuring that job opportunities within Manchester continue to grow also means looking at how we can encourage new and emerging employment sectors to locate and develop. Improving digital connectivity across the city will be an important part of providing the infrastructure essential not just for businesses but for all aspects of city living. The use of information and communication technology networks often referred to as the Internet of Things will enable city's critical infrastructure and public services to become more interactive. Manchester will become a Smart City through a series of steps by which it becomes more "liveable" and resilient and, hence, well positioned to make the most of future opportunities for growth.

Questions

- Q24: How can our Local Plan create a sustainable, inclusive and highly skilled city, supporting a diverse and distinctive economy?
- Q25: How can we ensure that even more of our residents have access to well-paid employment?
- Q26: How should the Local Plan help to ensure that with a growing population there is the right level of education provision in accessible locations?
- Q27: What can be done to maximise the breadth of all of the city's assets to attract even more visitors, boosting the local economy still further?

Manchester City Centre

Introduction

6.8. The City Centre is important not just to Manchester, but to Greater Manchester and the North of England more generally. It provides around 10% of all jobs in the sub-region, is home to the largest concentration of commercial and retail floor space in the UK outside London and has one of the largest Higher Education academic campuses in Europe. It is at the heart of the regional public transport network, which also has good links to the Airport. The City Centre is an increasingly popular place to live and today the population is approximately 65,000⁴ people. The scale of opportunity within an expanding City Centre and the growth in the economy means that the number of residents and jobs are likely to increase significantly over the next few decades.

⁴ 2019 Manchester City Council Forecasting Model – wider city centre area.

Alongside the existing policies in the adopted Core Strategy, the Council has a City Centre Strategic Plan⁵ which provides a complementary strategy to shape the activity that will ensure the city centre continues to consolidate its role as a major economic and cultural asset for Greater Manchester and the North of England.

Issues

- 6.9. Land is one of the most valuable assets within a growing city, particularly within the city centre. In order for the city centre to continue to flourish as an economic hub there needs to be a clear hierarchy of land use which prioritises jobs, then homes, then transport. It is clear that the growth of business is particularly focussed within the confines of the inner ring road, whilst residential development is growing beyond the inner ring road. This sets out a specific challenge in terms of how the new Local Plan will define the city centre recognising that it is an expanding area.
- 6.10. The City Centre, located at the heart of the transport connections across the north of England, will continue to have a pivotal role within the city region as a location for high value jobs, attracting skills and talent. Its location at the hub of an extensive transport network makes it both an attractive and sustainable location for growth. This will increase further with improvements to the transport infrastructure, including HS2. In order to sustain this vital role as an economic driver, land needs to be made available and the City Centre will need to expand.
- 6.11. Increasing numbers of people are attracted to live in and visit the city centre and we want the success and popularity of the city centre for residents, businesses and visitors to continue. If we are to achieve this the range of activities that take place in close proximity within the city centre, housing, bars, restaurants, offices and cultural activities, require more detailed site planning. The Manchester Local Plan will set out appropriate policies for the continued sustainable growth of the City Centre. This will provide the strategic planning context for local masterplans and strategic regeneration frameworks to shape development in different parts of the City Centre, whether employment, residential and/or cultural, ensuring that development is integrated within the city centre and is supported by infrastructure, particularly sustainable transport, social and green infrastructure.

⁵ https://secure.manchester.gov.uk/downloads/download/6643/city_centre_strategic_plan_2015_-_2018

6.12. The city centre has a strategically important role at the heart of Greater Manchester. We need to ensure that this is balanced with its more local function as a city centre and residential neighbourhood.

Questions

- Q28: How can the Local Plan support the continued economic success of the city centre?
- Q29: How do we effectively balance the role of the City Centre as an economic power house with its role as a place to live with the necessary social infrastructure?

Places to Live

Introduction

6.13. Manchester is a growing city with a population of 566,650⁶ spread across all its neighbourhoods and forecast to grow to 637,000 by 2025. The number of new homes built has increased with just over 2,300⁷ net completions in 2018/19. The most significant residential growth over the past ten years has taken place in and around the City Centre. The residential growth of the city as a whole demonstrates the pull of Manchester as a place in which to live and work. The need to create homes that are needed within attractive neighbourhoods is essential to continue to attract and retain the workforce which drives the economy and encourage people to settle.

Issues

6.14. With a growing population, a key issue for the city is providing sufficient high quality new housing, with accessible options for the City's residents across all income levels. The Local Plan can identify areas where housing should be located and the density which would be most appropriate for different parts of the city. The vibrant city centre continues to be a popular place for new housing and with its accessibility and high land values it is anticipated that the number of apartments will grow. Other locations across the city, near to transport hubs and in district centres, offer further opportunities for higher density housing, with the added benefits of reducing travel distances, increasing accessibility to jobs and reducing carbon emissions.

⁶ Manchester City Council Forecasting Model (2019)

⁷ Housing Flow Reconciliation Return to MHCLG (2019)

- 6.15. People's housing needs vary and housing across the city is likely to take many different forms. The Local Plan will take into consideration the range of housing needs including, affordability, family homes, older and disabled people, demand from students, from people with special housing needs or from gypsies, travellers and travelling show people. It is expected that bespoke models of provision will be required to enable the necessary levels of housing type, size, tenure and affordability to be developed. Since April 2015, around 3,000 affordable homes have been delivered or are committed to be delivered by March 2021. If we are to deliver the 6,400 affordable homes in the revised Residential Growth Strategy prediction a further 3,400 further affordable homes will need to be delivered by March 2025. Affordability is becoming an increasingly important issue as Manchester continues to develop. Significant progress has been made to deliver new homes across the whole property price range. However, the proportion of homes which are affordable and available to many Manchester households has decreased. Therefore, we must be innovative and utilise our available resources to support the delivery of more, affordable homes, including homes for older and vulnerable people.
- 6.16. 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, contributing to increasing levels of homelessness and an increasing reliance on temporary accommodation, some of it outside the City boundaries.
- 6.17. Manchester, is home to the largest number of students outside London. Approaches to providing purpose built student accommodation at a range of price levels may allow existing student homes to revert back to family use and reduce the need for students to rent mainstream accommodation thereby preventing over inflation of rental costs in newer developments.
- 6.18. The emerging issue of co-living accommodation is a matter that the plan will also need to address. The City Council has recently set out an initial position on the matter noting the issues around its development; the nature of the product; and the limited contribution that it could make to the city's housing offer. Further work will be required to help inform any policy approach that will feature in the Local Plan in due course. Other forms of short term renting including AirBnB may also need to be addressed in the Local Plan

6.19. Successful neighbourhoods contain appropriate facilities for local people. Some services can only be viable with sufficient numbers of people and increasing the numbers of local residents can ensure that an increased range of local facilities can be supported. Within the Local Plan it will be vital to plan for supporting infrastructure such as shops, schools, health and care facilities, community hubs, and open spaces, needed to improve and create healthy and attractive neighbourhoods. The Local Plan will also identify Manchester's network of centres (district and local) which should provide easily accessible destinations for shopping and services and act as hubs for local communities.

6.20. A sense of place is important for each of Manchester's neighbourhoods which can differ significantly in their character as discussed in the Spatial Portrait in Section 4. It is likely that all neighbourhoods will become relatively denser in the future in order to accommodate the growth expected in Manchester. The council's Residential Quality Guidance document provides a clear indication of the expectations for residential design in the city and covers issues such as density, connectivity, green infrastructure and animated streets and spaces. How this happens takes into consideration the existing assets within each area which can include both open space and buildings. Manchester's heritage assets, including listed buildings and conservation areas, contribute to an area's sense of place and together with high quality new buildings can enable attractive neighbourhoods to be created. Manchester's parks and other green and blue assets also help create a neighbourhood's identity and encourage healthy lifestyles, reducing pollution and mitigating adverse effects of climate change.

Questions

- Q30: What specific housing needs should the review of the Local Plan be considering?
- Q31: How can the Local Plan ensure that sufficient homes of a variety of types and tenures are delivered across Manchester to meet people's housing needs whilst creating attractive neighbourhoods where people want to live?
- Q32: How can the Local Plan help local facilities to be supported to ensure their long term viability?
- Q33: How should the local plan best balance the need to preserve existing assets with the need to support sustainable and inclusive growth?

Sustainable and Resilient

Introduction

6.21. The strategic issues include how we propose to develop policies to meet our challenge to be a zero carbon city by 2038; and how we need to plan for future development that utilises an increasingly scarce land resource.

6.22. There are a number of other issues that need to be addressed to deliver a sustainable and resilient city including air quality, flood risk, green and blue infrastructure, and biodiversity.

Issues

6.23. Air Quality – As noted in the context section, Manchester is working with other local authorities in Greater Manchester to develop and implement a Clean Air Plan. The Local Plan will include policies that deal directly with the need to improve air quality in the city.

6.24. Flood Risk - A resilient city is one which can cope with future risks such as flooding. The Council is a Lead Local Flood Authority under the provisions of the Flood Risk Regulations 2009 (FRR) and the Flood & Water Management Act 2010 (FWMA). This means the Council is responsible for leading on local flood risk management, which is defined as flooding from ground water; from surface water during and after heavy rain storms; and from what are termed 'Ordinary Watercourses' – all rivers and streams that are not designated as 'Main Rivers', as well as canals and ponds. On a wider scale, the draft GMSF includes policies that will direct development to areas at the lowest risk of flooding, promote green infrastructure provision and resilient design. To inform the policies in the GMSF, work has been undertaken⁸ to understand the current and likely future pattern of potential flood risks. The council will utilise the latest evidence noted above in the development of the Local Plan. Where appropriate, additional evidence will be commissioned to consider the impacts of any proposals included in the Local Plan. Policies aimed at reducing surface water run-off through design and landscaping measures including Sustainable Drainage Systems (SuDS) will be considered.

⁸ [Greater Manchester Strategic Flood Risk Management Framework](#), GMCA (2018)

6.25. Green and Blue Infrastructure – Over recent years, the Council has developed detailed additional guidance⁹ and delivered projects on the ground demonstrating how green and blue infrastructure can be successfully managed and improved. The Council intend to review the Green and Blue Infrastructure Strategy. The refreshed strategy will provide a timely update for the emerging Local Plan with respect to policies that seek to further improve the local environment in the city.

6.26. Biodiversity - The city has a network of parks and green spaces, interlaced by rivers, streams and canals, which support recreation and biodiversity, as well as helping to tackle pollution and aid climate change adaptation. The Local Plan will need to protect and enhance these assets which include internationally and nationally recognised areas, local Sites of Biological Importance and Local Nature Reserves. The plan as a whole will look to improve biodiversity across the city.

Questions

- Q34: What specific links do we need to make with other strategies (e.g. Clean Air Plan; Green and Blue Infrastructure Strategy) in terms of policies that should feature in the Local Plan?
- Q35: Are there any other issues that need to be considered?

Yes/No

- Q36: Please let us know any other issues you think we need to consider?

⁹ [Green and Blue Infrastructure Strategy](#), MCC (2015)

7. Evidence Base

7.1. In order to develop the strategy and policies in the Local Plan, a comprehensive but proportionate evidence based will be required. Planning Practice Guidance¹⁰ outlines the key areas of evidence that will be necessary. The Table below outlines the main areas of evidence that the Council intends to produce.

Evidence Base Topic	Key Research Areas
Housing need	<ul style="list-style-type: none"> • Standard Housing Methodology – utilise existing work undertaken for GMSF • Housing Needs Assessment • Strategic Housing Land Availability Assessment
Economic need	<ul style="list-style-type: none"> • Economic Needs Assessment – utilise existing work undertaken for GMSF • Employment Land Review
City Centre and District Centres	<ul style="list-style-type: none"> • Retail Assessments • Hotel Assessments • Link into ABCities research on District Centres
Natural environment and biodiversity	<ul style="list-style-type: none"> • Refresh of the Green and Blue Infrastructure Strategy • Ecological Networks
Climate change	<ul style="list-style-type: none"> • Tyndall Centre research • Link into workstreams emerging from corporate Climate Change Group
Flood risk	<ul style="list-style-type: none"> • Strategic Flood Risk Assessment (Level 1) – utilise existing work undertaken for GMSF • Strategic Flood Risk Assessment (Level 2) – dependent on potential broad locations for development and any specific site allocations
Historic environment	<ul style="list-style-type: none"> • Identify any evidence required to assess the potential impacts of emerging policies and proposals in the draft Local Plan
Health and well-being	<ul style="list-style-type: none"> • Link into existing work on Our Healthier Manchester

¹⁰ Further information is available in the PPG (see Paragraph: 039 Reference ID: 61-039-20190315 to Paragraph: 048 Reference ID: 61-048-20190315)

Defence, national security, counter-terrorism and resilience	<ul style="list-style-type: none"> Identify any evidence required to shape policies that facilitate any necessary infrastructure required for security purposes
Public safety from major incidents	<ul style="list-style-type: none"> Identify any evidence required to shape policies that facilitate any necessary infrastructure required
Sport and Recreation	<ul style="list-style-type: none"> Sport England guidance Open Space Study
Critical and Other Infrastructure	<ul style="list-style-type: none"> Production of an Infrastructure Funding Statement as recommended by Government (See PPG - Paragraph: 059 Reference ID: 61-059-20190315)

8. Integrated Appraisal

8.1. Part of the work we have to do on local plans is to assess/appraise the emerging policies and proposals to ensure they meet sustainability objectives (environmental, economic and social factors). The sustainability objectives are derived through a process required by European and National legislation¹¹. Further information is also available in the Planning Practice Guidance (PPG)¹². Integrated Appraisal takes on board Sustainability Appraisal (incorporating Strategic Environmental Assessment) – SA/SEA; and it also looks to incorporate additional assessments, specifically Health Impact and Equalities Impact.

9. Next Steps

9.1. The consultation on Issues is the first formal step in the journey towards an adopted Manchester Local Plan. The consultation will enable us to determine how we should shape the Local Plan in terms of overall strategy and help us to consider specific policies that we may need to include in the plan.

9.2. The next steps in the production of the Local Plan are set out below with indicative timings as to when we next expect to consult on the each stage of the emerging Local Plan.

- Prepare draft plan – consult in winter 2020/21
- Publication of Manchester Local Plan – consult in summer/autumn 2021

¹¹ [Environmental Assessment of Plans and Programmes Regulations 2004](#) and [Section 19 of the Planning and Compulsory Purchase Act 2004](#)

¹² [Planning Practice Guidance – Strategic Environmental Assessment and Sustainability Appraisal](#)

- Submission to Secretary of State – submit in winter 2021/ early 2022
- Examination of the plan – from Spring 2022
- Adoption of Manchester Local Plan – Spring 2023

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Manchester City Council Report for Resolution

Report to: Executive – 15 January 2020

Subject: Improving Venue Security - 'Martyns Law'

Report of: Strategic Director Neighbourhoods

Summary

The 22 May 2017 saw one of the worst terrorist atrocities committed on UK soil where 22 people lost their lives and many more were seriously injured. Subsequently Figen Murray the parent of one of the deceased Martyn Hett has campaigned to improve the security at event venues through the introduction of 'Martyns law', a proposed piece of legislation that seeks to create a coherent and proportionate approach to protective security.

Figen attended full Council in September 2019 to talk about her experience and the work she is progressing with government to support the implementation of this legislative change.

The report summarises Manchester's current response to this pending the introduction of further potential national guidance or legislation.

Recommendations

The Executive is asked:-

- a. to endorse the work to date to support the work progressing to improve public safety and security; and
 - b. to endorse the proposed changes to Licensing conditions set out in section 3 of this report and to require that these are presented to Licensing Policy Committee at the earliest opportunity.
-

Wards Affected: All wards

Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Public safety and security are key to supporting a thriving and sustainable city
A highly skilled city: world class and home grown talent sustaining the city's economic success	Public safety and security are key to supporting a thriving and sustainable city

A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Public safety and security are key to supporting a thriving and sustainable city
A liveable and low carbon city: a destination of choice to live, visit, work	Public safety and security are key to supporting a thriving and sustainable city
A connected city: world class infrastructure and connectivity to drive growth	Public safety and security are key to supporting a thriving and sustainable 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 additional revenue consequences have been identified at this stage. Further revenue implications may arise from any future legislative changes.

Financial Consequences – Capital

Capital funding is already allocated to implement measures to mitigate the potential for a Hostile Vehicle attack in areas of the city deemed to be at higher risk. Further capital implications may arise from any future legislative changes. These cannot be quantified at this stage.

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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.

1.0 Introduction

- 1.1 The 22 May 2017 saw one of the worst terrorist atrocities committed on UK soil where 22 people lost their lives and many more were seriously injured. Subsequently Figen Murray the parent of one of the deceased Martyn Hett has campaigned to improve the security at event venues through the introduction of 'Martyns law'.
- 1.2 Figen attended full Council in September 2019 to talk about her experience and the work she is progressing with government to support the implementation of this legislative change.
- 1.3 Manchester as a city remains committed to working with all agencies to support improvements to public safety working within its current powers and supporting changes in legislation where appropriate to achieve further improvements.

2.0 Background

- 2.1 Martyn's Law is a proposed piece of legislation that seeks to create a coherent and proportionate approach to protective security. It should apply to any place or space to which the public have access. For small venues this may simply require an addition to their already mandated fire plan, for bigger more complex venues it will require a more holistic approach.

It consists of 5 requirements:

- **A requirement that spaces and places to which the public have access engage with freely available counter-terrorism advice and training**

The provision of high-quality advice is freely available through NaCTSO. An online, award winning, e-learning package has already been developed in collaboration with business. At its most basic, it is 45 minutes long. Our proposal is that every venue that hosts any event to which the public have access whether through payment or otherwise, should have at least 25% of their staff CT Awareness Trained. In addition, we propose that every such venue, should have at least one on-duty manager who has received the relevant ACT Awareness Training Course (ACT Operational and/or ACT Strategic).

- **A requirement for those places to conduct vulnerability assessments of their operating places and spaces**

Our proposal suggests that every such place should undertake a vulnerability assessment of the area in which their activity takes place and to which the public will have access and/or transit through. Online vulnerability assessments are available and some insurance providers offer a discount for those business that undertake such assessments and then manage any risks

that are identified. For medium sized enterprises, this is likely to offer significant financial incentive.

However, we propose also that this is not just the scope or responsibility of the private sector and that local authorities need to understand the impact such businesses have in the local environment. Local authorities benefit from thriving communities and have a responsibility to be part of the solution. Martyn's Law should require local authorities to collaborate with venue owners in mitigating the 'last-mile' risks that evolve from busy and crowded places. This should be the responsibility of the Community Safety Partnership.

- **A requirement for those places to mitigate the risks created by the vulnerabilities**

Martyns Law proposes that the mitigation of vulnerabilities will often be achieved at no or very low cost. Not every risk requires expensive infrastructure to be built. Good quality security is often good CT security. As described above, for every threat posed, a mitigation has been developed and the advice to achieve mitigation is readily available from multiple public and private sources

- **A requirement for those places to have a counter-terrorism plan**

The UK Government's public advice to individuals in the event of a terrorist attack is to Run-Hide-Tell. A number of incidents have shown that when mass gatherings or dense pockets of pedestrians respond to an attack in this way, there is often additional danger and confusion created. Our proposal is that places and spaces should have a plan that reflects a responsibility towards large numbers of people, potentially panicking. This should reflect the principles of Guide-Shelter-Communicate.

- Guide – Direct people towards the most appropriate location (invacuation, evacuation, hide)
- Shelter – Understand how your place or space might be able to lock-down and shelter people within it for several hours
- Communicate – Have a means of communicating effectively and promptly with users of your place or space and have staff capable of giving clear instructions. Also have the capability of integrating with any response or rescue operation by providing things like building plans.

- **A requirement for local authorities to plan for the threat of terrorism**

This proposal advocates that Local Resilience Forums must consider terrorism as a risk and have a local response and recovery plan to a range of threat methodologies.

There are currently no laws in the UK that are specifically aimed at providing counter-terrorism protective security or preparedness outcomes. There are a

number that provide parallel legislation and are focused on crime and/or safety. These are:

Crime and Disorder Act 1998 – Intended to place responsibilities on local government and police functions to be better at managing anti-social behaviour and crime.

Licensing Act 2003 - An Act to make provision about the regulation of the sale and supply of alcohol, the provision of entertainment and the provision of late night refreshment, about offences relating to alcohol and for connected purposes.

Health and Safety at Work Act 1974 - The Health and Safety at Work etc. Act 1974 (c 37) (abbreviated to "HSWA 1974", "HASWA" or "HASAWA") is an Act of the Parliament of the United Kingdom that as of 2011 defines the fundamental structure and authority for the encouragement, regulation and enforcement of workplace health, safety and welfare within the United Kingdom.

Civil Contingencies Act 2004 - The Civil Contingencies Act 2004 (s 36) is an act of the Parliament of the United Kingdom that establishes a coherent framework for emergency planning and response ranging from local to national level. It also replaces former Civil Defence and Emergency Powers legislation of the 20th century.

- 2.2 The government has undertaken a review of opportunities to use existing legislation. It is accepted that there is no single piece of legislation that would encompass all of the proposals contained in Martyn's Law.
- 2.3 Whilst changing any legislation will take some time and is beyond our immediate control within the Council and with GMCA we have looked at areas we have got powers or the opportunity to strengthen or amend to support this proposal.

3.0 Manchester's Response to MARTYN'S LAW

At this stage it is not clear how government will interpret or legislate for any or all of the 5 key points that make up Martyn's law. As a Council we have worked with NWCTP, Civil Contingencies and internally with Planning and Licensing to look at what we currently do and the areas we can strengthen and focus on even before any legislative changes are introduced. It is our intention to continue to work closely with all agencies for the future to influence any legislative changes where possible and to support the implementation of any changes within allocated resources.

3.1 Manchester Business Continuity Forum

- 3.1.1 Manchester City Council is committed to building safer and stronger communities. One aspect of this work is to support local businesses in preparing to cope with disruptive incidents such as a loss of ICT systems and

ensuring crisis management capabilities are in place to respond to major emergencies such as severe weather, flood, fire and terrorist events. The [Manchester Business Continuity Forum](#) (MBCF) was established by the Council in 2007 in line with statutory responsibilities under civil contingencies legislation as a public-private partnership across the city. The MBCF Advisory group is made up of representatives from connected business support organisations such as the Business Growth Hub and CityCo as well as Education, Finance and Security to help promote the work of the Forum and encourage new sign-ups to the membership.

- 3.1.2 By building a strong network of private, public and voluntary sector organisations the MBCF encourages a joined up approach to help share good practice and foster mutual support in the event of an emergency. The MBCF works closely with key multi-agency partners for emergency response through the Local Resilience Forum and North West Counter Terrorism colleagues as well as the Business Continuity Institute, Institute of Risk Management, Cabinet Office and BITC in delivering shared objectives to promote community resilience, manage risk and raise standards of good practice through peer support and collaboration.
- 3.1.3 The MBCF core offer is web-based business continuity advice and guidance, including free templates and signposting to other sources of relevant information and free training opportunities, such as those offered through Counter Terrorism police locally. It has evolved into a source of free business continuity training, advice and information to help develop and improve organisational resilience. In line with the risk profile across the city, training events have been largely focused around counter terrorism and corporate security advice, as well as responding to the cyber threat and the impacts of severe weather events.
- 3.1.4 The MBCF has no power to mandate attendance at training or enforce compliance with legislation; but aims to promote good practice and deliver and support sessions that are of benefit to the business community in meeting their resilience duties and expectations. As part of the annual work plan and proposed areas of focus for 2020/21, the principles in the proposed legislation will be discussed with the MBCF Steering Group and actions to further support business awareness and capability to conduct vulnerability assessments and response plans will be considered.
- 3.1.5 The MBCF have supported NaCTSO's Project Argus and Project Griffin since 2008 and continue to promote the ACT products and share relevant advice and guidance from our colleagues in North West Counter Terrorism through our mail list of Forum members. This included sessions on counter terrorism planning and cyber risk led by NWCT and City of London Police in 2019.
- 3.1.6 The Forum has a collaborative ethos and consults with its membership on an annual basis to provide an event programme that is relevant to local need. The current model is centred around providing an opportunity for members to participate in a crisis simulation exercise with relevant subject matter experts from the Category One and Two emergency responders to facilitate the

sharing of experiential learning and to develop strong working relationships across sectors, these free training events are delivered twice a year.

- 3.1.7 With the support of the Forum membership in providing venues free of charge, events can accommodate up to 100 delegates and places are usually booked up within a few days. The events also incorporate guest speakers who are willing to share their practical expertise and are selected depending on the topics indicated through the member consultation exercise as well consultation with the MBCF Advisory Group
- 3.1.8 In the event of a major emergency or pre-planned event, MBCF will, where possible, share information about the incident to its members in line with multi-agency response mechanisms. Current membership is around 600 individuals who are signed up to the Forum mail list, comprising a range of large corporate and SME businesses, public event spaces such as Bridgewater Hall and Manchester Central, the Arena, voluntary sector organisations and educational establishments, including schools and membership is open to all regardless of geography.

3.2 Improving the safety of our physical spaces

- 3.2.1 Working with colleagues in GMP and the Counter Terrorism Team, over the past 24 months we have identified a number of 'high-risk' locations across the city and have designed and installed appropriate measures to mitigate those risks.
- 3.2.2 These risks are mitigated through the implementation of HVM (Hostile Vehicle Mitigation) measures, where the primary goal is to prevent hostile individuals from breaching a perimeter successfully or completing a criminal act and accomplishing their purpose. The Council has introduced a number of HVM measures across the city over the past 2 years, which include:-
- new permanent bollards
 - removable bollards where some access is required
 - installation of new street furniture - including bins, seating and planters
- 3.2.3 Future HVM measures will include physical barriers across the highway as well as tree planting, full height kerbs and new automatic bollards. We continue to work with colleagues and stakeholders across the city to identify any vulnerable sites and where necessary will look at where suitable HVM can be introduced for example as part of the redesign of Albert Square.

3.3 Licensed Premises (including public event spaces and places)

- 3.3.1 The Council licenses premises and places for the sale of alcohol, public entertainment and providing late night hot food and drink. In doing so, it is required to promote the four licensing objectives, the prevention of crime and disorder; the prevention of public nuisance; the protection of children from harm; and public safety.

- 3.3.2 Naturally, the principles of Martyn's Law complement the promotion of these objectives and as such there is scope to integrate its principles within the licensing process.
- 3.3.3 In the absence of any formal change to the legislation, we are not able to require licensed venues to put in place all measures advocated in Martyn's Law. However, the Council could implement a degree of control through the Licensing Policy, with the potential to introduce policies that seek to impose counter-terrorism specific conditions on licences granted. Recognising, however, applications would still need to be considered on their individual merits and exceptions made. Similarly, such conditions could only be implemented where a relevant representation (objection) has been made, unless the applicant has volunteered them as part of their application.
- 3.3.4 Conditions could though be attached in this way where a licence is being applied for or a variation is being sought. Although legislation does not allow for conditions to be retrospectively applied operators could seek to voluntarily incorporate new conditions and there would be merit in proactively engaging with the license trade in this regard.
- 3.3.5 The existing suite of 'model' licensing conditions is now being revised to incorporate specific counter terrorism measures in order to improve safety and security. It is proposed this includes a requirement for a counter-terrorism plan to be in place with associated staff training.
- 3.3.6 The process for new model conditions is relatively informal, but would need to involve a short public consultation before presenting to the Licensing Committee for approval and implementation. As noted work on this is already underway and subject to no significant issues being raised we could see implementation in early Q1 2020.
- 3.3.7 To incorporate counter terrorism related measures into the Licensing Policy it would require a full statutory review which includes a protracted and lengthy process. Any changes through a review are unlikely to come into effect until Jan 2021.
- 3.3.8 The current Policy does already address security measures at licensed premises, and there is therefore a sound basis for reviewing policies in the context of Martyn's Law.
- 3.3.9 An alternative to enforcing Martyn's Law through licence conditions is to promote its aims through voluntary schemes. The Council is in the infancy of developing a best practice scheme for licensed premises and it is proposed that officers explore how the principles of Martyn's Law could be implemented locally through participating licensed premises.

3.4 Planning for the threat of terrorism

- 3.4.1 The Civil Contingencies Act created a requirement for local bodies to convene a multi-agency Local Resilience Forum. There has only very recently been any

guidance regarding what counter terrorism planning should look like for a LRF but no specific mandate to consider this theme at this point.

- 3.4.2 The multi-agency Greater Manchester Resilience Forum (GMRF) has been in place for over 15 years. It is a partnership that includes public, private and voluntary sector organisations and coordinates risk assessment, planning, training, exercising and emergency response in line with the Civil Contingencies Act 2004 (CCA 2004). GMRF is one of 43 local resilience forums across the country and is part of England's framework for the delivery of emergency preparedness including that for terrorist attacks.
- 3.4.3 Under the CCA 2004 local authorities are designated as category one responders indicating their key role in working other emergency responders in the response to disruptive challenges. As part of its work with other partners on GMRF the Greater Manchester local authorities regularly assess the threats posed to the city region. These risk assessments then inform the development of plans, many of which are developed to address the common consequences of terrorist attacks, including casualties, the need for evacuation and ongoing care.
- 3.4.4 Working together agencies in Greater Manchester offer training for first responders and also exercise plans in order to ensure they are fit for purpose. There is also a process in place to help identify any areas where procedures and systems can be improved following learning from exercises and incidents, including those in other parts of the country or the world.
- 3.4.5 The local authorities, in conjunction with other emergency responders such as Greater Manchester Police, provide information to the public to help them to prepare for attacks. This includes providing information through the GM Prepared web site and also the Greater Manchester Community Risk Register.
- 3.4.6 Each Greater Manchester local authority has undertaken a Counter Terrorism Security Advisor (CTSA) assessment of vulnerable areas based on six different attack types. This has included consideration of each vulnerable location through site visits and the development of a Security Review Group to consider relevant actions from the security reviews. Additional considerations such as review of existing contingency and evacuation plans, CTSA and local review of iconic locations, Security Coordinator (SECO) assessment for events and night time economy briefings have also been looked at. These groups have included representatives from Greater Manchester Police, Local Authority Public Realm Managers, Planning, Highways and CTSA.
- 3.4.7 Greater Manchester local authorities are a member of several global networks across which participating cities seek to share their experiences, learning and best practice. For example, Greater Manchester is part of the Counter Terrorism Preparedness Network. This has brought together six European Cities (Greater Manchester, Barcelona, London, Rotterdam, Paris, Stockholm), seven academic partners, twelve resilience leads and seven

independent experts to produce five reports sharing learning from across Europe.

4.0 Recommendation

The Executive is asked:-

- a. To endorse the work to date to support the work progressing to improve public safety and security
- b. To endorse the proposed changes to Licensing conditions set out in section 3 of this report and to require that these are presented to Licensing Policy Committee at the earliest opportunity.

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