

**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.
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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.