

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**

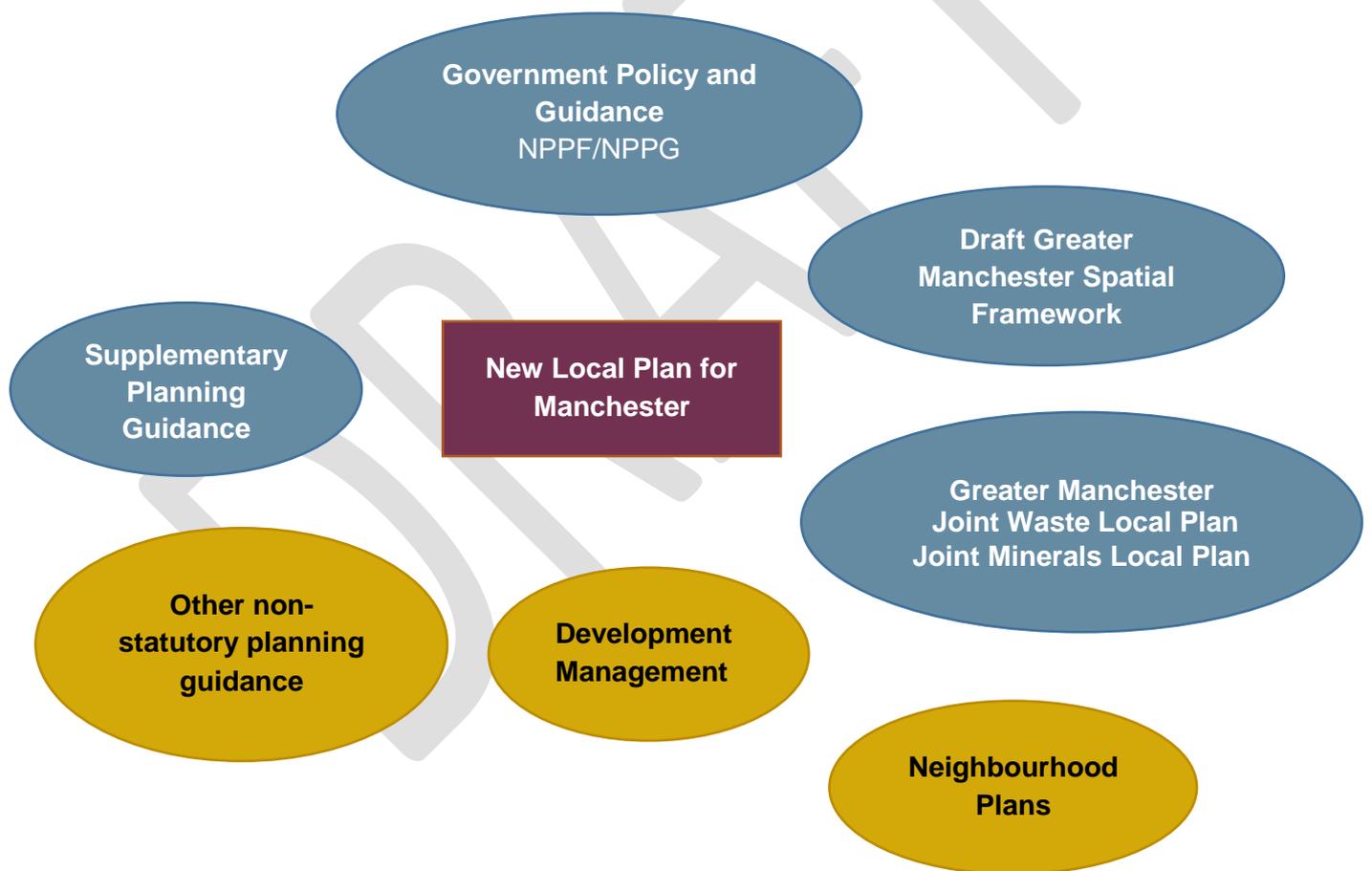
¹ You will need to register to use this website if you have previously not commented though the online portal

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

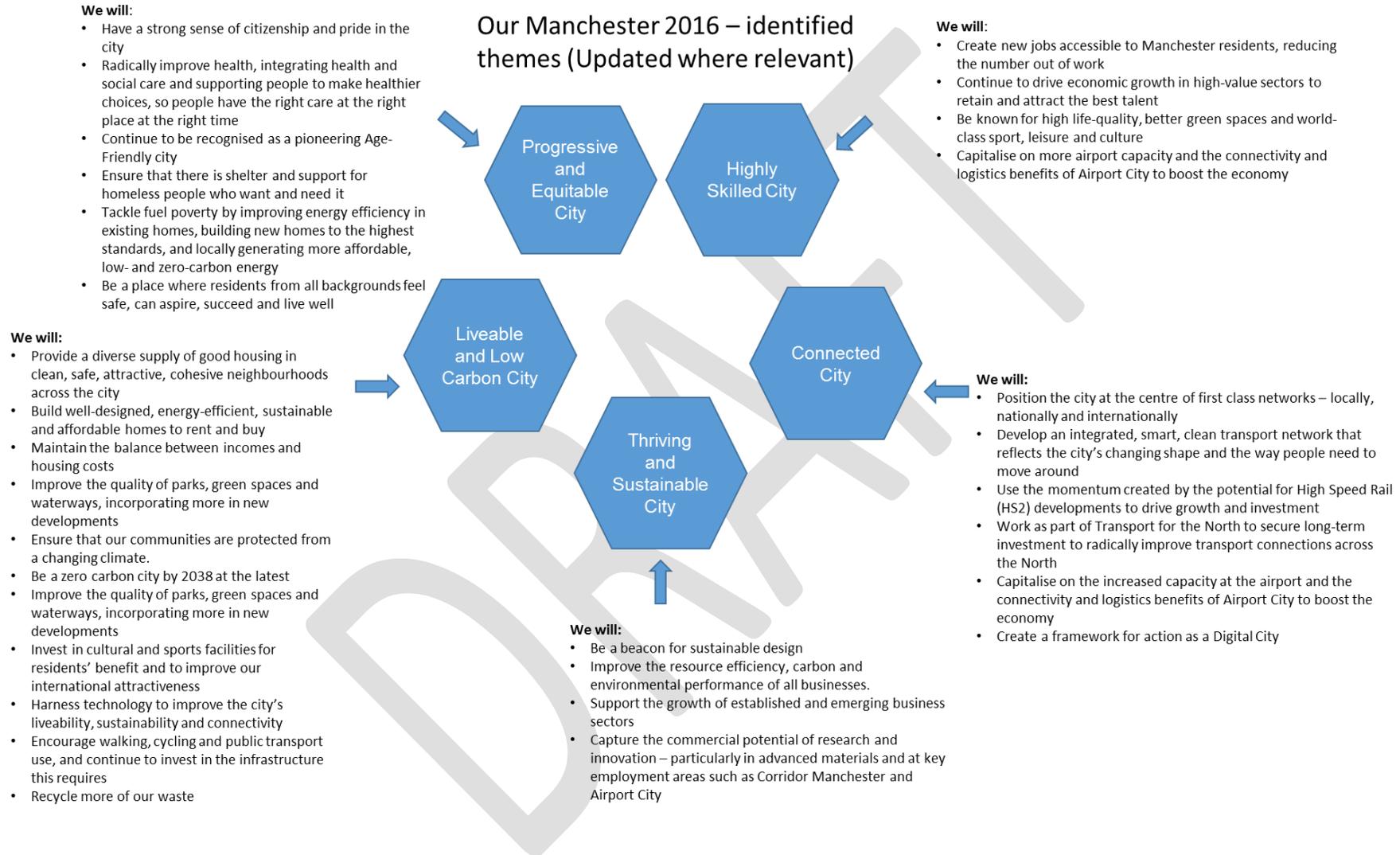
- Q2: Are there any alternative spatial principles that should be included?

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.

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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

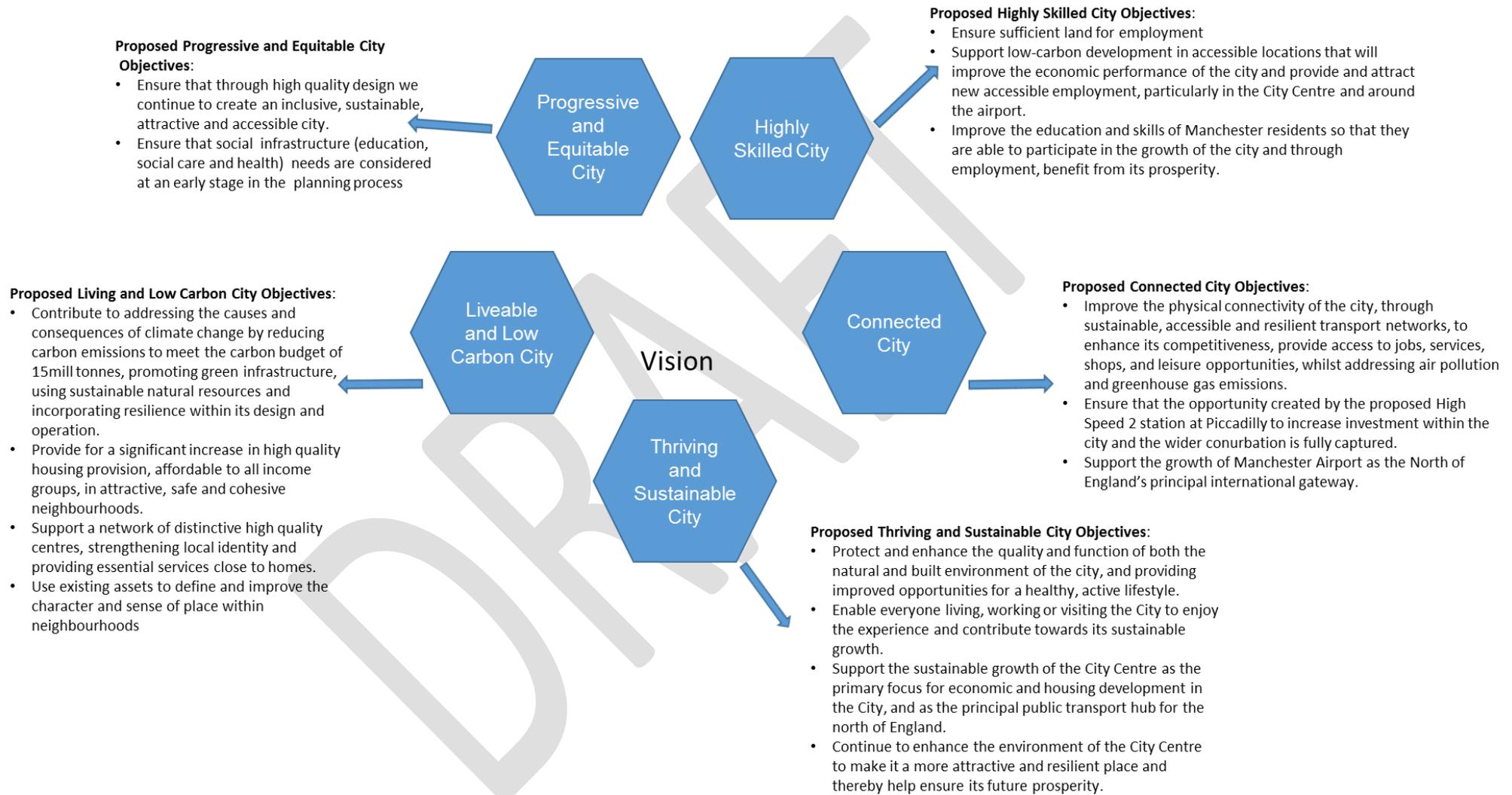
- Q4: Do you agree or disagree with the draft objectives?

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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