

Manchester Core Strategy Development Plan Document

Soundness Self-Assessment

July 2011

Soundness tool

All documents referred to in this document can be found in the first instance by using the following link

http://www.manchester.gov.uk/info/856/local_development_framework/1766/core_strategy_publication

and then by using the links provided in the list of supporting documents.

| Key question | Possible evidence | Evidence provided |
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| Justified | | |
| Participation | | |
| 1. Has the consultation process allowed for effective engagement of all interested parties? | The consultation statement | Publication consultation statement Submission consultation statement |
| Research/ fact finding | | |
| 2. Is the content of the development plan document justified by the evidence? 3. What is the source of the evidence? 4. How up to date and convincing is it? | <p>i. Sections of the development plan document which show how the evidence points towards the selected strategy, policies or proposals</p> <p>ii. Sections of the pre-submission proposals documents</p> <p>iii. Sections of the preferred strategy report</p> <p>iv. Sections of the sustainability appraisal report which set out its main conclusions in relation to the policies in the development plan document</p> <p>v. Sections of the consultation statement</p> <p>OR</p> <p>A very brief statement of how the main findings of consultation support the policies, with reference to:</p> <ul style="list-style-type: none"> ○ reports to the council on the issues raised during participation, covering both the front-loading and formulation phases ○ any other information on community views and preferences | <p>The Core Strategy has a robust evidence base behind its policies, detailed on the web page referenced above.</p> <p>Policies reference key pieces of evidence as appropriate, for example:</p> <ul style="list-style-type: none"> • The employment chapter references the employment land study and MCC regeneration frameworks • Housing policies are clearly linked to the Strategic Housing Land Availability Assessment (SHLAA) and the needs assessments. • The Quantitative Retail Assessment is referenced in the Centres chapter. • The open space audit is a key piece of evidence supporting open space policies. <p>The Council's evidence is from a variety of sources, including in-house exercises (such as the SHLAA), commissioned studies (Employment, Retail, Open Space, for example), AGMA studies and stakeholders (Manchester Airport Group).</p> |

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| | <p>vi. The studies, reports and technical papers that provide the evidence for the policies set out in the development plan document. The date of preparation and who they were produced by should be signposted</p> <p>OR</p> <p>For each policy (or group of policies dealing with the same issue), a very brief statement of the evidence documents relied upon and how they support the policy (where this is not already clear in the reasoned justification in the development plan document)</p> | <p>The evidence is sufficiently up-to-date, and certain updates have been prepared to address those that may have become dated (retail and housing needs).</p> |
| <p>5. What assumptions had to be made in preparing the development plan document?</p> <p>6. Are the assumptions reasonable and justified?</p> | <p>i. Sections of the development plan documents setting out the assumptions</p> <p>ii. Sections of the sustainability appraisal report setting out the assumptions</p> <p>iii. A very brief statement for each assumption as to how the evidence led to the assumption</p> <p>iv. Reference to national or regional policy, correspondence from bodies consulted or technical papers that provide the basis for assumptions</p> | <p>Assumptions:</p> <p>That economic growth would take place over the plan period, based on the North West Regional Spatial Strategy, the Greater Manchester Forecasting Model and other forecasts used to support evidence.</p> <p>That an effective financial delivery model to support house building will emerge.</p> <p>These assumptions are reinforced by the forecasts supporting the evidence base.</p> |
| Alternatives | | |
| <p>7. Can it be shown that the council's chosen approach is the most appropriate given the reasonable alternatives?</p> <p>8. Have realistic alternatives been</p> | <p>i. Sections of the consultation statement showing how the community was involved in considering issues, alternatives and options</p> <p>ii. Documents used in community involvement with stakeholders and communities encouraging them to identify the issues and options they wished to see considered</p> <p>iii. Any report produced at the end of the front</p> | <p>The Council has prepared a paper which explains its approach to options, considering the policy context and practical considerations which have been taken into account.</p> <p>The Issues and Options and Refining Options stages allowed consideration of options, and the Council's responses explain why it made the choices it did.</p> |

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| <p>considered and is there a clear audit trail showing how and why the preferred strategy/approach was arrived at?</p> <p>9. Where a balance had to be struck in taking decisions between competing alternatives is it clear how and why these decisions were made?</p> | <p>loading phase of plan preparation setting out the issues and options raised</p> <p>iv. Sections of the preferred strategy report explaining:</p> <ul style="list-style-type: none"> • how alternatives were developed and evaluated, and • why alternatives were rejected in favour of the preferred strategy <p>v. Sections of the sustainability appraisal report showing the options and alternatives and explaining how they were objectively assessed</p> <p>vi. Reports prepared during the plan preparation process (including after the preferred strategy participation) contributing to the decisions made on the inclusion of policies in the development plan document</p> <p>vii. Sections of the consultation statement explaining how the main findings of consultation support the decisions</p> <p>viii. Sections of the representations statement</p> <p>OR</p> <p>A brief statement of the influence upon decisions of:</p> <p>the issues raised during stakeholder and community engagement, and how they have been addressed</p> <p>ix. Any other documentation showing how alternatives were developed and evaluated</p> <p>x. A very brief statement and any other supporting documentation of the way decisions have been taken</p> | |
| <p>10. Does the sustainability appraisal show how the different options perform and is it clear</p> | <p>i. A structure to the development plan document which reports the sustainability appraisal findings in relation to each policy</p> <p>ii. Sections of the sustainability appraisal report</p> | <p>The Sustainability Appraisal considers these issues fully.</p> |

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| <p>that sustainability considerations informed the content of the development plan document from the start?</p> | <p>which set out how sustainability appraisal has influenced the development of the preferred strategy and how policies have been revised in the light of sustainability appraisal findings</p> <p>iii. Reports made as part of plan-making which indicate how sustainability appraisal has influenced the choice of strategy and the content of policies</p> | |
| <p>11. Does the development plan document adequately expand upon regional guidance rather than simply duplicate it?</p> <p>12. Does the strategy take forward the regional context reflecting the local issues and objectives?</p> | <p>i. Sections of the development plan document which explain where and how regional guidance has been elaborated upon and the reasons</p> <p>ii. The regional development agency/regional planning body letter confirming that the development plan document is in general conformity with the regional special strategy</p> <p>iii. Representations received from the regional development agency/regional planning body</p> <p>iv. Representations from the Government Office</p> <p>v. Reports or copies of correspondence as to how the representations have been considered and dealt with</p> | <p>The relationship between the Core Strategy and North West Regional Spatial Strategy is set out in Manchester Core Strategy Proposed Option. However, this is likely to no longer be relevant following the enactment of the Localism Bill.</p> |
| Effective | | |
| Deliverable | | |
| <p>13. Has the council clearly identified what the issues are that the development plan document is seeking to address?</p> <p>14. Have priorities been set so that it is clear what the development plan document is seeking to achieve?</p> | <p>i. Sections of the development plan document which refer to the vision and objectives of the sustainable community strategy and the issues identified there</p> <p>ii. A statement prepared following stakeholder and community engagement in the front-loading phase of plan-making setting out the identified issues for the development plan document A spatial portrait based on the advice in 'Policies for spatial plans' presented as part of the core strategy</p> | <p>The Vision and Strategic Objectives clearly present the issues the Core Strategy seeks to address, and these objectives are clearly related to consequent detailed policies. These are also summarised in the Manchester Now section.</p> <p>The Core Strategy includes clear spatial prioritisation, including the identification of Strategic Locations for employment and housing.</p> |

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| | <ul style="list-style-type: none"> iii. A core strategy vision which is framed to set out the outcomes which are sought for the future iv. Sections of the development plan document which identify the main issues addressed v. Sections of the development plan document which indicate the priority outcomes | |
| <p>15. Are there any cross-boundary issues that should be addressed and, if so, have they been adequately addressed?</p> | <ul style="list-style-type: none"> i. Sections of the regional special strategy which identify cross-boundary issues. ii. Sections of the development plan document setting out cross-boundary issues and the response to them iii. Reports on relevant studies which cover wider areas than the local authority and how the development plan document addresses their findings or recommendations iv. Records of meetings with adjoining authorities or relevant agencies which confirm that there are no cross-boundary issues of significance | <p>The Core Strategy considers issues relating to the City Centre and Regional Centre, both of which are cross-boundary issues. There are also issues relating to housing and transport which are closely linked to the strategies for other authorities in Greater Manchester.</p> <p>AGMA has regular meetings to consider strategic planning issues.</p> |
| <p>16. Does the development plan document contain clear objectives?</p> | <ul style="list-style-type: none"> i. A spatial portrait which identifies the key issues facing the area ii. A core strategy vision which is framed to set out the outcomes which are sought for the future iii. The strategic objectives of the development plan document, and the commentary in the development plan document of how they derive from the spatial portrait and vision | <p>There is a clear connection between the “Manchester Now” chapter (spatial portrait), the Vision and Strategic Objectives and the detailed policies.</p> |
| <p>17. Are the objectives specific to the place; as opposed to being general and applicable to</p> | <ul style="list-style-type: none"> i. The spatial portrait and the commentary in the development plan document as to how the objectives derive from it | <p>The Vision and Objectives relate specifically to Manchester’s circumstances.</p> |

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| <p>anywhere?</p> <p>18. Is there a direct relationship between the identified issues and the objectives?</p> | <p>ii. Confirmation from the local strategic partnership and partner organisations that they agree the objectives as being specific to the place</p> | <p>The LSP has been specifically involved in the consultation stages of the Core Strategy.</p> |
| <p>19. Is it clear how the policies will meet the objectives?</p> <p>20. Are there any obvious gaps in the policies, with regard to the objectives of the development plan document?</p> | <p>i. Relevant sections of the development plan document which explain how policies derive from the objectives and are designed to meet them</p> <p>ii. Relevant sections of the sustainable community strategy which identify its objectives</p> <p>iii. Confirmation from the local strategic partnership and partner organisations that they believe the policies will achieve the agreed objectives</p> <p>iv. Research reports and studies which address the means to address objectives and conclude that the policies are appropriate and should succeed</p> <p>v. Sections of the development plan document, reports or other documents which discuss the matters which should be addressed in the development plan document.</p> | <p>The policies are divided into sections that relate directly to each of the six objectives. Each of the objectives has at least one policy that relates to it.</p> |
| <p>21. Are there realistic timescales related to the objectives?</p> | <p>i. Sections of the development plan document which address delivery and the timescales for key developments and initiatives</p> <p>ii. Confirmation from the local strategic partnership and partner organisations that the timescales are realistic in terms of their contribution to delivery</p> | <p>The delivery timescales are related to specific programmes or economic forecasts.</p> |
| <p>22. Are the policies internally consistent?</p> | <p>i. Sections of the development plan document, documents used in community involvement, and technical papers which demonstrate that the objectives are</p> | <p>The Core Strategy covers a wide range of issues, and the potential for objectives to compete is inevitable. However, Manchester's Core Strategy provides clear direction which will determine how the balance should be struck in such</p> |

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| | <p>consistent</p> <p>ii. A very brief statement explaining how the council considers its objectives are consistent</p> | <p>circumstances across the City, and as such is internally consistent.</p> |
| <p>23. Does the development plan document contain material which:</p> <ul style="list-style-type: none"> • is already in another plan • should be logically be in a different plan • should not be in a plan at all? | <p>i. Information in the local development scheme, or provided separately, about the scope and content (actual and intended) of each development plan document. This should show how they combine to provide a coherent policy structure</p> <p>ii. Representations from the Government Office</p> <p>iii. Reports or copies of correspondence as to how the representations have been considered and dealt with</p> | <p>The Core Strategy does not contain material which is or should/could be in another plan. It is considered that all the policies within the Core Strategy are an integral part of meeting the objectives.</p> |
| <p>24. Does the development plan document explain how its key policy objectives will be achieved?</p> | <p>i. Sections of the development plan document that identify the key objectives and how they will be delivered upon</p> <p>ii. Confirmation from the relevant agencies that they support the objectives and the identified means of delivery</p> <p>iii. Other supporting material – for example, commitments in the local area agreement that will support the delivery of the strategy in the development plan document</p> | <p>After each policy or group of policies the delivery strategy for that part of the Core Strategy is set out.</p> <p>All statutory consultees are satisfied that the Core Strategy is sound, subject to the proposed amendments to the submission document being agreed at examination. They have also confirmed that no further iterations of the SA are required.</p> |
| <p>25. If there are development management policies, are they supportive of the strategy and objectives?</p> | <p>i. Sections of the development plan document that show how the development management policies:</p> <ul style="list-style-type: none"> • will help to deliver the strategy • derive from, and elaborate on, the objectives and policies of the plan | <p>The three specific development management policies relate to the strategy and objectives.</p> |
| <p>26. Have the infrastructure implications of the</p> | <p>i. A section or sections of the development plan document where infrastructure</p> | <p>The Infrastructure Delivery Plan explains how infrastructure management and improvement will be planned to support</p> |

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| strategy/policies clearly been identified? | <p>needs are identified and the proposed solutions put forward</p> <ul style="list-style-type: none"> ii. Representations in respect of infrastructure iii. Reports or copies of correspondence as to how representations in relation to infrastructure have been considered and dealt with | the City's growth. |
| 27. Are the delivery mechanisms and timescales for implementation of the policies clearly identified? | <ul style="list-style-type: none"> i. Sections of the development plan document setting out delivery mechanisms and timescale ii. Other development plan documents being prepared that develop the policies of the core strategy further and set out how they will be delivered iii. Research or studies that address matters of delivery and the realistic timescales iv. Documents that set out arrangements made or planned for local delivery vehicles, or other delivery mechanisms v. Very brief statements on how other stakeholders intend to support the delivery of the policies, with any supporting correspondence or reports by the authority or the relevant stakeholder vi. Correspondence from stakeholders on delivery mechanisms and timescale vii. Reports or copies of correspondence as to how representations on delivery and implementation have been considered and dealt with | The Core Strategy clearly sets out which bodies will be delivering policies, and gives broad timescales based on reasonable assumptions and forecasts. |
| 28. Is it clear who is going to deliver the required infrastructure and does the timing of the provision complement the timescale of | <ul style="list-style-type: none"> i. Confirmation from infrastructure providers that they support the solutions proposed and the identified means and timescales for their delivery ii. Representations in respect of | The IDP has emerged through consultation with infrastructure providers. It explains the relationship between the policies and the planned scale and location of development and the consequent infrastructure requirements. It also proposes effective means of |

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| the strategy/policies? | <p>infrastructure</p> <p>iii. Reports or copies of correspondence on how representations in relation to infrastructure and its timing have been considered and dealt with</p> | sustaining this relationship throughout the plan period and beyond. |
| <p>29. Is it clear who is intended to implement each part of the strategy/ development plan document?</p> <p>30. Where actions required to implement policy are outside the direct control of the council, is there evidence of commitment from the relevant organisation to implement the policies?</p> | <p>i. Sections of the development plan document setting out responsibilities for delivery</p> <p>ii. Correspondence showing how other stakeholders intend to support the delivery of the policies</p> <p>iii. Reports by the council or the relevant stakeholder</p> <p>iv. Representations from stakeholders on implementation</p> <p>v. Reports or copies of correspondence as to how representations on delivery and implementation have been considered and dealt with</p> | <p>The delivery strategy is linked to all the policies and sets out who the responsible agency is for each of the policies.</p> <p>These agencies have been involved with the consultation process on both the Core Strategy and Infrastructure Plan and no issues have been raised with regard to the deliverability of the Strategy. There will be ongoing dialogue with delivery partners on an annual basis, to ensure its continued deliverability.</p> |
| <p>31. Does the development plan document reflect the concept of spatial planning?</p> <p>32. Does it go beyond traditional land use planning by bringing together – and integrating – policies for development, and the use of land, with other policies and programmes from a variety of organisations that influence the nature of places and how they function?</p> | <p>i. Sections of the development plan document that reflect the plans or strategies of other bodies</p> <p>ii. Expressions of support from bodies responsible for other strategies affecting the area</p> <p>iii. Representations in respect of services provided by other agencies</p> <p>iv. Reports or copies of correspondence as to how the representations have been considered and dealt with. These should either clarify the issues raised in the representation, or include a copy of the substance of the representation</p> | <p>The Delivery Strategy outlines the projects and programmes of the responsible agencies involved with the delivery of the Core Strategy policies</p> <p>The Statement of Consultation addresses all the representations and how they have been considered by the Council.</p> |
| 33. Does the development plan document take into account matters which may be | i. Explicit recognition within the development plan document that this may happen, and clear information about how | The text of the Core Strategy acknowledges that changing circumstances have happened over the course of the City's development and that the City needs to be able to adapt to |

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| <p>imposed by circumstance, notwithstanding the council's views about the matter?</p> | <p>the plan strategy can accommodate them</p> <p>ii. Consideration of the options in relation to such matters as part of the evaluation of alternatives in a report on the preferred strategy</p> | <p>ongoing changes for example in the national economy. This has also been acknowledged in the background documents.</p> |
| Flexible | | |
| <p>34. Is the development plan document flexible enough to respond to a variety of, or unexpected changes in, circumstances?</p> | <p>i. Sections of the development plan document setting out the assumptions of the plan and identifying the circumstances when policies might need to be reviewed</p> <p>ii. Sections of the annual monitoring report and sustainability appraisal report describing how the council will monitor:</p> <ul style="list-style-type: none"> • the effectiveness of policies and what evidence is being collected to undertake this • changes affecting the baseline information and any information on trends on which the development plan document is based <p>iii. Statements or correspondence from stakeholders which commit to providing information to be used in monitoring the progress of the policies and changes in the baseline</p> <p>iv. Risk analysis of the strategy and policies to demonstrate robustness and how the plan could cope with changing circumstances</p> | <p>Where is it possible that policies may need to be reviewed in the light of changing circumstances this is stated, such as the HMO policy (H10).</p> <p>The Core Strategy aims to create a flexible framework which reflects the complexity of the City and the need to be able to respond to circumstances as well as drive development. The framework is clear and robust, and as such can accommodate changes in the development pressures or needs facing the City. The prioritisation of spatial objectives presents a structure through which alternative spatial options should be considered.</p> |
| <p>35. Is the development plan document sufficiently flexible to deal with any changes to, for example, housing figures from an emerging regional special strategy?</p> | <p>i. Sections within the development plan document dealing with possible change areas and how they would be dealt with, including mechanisms for the rate of development to be increased or slowed and how that would impact on other</p> | <p>Consideration has been given to the forthcoming revocation of the NWRSS and the view has been taken, supported by evidence that Manchester will continue to meet the housing figures over the lifespan of the document, and that the approach in the Core Strategy remains robust.</p> |

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| | <ul style="list-style-type: none"> aspects of the strategy and on infrastructure provision ii. Risk analysis of the strategy and policies to demonstrate robustness and how the plan could cope with changing circumstances | |
| <p>36. Does the development plan document include the remedial actions that will be taken if the strategies/policies are failing?</p> | <ul style="list-style-type: none"> i. A section of the development plan document which expressly addresses flexibility ii. Sections of the development plan document identifying the key indicators of success of the strategy, and the remedial actions which will be taken if they are failing | <p>The Delivery Strategy tables within the Core Strategy include the indicators that will be monitored and the targets to be reached. The Annual Monitoring Report will review these and will be the tool through which any remedial actions will be considered.</p> |
| Monitoring | | |
| <p>37. Does the development plan document contain targets and milestones that relate to the delivery of the policies, including housing trajectories where the plan contains housing allocations?</p> | <ul style="list-style-type: none"> i. Sections of the development plan document setting out indicators, targets and milestones ii. Sections of the current annual monitoring report which report on indicators, targets, milestones and trajectories iii. Reference to any other reports or technical documents which contain information on the delivery of policies | <p>Each policy is supported by relevant indicators and targets. The AMR reports on progress in meeting these targets</p> |
| <p>38. Is it clear how these are to be measured and are these linked to the production of the annual monitoring report?</p> | <ul style="list-style-type: none"> i. Sections of the development plan document setting out indicators, targets and milestones ii. Sections of the current annual monitoring report and the sustainability appraisal report setting out the framework for monitoring, including monitoring the effects of the development plan document | <p>Each policy is supported by relevant indicators and targets. The AMR reports on progress in meeting these targets and also monitors the effects of the Core Strategy against the SA significant effect indicators.</p> |

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| | <p>against the sustainability appraisal</p> <p>iii. Reference to any other reports or technical documents which contain information on the collection or measurement of indicators</p> | |
| <p>39. Are suitable targets and indicators present (by when, how and by whom)?</p> | <p>i. Sections of the development plan document setting out indicators, targets and milestones</p> <p>ii. Sections of the current annual monitoring report that report on indicators, targets, milestones and trajectories</p> | <p>The delivery strategy within the Core Strategy sets out indicators and targets for each policy, also the responsible agency and the timescale for the delivery of each policy.</p> |

| National policy | | |
|---|---|--|
| <p>40. Does the development plan document contain any policies or proposals that are not consistent with national planning policy?</p> <p>41. If yes, is there a local justification?</p> | <p>i. Sections of the development plan document which refer to planning policy statements and justify why any policies are not consistent with national policy</p> <p>ii. Sustainable community strategy, studies forming evidence for the development plan document or other information which provide the stimulus for departing from national planning policy</p> <p>iii. Evidence provided from the sustainability appraisal (including reference to the sustainability report) and/or from the results of community involvement</p> <p>iv. Representations from the Government Office on the preferred strategy or the submitted development plan document</p> <p>v. Reports or copies of correspondence as to how Government Office representations have been considered and dealt with</p> | <p>The Core Strategy does not contain any policies that are inconsistent with national planning policy.</p> |
| <p>42. Does the development plan document contain policies that</p> | <p>i. Sections of the development plan document which explain where and how</p> | <p>The Core Strategy does not contain any policies that do not add anything to existing national guidance. References to</p> |

| | | |
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| <p>do not add anything to existing national guidance?</p> <p>43. If so, why have they been included?</p> | <p>national policy has been elaborated upon and the reasons</p> <ul style="list-style-type: none">ii. Representations from the Government Officeiii. Reports or copies of correspondence as to how the representations have been considered and dealt with | <p>national policy are intended to justify or clarify policy in the Core Strategy.</p> |
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