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1 Introduction

1.1 A new planning process was introduced by The Planning and Compulsory Purchase Act in 2004. All local planning authorities must now produce a Local Development Framework (LDF) to replace the Unitary Development Plan (UDP). The LDF is a collection of Local Development Documents (LDDs) and includes a Local Development Scheme (LDS) (which describes the Core Strategy and other Development Plan Documents to be prepared by the local planning authority including a timetable for their preparation) and the following Local Development Documents:

- Statement of Community Involvement (SCI) which sets out how consultation will be undertaken and in what format
- The Core Strategy which sets strategic policy across the City
- Development Plan Documents (DPDs) which are planning policy documents setting out the Council’s approach to a particular issue or area.
- Supplementary Planning Documents (SPDs) which give more detail to policies in the Core Strategy or other DPDs.

1.2 A Sustainability Appraisal (SA), which is an assessment of economic, social and environmental impacts of policies, will accompany each Local Development Document with the exception of the SCI.


1.4 Manchester began gathering issues for the Core Strategy in 2005 and consulted on its Core Strategy Issues and Options from Dec 07 to Feb 08. This was followed by the Core Strategy Refining Options Consultation in April and May 09. The issues were developed into policy approaches for each of the options outlined at the Issues and Options stage. A set of background Issues Papers were prepared to support the document.

1.5 This document is Manchester's Core Strategy Proposed Option. It contains the proposed approach to the issues that have been identified as being important to the City in previous stages of the Core Strategy's preparation. It is accompanied by the draft Core Strategy Sustainability Appraisal and an updated Infrastructure Scoping Report. Comments are invited from 9th Nov 09 until 4th Jan 2010 and can be made:-

- on-line at www.manchester.gov.uk
- by email to planningstrategy@manchester.gov.uk
- or by post to
  Planning Strategy
  Manchester City Council
  Freepost MR1514
1.6 Once the Core Strategy is adopted the ‘Guide to Development in Manchester SPD and Planning Guidance’ will be amended to relate to Core Strategy rather than Unitary Development Plan policies. Where this document states that further detail will be in an SPD this refers to the revised ‘Guide to Development in Manchester’. Following adoption of the Core Strategy, revisions will also be made to the Council's Providing for Housing Choice SPD to ensure that it reflects current policy.

1.7 Manchester also plans to develop a Site Specific Allocations Development Plan Document which will identify sites in relation to district centre boundaries and additional housing sites, including Gypsy and Traveller sites and Travelling Showpeople sites as required.

1.8 Manchester is also working with all Greater Manchester Authorities in developing the 'Greater Manchester Joint Waste Development Plan Document' and the 'Greater Manchester Joint Minerals Development Plan Document'.

2 Sustainable Community Strategy

2.1 The Manchester Sustainable Community Strategy 2006 – 2015 has been produced by Manchester City Council and the Manchester Partnership (Manchester’s Local Strategic Partnership). It is the overarching partnership strategy within Manchester. It fits into and supports a framework of other partnership strategies including the Manchester Partnership’s thematic partnerships: economic and local employment; culture; children and young people; sustainable neighbourhoods (including the environment and sustainability and housing market renewal); crime and disorder; health inequalities and transport as well as the valuing older people partnership.

2.2 The Sustainable Community Strategy also supports the City’s Strategic Regeneration Frameworks for each district and neighbourhood action coordinated through the City’s Ward Co-ordination system. The purpose is to add value to these partnership strategies by setting the agreed vision and priorities for the City and providing a clear and accountable delivery framework in which all partnerships and services can operate.
2.3 The three arrows at the centre of the diagram are the core drivers of success. They take the economic success described on the left and connect it to the better outcomes for Manchester people described on the right. We call the arrows spines because they cut across and support all of the actions required for success.

2.4 The pre-requisite to the spines is to create the conditions for sustainable economic success. The first of the three spines is for more of the people of the City to connect to our economic success and achieve their full potential through education and employment.

2.5 Recognising that people who reach their full potential often choose to leave the City, the bottom spine is to build truly sustainable communities where people choose to live because of the quality of life on offer.
2.6 The middle spine connects and supports the other two. This recognises that public services on their own cannot achieve these things. Partner agencies will facilitate and support individuals and communities to achieve their full potential, to raise their ambitions, to have mutual respect both for themselves and their communities. Everything we do in the City is focused on the realisation of these spines.

2.7 The Core Strategy is the spatial expression of the Community Strategy and provides the framework to support the delivery of those actions which have a development/land use element; provides a framework to guide investment to deliver the strategic outcomes the City is seeking and identifies the infrastructure requirements.

2.8 The City Council has consulted widely on the issues facing the City that the Core Strategy has to address and has built on the Sustainable Community Strategy Vision in the light of this work.

3 Spatial Portrait

Context

3.1 Manchester is the economic engine of the North West with a concentration of people and business activity without parallel in northern England. It was the birthplace of the industrial revolution, and today is a lively and dynamic city.

3.2 It is the North West's regional centre for finance, commerce, retail, culture and leisure, and is home to a major international airport and one of the largest student populations in Europe. It has transformed itself from an industrial city dependent on manufacturing to a thriving, modern, dynamic, international city. Whilst manufacturing remains important, Manchester has attracted growth in the knowledge-based economy and is one of the top European cities for business locations. Manchester is also the key economic driver for the region.

Location

3.3 Manchester is at the heart of the City-Region, which is made up of the cities of Manchester and Salford together with the metropolitan districts of Bolton, Bury, Oldham, Rochdale, Stockport, Tameside, Trafford and Wigan, plus High Peak, Cheshire East and Warrington.

3.4 Manchester covers some 115 square kilometres, stretching from Heaton Park in the north to the Airport in the south. It is bounded by Trafford and Salford to the west; Bury to the northwest, Rochdale to the north; Oldham to the northeast; Tameside and Stockport to the east; and Cheshire East to the south.

3.5 Located within Manchester is the majority of the Regional Centre which comprises Manchester City Centre, Ancoats, Sportcity and Central Park to the east, the Higher Education Precinct and Central Manchester Hospitals to the south. The Inner Areas surrounding the Regional Centre comprise North Manchester, East Manchester and Central Manchester.
regeneration areas; these areas contain a mixture of employment and residential, and have significant concentrations of deprivation. The areas to the south of the Inner Areas are more diverse residential areas and the geographical distributions of high levels of deprivation are smaller although there are still concentrations especially in Wythenshawe. The Inner Areas and the Regional Centre are the focus for the majority of development completions.

3.6 The City contains a hierarchy of centres consisting of the City Centre, district centres, and local centres. There are also a number of ‘out-of-centre’ retail parks.

Population

3.7 In 1999, following a steady though slowing decline during the second half of the 20th century, the City’s population fell to its lowest level (416,400) in over 100 years. Since then, the population in the City has been increasing by an average of about 1% per year. It is projected to reach half a million by 2012 (based on 2006 MYE). The Mid Year Estimate for 2007 was that 458,136 people currently live in the City.

3.8 Manchester has a higher than average proportion of the population aged under 25, largely due to the high numbers of young people studying at the Higher Education Institutions.

3.9 The proportion of Black and Minority Ethnic (BME) residents in Manchester in 2001 (19%) was greater than the England average. The current ethnic make up of the City is still predominantly white, however over recent years the population has become increasingly diverse (22.4% BME in 2005).

Economy and Employment

3.10 The Manchester Independent Economic Review, Economic Baseline 2008 states that ‘After years of strong growth, the world economy has experienced marked deceleration towards the end of 2008. Global growth is now projected to slow substantially in 2008, and there is no clear consensus on the medium-term outlook. As is the case nationally, current economic conditions are set to put downward pressures on growth in the Northwest and the Manchester City Region, with unemployment rising and business conditions worsening in the manufacturing and services sectors. The challenge is to make sure that the City Region’s diverse knowledge economy is able to meet the demands of this current economic crisis and become even stronger and more dynamic through it. Beyond the short term, partners must continue to plan strategically for long-term growth.

3.11 The following statistics were generally measured prior to the market decline and will be revised as soon as more recent data becomes available. However the following does demonstrate the strong economic position Manchester held over recent years and is therefore well placed to be resilient to market fluctuations.
3.12 Gross Value Added (GVA) is a useful and widely used measure of how economically successful an area is. It is only available at a sub-regional level, and the sub-region that includes Manchester and the Regional Centre is ‘Greater Manchester South’. GVA in this area has consistently grown over the last decade, nearly doubling from £11,231 in 1995 to £20,422 per head in 2005. In the same period, GVA for Manchester North has increased by less than a half, from £8,749 in 1995 to £12,039 in 2005. The Regional Centre is the principal economic driver of the Greater Manchester City Region, and the North West Region, and a key driver among wider Northern economies. Together with the Leeds City Region, the Manchester City Region represents the greatest potential for improving the economic performance of the North.

3.13 Manchester employs over 306,000 people, which accounts for 20% of all employees in the Manchester City Region. Using the 2001 Census there were over 100,000 people employed within Central Ward alone, which covers the majority of the City Centre, and this is likely to have increased since that date.

3.14 There are around 17,300 businesses located within Manchester. There is a considerably smaller proportion of micro businesses (1-10 employees), and a higher proportion of medium and large (200+ employees) businesses, compared to the England average. Therefore, helping support entrepreneurship and smaller businesses across all sectors of the economy will be an important factor in Manchester maximising its economic potential.

3.15 Financial Services is the ‘industrial’ sector which employs the largest proportion of workers, followed by Sales, Education, and Health and social work.

3.16 Tourism is also playing an increasingly important part in the growth of the City’s economy; in 2006 there were approximately 24 million visitors to the City with an economic impact of £1.42 billion helping to support 17,534 jobs, including a growing number of hospitality-related jobs.

3.17 There are now a significant number of jobs in “social economy” organisations (co-ops, community businesses, etc); such organisations may be more likely to create employment that is matched to the skills of local people.

3.18 There is a growing number of high-skilled jobs in the knowledge based industries, which include life sciences industries, creative, cultural and media industries, manufacturing, communication and aviation.

3.19 In 2008 the Gross Median Weekly earnings of employees working in Manchester was £490.80, significantly higher than the average for Greater Manchester (£449.80) and the Northwest (£450.20), and slightly higher than the England average (£483.10). However, the average pay of residents in Manchester is almost 13% lower (at £427.70) than that of Manchester employees.

3.20 Of Manchester’s residents in employment, 25% worked outside of the City’s boundary. Trafford (8.7%) is the major destination for Manchester’s employed residents.
3.21 From a recent study, using 2006 Worker’s Registration Scheme Data, Manchester had among the highest proportions of all registered Central and Eastern European migrant workers.

**Economic activity**

3.22 Manchester has a relatively high rate of worklessness, due to high unemployment amongst those registered as disabled and the proportion of the population dependent upon Income Support. In February 2008 within Manchester 19.1% of the working age population were claiming out-of-work benefits compared to the England average of 11.4% and the economic activity rate was 67.4% compared to the national average of 78.8%, and the lowest rate within the Manchester City Region. Many of the residents claiming out of work benefits have claimed for long periods and are lacking the appropriate skills which would help them secure the growing number of job opportunities in the City. Unemployment is higher than the national average as is the proportion of residents in employment who occupy unskilled manual jobs. The skills gap between residents and available work is a key challenge for Manchester.

**Deprivation**

3.23 In the 2007 Index of Multiple Deprivation, Manchester ranked as the 4th most deprived district in England, and just over half of its neighbourhoods (LSOAS) fell within the most deprived 10% in the country. This is a reflection, in part at least, of Manchester’s industrial past and the subsequent decline of that industry.

**Higher Education**

3.24 Manchester is a centre of excellence for research and learning. It is home to several institutions of higher education including the University Hospital of South Manchester, the Manchester School of Music, the University of Manchester and the Manchester Metropolitan University (MMU). The University of Manchester and MMU have over 64,000 students between them and over 50,000 live in the City. This equates to 12.5% of the City’s population. Providing housing for this number of students is a challenge. However, graduates choosing to stay in Manchester offer a great opportunity for improving expertise and innovation in knowledge based industries (a sector which has experienced high growth in the area over recent years).

3.25 Reflecting the presence of these major higher education institutions, Manchester has a higher proportion of its working age population qualified to NVQ4+ (HNC/HND/Degree level), 30.3% in 2007, compared to 28.6%, the Great Britain average, and a higher proportion than the national average working in professional and technical occupations.

**Education**

3.26 Manchester also has a higher proportion of residents with no formal qualifications (18.7%) than the national average (13.1%), which acts as a major barrier to accessing the jobs available. Education standards are low compared to the national average up to GCSE level. GCSE results have been improving over recent years, and there has been a substantial increase in the
proportion achieving 5 or more A*-C grades in Manchester since 1999, but they are still well below national rates. At A-level on the other hand, the ‘average point score per examination entry’ is just above the England average. Manchester has halved the number of 16-18 year olds not in employment, education or training (NEET) in just four years through a multi-agency NEET programme; in February 2008 the figure was down to 10.4%.

Housing

3.27 Manchester currently has an owner occupation rate of only 46%, less than two thirds of the national average, yet has comparable tenure preferences to the rest of the country. The private rented sector has increased significantly in recent years, and now represents around 20% of the stock. Of the remaining third, Manchester City Council is nearing the completion of its stock divestment programme having established an ALMO and a series of local housing companies that now manage the City’s social housing.

3.28 Manchester has higher than average percentages of terraced housing and apartments/flats. A high proportion of new dwellings, in recent, years have been apartments mainly due to the increase in popularity of City Centre living. This has partly been driven by investors. Nearly two-thirds of the City’s housing stock falls into Council Tax band A compared to a quarter nationally. Affordability is becoming an increasingly important issue in the City. The affordability of housing for owner occupation has declined sharply in recent years. In 2002 at least 50% of homes sold in Manchester would have been affordable to households with the average income of residents in the City, however, by 2006, this proportion had fallen to 23%. In the public and private sectors, the number of vacant dwellings has fallen.

3.29 The number of housing units completed each year increased from 2002/3 to a peak of 5,365 in 2007/8. The current economic climate is having a serious impact on the number of completions, however, underlying demographic growth and economic ambitions will help ensure the figures are driven up in the long term.

Health

3.30 The health of Manchester’s residents is amongst the worst in the country. Life expectancy is increasing for both men and women, but still lags well behind the England average, particularly for men. Manchester also has a higher mortality rate than average and significantly more people with a limiting long term illness than the England average.

Green Space

3.31 Manchester has the greatest number of green flag parks in the country, at 27, which represents 46% of all publicly available green leisure space. There are currently 7 Local Nature Reserves, 37 Sites of Biological Importance (SBIs) including areas of ancient woodland and a Site of Special Scientific Interest (SSSI).
3.32 The level of open space both in terms of quantity and quality varies across the City. An audit of all open space has been completed and the issues described under the ‘Regeneration areas’

Pollution

3.33 Manchester faces a considerable challenge in dealing with its legacy of contaminated land. Air pollution is below the national average for urban areas, but Manchester still had 14 days in 2007 (compared to an average 24 days nationally) when air quality reached moderate or worse levels. Since the decline of the manufacturing industry the main contributor to air pollution within the City has been transport.

Climate Change

3.34 In 2006, Manchester was responsible for direct emissions of 3.1 million tonnes of CO$_2$ (tCO$_2$), an average of 6.9 tonnes per capita. Across the Greater Manchester conurbation, total direct emissions in 2006 were 16.3 million tCO$_2$ and the per-capita average was 6.4 tCO$_2$. The per-capita average among the Core Cities group of major English regional cities was 6.4 tCO$_2$, with Manchester having among the highest per-capita footprints.

3.35 These figures do not include aviation. The City Council believes that global rates of air traffic growth are unsustainable in the long term but believes that it is not a realistic option for individual airports or cities to suppress their growth unilaterally ahead of international agreements that lead to orderly, market-based reductions in overall emissions and the contraction in air travel that they may bring about. For this reason, the City Council will continue to support the Airport’s growth plans while strongly advocating the inclusion of aviation and shipping emissions within the scope of a comprehensive international carbon cap-and-trade mechanism. The City Council will also press for the increased investment in major rail capacity that is likely to be an essential, practical substitute for reduced levels of air travel within the UK and northern Europe. Manchester will ensure compliance with any new guidance produced by the Government on the consideration of aviation emissions and will support Manchester Airport in its commitment to becoming carbon neutral by 2015 in its site energy use and ground vehicle operations.

3.36 There are several reasons underlying Manchester’s carbon footprint. Prominent among them are:

- Manchester’s position at the economic and geographic centre of its conurbation and region, with a high density of employment and economic activity, means that it has a particularly high incidence of business-related energy use and associated emissions. Manchester’s legacy of energy-intensive industries and strong recent economic growth are two key reasons why it has the highest per-capita industrial and commercial energy use of any Core City.
Domestic emissions are higher in Manchester than in many parts of the UK due to the relatively high proportion of housing stock being pre and inter-war and difficult to insulate using conventional means.

Road transport emissions are high although practical transport alternatives such as rail and tram networks and safe routes for walking and cycling are available.

3.37 The City Council’s climate change principles identify a need to reduce Manchester’s direct emissions in order to meet an interim budget constraint of a 28-32 per cent reduction in emissions en route to a cut of 60 per cent by 2050 compared with 1990 levels. Both the Stern Review for the government and the Manchester Mini-Stern Review identify significant economic costs to the business-as-usual scenario – up to £21bn in Greater Manchester over the next 12 years is identified as the cost to Manchester businesses and citizens exposed to rising costs of carbon and lost opportunities.

3.38 Manchester is committed, through Manchester Climate Change: A Call to Action, to reducing its carbon emissions. Such is the scale of the reduction in greenhouse gas emissions needed to reach sustainable levels that major changes will be needed across aspects of Manchester’s footprint. This will involve behavioural change as well as ensuring that Manchester is a place where jobs, services and leisure facilities are easily accessible to local communities by means other than the car. It will mean high environmental standards for new development as well as much emphasis on retrofitting existing buildings. It will also mean an increase in the capacity for renewable energy generation, which still represents a very small percentage of the total energy capacity.

3.39 Whilst Manchester will need to mitigate climate change it will also have to adapt to the consequences of climate change now considered to be inevitable. Past greenhouse gas emissions, together with inertia in the global climate model, mean that climate change of up to two degrees of global warming may already be inevitable: stabilising carbon emissions now would still result in a global change in climate. Research led by the University of Manchester suggests that we should prepare for warmer wetter winters, hotter drier summers and more periods of extreme heat and intense rainfall. The potential consequences of these changes include a deepening urban heat island effect, increasing stress on city infrastructure caused by for example, stormy weather or increased risk of flooding.

Building Design and Conservation

3.40 For many years the City Council has been striving consistently to improve the quality of the City’s urban form. This has been underpinned with guidance provided by the adoption of the Hulme Guide to Development in 1994 and subsequent City-wide guides. The visible achievements can be seen with the development of iconic buildings and spaces and also in the built quality of area based regeneration work as well as more every-day developments. The current Guide to Development, adopted in 2007, includes both a Supplementary Planning Document and additional guidance and reflects the on-going commitment to further raising the quality standard of new development.
3.41 There has been a sharp increase in the number of public buildings accessible to disabled people during between 2004 and 2008, bringing the proportion up to 70%.

3.42 There are approximately 900 listed buildings in Manchester. There has been a steady reduction since 2001 in the number of Grade I and Grade II* listed buildings that are on the ‘Buildings at Risk’ register. Manchester has 35 Conservation Areas.

Crime

3.43 Overall the rates of crimes covered by the British Crime Survey have been reducing in Manchester. However, crime remains an issue, particularly in the City Centre. Violent crime has increased, and the levels of burglary, vehicle crime, and robbery remain considerably higher than the national average.

Transport

3.44 Manchester has very effective transport links both nationally and internationally with Manchester Airport being the primary international gateway for the North of England. The airport is the largest in England outside the south east. Manchester is the centre of an extensive heavy rail network as well as Metrolink, a very successful light rail system. It is located within the M60 motorway ring linking to the M602, M61, M62, M56, M56(airport spur) and onto the M6. The strategic highway network links to the Trans Europe Network and European markets.

3.45 Links into the City Centre from surrounding areas are good with Metrolink serving the North, South and West, a comprehensive train and bus network and a free city centre Metroshuttle service. The proportion of trips made to the City Centre by means other than the private car has increased over recent years, overcrowding on public transport at peak times has become an issue. Even with high public transport use congestion on the road network is also an issue.

3.46 Addressing worklessness, a key issue for transport across Manchester is to deliver greater connectivity to education and training and therefore enable residents to access the new jobs being created.

3.47 Cycling rates are much higher than the Greater Manchester average, the highest being along the section of Oxford Road within Manchester City Centre. However, the quality of walking and cycling routes could be improved. A high proportion of primary school children walk to school and the proportion of children traveling to secondary school by car is slightly higher than the Greater Manchester average.

Regeneration areas

3.48 Manchester has established five regeneration areas that, along with the City Centre, cover the entire City. Each area has different issues, challenges and opportunities.
North Manchester

3.49 North Manchester extends from the City Centre to the City’s northern boundary and is home to some 86,000 residents. It includes six wards: Higher Blackley, Charlestown, Moston, Harpurhey, Cheetham and Crumpsall and the Collyhurst sections of Miles Platting and Newton Heath and Ancoats and Clayton wards. There are two district centres serving North Manchester: Cheetham and Harpurhey.

3.50 Once the home to many industrial workers, the area enjoys grand parks and views out over the conurbation which follows a network of River Valleys and there is still a strong sense of community and pride. The departure of major employers in the 1970s and 1980s in more traditional manufacturing industries has left a legacy of under employed residents and long-term unemployment.

3.51 Economic decline led to acute housing market failure in some parts but this is being successfully addressed by the Manchester & Salford Partnership, a Housing Market Renewal (HMR) initiative. Over 1,000 properties have been acquired and demolished and the land is being prepared for new housing when the market recovers. There also continues to be investment in the remaining terraced properties through the HMR programme. Abandonment and negative equity is no longer a big issue for North Manchester however home ownership rates have not increased and there is continued concern that the current fragile market is very reliant on the rented sector.

3.52 North Manchester is roughly divided into two halves by the River Irk, which flows from the northern parts of Oldham towards the City Centre, and Rochdale Road.

3.53 North Manchester comprises a variety of different neighbourhoods. The worst decline is primarily on the east side closer to the City Centre, particularly in Lightbowne and Harpurhey areas. Closer to the City Centre in Collyhurst, housing is almost entirely council owned with very high levels of deprivation. On the west side of North Manchester, in Cheetham, a long standing history of immigration has led to much greater ethnic diversity. These communities are more sustainable but are still deprived by most standards. Employment opportunities are being generated but are not fully accessed by local people. The housing market is stronger here but the quality of housing stock is poor in some parts.

3.54 The northern parts of the area, Crumpsall, Blackley, Charlestown and Moston, remain the most desirable but they contain pockets of instability where the market is weak in relative terms. This part of North Manchester enjoys significant natural assets such as Heaton Park and Boggart Hole Clough.

3.55 In addition to the parks, North Manchester has a large amount of open space including areas of natural and semi natural space providing a network of Green space along the river valleys. Good open space provides an essential asset in developing North Manchester’s role as a high quality residential area.
A key issue for North Manchester is to provide good links to the employment opportunities in the City Centre and East Manchester, particularly Central Park. Radial transport routes into the City are good including the northern section of Metrolink, however transport links to provide access to jobs in East Manchester are less frequent.

East Manchester

East Manchester covers the wards of Miles Platting & Newton Heath, Ancoats & Clayton, Bradford, Gorton North and Gorton South. It also includes Central Park in Harpurhey ward. The East is served by the four district centres of Sportcity, Openshaw, Gorton and Newton Heath.

East Manchester was the centre of the manufacturing industry on which the City’s wealth was based. From the early 1970’s East Manchester experienced extensive social, economic and physical decline as those industries contracted and in many cases disappeared. By the 1990s parts of East Manchester were recognised as some of the most deprived areas in the country, suffering from a wide range of problems including high crime rates, poor housing, low levels of educational attainment and a lack of adequate and accessible facilities. Environmentally, East Manchester was characterised by vacant houses, under used open spaces and poor quality industrial sites. As a result, the area suffered from low housing demand and high levels of transience that further destabilised local communities.

Over the past five decades East Manchester has witnessed substantial population decline, falling by just over 60% between 1951 and 2001. In 1951 some 164,000 people lived in East Manchester while today, nearly 62,000 residents live in the same area.

Over recent years, much has been achieved to reverse this decline. East Manchester has been recognised as a priority area for regeneration at local, regional and national levels; the regeneration company, New East Manchester Ltd, has been established to lead on the physical regeneration of the area, co-ordinate and integrate social/community and economic initiatives, and market and promote East Manchester to new businesses and residents.

A large proportion of the Regional Centre is located in East Manchester. It contains both Central Park and Sportcity. Central Park is a strategic employment site and offers further opportunities for future employment. Sportcity is a key and growing destination with further opportunities for development in adjacent areas.

The East is served by the four district centres of Sportcity, Openshaw, Gorton and Newton Heath.

The area has two major man-made waterways – the Ashton and Rochdale Canals leading to the Pennines in the east and into Lancashire and Cheshire to the north and west. Significant natural features include the River Medlock which runs east-west through the area, although the corridor is poorly maintained and of low environmental quality. There are also a
number of parks and other green spaces, including the large Victorian Philips Park, which is of historic importance, Clayton Vale and the open space areas associated with the Gorton Reservoirs.

3.64 The area has a very high proportion of social housing and, by regional and national standards, an exceptionally low level of owner occupation. While new housing developments are slowly changing this profile, a further dynamic is an increase in the private rented sector, especially in the older terraced stock and the new apartment developments.

3.65 A number of historic mill and warehouse buildings concentrated in the Ancoats area are now being brought back into use. Other elements of the area’s industrial heritage, reflected in a number of other clusters of industrial activity and extensive railway lines and sidings to the north and south of the area, present an ongoing challenge. In a significant number of East Manchester neighbourhoods one of the key issues is the close physical proximity of industrial and commercial uses with residential uses. As part of the renewal of these neighbourhoods the key challenge is to achieve a physical separation of these uses thereby helping to improve the quality of the living environment. This in turn presents the challenge of providing strategic business relocation opportunities within East Manchester for those businesses that can remain economically competitive when accommodated in new or modernised commercial premises.

3.66 The key radial transport routes through East Manchester are good although can get congested at peak times. However the public realm along the transport corridors is variable, and some key routes are very unattractive. This is a result of a generally poor environment and rundown shopping parades - a consequence of the significant decline in population and local spending power over many decades.

City Centre

3.67 The City Centre includes the City Centre ward and parts of Ancoats and Clayton, Ardwick, Moss Side and Hulme wards. It is defined as the area inside the Inner Relief Route and extends naturally beyond this to encompass the Oxford Road Corridor to the southern margin. The City Centre extends to Chapel Street, within the administrative boundary of Salford City Council, and the City works with Salford City Council to build a strong shared strategic context to ensure the integrity of city centre regeneration. The City Centre has undergone significant change over the last decade with an increase in residential development and a consequent increase in its population to nearly 19,000. Alongside this there has been considerable economic growth exemplified by the rise of Spinningfields accommodating 20,000 jobs.

3.68 The City Centre is key to the successful implementation of the Community Strategy as the primary engine of economic growth and opportunity. It is and will remain the largest driver of employment growth in the North West, the most significant focus for cultural activity and creativity in the north of England. It is a focus for retail, leisure, evening economy, visitor destinations cultural and arts facilities and regionally significant office development.
Many of the key sectors which underpin the future growth of the City and wider City-Region are located within the City Centre. Continuing to diversify the City Centre’s economic base will strengthen the City and the City-Region. In the past decade the City Centre attracted an estimated £2 billion of investment and created some 45,000 jobs.

The success of the City Centre’s development to date has been largely achieved through forging strong and dynamic partnerships between the public and private sectors which recognise that the City Centre does not stand still and that there is a need for it to be constantly refreshed and renewed.

The growth of this international centre for business will continue to be facilitated by encouraging the provision of a variety of accommodation types and footplates to encourage investment by local, national and international businesses. Developments such as Spinningfields, Greengate, Victoria, Piccadilly, Eastern Gateway and the Central Spine exemplify how the capacity for business growth is being facilitated. In terms of priorities for future growth of major commercial development, the Central Spine area (including Oxford Road Corridor) within the Southern Gateway offers opportunities, with the Eastern Gateway area as another area with significant development potential. Other areas include City Centre North around Victoria Station and Left Bank which includes Granada.

Only around 17% of Manchester’s economically active population is employed within the City Centre. Growth of the City Centre depends on its ability to attract workers with the right set of skills to meet the needs of the high value knowledge sectors of the developing economy. Crucial in this respect is the quality of the City-region’s transport infrastructure as this determines how easy it is for workers to access employment and educational opportunities in the City Centre and the extent of the labour pool from which employers can draw. More effective connections must be made between the benefits of economic growth delivered by the City Centre and Manchester’s more disadvantaged residents.

Major local, regional and national public transport networks converge within the City Centre providing the most sustainable location for significant concentrations of employment uses and retail and leisure attractions. There has been a substantial increase in the number of trips made by public transport entering the City Centre between 1997 and 2006. Modal shares in the morning peak in 2006 indicate 57% of trips entering the City Centre were by public transport (an increase from 51% in 1997). Accessibility to the City Centre places it at the heart of a large labour market adding to its attractiveness as a commercial centre and a location of choice for businesses. Planned investment in public transport will further improve access to employment.
Central Manchester

3.74 The area covered in the strategic regeneration framework runs from the Mancunian Way and southern fringe of the City Centre in the north, down to the edges of the university campus at Fallowfield in the south and from the redeveloped Hulme in the west, through to the Manchester border with Stockport in Levenshulme.

3.75 Central Manchester includes the five wards of Hulme, Ardwick, Longsight, Rusholme and Moss Side, which essentially comprise the inner ring of suburbs to the south of the City Centre. The area serves as both an important gateway to the Regional Centre and as a place in which to live and work. It is an area of varied social, ethnic, economic and physical characteristics. It has three centres: Hulme, Longsight and Rusholme.

3.76 The population is diverse and Central Manchester has areas with distinctive identities. It is well located, close to the thriving City Centre. The Oxford Road Corridor, with its universities and hospitals is a major economic driver where small businesses and incubator units can be established. In fact, Central Manchester is unique amongst depressed innercity areas in having such a large employment base within its boundary. The scale of the employment available locally, the predicted future growth, and the range of jobs available, are the key strengths of Central Manchester. However, many people are still missing out on prosperity and live in neighbourhoods which are not as safe or attractive as they want them to be.

3.77 When compared to other areas of the City, Central Manchester has less open space generally although is well served with City Parks such as Platt Field and Alexander Park.

3.78 Access to employment and education is good along the radial transport links into the City Centre but the east/west orbital routes are not extensive restricting access to employment sites, for example in Trafford Park and New East Manchester.

3.79 The challenges for the area are to re-connect residents with the opportunities available; to create high quality neighbourhoods and to provide economic benefits, improved services and facilities by creating a dynamic and growing economy in the area.

South Manchester

3.80 The South Manchester Strategic Regeneration Framework area runs from Whalley Range, Fallowfield and Levenshulme in the north to the Mersey Valley and M60 Motorway in the south. It encompasses the wards of Whalley Range, Levenshulme, Fallowfield, Chorlton, Chorlton Park, Old Moat, Withington, Burnage, Didsbury West and Didsbury East.

3.81 South Manchester is a largely residential area and is home to approximately one third of Manchester’s population (around 137,000 people). It provides a significant workforce within easy commuting of the Regional Centre.
3.82 The transport network is extensive and public transport provision is good, although can suffer from overcrowding and congestion during peak times.

3.83 The area contains some of the most expensive residential property in Manchester, a higher proportion of affluent households than any other area and an above average proportion of the higher educated workforce. Yet it is also evident that the area supports a number of communities where multiple deprivation levels are particularly high.

3.84 South Manchester has vibrant neighbourhoods where development values are at a premium, and a high-density but high-quality settlement pattern has evolved over time. It is home to a significant proportion of students and young professionals and has diverse communities of varying ages and from various ethnic backgrounds and cultures.

3.85 The area benefits from access to the Mersey Valley and many parks, such as Fletcher Moss and Platt Fields, as well as 11 conservation areas. Many streets are also tree-lined and leafy.

3.86 Five district centres of Chorlton, Didsbury, Fallowfield, Levenshulme and Withington, which are well located on key corridors serve the area. The district centres have an important role to play in South Manchester, acting as a focal point for neighbourhood activity. ‘Niche’ markets and independent retail are present in the centres, such as the antique shops in Levenshulme, the bars and cafes of Didsbury, the student market in Fallowfield/Withington and the independent retail offer in Chorlton.

Wythenshawe

3.87 Wythenshawe and Manchester Airport form the southernmost part of the City. The area comprises the wards of Brooklands, Northenden, Sharston, Woodhouse Park, and Baguley. The northern boundary is formed by the River Mersey. Manchester Airport dominates the southern part of the area. To the west, Wythenshawe Hospital, Roundthorn Industrial Estate and large private dwellinghouses and flats form the boundary on Brooklands Road, while Gatley Brook runs along the majority of the eastern boundary. There are two district centres: Wythenshawe and Northenden.

3.88 Wythenshawe was originally designed as a garden suburb and has retained predominantly residential character. The area is dominated by inter war family housing which is generally uniform in style and density although, in recent years, there has been considerable new residential development.

3.89 The M60 restricts access to the Mersey Valley and the M56 motorway, as the principal transport corridor, divides east from west Wythenshawe creating a significant barrier for pedestrians, cyclists and vehicles. The bus currently provides the key public transport service in Wythenshawe which although services are frequent to the City Centre and across the boundary to Stockport, journey times are slow. Thus access is limited to key economic centres, in particular the City Centre and the Airport.
Adjacent to Wythenshawe, the Airport, one of the major economic drivers of the North-west Region, has grown rapidly since 1980. The Airport Master Plan envisages that 50 million people will use the Airport annually by 2030. It is the principal employment location for residents of Wythenshawe as well as an important employer for South Manchester and the adjoining boroughs of Stockport and Trafford. Besides employment, the Airport plays a dominant role in Wythenshawe, in terms of its size and as a premium business location. The Wythenshawe Strategic Regeneration Framework (SRF) proposes closer integration between the Airport and Wythenshawe Centre giving residents access to a full range of employment and training opportunities. East and west development corridors are planned linking Wythenshawe Centre with all the other district centres, the Airport, the Hospital and key employment locations.

Cross Boundary issues

Manchester is bordered by eight other Local Authorities. Part of the City Centre is in Salford and both the Regional Centre and Inner Areas cover areas of Salford and Trafford as well as Manchester. It is therefore essential that Manchester works in partnership with its neighbours. Officers and Members from the Association of Greater Manchester Authorities (AGMA) meet on a regular basis. AGMA is producing a Joint Waste Development Plan which will form part of each district’s Local Development Framework (LDF). AGMA is also working jointly on several studies e.g. renewable energy, flood risk, which provides a joint evidence base for all Core Strategies and other LDF documents. Meetings are held regularly between Manchester, Salford and Trafford to discuss joint issues and Manchester meets with Stockport, Trafford and Cheshire East to discuss matters related to the airport.

Conclusion

The City benefits from a strong economy, major higher education institutions and a good transport network. However, there are still a number of major challenges faced by the City. These include:-

- Supporting a strong and growing economy
- Reducing worklessness and deprivation
- Improving the skills of residents to meet the job opportunities
- Reducing contribution to and mitigating effects of climate change
- Creating neighbourhood focus, facilities and identity
- Providing a choice of high quality safe and sustainable lifetime homes and neighbourhoods for a growing population
- Removing health inequalities and enabling more healthy lifestyles
- Improving access to employment and education
- Reducing congestion on the roads, improving the reliability of public transport and reducing overcrowding
- Improving quality of air and water
• Reducing the area of contaminated land and facilitating the re-use of previously developed land
• Continuing to ensure that development is of a consistently high quality.

4 Core Strategy Vision

4.1 By 2027 Manchester will be:

• a successful sustainable City in the front rank of cities in Europe and the world
• a City with a growing economy driven by the strength of the Regional Centre and Manchester Airport which supports a successful City Region
• meeting the challenge of climate change through being at the forefront of environmental initiatives and improvements and continuing to deliver sustainable development
• a place defined by excellence in urban design and quality
• a City with neighbourhoods where people choose to live all their lives because they offer a wide range of quality housing and an attractive environment. Neighbourhoods in the North and East of the City will have benefited from a significant increase in the quantity and quality of housing
• a City where the knowledge based economy flourishes within an entrepreneurial community, recognised internationally and characterised by a fully skilled, inclusive working population.
• a City with an increased and sustainable population and a community which both benefits from and drives the City’s productivity upwards
• a City which is supported by transport infrastructure which provides sustainable and efficient links between the Regional Centre and workers across the City Region. It will also have strong national and international connections made possible by its world class airport
• a City with thriving district centres, with a distinct local character providing a good range of accessible public services, retail and local facilities
• a City where residents and visitors regularly enjoy a network of quality open spaces, parks and river valleys, enriched with biodiversity, which provide recreational routes from the City Centre to the surrounding districts.
• an international destination for tourism and culture with the Sportcity area of the Regional Centre a national attraction for leisure and recreation

5 Spatial Objectives

5.1 SO1. Provide a framework within which the sustainable development of the City can contribute to halting climate change.
Within the context of mitigation and adaptation to climate change, the framework will guide the scale and distribution of economic, housing, transport, environmental, health, education and other service and infrastructure investment across the City.
SO2. Support a significant further improvement of the City’s economic performance and spread the benefits of this growth across the City to reduce economic, environmental and social disparities, and to help create inclusive sustainable communities. The Regional Centre will continue to be the main focus for business, retail, higher education, leisure, cultural and tourism development, to further develop its role as the main employment location and primary economic driver of the City region. The growth of Manchester Airport in line with the Air Transport White Paper will entail a significant increase in employment.

S03. Provide for a significant increase in high quality housing provision at sustainable locations throughout the City, to both address demographic needs and to support economic growth. The emphasis will be on providing a good range of high quality housing, (in terms of size, type, tenure, and price) including affordable housing across the City; to create sustainable lifetime neighbourhoods with high quality environments, good local facilities and with easy access to employment opportunities.

S04. Provide a network of distinctive, attractive and high quality centres providing a heart and identity to neighbourhoods and a minimum of essential services and local access to food. Developments providing additional services and retail will be encouraged in the district centres. Particular emphasis will be given to development that helps to create distinctive local character.

S05. Improve the physical connectivity of the City to enhance its functioning and competitiveness and provide access to jobs, education, services, retail, green infrastructure, leisure and recreation. Access to the facilities and opportunities of the Regional Centre and Manchester Airport, from residential areas will be particularly important, as will improving links between the City and city regions across the country via high speed rail links and internationally via Manchester Airport.

S06. Protect and enhance both the natural and built environment of the City and ensure the sustainable use of natural resources, in order to support biodiversity and wildlife, improve air, water and land quality, provide recreational opportunities, conserve the natural and built heritage of the City and ensure that the City is inclusive and attractive to residents, workers, investors and visitors. The development of networks of green infrastructure across the City and City Region, together with securing a high standard of design in all development proposals, will promote healthy, low-carbon lifestyles, contribute to a sense of wellbeing, and help to facilitate the sustainable and inclusive growth of the City.
6 Key Diagram

6.1 The Key Diagram is a spatial representation of the Core Strategy Vision. It gives a broad indication of how the City, and the different parts of the City, will develop over the lifetime of the Core Strategy.

6.2 The Key Diagram shows the distribution of development across Manchester. The percentage of residential development in each Regeneration Area is indicated along with all the strategic sites, the City Centre, Regional Centre and District Centres.
### KEY TO SITES

<table>
<thead>
<tr>
<th>Strategic Employment Sites (yellow)</th>
<th>Strategic Housing Sites (red)</th>
<th>District Centres (green)</th>
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<tbody>
<tr>
<td>1 Strangeways</td>
<td>1 Blackley Village</td>
<td>1 Cheetham Hill</td>
</tr>
<tr>
<td>2 Central Park</td>
<td>2 Booth Hall Hospital</td>
<td>2 Harpurhey</td>
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<tr>
<td>3 Sportcity</td>
<td>3 Moston / Harpurhey</td>
<td>3 Newton Heath</td>
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<tr>
<td>4 Victoria Station</td>
<td>4 Rochdale Road</td>
<td>4 Sportcity</td>
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<td>5 Eastern Gateway</td>
<td>5 Collyhurst</td>
<td>5 Openshaw</td>
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<tr>
<td>6 Oxford Road Corridor</td>
<td>6 Lower Irk Valley</td>
<td>6 Gorton</td>
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<td>7 Roundthorn</td>
<td>7 Newton Heath</td>
<td>7 Hulme</td>
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<td>8 Manchester Airport</td>
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<td>9 Holt Town</td>
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<td>10 Lower Medlock Valley</td>
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<td>11 Chancellor’s Place</td>
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<td>15 Northenden</td>
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<td>16</td>
<td>17 Wythenshawe</td>
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7 Regional Policy Context

7.1 The spatial development framework for the City is well articulated at a regional level through the Regional Spatial Strategy, at the sub-regional level the Greater Manchester Strategy and at a local level through the approved Strategic Regeneration Frameworks for the City.

The Regional Spatial Strategy

7.2 The Regional Spatial Strategy sets the framework for development in the Manchester City Region in Policy MCR2 which states that the majority of the new employment development will be focused in the Regional Centre and that the focus for new housing should be the Regional Centre and the inner areas adjacent to the Regional Centre.

7.3 The Regional Centre covers areas of Manchester, Trafford and Salford which collectively provide the best opportunities for resilience and growth. It will continue to develop as the primary economic driver for the North West providing the main focus for business, retail, leisure, cultural and tourism development in the City Region. The expansion of the knowledge economy throughout the Regional Centre, particularly in relation to the Universities and Central Manchester hospitals will be a priority. The Regional Centre also includes residential developments in mixed use schemes where they contribute to its vitality and viability. It is described in the RSS as comprising 'Manchester City Centre and Central Park to the East, the higher Education Precinct and Central Manchester Hospitals to the south, and Salford University, Salford Quays, Trafford Wharfside and Pomona docks to the West'.

7.4 The Inner Areas are described as comprising 'North Manchester, East Manchester and Central Manchester regeneration areas, Trafford Park, North Trafford and Central Salford.

7.5 The Inner Areas are wards showing:-

- substantial economic decline over the past 50 years leading to low levels of investment in capital and social infrastructure, resulting in programmes of public intervention to stimulate private investment and economic and social change
- an adjacency to, but disconnection from, a large focus of employment, the City Centre
- opportunities to restructure the housing market to support economic growth

7.6 Although the Inner Areas have broadly similar characteristics; local centres, housing market and the quality of open space varies. These issues require different policy responses.

7.7 Definitions of the Regional Centre and Inner Areas have been agreed in different documents over recent years; GM Strategic Planning Framework; City Region Development Programme and GM Spatial Strategy for example. Within Manchester, the City Council considers the Regional Centre to encompass the significant opportunities for employment in the City Centre, Strangeways employment area, Central Park, along Alan Turing Way in the East and the Universities, Manchester Science Park and the Hospitals along Oxford Road. The Inner
Areas, within Manchester cover all the East and North Regeneration Areas along with the wards of Longsight, Rusholme, Levenshulme, Hulme and Moss Side. Wythenshawe has similar economic and social challenges to the Inner Areas, albeit with a distinct housing market. Rather than being adjacent to the City Centre it has the opportunity to develop local skills and increase employment of residents at the Airport and airport related services around Wythenshawe Centre.

As required by the Regional Spatial Strategy and following discussion with Trafford MBC and Salford CC boundaries for the Regional Centre and the Inner Areas are defined on the following plan.
Picture 7.2 Inner Areas and Regional Centre
Further reference to the Regional Spatial Strategy policy context is contained under each Core Strategy Objective.

The Greater Manchester Strategy

The Greater Manchester Strategy (GMS) is the document which established the strategic priorities for the City Region. Although it is not a statutory document, it is endorsed by AGMA and represents a foundation from which subsequent work can reflect the concept of the City Region.

The GMS approaches the challenges facing the Manchester City Region on two fronts. First, it prioritises an increase in economic productivity, so that Manchester can realise its full potential in this respect. Second, it underlines the importance of enabling local people to access the opportunities that this growth creates.

The GMS is a document which covers a broad range of issues. There are a number which relate directly to spatial planning, in particular:

- The priority is economic growth through Knowledge Based Industries, whilst also ensuring that the jobs created are accessible to local people.
- There is a strong link between economy and housing, in that there is a need to create neighbourhoods of choice if skilled workers are be attracted to and retained in the City Region. It will be necessary to improve the quality of housing in Manchester, with an emphasis on the most deprived areas. Further, the GMS values neighbourhoods which are defined by more than the housing alone - the quality of other services and amenities are also significant.
- Transport networks will need to be efficient in order that the components of a vibrant city region function successfully, and this is a point emphasised by the GMS, too.
- The GMS recognises that climate change is an issue which must be addressed, and that growth will only be sustainable if it includes measures to mitigate the levels of CO₂ which accompany it.

These are the key objectives which are recognised by the Council, and which underpin the vision for the City. The Manchester Core Strategy Proposed Option offers a strategic framework which is closely aligned with the GMS.

Manchester Strategy

As part of its Issues and Options consultation in December 2007 to February 2008, Manchester requested comments on two potential strategic options and invited alternative options to be put forward. The two options were summarised as follows:
Option A: A managed approach that is undertaken within the context of national and regional policy. There are no specific local area policies, with Citywide policies applied to reinforce national and regional policy. Development will be allowed in line with national and regional policy context.

Option B: A regeneration led managed approach, consistent with national and regional policy but with more detailed local focus, including in relation to type, phasing and distribution of development.

8.2 Paragraph 4.38 of PPS12 explains that Core Strategies should consider all reasonable alternatives in their preparation. The Council believe that it has met this requirement in its consideration of options. The Council has been unable to identify any further reasonable alternative options, based on the policy context within which the strategy is emerging and the practical considerations relating to the evidence base:

8.3 Policy Context

- **The Regional Spatial Strategy** (RSS) sets a clear framework for development in Manchester (policy MCR 2) both for employment which must be focused on the Regional Centre and residential development which must be focused on the Regional Centre and Inner areas.
- **The Greater Manchester Strategy** (GMS) establishes a framework for development of the City Region which prioritises the economic role of the City and Regional Centre and focuses housing development on areas of greatest deprivation.
- **Strategic Regeneration Frameworks** cover the regeneration areas of the City, including the City Centre. There are also a number of more detailed Local Plans within some of the areas. These have been approved by the Council, and the SRFs have provided the basis for the Sustainable Community Strategy. The Core Strategy is required to have regard to the Community Strategy, and therefore the distribution of development in each document has been reflected in the Core Strategy.

8.4 Physical Constraints

- Manchester’s Draft **Strategic Housing Land Availability Assessment** shows that capacity is available to deliver the required number of housing units set out in the Regional Spatial Strategy and in the Greater Manchester’s New Growth Point Programme of Development. The location of over 90% of these potential sites is the Regional Centre or the Inner Areas and is therefore in conformity with the RSS. There is, however, very little flexibility in potential sites. Without windfall sites, almost all potential sites would need to be developed to meet the RSS and NGP figures. It is clear from the Draft SHLAA that no other housing distribution options could be considered.
Manchester's Economy and Employment Space Study concludes that the large proportion of best performing potential sites are located in or adjacent to the City Centre. Again this is in line with the RSS framework.

Manchester has limited open space to consider for alternative development locations. There are limited areas of Green Belt, although the Council feels that in the light of RSS policy, development in these locations would not be reasonable. Other areas of open space were considered in the City's Strategic Open Space, Sport and Recreation Study. It is clear that there is a need to protect Manchester's open spaces in order to provide a quantity which meets the needs of its population.

8.5 Both Options A and B are based on the distribution framework set out in the above documents. In terms of distribution the City Council can see no other reasonable alternative option.

8.6 Phasing of development was also not considered to be a variable. As outlined above, the SHLAA shows that there is very little flexibility in potential sites to meet the required housing provision. The focus is on the Inner Areas and the Regional Centre but, in the current economic climate, it was deemed unreasonable to refuse development on suitable housing sites identified in the SHLAA outside the Inner Areas in the early years of the plan.

8.7 Both options are also in line with Manchester's Sustainable Community Strategy which aims to achieve a larger, happier and healthier population through improved education, self esteem, mutual respect and providing neighbourhoods of choice. The main driver for these aims is a high performing economy.

8.8 The two options vary in the approach to strategic management rather than in terms of distribution or level of growth.

8.9 Of those consultees who expressed support for one of the options during the Issues and Options consultation, 72% preferred Option B. The options were described in more detail in the Refining Options consultation and again the majority of comments were in favour of Option B. The Sustainability Appraisal of the options at both Issues and Options stage and Refining Options stage showed Option B as being the most sustainable option.

8.10 Several alternative options were put forward at the Issues and Options stage. These were considered in the Refining Options stage but none were considered valid alternative strategic options. Suggestions included variations on Options A and B, a desire for Manchester to become a 'transition town', a 'sustainable communities' led approach and further consideration of the (then) proposed congestion charge. One further alternative option was put forward which proposed low growth with particular reference to the airport. In line with Manchester's Sustainable Community Strategy which sets out the need for a high performing economy to drive regeneration and the residential and employment requirements set out in RSS, a low growth scenario was discounted. A detailed response to each alternative option proposed was provided in Manchester's 'Refining Options for the Core Strategy'.
8.11 Manchester City Council has therefore decided to take forward Option B as the proposed option for its Core Strategy.

City wide strategy

8.12 The Core Strategy sets out the vision for Manchester in 2027, the strategic objectives and the level and type of development required to deliver the vision. Policies are then set to deliver each objective. However, the document should be read as a whole as no objective can be achieved independently of the others. Each section considers how the City as a whole should develop and where appropriate, the future of the different regeneration areas, their roles and character, how they connect to each other, the impact on the well-being of their residents and how their individual issues and opportunities can be addressed.

8.13 The City aims to deliver approximately 60,000 new homes and 200Ha of employment land during the lifetime of the Plan. New employment will be focused in the Regional Centre and the majority of residential development will be in the Regional Centre and the Inner Areas as defined on the accompanying Proposals Map. As key to the delivery of the strategy 14 strategic housing sites and 8 strategic employment sites have been allocated in this document.

8.14 The Core Strategy defines the City's hierarchy of Centres, their roles and function and potential for development. It also aims to protect and enhance the character, viability and vitality of all centres by encouraging well planned investment.

8.15 Development is to be located to reduce the need to travel and a programme of strategic transport schemes are planned to support the City's objectives. Travel will be actively managed to ensure good access nationally and internationally to the City's main economic drivers, including the Regional Centre, the Oxford Road Universities and Hospitals and the Airport. It will also be well connected by public transport, walking and cycling routes.

8.16 All proposals are to be designed to high environmental standards to both mitigate and adapt to climate change. The Core Strategy recognises the need to consider climate change throughout the document but has grouped policy with a particular impact under the climate change heading. The City Council will seek to decouple growth in the economy and growth in CO₂ emissions with a CO₂ reduction target higher than that set nationally. There will be a general presumption in favour of low carbon, decentralised and renewable energy schemes. Areas particularly suited to these schemes are:-

- Regional Centre, including the Oxford Road Corridor and Sportcity
- District Centres
- Inner Areas (East, North and Central Manchester)
- Strategic housing sites
- Strategic employment sites
Recognising the value of open space to the well being of residents, place shaping and therefore neighbourhoods of choice, the Core strategy has set standards for provision, quality and accessibility of open space. The standards are citywide but as the areas have a wide variation in provision the priorities for open space for each area varies.

City Centre

The City Centre is the economic focus of Manchester. Development principles and types of development suitable in the City Centre are outlined in the City Centre section of Chapter 10.

North Manchester

North Manchester contains the Strangeways strategic employment site which is part of the Regional Centre. All the remaining area is part of the Inner Areas. Therefore, in line with the Regional Spatial strategy, residential development and local employment are supported throughout the North. The main focus for development in the North will be residential.

The main employment sites in the North are Strangeways, North Manchester General Hospital, Manchester Fort and district centres. However, the majority of employment opportunities for the area's residents are outside North Manchester in the City Centre, Salford Quays, Trafford Park, Central Park and Chadderton Industrial Estate. A key issue for the area is access to employment both in terms of labour market connectivity and possessing appropriate skills levels to enter the job market. Priorities for the area, therefore, include good sustainable transport links to jobs and educational opportunities and strategies that tackle worklessness and improve the skills of residents.

Investment to improve the environment will be supported in the district centres of Cheetham Hill and Harpurhey. Any significant food provision will be directed to Harpurhey, recognising the opportunities available in this centre and the need to support the character of Cheetham Hill.

The North will be suitable for higher density housing adjacent to the City Centre, within Cheetham Hill and Harpurhey district centres and along key public transport routes. Outside of these areas new housing will help to diversify the existing stock in mono-tenure areas, particularly to provide family housing i.e. units with three or more bedrooms. The North is likely to accommodate 19% of future residential units.

The following residential housing sites are key to the delivery of Manchester's Core Strategy and therefore, are allocated as strategic housing sites:

- Blackley Village
- Booth Hall Hall Hospital
- Collyhurst
8.24 The area is well served with open space with Heaton Park and large areas of natural/semi natural areas providing a network of Green space along the river valleys. The priority for open space in the North, therefore, is higher quality spaces.

8.25 East Manchester Development incorporates areas of the Regional Centre and the Inner Areas and therefore development will be supported throughout the area. East Manchester will remain a major economic driver and centre of employment for the City and the conurbation. The development of Sportcity, linked directly to the City Centre via Metrolink will become a national destination for leisure and recreation.

8.26 The East is a focus for significant new employment provision which will be concentrated in the strategic employment sites of Central Park and Sportcity and within district centres, along Alan Turing Way and Ardwick Goods Yard. Investment will be encouraged to strengthen sense of place and give a clear definition to the district centres of Sportcity, Gorton, Newton Heath and Openshaw. Sportcity, Gorton and Openshaw will form a network to provide all the facilities and services required in the local area.

8.27 Policy will support the local business base and encourage strategies that tackle worklessness and improve skills enable residents to access the employment in the area.

8.28 The population is expected to grow significantly in East Manchester with 32% of Manchester's new housing units to be delivered in the area. Higher density development would be considered appropriate within the Regional Centre and areas adjacent to it; to the west of Alan Turing Way and within the district centres. Outside of these areas new housing will help to diversify the existing stock in mono-tenure areas, particularly to provide family housing i.e. units with three or more bedrooms.

8.29 The following housing sites are considered essential to delivering Manchester's Core Strategy so have been allocated as strategic sites:

- West Gorton
- Holt Town
- Chancellor's Place
- Newton Heath
- Lower Medlock Valley
- Miles Platting
8.30 The extension to Metrolink into and beyond East Manchester will help to ensure the area is an attractive location for business and will contribute to providing neighbourhoods of choice.

8.31 Also essential to providing neighbourhoods of choice is provision and access to open space. Based on the standards set in this document and the current population, East Manchester has good open space provision but the opportunity will be taken to improve quality and to provide additional open space as the population grows.

Central Manchester

8.32 The Central area covers the Oxford Road Corridor which is part of the Regional Centre and a strategic employment site for the City. The remaining area is contained within the Inner Areas.

8.33 The Oxford Road Corridor together with Piccadilly Basin provide a prime regional location with excellent links to the City Centre with the potential to reinforce the success of Manchester University and Health Trust in high level research and innovation and stimulate the growth of links between universities and business.

8.34 Employment provision will also be encouraged on existing sites along Hyde Road and within district centres along with office proposals along Princess Road/Parkway.

8.35 A key issue for the Central area is to provide residents good access to both jobs within the area and to employment areas in Trafford and East Manchester.

8.36 Development will be supported in the district centres of Hulme, Longsight and Rusholme. Proposals will be supported where they meet identified capacity and the needs of local people but do not undermine the character and role of the centres. Rusholme will form a network of centres with Fallowfield and Withington in the South area and Longsight will form a network with Levenshulme in the South.

8.37 The Central area will continue to provide a wide range of housing opportunities and will accommodate 13% of the future housing development. High density housing will be appropriate adjacent to the Regional Centre and within the district centres. Outside of these areas new housing will help to diversify the existing stock in mono-tenure areas, particularly to provide family housing i.e. units with three or more bedrooms.

8.38 The Brunswick and Coverdale housing sites are considered essential to the delivery of the Core Strategy and, therefore, have been allocated as strategic housing sites.

8.39 Several types of open space provision are low in the Central area when compared to the quantity standards set in this document, therefore, the priority will be to improve existing spaces and, where possible, increase provision and access including access to open space in adjoining areas.
South Manchester

8.40 With the exception of Levenshulme which is part of the Inner Areas, the South Area is neither in the Regional Centre nor the Inner Areas and, therefore, in line with RSS will have limited growth. The Strategic Housing Land Availability Assessment and the Economic and Employment Space Study also show there is limited capacity for new development in South Manchester, therefore, the priority is the maintenance of high quality ‘neighbourhoods of choice’.

8.41 Current employment sites are to be supported including Christie Hospital, Towers Business Park and Christie Fields but there are no new employment areas or strategic employment sites proposed for the South Area.

8.42 Likewise, the South Area has no strategic housing sites and is expected to deliver 5% of Manchester’s housing units up to 2027. High density housing will only be appropriate within the district centres. Outside the centres priority will be given to family housing and provision that meets the needs of elderly people or adds to the stock of affordable housing.

8.43 However, development will be supported in all five district centres in the South. These are Fallowfield, Levenshulme, Withington, Didsbury and Chorlton. These centres are well established and Chorlton in particular has a strong independent sector. Whilst there is some capacity for additional food retail the priority will be to promote sustainable retail patterns and ensure that the character of the centres is preserved. Fallowfield and Withington will form a network of centres with Rusholme in Central Manchester and Levenshulme will form a network with Longsight also in Central Manchester.

8.44 The South has good quality parks but some deficiencies in amenity spaces and natural and semi natural open spaces. Demand for additional allotments here is highest in the City. The priority for the open space in the South is to enhance quality and support proposals to address deficiencies.

Wythenshawe

8.45 Wythenshawe is the southern most area of Manchester and whilst it is not within the Regional Centre or Inner Areas it contains Manchester Airport, one of the City’s key economic drivers. In terms of worklessness and economic decline it has similar characteristics to the Inner Areas.

8.46 Economic development will be focused along the east and west development corridors. Development opportunities related to the Airport will be encouraged on site and, where appropriate, within Wythenshawe Centre and at Roundthorn Industrial Estate. Manchester Airport and Roundthorn Industrial Estate are allocated as strategic employment sites and proposals which enhance the connectivity between the two strategic sites and to the motorway network will be encouraged.
8.47 Wythenshawe has three district centres with very different characters. Investment is supported in each of the centres. Significant investment would be supported in Wythenshawe centre particularly to increase food provision. Northenden is to be consolidated and its village character promoted. Investment in Baguley will be to address local need.

8.48 With limited capacity, Wythenshawe is not a focus for a significant amount of new housing development and will provide only 3% of Manchester's total provision up to 2027. High density housing in Wythenshawe will be encouraged in the district centres and also where it offers an expanded choice for first time buyers or releases family housing which would otherwise be under occupied. The priority is one or two bedroom units adjacent to Wythenshawe Centre or on small infill sites.

8.49 Wythenshawe has a large quantity of open space, although access to it is an issue. The priority for open space is to enhance quality of and access to existing sites.

8.50 Manchester Airport is a key economic driver for Greater Manchester, North West and the North and is designated a strategic employment site. At this 'Proposed Option' stage of the Core Strategy three alternatives are proposed for the extension of the Airport's operational area into the Green Belt. These options propose managing expansion of the airport in 3 different ways:-

- Retaining the current planning framework and dealing with expansion through planning applications alone;
- The removal of the Green Belt in the current operational area and the preparation of an Area Action Plan to consider proposals for further expansion or
- the removal of the land necessary for growth from the Green Belt in the Core Strategy

9 Objective 1 Spatial Principles

9.1 **SO1. Provide a framework within which the sustainable development of the City can contribute to halting climate change.**

Within the context of mitigation and adaptation to climate change, the framework will guide the scale and distribution of economic, housing, transport, environmental, health, education and other service and infrastructure investment across the City.

9.2 The Core Strategy has a role to play in achieving each of the three spines of the Community Strategy and in delivering and supporting a sustainable economy. The Core Strategy sets the framework for the development of the housing, centres, open space and infrastructure to deliver Neighbourhoods of Choice. It underpins the spatial elements of reaching full potential in education and employment by ensuring new facilities are focused in accessible locations and that new development contributes to a reduction in worklessness and narrowing the skills gap between residents and the needs of local employers. With regard to the central driver of individual and collective self esteem and mutual respect, both the production of Local Development Framework
documents and the processing of planning applications provide local people with an opportunity to influence decision making on the development of the City and to hear and consider the views of others.

9.3 To ensure sustainable development, in the context of Climate Change, throughout the City, Manchester has set key principles that apply to all development regardless of type.

**Policy Approach SP 1**

**Spatial Principles**

All development should:

- optimise the City’s economic performance
- extend economic benefits to residents and/or neighbourhoods
- contribute to the decoupling of growth from emissions
- improve and contribute to lifetime neighbourhoods of choice and place shaping
- adapt to and mitigate for climate change
- be located to reduce the need to travel
- consider the needs of all members of the community
- make a positive contribution to the health and wellbeing of residents
- seek to improve community safety and reduce crime
- be the most efficient use of natural resources
- improve the quality of the natural environment and the built environment
- reuse previously developed land wherever possible

9.4 In addition to the Sustainable Community Strategy, many other strategies and programmes within and outside of the City Council will contribute to the above principles, however planning will influence to a greater or lesser extent each principle.

9.5 In achieving sustainable economic success, the City is committed to ensuring the economic benefits are extended to all residents and neighbourhoods which will include job creation, education opportunities and improved facilities and services in district centres.

9.6 The vision for the City to have a growing economy and to be in the front rank of European and world cities will inevitably mean increased development and an increasing population. In this context the City Council is aware that in order to reduce CO2 emissions, growth in the economy must be achieved in a sustainable manner which reduces demands on energy, land and the need to travel in line with NWRSS Policy EM 16. This is known as 'decoupling growth and emissions' and all proposals should contribute to this aim. Further policy on not adding to and mitigation against Climate Change can be found in Chapter 14, under the Climate Change section.
9.7 When developing new proposals, consideration should be given to the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture or ethnicity.

9.8 New development can play a key role in improving health. This will include the provision of pedestrian and cycling facilities; good open space provision; sustaining local facilities and networks; good quality housing provision and choice; and good access for all to jobs and services.

9.9 The design of a development is critical in reducing crime and the fear of crime.

9.10 The Regional Spatial Strategy states that 90% of all development in Manchester is to be on brownfield (previously used) land.

9.11 The above principles are supported directly or indirectly by more detailed policy throughout the Core Strategy

10 Objective 2 Economy and City Centre

Economy

10.1 SO2. Support a significant further improvement of the City's economic performance and spread the benefits of this growth across the City to reduce economic and social disparities, and to help create inclusive sustainable communities.

Sustainable Community Strategy

10.2 One of the core themes of the Sustainable Community Strategy is “to continue to grow the City’s economy, to enable more Manchester people and communities to share in and to benefit more directly from the City’s success and to build neighbourhoods of choice to retain communities”. The prerequisite of the three spines in the Sustainable Community Strategy is to create the conditions for sustainable economic success.

Economic Priorities

10.3 The priority within Manchester is to increase productivity, grow our market and labour force, attract investment, improve skills and provide businesses with the right support (i).

10.4 The priorities include:

- Access to jobs via transport
- Business Growth
- Routes into work for young people

(i) Manchester’s Local Area Agreement, 2008/9 -2010/11 page 8
• Raising resident wages and skills and increasing employment
• Improving education with better attainment and attendance

10.5 Many of the key assets within Greater Manchester are located within Manchester.

• Regional Centre
• World Class Universities
• Knowledge Economy
• Strong financial and professional services sector
• Cluster of Hospitals
• Manchester Airport
• High representation of the growth sectors

Economic Growth

10.6 The level of economic growth which has been experienced in Manchester over the last 15 years has been affected by the deceleration of the World economy. Nationally economic growth is expected to continue to slow down in the short term and there is no clear consensus on the medium term outlook. Forecasts predict a legacy from the recession and some of the priorities will be affected by rising unemployment and business conditions worsening. Despite the downturn in the economy forecasts still show an overall increase in jobs within Manchester (iii). Forecasts show 50% of all future job growth in Greater Manchester will be within Manchester, illustrating the predominant economic role it has in the sub-region.

10.7 The City will continue to promote economic growth and an increase in the number of new jobs over the lifetime of the Core Strategy as this presents the best opportunity to deliver a good quality of life for Manchester residents and reduce social exclusion, deprivation and worklessness.

Distribution of Employment

10.8 Geographical distribution of employees across the Manchester City Region shows the highest concentrations of jobs are evident in Manchester. Within Manchester over a third of all employees are located in the regional centre followed by a second cluster at Manchester Airport. Within the Manchester City Region 20% of all employees work in Manchester.

10.9 A significant proportion of Manchester’s residents in employment worked outside of the City’s boundary with Trafford being a particular destination for Manchester’s employed residents particularly those wards being significant employment areas such as Trafford Park and Stretford. Conversely there is a significant amount of movement into the City of Manchester for employment purposes from neighbouring authority areas.

ii Greater Manchester Forecasting Model
Policy Approach EC 1

Land for Employment and Economic Development

The provision of approximately 200 ha of employment land for B1, B2 and B8 uses by 2027 will be provided within the City.

Sectors identified for growth within the Manchester City Region in the future include:

- Aviation and Manchester Airport
- Creative/ Digital/ New Media
- Financial and Professional Services
- ICT Digital/ Communications
- Life Science Industries
- Manufacturing

Particular support will be given to development which can contribute to the growth of these sectors.

In addition to fostering benefits in SP1 employment growth will be encouraged that:

- Supports reductions in worklessness and improvements in skills levels, particularly in young people
- Supports the high level of economic activity in Manchester and particularly within the Regional Centre
- Promotes new business formations to increase the micro and small business base

10.10 Regional Spatial Strategy Policy W3 Supply of Employment Land identifies an employment land requirement for the Greater Manchester sub-region for the period 2005 to 2021. The reasoned justification to Policy W3 describes that local authorities and other partners should work together, facilitated by the Regional Planning Body, to sub-divide the sub-regional total to district specific figures. The Association of Greater Manchester Authorities have prepared a Greater Manchester Employment Land Position Statement August 2009 which examined the approach to W3, updated it and projected this forward from 2007 to 2026 to cover the period of preparation of most Core Strategies. This resulted in a new need for the period 2007-2026 of between 1609ha -1863ha and Manchester's proportion was 197ha-249ha.

10.11 The Manchester Economy and Employment Space Study identified the need for between 187ha and 236ha of B1, B2 and B8 employment space. Within this range the City Council has set a target of 200ha of employment land needed. This is based on early analysis of the draft Manchester Economy and Employment Space Study. This will be examined further as part of the Core Strategy process to develop a good understanding of the employment supply and demand position in Manchester and may change as a consequence.
10.12 Within Manchester there is a significant level of committed supply ensuring that at least 30% of sites identified in the Manchester Economy and Employment Land Study are available at any one time so that all new and existing businesses have the ability to grow successfully, this is in accordance with Regional Spatial Strategy W3 Supply of Employment Land.

Productivity and deprivation

10.13 At the regional level the key challenge is the failure of the region to contribute its full potential to the UK economy. This is resulting in an output gap measured using Gross Value Added lower than the England average. The majority is due to lower levels of productivity and a significant proportion is due to fewer people working per head of population \(^{(iii)}\). Many of the challenges the City Region faces are located in Manchester – higher concentrations of economically inactive people and high concentrations of those with low levels of qualifications. The key challenge is to reduce worklessness and to improve skills levels for Manchester residents. This will improve productivity and improve the skills base for businesses. It will also help reduce levels of deprivation.

10.14 The benefits of physical proximity between firms and high levels of economic activity is known as agglomeration economies and this leads to increases in productivity. It relates to linkages between supply chains and customers, labour market interaction and the sharing of ideas and knowledge. Agglomeration is strongest in locations where firms choose to locate and this is often influenced by access to skilled employees and a transport network that meets the needs of firms and workers. It can be encouraged by the provision of suitable business premises, dealing with infrastructure bottleneck, such as public transport and highways congestion and providing amenities favoured by the high skilled including meeting their housing and transport demands.

Skills and Young People

10.15 Manchester has a higher than average number of young people and people of working age. This reflects the attractiveness of Manchester within the City Region in terms of employment opportunities, the quality of life offer for young people, and the high numbers of students that live in the district. The rates of economic activity amongst the 16 - 24 age group are considerably lower than the Greater Manchester average.

10.16 Of those economically active Manchester has a higher proportion of people qualified to NVQ4 than the England average England, conversely it has a higher proportion with no qualifications than the England average.

\(^{(iii)}\) Regional Economic Strategy 2006
Earnings

10.17 The pay of residents in Manchester is considerably lower per week than those who work in the City but live elsewhere. This illustrates that the business base in Manchester is strong, but that there is a tendency for workers outside Manchester to fill the higher paid jobs, reflected by the lower residence based earnings (iv). The improvement in the skills levels of Manchester residents will provide greater opportunities to enter the job market. Plus increased access to jobs and employment locations via a transport system that serves the needs of people entering the job market for the first time or reliant on forms of transport other than the car.

Climate Change

10.18 The impact of Climate Change on the City Region’s economic performance could be in the region of £21 billion over the next 12 years if it fails to adapt. However, Climate Change offers opportunities including developing markets in environmental technologies and services, eco innovation opportunities (reducing the level of emissions across all sectors of the economy through new products and services) (v). Sectors in which a decoupling of growth from emissions is possible or already in evidence include financial and business services, creative and media industries and public services (vi).

Business

10.19 Within Manchester there are considerably fewer micro businesses (1-10 employees) than the England Average. In addition between 1998 and 2006 there has been a fall in the number of micro businesses alongside a growth in medium and large (200+ employees) against the England average. Therefore, helping support entrepreneurship and smaller businesses across all sectors of the economy will be an important factor in Manchester maximising its economic potential.

10.20 The number of VAT registrations per 10000 population is below the national average however, the population growth in working age adults during this period has been significant leading to a lower density of VAT registrations, alongside the areas of deprivation where entrepreneurship is poor (vii). Creating the conditions that support business growth and formation is important to delivering economic growth.

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iv Manchester Independent Economic Review 2009 Baseline
v The economic impact of EU and UK Climate Change legislation on Manchester City Region and the North West July 08
vi Manchester Climate Change : A Call to Action 2009
vii Manchester Independent Economic Review 2009 Baseline
Growth Sectors

10.21 The Northern Way Growth Strategy has identified the growth sectors that the sub-region should be prioritising and growth in these sectors is reiterated by the Greater Manchester Forecasting Model. These are:

- Aviation and Manchester Airport
- Creative/ Digital/ New Media
- Financial and Professional Services
- ICT Digital/ Communications
- Life Science Industries
- Manufacturing

10.22 A further nine are considered to be key sectors:

- Construction
- Customer Contact Centres
- Education
- Environmental Technology Services
- Hospitality and Tourism
- Logistics
- Public Services
- Retail
- Sport

10.23 Within Manchester there is an above average proportion of employees in aviation, education, hospitality and tourism, ICT Digital/ Communication and logistics. There are significantly more employees in Financial and Professional Services, with 23.3% of the workforce in this sector compared to the England average of 15%. There is a significantly below average proportion of manufacturing in Manchester against the sub-regional, regional and national average. However in actual figures, only, Bolton, Oldham, Tameside and Wigan have more employees working in Manufacturing.

Distribution of Employment Land

Policy Approach EC 2

North Manchester

Within North Manchester employment provision is encouraged within

- Strangeways and Collyhurst
Existing employment areas

- Development in Cheetham Hill and Harpurhey District Centres as part of mixed use development which contributes to overall vitality and viability

The majority of employment opportunities for the area's residents are outside North Manchester in the City Centre, Salford Quays, Trafford Park, Central Park and Chadderton Industrial Estate.

The key issue is access to employment either in terms of labour market connectivity to sites or possessing the appropriate skills levels to enter the job market. Proposals which utilise sustainable transport links between existing employment locations within and outside North Manchester and seek to improve labour market connectivity of North Manchester residents or opportunities for education and training will be supported.

10.24 The most significant employment location in North Manchester is Strangeways. There are other employment locations for example, within the District Centres. North Manchester is close to key employment locations, including the City Centre, Central Park, Salford Quays and Chadderton Industrial Estate and Trafford Park. Transport links to these major employment locations improving labour market connectivity are important to improve the quality of life of North Manchester's residents.

Policy Approach EC 3

East Manchester

Within East Manchester the main focus for future employment provision will be Central Park. In Central Park North B1 development is encouraged and in Central Park South B2 and B8 provision is encouraged. Other locations suitable for employment include the District Centres, Alan Turing Way and Great Ancoats Street. Existing general industrial and warehousing areas, such as Ardwick Goods Yard, will continue to be the focus for B2 and B8 development.

Within East Manchester business expansion and growth will be encouraged, particularly proposals that will provide employment for local residents.

10.25 East Manchester remains a major economic driver and centre of employment for the City and the conurbation. The impact of the Sportcity development and its excellent communication links provide a strong basis for further economic development. Despite the opportunities there are still major challenges around the sustainability of the small business base, the need to provide employment for local people and the potential for economically inactive residents to become economically active. A flexible, intensive and long-term approach is required
to support residents into work, training and self employment and to assist local businesses to flourish. The extension of Metrolink through East Manchester via Sportcity and through North Manchester via Central Park will improve labour market connectivity to these sites.

Policy Approach EC 4

City Centre

The City Centre will be the main focus for employment and job growth within the City and Greater Manchester. The majority of employment growth is expected to be in businesses services and primarily in B1 jobs.

Within the City Centre it is expected that there will be significant growth in office employment. However, as growth is expected to be high density which will often take opportunities to improve the efficiency of land (landless growth), there will not be a commensurate need for land area. The following locations offer the greatest potential to accommodate further landless growth:

- Eastern Gateway
- Leftbank
- Piccadilly Gateway
- Southern Gateway
- Central Business District

The City Centre will be the main focus for business, retail, leisure, cultural and tourism development.

Outside the City Centre but within the Regional Centre the main focus will be employment uses (B1, B2 and B8) in recognised employment areas, such as Central Park, Strangeways Employment Area and the Science Park. Regionally significant knowledge based industries will be encouraged to locate in the Regional Centre in close proximity to the Universities and Hospitals along the Oxford Road Corridor.

A range of employment types, sizes and premises will be encouraged to provide for the needs of specific sectors.

Within the City Centre employment development will frequently be provided as part of mixed use schemes. In appropriate locations the Council will promote uses which create active street frontages and a vibrant public realm, such as shops, cafés, restaurants and leisure. Mixed uses including a suitable proportion of housing may also be appropriate provided this does not undermine the economic role of the City centre.
10.26 Manchester City Centre serves to continue Manchester's success as an economic driver in Greater Manchester, the North West and North of England. It provides a significant proportion of all jobs in Manchester and these are characterised by highly skilled jobs, many in the growth sectors. It is a focus for knowledge-based industries clustered around the universities and hospitals. The proximity of the City Centre to nationally significant areas of deprivation helps to tackle deprivation by improving access to jobs via sustainable transport modes and reduced commuting costs and also access to training facilities. It promotes a mix of uses but predominantly employment based uses.

10.27 The City Centre provides significant inward investment opportunities, particularly in the areas set out in the policy approach. The City Council and regeneration bodies will continue to work in partnership with the private sector to bring high quality inward investment and development forward, for example through Masterplanning. Provision of a wide variety of premises to meet the changing needs of businesses, including high density buildings, will ensure a responsive physical business environment. It offers many choices for those travelling into the City via sustainable transport modes and also highway access. This provides employers with access to a "deep" labour pool with a wide range of skills. The continued focus for economic growth and development has secured the continued reuse of the historic built environment.

### Policy Approach EC 5

**Central Manchester**

Within Central Manchester employment provision will be encouraged:

- Along the Oxford Road Corridor, comprising the universities and hospitals and Manchester Science Park
- Office development along Princess Road/ Parkway
- Hyde Road, sites in existing employment use
- District Centres

Proposals which improve east/west connectivity for residents to employment areas in Trafford and East Manchester will be encouraged. Within Central Manchester proposals which improve connectivity between residential areas, district centres and employment areas will be encouraged.

10.28 The Oxford Road Corridor is considered to have significant potential to attract inward investment over the short to medium term. Good transport connections between business locations and district centres are important as is east/west connectivity. People in the local neighbourhood should have access to the growing employment opportunities particularly where there are significant levels of worklessness and low skills levels, for example, in Moss Side and Gorton.
Policy Approach EC 6

South Manchester

Current employment sites are to be supported including Christie Hospital, Towers Business Park and Christie Fields and the district and local centres.

10.29 While South Manchester will not be a major employment destination, opportunities exist within the current employment sites to take advantage of the knowledge based businesses seeking affordable, non-city centre accommodation. The South is also characterised by a higher than average percentage of graduates and significant pockets of worklessness which the City is seeking to address through the South Manchester Strategic Regeneration Framework.

Policy Approach EC 7

Wythenshawe

Economic development will be focused along the east and west Wythenshawe development corridors. Along the West Wythenshawe Economic Development Corridor development will be supported which strengthens connections between Roundthorn Industrial Estate, Wythenshawe Hospital and Manchester Airport. The City Council will seek to maximise the opportunities to enhance this spatial cluster of key employment uses.

Development opportunities related to Manchester Airport will be encouraged at Manchester Airport, and where suitable for an off site location, within Wythenshawe District Centre and at Roundthorn Industrial Estate.

Proposals which improve the connectivity of Roundthorn Industrial Estate to the Airport and Motorway network will be encouraged.

10.30 Employment in Wythenshawe is dominated by the Airport and Wythenshawe Hospital. There are a number of business parks and Wythenshawe Hospital presents an opportunity for growth in the bio-sciences. A challenge in the area is educational attainment and skills of young people and this is being addressed though the building schools for the future investment and the building of two new academies, one linked to Wythenshawe Hospital and the other to the Airport. Manchester Airport plays a key role in the life of Wythenshawe and tighter integration with the Airport is encouraged.
East and West Wythenshawe corridors have been identified. Both corridors link into the Airport: the Eastern Corridor providing a continuation and a stronger link to the Oxford Road / Wilmslow Road corridor and the Didsbury area connecting the Sharston employment area, Wythenshawe town centre, Atlas and Concorde business parks and the Airport; the Western Corridor following the proposed Metrolink route from Manchester City Centre into Wythenshawe via Baguley, Roundthorn, Wythenshawe Hospital and culminating at the Airport.

Roundthorn Industrial Estate experiences problems of access and there is a need to improve connectivity to the motorway network and the airport to encourage its redevelopment and attractiveness to new businesses.

Hospitals and Universities

Although jobs at Hospitals and Universities do not generally fall within the B1, B2 or B8 use classes, these institutions provide a significant amount of employment in Manchester, and are key drivers of identified growth sectors, especially through their research functions.

Policy Approach EC 8

Hospital and University Development

Growth at the City’s three main hospitals (North Manchester General, Manchester Royal Infirmary and Wythenshawe) and two universities (Manchester University and Manchester Metropolitan University) will be supported, subject to their environmental impact.

Health and education are the second and third largest sectors after business services expected to experience job growth in Manchester during the Core Strategy period. The Oxford Road Corridor, the location of Central Manchester and Manchester Children’s University Hospitals NHS Trust (CMMC) is undergoing significant levels of investment linked to development and investment by Manchester University, Manchester Metropolitan University and Manchester Science Park. Wythenshawe Hospital is also considering further expansion, developing research related to the hospital. Manchester Metropolitan University is planning to relocate onto the Birley Fields site close to the City Centre and Regional Centre which will enable it to consolidate its development in one central location.

Hotel Development

The Council is keen to encourage the growth of business, tourist and visitor trips to the city supporting the local economy. However, the functions attached to some hotels, such as bars, restaurants and conference facilities can cause severe residential disamenity through traffic generation, noise and late night opening.
Policy Approach EC 9

Hotel Development

The Council will allow a range of new hotel developments in appropriate locations in the Regional Centre, in District Centres and, where appropriate, in areas devoted to leisure and recreational activity, where their contribution to supporting established visitor needs and regeneration priorities can be demonstrated.

City Centre

10.36 The Manchester City Centre boundary extends from Trinity Way and the Arena in the north, along the Mancunian Way and to the universities in the south and to Great Ancoats Street in the East. The western boundary of Manchester is the River Irwell, although the City Centre does extend over the river into Salford. This is shown on the proposals map.

10.37 The value of Manchester City Centre to the City and the City Region is primarily as an economic driver. It is the core of the Manchester City Region, provides the land for the most significant economic uses in the city region and fosters the links and relationships which will allow Manchester to continue to grow and assume an important role in wider economic processes. However, the City Centre also offers much more; it accommodates a range of uses and a density of development which means that it is able to assume a vital role for a large proportion of the surrounding population.

10.38 It is the primary retail location across the Manchester City Region, to the extent that its catchment extends beyond these boundaries. It is also a focus for visitors to the region, offering opportunities for cultural and leisure activities. Recent development has also seen a dramatic increase in the number of city centre residents. For Manchester residents the City Centre is also the heart of its civic functions.

10.39 The format of the Manchester Core Strategy Proposed Option addresses issues on a thematic basis, and considers how these issues will be managed across the different parts of the City. These chapters of this document consider the level of development which will be accommodated in the City Centre, as well as other areas across the City. However, it is clear that the City Centre is a unique location in the City Region by virtue of the scale of development proposed. It is therefore necessary to consider the development of the City Centre on its own, and specifically to explain the development framework that will be adopted to ensure that this scale of development can be managed to deliver the objectives which underpin the Core Strategy’s vision. This chapter will explain the distinct approach to development in the City Centre, and how this approach is essential in the delivery of the spatial vision for Manchester.
The growth of the City Centre will primarily deliver the City’s economic objectives, and that is why this chapter is presented as an element of Objective 2. However, the role of the City Centre is manifold and this chapter will address this diverse character.

10.40 The City Centre sits in an established policy context which emphasises its importance in delivering the City’s goals. The Regional Spatial Strategy, the Manchester Sustainable Community Strategy and the Greater Manchester Strategy all recognise that if the region’s aspirations for economic growth are to be realised in a sustainable manner, the City Centre has a huge part to play. There is also A Strategic Plan for Manchester City Centre 2008-2012 which describes the development aspirations for the City Centre, including a consideration of area frameworks. The Core Strategy will reflect these policy documents and focus on providing guidance which will establish a policy context within which City Centre development can come forward, ensuring in particular that it provides the flexibility necessary for the City to grow and respond to opportunities as they arise.

Development Principles

Policy Approach CC 1

City Centre High Density Development

City Centre development will generally be high-density. It is a location where land should be used to maximise its efficiency. The appropriate scale, massing and height of development in the City Centre will significantly exceed what is appropriate elsewhere in the City.

Development will need to have regard to the City Council’s approach to tall buildings (policy En18), but any proposals which do not reflect the importance of maximising the development opportunities in the City Centre will only be supported where there is a clear justification.

10.41 High-density development will continue to be supported throughout the City Centre. This is a means of securing the locational benefits for a maximum amount of activity. In terms of the economy the benefits will come from agglomeration leading to increased productivity, as identified in the MIER report. In terms of social issues the benefits come from ensuring that the services and facilities are accessible to the widest number of people possible. It also means that the development pressure on other parts of the city can be reduced, contributing to delivering neighbourhoods which are of a more appropriate scale. In terms of the environment, it is vital that the City Centre is a focus for activity as this presents the greatest opportunities to reduce car use due to the availability of public transport alternatives.
Policy Approach CC 2

Mixed Use Development

The City Centre presents the most viable opportunities for mixed-use development, and in general these will be promoted as a means of using land as efficiently as possible. A range of uses should be considered for all sites, subject to the following considerations:

- Residential will not be appropriate if it would prevent the delivery of employment uses,
- Active ground floor uses (shops, food and drink and leisure) will be appropriate in locations which have an established public function, or as part of a development which will create such an environment.

10.42 Mixed use developments will be an essential part of City Centre development, as they reflect the variety of uses which co-exist in this environment. It is an important means of promoting efficient use of land.

10.43 Active ground floor uses are particularly important, as they help to animate the City Centre, emphasise the sense of place and improve security. Developers will be expected to demonstrate that proposed active uses will be delivered and occupied, and in particular there is an expectation that the approach to leasing and management will be flexible to accommodate a range of users, including those from the independent sector.

Policy Approach CC 3

Change and Renewal

The approach to development, and redevelopment, in the City Centre will welcome large-scale schemes. Developments which make significant contributions to the City Centre’s role in terms of employment and retail growth or which improve the accessibility and legibility of the Centre will be supported.

10.44 The City Centre has an established character, but the success of recent regeneration in areas such as the retail core and Spinningfields has demonstrated that new development can have an extremely positive impact. The scale of development envisaged for the City Centre cannot be accommodated through development which merely fills available gaps or occurs around the edges. Change, which will often be dramatic, is essential to realise the potential of the City Centre location.
Policy Approach CC 4

Heritage and Design

Development in Manchester City Centre should protect or enhance the heritage assets that have been identified, including listed buildings, conservation areas and scheduled ancient monuments.

Design of new buildings will need to be of the highest standard in terms of appearance and function. The standards and guidance explained in other LDF policies should be the basis for the approach to design, with particular attention to be given to the City Centre context and character.

10.45 Although the City Centre needs to be able to change in order to accommodate growth and the changing requirements of development, it is important that the character of the City Centre is recognised as a key determinant of decisions to invest in the area.

10.46 The City Centre has 14 Conservation Areas and numerous Listed Buildings. These are essential ingredients to the City's sense of place, providing aesthetic quality and strong references to the City's past, which will always be a central part of Manchester's character. Development which fails to respond to the opportunities that this context affords should not be supported. Recent development, including Urbis and the Courts of Justice, has demonstrated how modern architecture of the highest standard can succeed alongside the established built fabric of the City Centre.

Policy Approach CC 5

A Place for Everyone

The City Centre will develop as an environment which is attractive to all people. New development should contribute to the diversity of people who are attracted to the City Centre.

When considering proposals for uses which are likely to attract visitors to the City Centre, support will be given to ‘family-friendly’ uses, whilst the City Council will discourage proposals which would result in a concentration of uses that are likely to exclude any groups or people.

10.47 The City Centre has a strong reputation for its evening economy. This reflects its cultural heritage of musical and theatre venues together with a wide range of restaurants and bars. The City Council will aim to extend the attractiveness of the City Centre to all groups of
people. This will be done by promoting uses and public areas which appeal to a wide range of people, and which will promote the City Centre as a destination, for work and leisure, throughout the day. Manchester City Council aims to be the most accessible city in Europe, so it is imperative that the City Centre epitomises this aim in its public realm and buildings.

10.48 This is an important objective if Manchester's potential as a visitor attraction is to be realised, increasing its appeal to visitors from within the City and beyond. In particular, there will be an emphasis on creating a family-friendly environment. This is also a key development in attracting and retaining a wider range of city centre residents, so that city centre living can be a choice which suits people irrespective of age or lifestyle, or changes in either.

Policy Approach CC 6

Partnership

Large development in Manchester City Centre will be brought forward through partnership approaches. Developers should foster a strong relationship with development partners, including the City Council, from the outset to ensure that proposals will meet the City's regeneration priorities.

10.49 The examples of successful regeneration in Manchester City Centre have come forward through strong partnerships. The City Council considers that this approach is essential to achieve the quality of development which will define the City as a centre of national and international significance.

10.50 Partnership with wider regeneration interests is also a means of aligning development proposals with wider regeneration objectives. Flexibility is necessary in identifying the most productive approach to regeneration, and for this reason partnership will be essential alongside a broad policy context. This approach reflects the principles in the Greater Manchester Strategy.

Development Framework

10.51 Although a wide range of uses are appropriate within the City Centre boundary, the development of each principle use will be guided to further the City Council's regeneration aims and reflect the outcomes promoted by RSS and the Greater Manchester Strategy.
Policy Approach CC 7

Employment

The City Centre will accommodate the majority of economic growth in the City, in terms of numbers of jobs. Approximately 15 hectares of additional employment land will be provided in the City Centre, although this will be dependent on the level of 'landless growth'.

All areas of the City Centre are appropriate for employment uses. Development will primarily be offices, and it is expected that the types of jobs created will be in high value sectors, including finance and professional services, knowledge based industries and the creative sector (including media).

Areas beyond the Central Business District will accommodate significant levels of employment growth, including Eastern Gateway, Left Bank, Piccadilly, the Oxford Road Corridor and Central Spine.

Developments which lead to the more intensive use of employment land (in terms of number of jobs supported) will be supported.

10.52 The City Centre’s key role to the City Region is as an economic driver, and it is therefore vital that it can facilitate the economic growth that has been forecast. The MIER highlights the opportunities for agglomeration which underline the importance of the City Centre as a catalyst for increased productivity. The City’s response to the threat of climate change can only be met if development is focused on sustainable locations.

10.53 The City Centre has seen significant employment development recently, with the effect that development opportunities will be found beyond the Central Business District in the future. However, the Manchester Economy and Employment Spaces Study has identified clear potential for landless growth in the City Centre. In all cases this means that employment development should aim to provide more jobs per hectare than is average across the City, but there will also be opportunities to redevelop sites in a more intensive way, such as happened in Spinningfields.

Policy Approach CC 8

Retail

Retail is a principal city centre use and can be appropriate throughout the centre. However, large-scale developments will be focused in the Primary Shopping Area (PSA), which is identified on the proposals map. The Proposals Map also identifies appropriate areas for PSA extensions in which new retail floorspace could be accommodated. These are broad
locations rather than specific sites - proposals for new development will be assessed against relevant design policies in the Manchester LDF and in particular must respect existing built heritage and public realm. Proposals should also be developed in line with Policy CC6 (Partnership) to ensure that development delivers the most attractive and usable shopping environment.

Modern retailing has a tendency towards requiring large formats, which may be difficult to accommodate within the established retail core. If proposals come forward which cannot be accommodated within the PSA or identified potential extensions, the City Council will consider areas beyond the PSA. Any such proposal should:

- make a positive impact on the built environment and the public realm, ensuring that new development is of the highest design quality,
- create strong linkages to the primary shopping area, especially on foot,
- be accessible by public transport and
- have an acceptable impact on the highway network.

In other parts of the City Centre, retail will be promoted which can serve the local community (such as small scale convenience provision) or which contributes to the area’s character. The City Council is particularly supportive of the growth of the independent retail sector, which has become a defining feature of several quarters in the City Centre.

Approximately 30,000 sqm of new comparison retail floorspace will be provided in the City Centre over the plan period.

Mixed developments which include retail units will be expected to demonstrate that these units will be occupied.

10.54 For many people living in the Manchester City Region shopping is the main reason to visit the City Centre, primarily for comparison shopping. It is also a feature which can attract visitors from further away. Manchester City Centre is the busiest shopping location outside London. The strength of its retail offer is a means of reinforcing the reputation of the City. The Manchester Retail Study suggests that although the City Centre currently meets the needs of its catchment, the nature of comparison retail is such that continued growth is needed to maintain its position in the regional hierarchy. The figure suggested in the policy is indicative of the level suggested in the Retail Study. The City Council will promote the growth and improvement of retail provision. The retail core should be the focus for new provision. However, retail could be appropriate in other parts of the City Centre where it reinforces character or if it helps to meet the day-to-day needs of the local community.

10.55 The success of the City Centre’s retail offer depends on quality of environment as well as the quality of the retail. In the retail core there will be an emphasis on creating a pedestrian friendly environment, including pedestrian priority zones.
Picture 10.1 City Centre with Primary Shopping Area
Policy Approach CC 9

Housing

Key locations for the residential development will be Castlefield, Piccadilly, the Southern Gateway and the Northern Quarter.

In other parts of the City Centre residential development will only be appropriate if the following considerations have also been addressed:

- The residential element is part of a mixed use scheme which will contribute to the economic regeneration of the City;
- The residential element of the scheme is of a scale which will ensure that the economic uses on the site, including retail and hotels, will be maximised

The City Council will encourage accommodation of a high standard which offer accommodation which is large enough to suit a range of occupants, in terms of both the number of rooms and their size.

10.56 Since the early 1990s housing has become an increasingly significant component of Manchester City Centre, and its role is expected to grow throughout the plan period. Household projections and demographic trends suggest that the demand for flats is likely to be considerable in Manchester. The City Centre will therefore accommodate 28% of the new housing units to be provided up to 2027.

10.57 Residential development will continue to be supported in the City Centre. However, all City Centre development must contribute to the primary aim of supporting economic growth. It is vital that the delivery of residential schemes does not prejudice the delivery of economic objectives. Proposals that are contrary to these objectives will not be supported.

10.58 It will be necessary that proposals which come forward promote sustainable and mixed communities. This means providing housing options for a range of household types, including the flexibility to accommodate changing household circumstances, in particular families.

Policy Approach CC 10

Visitors - Tourism, Culture and Leisure

The City Centre will be the focus for culture and leisure in the City Region. Proposals to improve the appearance, use or accessibility of cultural facilities and visitor attractions will be supported. The improvement of facilities for business visitors will also be supported.
Development in the City Centre which improves facilities for visitors will be promoted. In order that the existing visitor attractions can reach their potential it is also important that the City Centre has the infrastructure to accommodate the necessary volume of visitors. Hotels have become an increasingly important use across the city, and these will be particularly important in the City Centre. Proposals for new hotels will be supported where they contribute to regeneration goals and where the City Council is confident that they will be deliverable.

10.59 Manchester has a growing tourism industry, and many of the attractions are based in or around the City Centre. It has also developed an international reputation as a conference location, and this is considered an important area to build on in the future.

10.60 The availability of hotel rooms is important to support conference events, as well as other visitor-oriented activities. It is also vital that the quality of hotel provision enhances the reputation of the City to visitors. The City Council will use the planning process as an opportunity to improve the quality of hotel developments.

10.61 Growth in a constrained area like the City Centre is only possible when land is managed effectively. Planning permissions which are unlikely to be implemented can distort land value and hinder development. Therefore, the City Council believe that it is reasonable to expect developers to demonstrate the deliverability of their scheme from the outset, including details such as operator.

Policy Approach CC 11

Transport

The Regional Centre Transport Strategy (RCTS) will be delivered to ensure that transport is managed in a way which supports the projected growth of the City Centre.

10.62 The key measures within the RCTS are the removal of through-traffic from the City Centre, enhancing the gateways by which people enter the City Centre, and improving the experience of pedestrians using the City Centre. This will be achieved by creating a pedestrian priority zone in the core area.

10.63 The effectiveness of the transport network into and around the City Centre is important so that the opportunities created in the centre can be accessed by people living elsewhere in the City Region. It is particularly important that job opportunities are available to people in the City’s most deprived neighbourhoods, and so public transport, cycling and walking links to the Inner Areas need to be strengthened.
10.64  Within the City Centre it will be important that people can move easily from one area to another. As the scale of the proposed growth leads to the dispersal of the main City Centre activities across a wider area the quality of links between parts of the centre will determine the degree to which spatial proximity fosters benefits for productivity.

Manchester Airport

Sustainable Community Strategy

10.65  Manchester Airport is identified as having a major impact on the delivery of the Sustainable Community Strategy due to the continued expansion and increase in flights. Aviation is also identified as a growth sector and these are recognised in the Sustainable Community Strategy to make the greatest contribution to economic growth.

Manchester Airport Strategic Site

10.66  Within the City-Region Manchester Airport is recognised as an economic driver, adding value to the attraction of the City-Region for indigenous businesses and inward investment. It is also a significant provider of employment in its own right. It is an important source of employment opportunities for Wythenshawe residents, a nationally recognised area of deprivation, as well as further afield. Businesses have cited the Airport as important in terms of access to markets customers or clients and inward investors are attracted by the range of direct flights to key European and US cities. The need to maintain the role of Manchester Airport as a key economic driver and international gateway is supported by the Regional Spatial Strategy. The City Council recognises the role of the Airport and it is identified as a strategic site due to the scale of aviation development and increase in passenger numbers proposed by 2030.

Policy Approach MA 1

Manchester Airport Strategic Site

The City Council will support growth of Manchester Airport in line with National policy and it is identified as a strategic site due to its role as an international gateway to the North West and as an economic driver within Greater Manchester, North West and the North. Over the plan period the City Council will support continued growth and expansion of aviation and associated economic development at Manchester Airport.

Aviation Growth

10.67  The Future of Air Transport White Paper 2003 considered aviation growth nationally and forecast growth at each of the airports. Manchester Airport was forecast to grow to 50 million passenger per annum by 2030 partly due to the existing runway capacity being able to
cater for this figure. The forecasts for growth have been revised down to 45 million passengers per annum to take into account the impact of climate change policies and economic forecasts (viii). The White Paper acknowledges the potential economic benefits from the Airport and these have been further demonstrated by economic studies undertaken by the Airport and also in the Manchester Independent Economic Review.

10.68 The White Paper seeks to ensure that maximum possible reductions in noise level are achieved alongside minimising the number of people affected. It also recognises that further work will be required to develop a package of surface access improvements at Manchester to cater for the forecast level of growth and to increase the levels of public transport use. It also states airport operators will need to work closely with local and regional partners to develop measures to limit the growth in road traffic.

10.69 The Airport growth was supported by the Regional Spatial Strategy and stated this growth should be shown in local development documents and should take account of the scope for intensification and rationalisation of activities and facilities within the existing boundary, the scope for relocating existing activities or facilities off-site and the scope for developing proposed activities or facilities off site.

10.70 Manchester Airport is located within the Green Belt and has operated in the Green Belt for many years. In recognition of the scale of growth proposed at the Airport highlighted in Manchester Airports Masterplan 2007, the Regional Spatial Strategy stated local development frameworks may provide for detailed changes in Green Belt boundaries to accommodate the expansion of Manchester Airport.

10.71 The City Council is exploring the best approach to accommodate the expansion and is not currently in a position to chose a preferred option. The evidence to justify which is the most suitable approach at the Airport is still being developed and the City Council wishes to retain as much flexibility and consult with all stakeholders before choosing an option. The following options have been developed further following consultation on the Refining Options stage.

Policy Approach MA 2

Manchester Airport Growth Options

Option 1

Retain the existing areas of Manchester Airport within the Green Belt and the existing Major Developed Site boundary and manage expansion in line with the Future of Air Transport White Paper as proposals come forward.

viii UK Air Passenger Demand and CO₂ Forecasts January 2009
Option 2

Review the Green Belt boundary in the current operational area against the tests in PPG2 to determine which areas meet PPG2 requirements. Remove any areas which have been identified as no longer serving a Green Belt function. Prepare an Area Action Plan to consider proposals for further expansion to meet the capacity targets of the Future of Air Transport White Paper. An Area Action Plan would be required to demonstrate:

- The need for and proposed use of specific areas of land
- There is no adverse impact on the highways network and surface access improvements are proposed to accommodate growth in passenger numbers
- Maximum possible reductions in noise
- Any adverse impact on areas of international or national conservation, ecological and landscape importance is avoided and where this is not possible appropriate mitigation measures are put in place to compensate for any adverse impact.
- A further review of the Green Belt in areas identified for expansion and removal of the Green Belt only where it can be justified in terms of the tests in PPG2.

Option 3

Review the Green Belt boundary in the current operational area and proposed extensions set out in the Manchester Airport Masterplan and Land Use Plan 2007. Remove those areas which will no longer serve a Green Belt function during the lifetime of the Core Strategy on the basis of proposed airport expansion. This will require any proposals to demonstrate:

- The need for and proposed use of specific areas of land;
- There is no adverse impact on the highways network and surface access improvements are proposed to accommodate the growth in passenger numbers
- Maximum possible reductions in noise
- Avoid an adverse impact on areas of international or national conservation, ecological and landscape importance and where this is not possible put in place mitigation measures to compensate for any adverse impact.

10.72 The majority of the airport lies within the Green Belt and under the existing planning framework within the Manchester Unitary Development Plan the airport is identified as a major developed site within the Green Belt. This allows for infilling and redevelopment in accordance with Annex C of PPG2. Option 1 seeks to retain this policy framework and manage expansion within this context. The proposals for expansion to meet 45 million passengers by 2030 will be difficult to meet within the existing operational area. This development would still need to be accommodated and this would be dealt with through planning applications or reconsidering the policy approach at a future date.
Manchester Airport has been continually developing and expanding and the next stage is a continuation of this process. This development has led to parts of the Airport being considerably built up especially near the terminals. Option 2 would review the Green Belt within the current operational area against PPG2 tests and consider removing the Green Belt where it no longer served a green belt purpose. The growth of the Airport beyond the current operational area would be dealt within a separate document, an Area Action Plan.

The Core Strategy is an opportunity to ensure the planning framework is a modern one which will stand the test of time. The airport is a significant development and despite the current recession affecting growth in passenger numbers once this eases, growth is expected to continue. Option 3 seeks to use the Core Strategy process to consider growth of the airport in its totality with the growth issues related to the wider Core Strategy. The evidence base is still being developed and this will help inform which is the preferred option.

Within and adjacent to the airport site is the Cotterill Clough Site of Special Scientific Interest and the Bollin Valley, a Grade A Site of Biological Importance. Development proposals may affect these areas and would be subject to assessment under the Habitats Regulation. Expansion proposals should seek to avoid any adverse impact and if this is not possible mitigate and compensate to a standard agreed in consultation with the City Council and relevant parties.

Despite the planning policy framework options being considered as part of the Core Strategy process the Airport will still need to submit planning applications to accommodate this growth within one of these options and the following policy will be used to assess such proposals.

**Policy Approach MA 3**

**Manchester Airport**

Passenger numbers at Manchester Airport are forecast to grow to 45 million by 2030. The City Council will support growth related to the Airport expansion to national policy levels as long as it is appropriate development and is in line with the development and uses set out in the reasoned justification. Development proposals will be permitted where it can be justified in terms of:

- A need for the proposed use to meet the Airport’s operational requirements
- Impact on traffic and public transport
- Effect on noise and atmospheric pollution and the extent to which this can be mitigated
- The adverse effects on sites of national and international nature conservation importance to ensure these effects are avoided, mitigated or compensated.

Development proposals which fall within the Green Belt will be required to meet the tests of very special circumstances.
10.77 Expansion should seek to make the most efficient use of land within the Manchester Airport Strategic Site boundary and development will be limited to that necessary for the operational efficiency and amenity of the Airport, including the following uses:

1. Operational facilities and infrastructure including: runways and taxiways; aircraft apron and handling services buildings and facilities; Aircraft fuelling and storage facilities; emergency Services and control authorities facilities; control tower, air traffic control accommodation, ground and air navigational aids, airfield and approach lighting; facilities for the maintenance, repair and storage of service vehicles; airfield drainage facilities.

2. Passenger and terminal facilities including: terminal facilities including passenger handling, lounges, baggage handling, catering and retail; administrative accommodation for airlines, handling agents; tour operators, airport authority and Government agencies; public and staff car parking; public transport facilities, including rail, light rail, buses, coaches and taxis; facilities for general and business aviation (including air taxi, helicopter and private use).

3. Cargo facilities including: freight forwarding and handling facilities and bonded warehouses; associated accommodation for airline agencies, freight forwarders, integrators and Government agencies; lorry parking, fuelling and servicing facilities; in-flight catering and flight packaging facilities.

4. Airport ancillary infrastructure including: car rental, maintenance and storage facilities; hotel accommodation; training centres for airlines and airport related services; ancillary office accommodation; maintenance facilities for aircraft and avionics; petrol filling stations; utility infrastructure including sewage, waste, telecommunications, water, gas and electricity.

5. Landscaping works including: strategic planting, earth mounding and habitat creation.

6. Internal highways and infrastructure, including cycleways, footways and roadways.

10.78 The Airport will need to develop its public transport links, and major development should demonstrate the extent to which surface access and car parking arrangements encourage the use of public transport, walking and cycling. The Future of Air Transport White Paper seeks to ensure that expansion of Manchester Airport secures the maximum possible reduction in noise levels and minimise the number of people potentially affected.

10.79 Subject to the option which is selected, Manchester Airport is either within the Green Belt as a Major Developed Site or largely bounded by Green Belt. Any airport-related development within the Green Belt but beyond the identified Operational Area will need to meet the test of very special circumstances as set out in PPG2 Green Belt.
Picture 10.2 Strategic Employment Site 8 - Airport

EMPLOYMENT SITE 8 – MANCHESTER AIRPORT

Key
- Purple: Manchester Airport Operational Area
- Pale Pink: Possible Extensions to Operational Area
Strategic Economic and Employment Sites

Strategic Sites

Economic Strategic Sites and Location

The following sites have been identified as they encourage employment growth in or near deprived areas and seek to deliver maximum opportunities in areas of most need. They also encourage labour market connectivity to the wider City Region and seek to take maximum advantage of the economic drivers and opportunities. Strategic sites are considered to be sites that contribute to the economic development in its widest sense beyond B1, B2 and B8 uses in some cases.

**Strangeways**

Strangeways is a key site on the northern edge of the City Centre. Its position relative to the City Centre means that it offers potential for the expansion of office development. It also has an established character based on manufacturing and distribution, sectors which can offer important employment opportunities for local residents.

- Location for growth sectors including creative, cultural, warehousing, manufacturing and distribution activities
- Help tackle deprivation due to close proximity to deprived communities in North Manchester, a nationally significant area of deprivation.
- Capitalise on good public transport links to City Centre, North Manchester and Salford.
- Significant location for employment especially with the Prison and also the supply chain spin offs
- Expansion of City Centre uses into Strangeways
- Assist in the economic restructuring of this part of the Regional Centre and deliver a strategic business location.

**Central Park**

Central Park forms a key part of the transformation of east Manchester by attracting investment including knowledge-based industries, to grow in a priority regeneration area. The site will:

- Provide a flagship site in the Regeneration Framework for New East Manchester, building on Manchester’s key economic strengths and capitalise on planned Metrolink improvements;
Accommodate training and incubator facilities and spin-off businesses associated with the higher education sector in order to raise the employment base of the area.

- Central Park North will be a priority location for accommodating high quality employment opportunities
- Central Park South will offer a broad range of employment uses, including assembly, media and commercial.

The Proposals Map for Central Park identifies two potential expansion areas (to the east and west). These are sites which have the potential to accommodate commercial uses and which could therefore complement the site currently identified. The area to the east (part of Jackson's Brickworks) is currently considered to have potential for housing, but commercial uses which have good links to Central Park (physically and functionally) would also be appropriate.

**Sportcity**

Sportcity is an established location for sport and recreation. Its role in the Commonwealth Games in 2002, and subsequently as home to Manchester City Football Club as well as other elite sports facilities, has contributed to the regeneration efforts in East Manchester. There is an intention to broaden the activity at the site to ensure that the development opportunity can be used to further the regeneration of the surrounding communities, and City as a whole. The development principles will include:

- The creation of a visitor attraction of national significance
- Focus on sports and leisure
- Ancillary commercial (including retail)
- Key role to play in wider regeneration strategies
- Take advantage of connectivity including Metrolink extension and station at Sportcity
- Established reputation for sports

There is a site adjacent to the Sportcity site (to the south east) which is currently considered to be a future housing site. However, there may be opportunities to develop uses which complement the proposals at Sportcity, and these would be an appropriate alternative to housing.

**Victoria Station**

- Transformation of the northern part of the City Centre to create a new gateway destination with a modern and diverse retail and business offer, regional leisure facilities, and world class public realm
- Located within the Regional Centre a key economic driver of the sub-region
opportunity exists to extend the commercial core of the city centre and to better integrate areas outside the Inner Relief Route – such as the former Boddingtons site – into the city centre.

- Capitalise on excellent public transport access, to the region and Greater Manchester and the City Centre provided by Victoria Station and the Shudehill Interchange.
- Secure the continued reuse of the historic built environment.
- Easy access to deep labour pools and skills from the wider sub-region.

**Eastern Gateway**

- High density development taking advantage of close proximity to Piccadilly Station and the highly accessible location.
- Opportunities to benefit from proximity to Higher Education Institutions and fast access to Manchester Airport creating a location attractive to the growth sectors.
- Potential to improve physical and economic linkages with East Manchester.

**Oxford Road Corridor/ Piccadilly Basin**

The Piccadilly Basin/Oxford Road area is a prime regional centre location with the potential to:

- Reinforce the success of Manchester University and Health Trust in high level research skills and innovation;
- Capitalise on Manchester’s Science City status and stimulate the growth of university/business linkages providing spin-off benefits for the region;
- Use these assets and its transport infrastructure to promote nationally significant inward investment and indigenous growth;
- Transform the quality of the urban environment, including its connectivity to the City Centre and surrounding areas.

**Roundthorn**

- A location of significant economic growth and has the potential to act as a focus for economic growth in Manchester.
- Help tackle deprivation due to close proximity to deprived communities in Wythenshawe.
- Expand and diversify the business base of the area.
- Take Roundthorn from a Tier 3 to Tier 1 industrial estate through a range of actions including providing diversity of employment space and occupancy terms and improved local access.
- Attract growth sectors such as bio-science, creative and media and high technology manufacturing, particularly those related to the hospital.
Manchester Airport:
- Key economic driver for Greater Manchester, North West and the North
- Continued growth and expansion of one of the growth sectors aviation and Manchester Airport
- Help tackle deprivation due to close proximity to Wythenshawe
- Capitalise on good public transport and highway access
- Significant employer directly and indirectly through the supply chain
- Key employment site north of terminal buildings

10.80 Strategic sites in Manchester serve a role providing locations for the growth sectors, they are locations identified for significant levels of economic development during the Core Strategy plan period and serve a particular purpose for the redevelopment or regeneration of an area.

10.81 Strangeways is well placed to continue its role as a major location of business activity in the city. A key challenge is to make better use of this highly accessible location, improving the environment, tackling issues of perception and integrating Strangeways into the fabric of the city and the northern part of the City Centre. Reducing numbers of people out of work in neighbouring residential areas through the growth and diversification of the employment base is a key objective. The diversification of employment is necessary to prevent stagnation and decline. Strangeways has a key role to play in meeting the forecast growth of the city’s economy.

10.82 Central Park is made up of two areas, Central Park North which will be a priority location for accommodating high quality employment opportunities for highly skilled and professional workers and for attracting investment to East Manchester. The development of Central Park South will be promoted as an employment area that is distinct from the formal campus style development at Central Park North. Central Park South will be promoted for a wide range of employment uses. It is important that the highly visible frontage along Hulme Hall Lane is reserved for high quality commercial uses. The proposed metrolink will improve public transport access to the site.

10.83 Sportcity is a site to the east of Manchester City Centre which may be a destination leisure and tourism attraction of national and international significance. Sportcity is already home to sporting assets of national and regional significance including the City of Manchester Stadium, the national cycling centre and the English Institute of Sport. Any development will be expected to contribute to the regeneration of East Manchester (including employment, education and skills development).

10.84 Victoria Station this will involve the transformation of the northern part of the City Centre to create a gateway destination. The area contains Victoria Station, a multi modal transport interchange, which provides excellent accessibility. The Victoria area is one of the most
historically significant areas of Manchester as the medieval heart of the City. A major opportunity exists to extend the commercial core of the City Centre and to better integrate areas outside the Inner Relief Route - such as the former Boddington's site - into the City Centre. The Ramada Complex offers a major development opportunity for this area.

10.85 The Eastern Gateway itself offers immense potential to contribute to the growth of the City Centre, containing significant scope for mixed uses – including some large floorplate developments. The proximity of Piccadilly Station - the key generator of activity in the wider area - is critical to its regeneration. Eastern Gateway is characterised by a poor quality environment and poor permeability both within the area and with surrounding areas as it is criss-crossed by rail routes. Levels of development interest in the area are leading to a willingness by key parties to work in partnership with the City Council and other landowners to bring forward schemes rather than follow the compulsory purchase order route. As a fully integrated part of the City Centre, Eastern Gateway will provide a significant contribution to the growth of the city. The former Mayfield Goods Station, adjacent to Piccadilly Station, provides significant potential for development, capitalising on its strategic location at a major transport hub. Given its scale and location at the heart of Eastern Gateway, its redevelopment is a key priority. The potential of the River Medlock will also be maximised as a focus for high quality waterfront mixed-use development.

10.86 The Oxford Road Corridor demonstrates great potential to support substantial further growth and maximise the economic potential of the area. The vision for growth is underpinned by a concentration of major institutions as principal land owners and their investment into higher education and health care. Through their investment a complete transformation of facilities is being brought forward capable of competing on the world stage. The area will include:

- Substantial office opportunities at First Street and Great Jackson Street
- The BBC site which remains an additional substantial site resource to meet demand for "corridor driven" employment growth
- Manchester Science Park which can offer supply to meet emerging demand from "grow on" businesses

10.87 Roundthorn Industrial Estate and Wythenshawe Hospital provide a significant amount of employment. Roundthorn Industrial Estate operates in the bottom tier (3) of industrial estates due to its infrastructure and offer which will stifle economic growth opportunities if not addressed. A particular issue at both Roundthorn and the hospital is a lack of accessibility and the presence of conflicting road users (including HGV's and ambulances) which remains a major challenge to be overcome. A key objective is to encourage new businesses to move to Roundthorn, support existing employers and create more jobs for local people. Plans for Wythenshawe Hospital include continuing to develop as a major research and treatment centre.

10.88 The Air Transport White Paper identified Manchester Airport as the largest airport in the UK outside the South East and a major international gateway capable of accommodating significant levels of passenger growth. The majority of Manchester Airport is currently located
within the Green Belt and the Regional Spatial Strategy policy RDF4 Green Belts states that Local Development Frameworks may provide for detailed changes in the Green Belt boundaries to accommodate expansion and operational infrastructure requirements of Manchester Airport. The City Council is exploring this issue and examining the evidence to justify the Green Belt Review. Based on the current evidence, three options are proposed, one involves retaining the Airport in the Green Belt as a major developed site. The second a review of the Green Belt and possible removal where it no longer serves a Green Belt function and the preparation of an Area Action Plan to manage expansion. The third involves a review of the Green Belt boundary in the current operational area and the proposed operational area extensions identified in the Manchester Airport Masterplan 2007 and Manchester Airport Land Use Plan 2007. Further details on these options and Manchester Airport can be found within the Manchester Airport section of the Economy Chapter.
Picture 10.3 Strategic Employment Site 1 - Strangeways
Picture 10.4 Strategic Employment Site 2 - Central Park

EMPLOYMENT SITE 2 - CENTRAL PARK

Key
- Central Park Employment Site
- Possible Extensions to Employment Site
Picture 10.5 Strategic Employment Site 3 - Sport City
Picture 10.6 Strategic Employment Site 4 - Victoria Station
Picture 10.7 Strategic Employment Site 5 - Eastern Gateway
Picture 10.8 Strategic Employment Site 6 - Oxford Road Corridor
Picture 10.9 Strategic Employment Site 7 - Roundthorn
11 Objective 3 Housing

SO3. Provide for a significant increase in high quality housing provision at sustainable locations throughout the City, to both address demographic needs and to support economic growth.

Introduction

11.1 The City Council wishes to create 'neighbourhoods of choice' which will provide desirable places to live and so reduce the number of people who leave Manchester when they have reached a certain economic level. By providing a diverse mix of house types in terms of density, size and tenure, the following policies aim to reduce the inequalities in housing provision and access to housing to make all neighbourhoods within Manchester places where existing residents will want to stay and new residents will be attracted to.

11.2 The North West Regional Spatial Strategy requires Manchester to provide for 63,000 new residential units between 2003 and 2021 net of clearance, which equates to 3,500 units per year. The Council is committed to delivering a further 6,300 units as part of the Growth Point initiative which gives a total requirement of 69,300 units to be provided between 2003-21. Between 2003-09, 19,463 units were completed in Manchester, consequently 49,837 units remain to be provided in the City between 2009-21.

11.3 The Council has prepared a Strategic Housing Land Availability Assessment which will be updated annually. This assessment shows sites in the City which have the potential to accommodate new residential development over the lifetime of the Core Strategy and can be used to demonstrate that a five year supply of land for housing can be maintained.

11.4 Manchester has higher percentages of terraced housing and flats/apartments than the national averages and whilst nearly two thirds of the City's housing stock falls into Council Tax band A the affordability of housing is becoming an increasingly important issue, with only 23% of homes sold in 2006 being affordable to households earning the average Manchester resident income. This is reflected in the low home ownership rate in the City which in 2009 is 46%.

11.5 The policies in this chapter will address the following housing priorities:

- Providing a range range of house types to meet the needs of a diverse and growing Manchester population, in sustainable locations
- Providing affordable housing
- Ensuring that new housing is designed to a high standard including including in environmental terms.
Housing Provision

Policy Approach H 1

Overall Housing Provision

Approximately 60,000 new dwellings will be provided for in Manchester between March 2009 and March 2027.

11.6 This figure incorporates both the requirements of the North West Regional Spatial Strategy and additional housing units identified as part of the Growth Point strategy - 49,837 in total by 2021 after completions to 2009 are taken off the 2003-21 requirement. Beyond 2021 a significant proportion of residential completions are likely to be on windfall sites. The Greater Manchester Forecasting Model predicts that Manchester’s population will grow to 557,800 people by 2027 and the new housing will support regeneration and growth and and meet current and future housing needs. Increasing the supply and diversity of housing will underpin the effective delivery of employment growth within the Regional Centre and help sustain local services.

11.7 The Strategic Housing Land Availability Assessment (SHLAA) 2009 demonstrates that there is capacity for 62,000 units across Manchester over the plan period, the majority of which are likely to be developed by 2021. Based on the availability, suitability and achievability of developing the capacity sites in the SHLAA, and the current economic situation, indicative phasing is set out in policy approach H2 below. Although there are sufficient ready to develop sites in Manchester to meet the five year requirement, current conditions mean that the market is unlikely to deliver at a level to meet the RSS target and additional units required by Growth Point over the first few years of the Core Strategy. The figures in H2 reflect the likely completions under market conditions rather than the available land supply. The Housing Needs Assessment will be updated over the plan period and will identify the housing mix most likely to meet future need, which will inform provision post 2021.

Policy Approach H 2

Phasing of Housing Provision

Table 11.1

<table>
<thead>
<tr>
<th>Time period</th>
<th>Number of units</th>
</tr>
</thead>
<tbody>
<tr>
<td>March 2009 - March 2014</td>
<td>13,800</td>
</tr>
</tbody>
</table>
An allowance for windfalls has been included from 2015 onwards. The windfall allowance includes an assumption that larger windfall sites will come forward after this time at a rate of 150 units per annum rising to 450 per annum by 2021. This is based on past trends and the expectation that changes in employment sectors will result in the redevelopment of industrial and commercial premises within and at the edge of residential areas, as well as mixed-use schemes replacing older retail and commercial stock in and at the edges of existing district centres and within the Regional Centre. Large windfall sites are also expected to come forward from schemes to redevelop and infill on existing housing estates and potentially on school sites which could become available under the Building Schools for the Future programme. Smaller windfall sites have been factored into the figures at a rate of approximately 125 units p.a. from 2019 onwards based on previous experience. Windfall assumptions will be monitored to ensure that they remain realistic. Policy approach H4 sets out factors which the City Council will take into account when assessing the suitability of proposals on windfall schemes.

Distribution of Housing

Policy Approach H 3

Housing Distribution

New housing will be predominantly in the North, East and City Centre, these areas falling within the Regional Centre and Inner Areas of Manchester. Based on RSS MCR2 and the 2009 SHLAA, the distribution of housing provision across the Manchester will be as set out below.

North Manchester

North Manchester falls partly within the Regional Centre where it is adjacent to the City Centre, with the remaining areas within the Inner Areas. Over the lifetime of the Core Strategy 19% of residential development will be accommodated in this area. Housing proposals should help to diversify the existing housing stock in mono-tenure areas, particularly to provide family housing, i.e. units with three and more than three bedrooms.
High density residential development will be appropriate in the following locations:-

- Within or adjacent to the parts of North Manchester that fall within the Regional Centre (Strangeways area) as shown on the map in Chapter 6
- Within Cheetham Hill and Harpurhey district centres as part of mixed-use schemes
- Along public transport routes

**East Manchester**

A significant part of East Manchester is within the Regional Centre as shown on Map 7.1, with the remaining areas within the Inner Areas. Over the lifetime of the Core Strategy 32% of residential development will be accommodated in this area. Housing proposals should help to diversify the existing housing stock in mono-tenure areas, particularly to provide family housing i.e. units with three and more than three bedrooms.

High density residential development will be appropriate in the following locations:-

- Within the parts of East Manchester that fall within the Regional Centre which are adjacent to the City Centre. These neighbourhoods include Ancoats, New Islington, Holt Town and Chancellor's Place
- To the west of Alan Turing Way, in locations where an element of high density residential development can contribute to more sustainable communities by offering a range of housing types alongside family housing. High density residential should be well served by public transport, particularly proposed Metrolink stops.
- Within Sportcity, Newton Heath, Openshaw and Gorton district centres as part of mixed-use schemes

**City Centre**

The whole of the City Centre falls within the Regional Centre and will accommodate 28% of residential development over the lifetime of the Core Strategy. High density development is appropriate in the City Centre and will be considered on a site by site basis taking into consideration other economic and service functions.

**Central Manchester**

The majority of Central Manchester is within the Inner Areas with small parts of Hulme within the Regional Centre. Central Manchester will accommodate 13% of residential development over the lifetime of the Core Strategy. Housing proposals should help to diversify the existing housing stock in mono-tenure areas, particularly to provide family housing, i.e. units with three and more than three bedrooms.

High density residential development will be appropriate in the following locations:-
Within or adjacent to the parts of Central Manchester (parts of Hulme and adjacent to the Higher Education Precinct) that fall within the Regional Centre as shown on the map in Chapter 7.

Within Hulme, Longsight and Rusholme district centres as part of mixed-use schemes.

**South Manchester**

All of South Manchester falls outside the Inner Areas with the exception of Levenshulme. Due to the lack of land available for new residential development South Manchester will only accommodate 5% of new residential development over the lifetime of the Core Strategy.

High density development in South Manchester will only be appropriate within the district centres of Chorlton, Didsbury, Fallowfield, Levenshulme, and Withington, as part of mixed-use schemes. Outside the district centres priority will be given to family housing and provision that meets the needs of elderly people or adds to the stock of affordable housing.

**Wythenshawe**

Wythenshawe will accommodate only 3% of new residential development over the lifetime of the Core Strategy, due to the nature of the area. New high density development in Wythenshawe will be encouraged where it offers an expanded range of choice for first time buyers or releases family housing which is currently under-occupied, as well as within the district centres of Northenden, Baguley and Wythenshawe. The priority is mainly for one and two bed units adjacent to Wythenshawe Centre or upon small infill sites.

**11.9** New housing will be predominantly in the North, East and City Centre. The proportionate distribution of new housing is dependant on:-

- The number of available sites identified as potential housing sites in the SHLAA;
- A requirement for new larger family housing to diversify the mix of housing to meet the needs of those people wishing to move to, or within, Manchester;
- The replacement of redundant housing stock;
- The availability of, or potential for, adequate infrastructure

**11.10** The distribution of available housing sites is in accordance with the Regional Spatial Strategy's policy MCR 2 which gives priority to residential schemes in the Regional Centre and the Inner Areas. The SHLAA capacity sites combined with extant planning permissions and sites under construction show that 53% of new residential development between 2009-2027 is likely to come forward within the Regional Centre, 40% in the Inner Areas and 7% outside of these.
11.11 High density developments (over 75 units per hectare) are appropriate in both the City Centre and the wider Regional Centre given the accessible location. Within the City Centre there will be a presumption towards high density housing development, reflecting the high land values, within mixed-use schemes which contribute to regeneration initiatives or niche housing markets by providing sustainable, well designed accommodation which meets the needs of workers moving to Manchester to take up employment opportunities in growth sectors.

11.12 Within the Inner Areas in North and East Manchester densities will be lower but generally over 50 units per hectare. The type, size and tenure of the housing mix will be assessed on a site by site basis and be influenced by local housing need and economic viability.

11.13 In Central and South Manchester the emphasis will be on increasing the availability of family housing therefore densities will be below this. Priorities in Central Manchester are to diversify housing stock in mono-tenure areas by increasing the availability of family housing, preserving and improving the quality of the existing housing stock and the management of areas where HMOs predominate. South Manchester will accommodate a smaller amount of development due to the shortage of available land. New housing will consist of high value developments which will help to sustain and promote wider economic growth within the regional centre, or affordable homes; and will meet the need for family housing, first time buyers or newly forming households. Wythenshawe has a predominance of family housing with a shortage of housing for single people and young families. New housing, therefore, will comprise mainly one and two bedroom units for newly forming households adjacent to Wythenshawe Centre and upon small infill sites. This will help to release family housing, currently under occupied, but which is in high demand across Manchester.

Windfall Sites

Policy Approach H 4

Windfall Sites

It is expected that windfall sites, which are not identified in the SHLAA, will come forward throughout the plan period, particularly in the later years when the identified sites are no longer available. It is important that delivery of these sites supports the spatial objectives of the Core Strategy. Therefore, as well as taking on board the considerations for identifying sites set out in national and regional guidance, the City Council will consider the following when assessing the suitability of proposals on windfall sites:-

- Does the site reflect the spatial distribution set out in Approach H3, which supports growth in the Regional Centre and Inner Areas, taking account of the availability of developable sites in these areas?
Is there sufficient physical, social and green infrastructure to support the proposed development, or could any deficiencies be addressed through developer contributions?

Does the proposal contribute to the design principles promoted throughout Manchester's Local Development Framework?

11.14 Sites for the development of new dwellings will be approved in accordance with sustainable development principles, in conformity with PPS1 and PPS3.

11.15 The Council is committed to the development of new housing which meets the current Code for Sustainable Homes requirements; in locations which promote the efficient use of resources, support regeneration and local services and encourage economic growth. This will enable the Council to offset the effects of economic growth by reducing carbon emissions from new development and transport.

11.16 Climate change predictions suggest that the risk of flooding is likely to increase within parts of the City over the next century. It is vital therefore that new development is properly protected and incorporates drainage and other measures to reduce its impact upon the local ecosystem.

11.17 There is a shortage of housing for elderly and disabled people. The number of elderly people is growing and there is likely to be a disproportionate increase in the number of disabled people as the population becomes older. To meet this need, additional housing is necessary, which is or can be adapted. All new dwellings must be of sufficient design quality and size to provide satisfactory levels of privacy for existing households.

Affordable Housing

Policy Approach H 5

Affordable Housing

The following requirements for affordable housing, or an equivalent financial contribution, will apply to all residential developments on sites of 0.3 Hectares and above or where 15 or more units are proposed:

1. New development will contribute to the City-wide target for 20% of new housing provision to be affordable. Developers are expected to use the 20% target as a starting point for calculating affordable housing provision. It is envisaged that 5% of new housing provision will be social rented and 15% will be intermediate housing, delivering affordable home ownership options.

2. The proportion of affordable housing units will reflect the type and size of the development as a whole.
3. Affordable housing units will be indistinguishable from other development on the site.

4. A lower proportion of affordable housing, a variation in the proportions of socially rented and intermediate housing, or a lower commuted sum, may be permitted where either a financial viability assessment is conducted and demonstrates that it is viable to deliver only a proportion of the affordable housing target of 20%; or where material considerations indicate that intermediate or social rented housing would be inappropriate. In the latter case, such circumstances could include:

- There is a very high level of affordable housing in the immediate area;
- There is either a high proportion of social rented (35%) or low house prices in the immediate area compared to average incomes;
- Affordable housing would be prejudicial to the diversification of the existing housing mix;
- The inclusion of affordable housing would prejudice the achievement of other important planning or regeneration objectives which are included within existing Strategic Regeneration Frameworks, planning frameworks or other Council approved programmes;
- It would financially undermine significant development proposals critical to economic growth within the City;
- The financial impact of the provision of affordable housing, combined with other planning obligations would affect scheme viability.

5. The Council will also consider the provision of affordable housing which is delivered by taking advantage of other equity based products in addition to those options identified in PPS3.

11.18 The City wishes to diversify its housing offer through a policy framework which supports economic growth and the outcomes expressed within the Community Strategy, in particular the target of creating a more balanced housing market by increasing levels of owner occupation from 46% to 60% by 2015. The Council is examining opportunities for lower paid and lower skilled residents to access home ownership and share in the long term growth of the City.

11.19 Manchester’s economy grew rapidly to 2007. It stimulated housing demand, and meant that a positive response is required to increase the ability of residents to find affordable routes to housing. In 2002, over 50% of homes sold in Manchester were affordable to households upon average income, but by 2006, this had fallen to 23%. In the second quarter of 2009 affordability remains a problem despite house price falls. It is now necessary to save a minimum 10% deposit
to purchase a house to ensure repayments are made at sustainable levels. Choices for households on average income are limited to Bradford, Gorton North and South, Harpurhey, Longsight, Miles Platting and Moss Side (ix).

11.20 Most financial institutions now require a substantial deposit and have increased the level of household income relative to price necessary to take out a mortgage. Throughout this period, the supply of social housing has also fallen sharply. The Housing Needs Assessment identified a need for 1,375 new affordable homes annually, 716 for rent and 659 intermediate units. A proportion of these affordable housing units can be delivered as part of new housing developments by ensuring the housing mix includes different sizes, types and tenures to produce a better balance of housing supply in the City.

11.21 The Access to Affordable Housing Strategy (2007) identified the need for 20% affordable housing provision based upon evidence gathered as part of the Housing Needs Assessment and moderated to take account of local land prices and Manchester’s housing market. Consideration was also given to local incomes and access to mortgage finance, and a viability study has been undertaken which confirmed the viability of the 20% affordable housing targets across Manchester. The Council will monitor progress on this initial affordable housing target and appraise delivery to ensure that housing needs are being addressed effectively. Delivery mechanisms will be reviewed as part of future Development Plan Documents or Supplementary Planning Documents. The Council wishes to maintain a flexible approach to the delivery of housing generally and affordable housing in particular by reflecting changes to market conditions and by taking advantage of the development of new equity based products.

11.22 Planning Policy Statement 3 defines affordable housing as set out below:-

"Affordable housing includes social rented and intermediate housing, provided to specific eligible households whose needs are not met by the market. Affordable housing should:
- Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices.
- Include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision."

Social rented housing is defined as:-

"Rented housing owned and managed by local authorities and registered social landlords, for which guideline rents are determined through the national rent regime. The proposals set out in the Three Year Review of Rent Restructuring (July 2004) were implemented as policy in April 2006. It may also include rented housing owned or managed by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Housing Corporation as a condition of grant."

ix Joint Housing Market Monitor - September 2009
Intermediate affordable housing is defined as:-

"Housing at prices and rents above those of social rent, but below market price or rents, and which meet the criteria set out above. These can include shared equity products (e.g. HomeBuy), other low cost homes for sale and intermediate rent."

The definition does not exclude homes provided by private sector bodies or provided without grant funding. Where such homes meet the definition above, they may be considered, for planning purposes, as affordable housing. Whereas those homes that do not meet the definition, for example, 'low cost market' housing, may not be considered, for planning purposes, as affordable housing.

Student Accommodation

11.23 It is recognised that the universities and their students make an important contribution to the economy of the City. In order to maintain a balanced population mix in Fallowfield and Withington which includes families the Council wishes to discourage further encroachment of student lets in this area so as to retain family housing and sustain the services and facilities associated with family housing.

Policy Approach H 6

Student Accommodation

[Note - If the Regulations change regarding the definition of a HMO and planning permission becomes necessary to let a C3 dwelling to a group of students the Council will re-consider the approach to student accommodation policies in the Core Strategy.]

The provision of new purpose built student accommodation will need to satisfy the following criteria:-

1. Sites should be easily accessible to the University campus by walking, cycling and public transport.
2. High density developments should be sited in locations where this is compatible with existing developments and where retail facilities are within walking distance. Proposals should not lead to an increase in on-street parking in the surrounding area.
3. Proposals should contribute to providing a mix of uses and support district and local centres, in line with relevant Strategic Regeneration Frameworks, local plans and other masterplans; and by closely integrating with existing neighbourhoods to contribute in a positive way to their vibrancy without increasing pressure on existing neighbourhood services to the detriment of existing residents.
4. Proposals should be designed to be safe and secure for their users, and avoid causing an increase in crime in the surrounding area. Consideration needs to be given to how
proposed developments could assist in improving the safety of the surrounding area in terms of increased informal surveillance or other measures to contribute to crime prevention.

5. Consideration should be given to the design and layout of the student accommodation and siting of individual uses within the overall development in relation to adjacent neighbouring uses. The aim is to ensure that there is no unacceptable effect on residential amenity in the surrounding area through increased noise, disturbance or impact on the streetscene either from the proposed development itself or when combined with existing accommodation.

6. Consideration should be given to provision and management of waste disposal facilities within the development at an early stage.

7. The developer will be required to demonstrate that there is a need for additional student accommodation in terms of waiting lists for existing places.

Gypsies and Travellers and Travelling Showpeople

11.24 The Core Strategy approach to Gypsies and Travellers and Travelling Showpeople is explained in the following policies, which include criteria against which proposals for new sites can be assessed. The Council is also producing a Site Specific Allocations DPD, which will identify specific sites, as required, to meet the need indicated in RSS.

Policy Approach H 7

Accommodation for Gypsies and Travellers

The following criteria will be used to assess the suitability of new sites to meet the needs of Gypsies and Travellers to 2016:

- Any new site must be large enough to provide for adequate parking, ancillary buildings or storage space, play and residential amenities and space for business activities and contain suitable water, drainage, rubbish and waste disposal facilities, electricity and where appropriate other utilities.
- Any new site should be in or near to existing settlements with access to local services including shops, GP and other health services, schools, and other local facilities.
- The site should allow for safe and convenient vehicular, and pedestrian access, including for those vehicles necessary for the conduct of business activities.
- The potential impact of noise and other disturbance to neighbours from the movement of vehicles to and from the site, and on-site business activities should be taken into account when identifying a location or designing the site. The impact of projected vehicle movements will be assessed on a site by site basis.
- Any new site should be designed to give privacy to both its residents and neighbours.
The location of sites upon flood plains or in areas at high risk of flooding will not be permitted. Sites will be designed in accordance with the latest advice from CLG or equivalent body, the Guide to Development in Manchester and Design for Access 2.

11.25 Gypsies and Travellers are protected from discrimination by the Race Relations Act 1976 and the Human Rights Act 1998. The Race Relations (Amendment) Act 2000 places a duty on public authorities, to promote race equality for all racial groups including those in respect of homelessness under Part VII of the Housing Act 1996. Gypsies and Travellers, since the repeal of the Housing Act 1994 have found it increasingly difficult to find appropriate sites to live.

11.26 The RSS Partial Review has identified the need for an additional 50 permanent and 10 transitory pitches to 2016 in Manchester. From 2016-2021, pitch numbers will increase by a further 3% annually. These figures were derived from research commissioned by AGMA to quantify the accommodation needs of Gypsies and Travellers as part of Manchester’s Housing Needs Assessment. The Council believes that by making additional provision for permanent sites, this will not only provide a more stable environment in which educational attainment can be improved and at the same time enable Gypsies and Travellers better access to health facilities, but also take positive action to reduce the problems associated with unauthorised encampments including antisocial behaviour and neighbour nuisance. There is also a need for transitory sites to enable Gypsies and Travellers to move around the country and stop in safety on a site which is authorised with suitable amenities and does not cause a nuisance to neighbours. Each site will be designed in accordance with CLG approved guidance, taking into account local needs, and include full consultation with both Gypsies and Travellers and the local community.

Policy Approach H 8

Accommodation for Travelling Showpeople

The following criteria will be used to assess the suitability of new sites to meet the needs of Travelling Show people to 2016:

- Any new site must be large enough to provide for adequate parking, ancillary buildings or storage space, play and residential amenities and space for business activities and contain suitable water, drainage, rubbish and waste disposal facilities, electricity and where appropriate other utilities.
- Any new site should be in or near to existing settlements with access to local services including shops, GP and other health services, schools, and other local facilities.
- The site should allow for safe and convenient vehicular, and pedestrian access, including for those vehicles necessary for the conduct of business activities.
The potential impact of noise and other disturbance to neighbours from the movement of vehicles to and from the site, and on-site business activities should be taken into account when identifying a location or designing the site. The impact of projected vehicle movements will be assessed on a site by site basis.

- Any new site should be designed to give privacy to both its residents and neighbours.
- The location of sites upon flood plains or in areas at high risk of flooding will not be permitted.
- Sites will be designed in accordance with the latest advice from CLG or equivalent body, the Guide to Development in Manchester and Design for Access 2.

Showpeople, since the repeal of the Housing Act 1994, have found it increasingly difficult to find appropriate sites to live. The RSS Partial Review has identified the need for an additional 20 permanent pitches in Manchester to 2016. From 2016-2021, pitch numbers will increase by a further 3% annually. These figures were derived from research commissioned by AGMA to quantify the accommodation needs of Showpeople as part of Manchester’s Housing Needs Assessment. The Council believes that by making additional provision for permanent sites, this will not only provide a more stable environment in which educational attainment can be improved and at the same time enable Showpeople better access to health facilities, but also take positive action to reduce the problems associated with unauthorised camps including antisocial behaviour and neighbour nuisance.

Each site will be designed in accordance with current CLG Guidance, taking into account local need, and include full consultation with both Showpeople and the local community.

**Strategic Housing Sites**

**Policy Approach H 9**

**Policy Approach to Strategic Housing Sites**

The following sites will be safeguarded for residential development within the lifetime of the Core Strategy:

North Manchester

1. Blackley Village
2. Booth Hall Hospital
3. Moston /Harpurhey
4. East of Rochdale Road
5. Collyhurst
6. Lower Irk Valley
East Manchester

7. Newton Heath
8. Miles Platting
9. Holt Town
10. Lower Medlock Valley
11. Chancellor's Place
12. West Gorton

Central Manchester

13. Brunswick
14. Coverdale

The sites above will need to be safeguarded because of the significant contribution that they will make towards meeting the requirements for new residential development in Manchester over the lifetime of the Core Strategy. These sites are in locations which underpin Core Strategy policies to deliver a more diverse and higher value residential offer in particular for families in Manchester’s Inner Areas. Their development will help to meet regeneration objectives and create sustainable communities by delivering increased housing numbers to underpin local services and facilities. Development of these sites will involve demolition, remodelling and relocation as necessary of houses and other uses currently on site, informed by masterplans and within the context of comprehensive area-based regeneration. Mixed use development which enhances redevelopment proposals will be supported where appropriate.

1. Blackley Village

<table>
<thead>
<tr>
<th>Summary</th>
<th>Relocation of existing school to provide site for residential development</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of net additional units over the lifetime of the Core Strategy</td>
<td>188</td>
</tr>
<tr>
<td>Current status</td>
<td>Development Brief</td>
</tr>
<tr>
<td>Constraints/Potential interventions required</td>
<td>- Contamination</td>
</tr>
</tbody>
</table>

2. Booth Hall Hospital
<table>
<thead>
<tr>
<th>Summary</th>
<th>Development of former hospital site which is currently owned by the Health Trust but potentially to be purchased by the Council</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of net additional units over the lifetime of the Core Strategy</td>
<td>300</td>
</tr>
<tr>
<td>Current status</td>
<td>Masterplanning to be carried out to guide development</td>
</tr>
</tbody>
</table>
| Constraints/Potential interventions required | - Remediation  
- The need to retain some existing buildings |

3. Moston/Harpurhey

<table>
<thead>
<tr>
<th>Summary</th>
<th>A series of vacant, cleared land plots under Council ownership in a priority regeneration area of North Manchester.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of net additional units over the lifetime of the Core Strategy</td>
<td>600</td>
</tr>
<tr>
<td>Current status</td>
<td>Masterplan and developer competition undertaken</td>
</tr>
</tbody>
</table>
| Constraints/Potential interventions required | - Green infrastructure  
- Public realm  
- Flood risk assessment  
- Site investigations/remediation |

4. East of Rochdale Road

<p>| Summary | Redevelopment of a social housing area mainly under Council ownership, leading to a large net increase in stock. |</p>
<table>
<thead>
<tr>
<th>Number of net additional units over the lifetime of the Core Strategy</th>
<th>800 units</th>
</tr>
</thead>
<tbody>
<tr>
<td>Current status</td>
<td>Initial appraisal work undertaken</td>
</tr>
</tbody>
</table>
| Constraints/Potential interventions required                  | - Green infrastructure  
                                           | - Flood risk assessment  
                                           | - Utilities infrastructure |

5. Collyhurst

<table>
<thead>
<tr>
<th>Summary</th>
<th>Major PFI scheme to redevelop a large post war social housing estate which has failed in one the UK’s most deprived areas</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of net additional units over the lifetime of the Core Strategy</td>
<td>1,300</td>
</tr>
<tr>
<td>Current status over the lifetime of the Core Strategy</td>
<td>Approved PFI Business Plan</td>
</tr>
</tbody>
</table>
| Constraints/Potential interventions required | - Acquisitions  
                                           | - Public realm  
                                           | - Green infrastructure  
                                           | - Site investigations/remediation  
                                           | - Flood risk assessment |

6. Lower Irk Valley

<table>
<thead>
<tr>
<th>Summary</th>
<th>Series of sites, some of which already have planning permission, in the Irk Valley.</th>
</tr>
</thead>
</table>
### 7. Newton Heath

**Summary**

Development of former industrial, contaminated site linked to wider redevelopment of the district centre

| Number of net additional units over the lifetime of the Core Strategy | 190 |
| Current status | City Council ownership, planning application expected 2009/10 |
| Constraints/Potential interventions required | - Access/Highways  
- Remediation  
- Drainage |

### 8. Miles Platting

**Summary**

Refurbishment and redevelopment to include commercial and community facilities as well as residential.
| Number of net additional units over the lifetime of the Core Strategy | 1,440 |
| Current status | PFI Agreement signed and outline planning permission given in September 2006. Full planning permission given in November 2006 for part of redevelopment. |
| Constraints/Potential interventions required | - Remediation |
| | - Potential canal seepage |

9. Holt Town

| Summary | Major transformational scheme, involving redevelopment of industrial land into an urban quarter close to the City Centre to comprise a range of uses in addition to residential. |
| Number of net additional units over the lifetime of the Core Strategy | 4,348 |
| Current status | Masterplan developed and has outline planning permission |
| Constraints/Potential interventions required | - Remediation |
| | - Utilities infrastructure |
| | - Removal of gasometer |

10. Lower Medlock Valley

<p>| Summary | Proposals for phased, energy efficient and new quality development linked to new retail, health and leisure facilities. |
| Number of net additional units over the lifetime of the Core Strategy | 800 |</p>
<table>
<thead>
<tr>
<th>Current status</th>
<th>Outline planning application submitted</th>
</tr>
</thead>
</table>
| Constraints/Potential interventions required | - Remediation  
- Flood risk assessment  
- Access/traffic |

11. Chancellor's Place

<table>
<thead>
<tr>
<th>Summary</th>
<th>Major mixed use development including residential, hotel, offices, food and drink, healthcare, retail and community uses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of net additional units over the lifetime of the Core Strategy</td>
<td>1,852</td>
</tr>
<tr>
<td>Current status</td>
<td>Outline planning application submitted.</td>
</tr>
</tbody>
</table>
| Constraints/Potential interventions required | - Site investigations/remediation  
- Utilities infrastructure  
- Site assembly |

12. West Gorton

<table>
<thead>
<tr>
<th>Summary</th>
<th>Masterplan for a former industrial, commercial and residential area mainly in Council ownership</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of net additional units over the lifetime of the Core Strategy</td>
<td>1,100</td>
</tr>
<tr>
<td>Current Status</td>
<td>Approved Masterplan</td>
</tr>
</tbody>
</table>
| Constraints/Potential interventions required | - Site investigations/remediation  
- Flood risk assessment |
### 13. Brunswick

<table>
<thead>
<tr>
<th>Summary</th>
<th>PFI scheme to deliver remodelling of the Brunswick estate, focusing on areas of Council ownership in particular.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of net additional units over the lifetime of the Core Strategy</td>
<td>350.</td>
</tr>
<tr>
<td>Current status</td>
<td>Approved PFI Business Plan</td>
</tr>
</tbody>
</table>
| Constraints/Potential interventions required | - Acquisitions  
- Public realm  
- Utilities infrastructure |

### 14. Coverdale

<table>
<thead>
<tr>
<th>Summary</th>
<th>Development of various sites and improved facilities to deliver regeneration objectives in the south east of the city.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of net additional units over the lifetime of the Core Strategy</td>
<td>400</td>
</tr>
<tr>
<td>Current status</td>
<td>Initial feasibility work undertaken</td>
</tr>
</tbody>
</table>
| Constraints/Potential interventions required | - Detailed masterplanning  
- Utilities infrastructure  
- Acquisitions  
- Site investigations |
Picture 11.1 Strategic Housing Site 1 - Blackley Village
Picture 11.2 Strategic Housing Site 2 - Booth Hall Hospital
Picture 11.3 Strategic Housing Site 3 - Moston / Harpurhey
Picture 11.4 Strategic Housing Site 4 - Rochdale Road
Picture 11.5 Strategic Housing Site 5 - Collyhurst
Picture 11.6 Strategic Housing Site 6: Lower Irk Valley
Picture 11.7 Strategic Housing Site 7 - Newton Heath
Picture 11.8 Strategic Housing Site 8 - Miles Platting
Picture 11.9 Strategic Housing Site 9 - Holt Town
Picture 11.10 Strategic Housing Site 10 - Lower Medlock Valley
Picture 11.11 Strategic Housing Site 11 - Chancellor’s Place
Picture 11.12 Strategic Housing Site 12 - West Gorton
Picture 11.13 Strategic Housing Site 13 - Coverdale
Picture 11.14 Strategic Housing Site 14 - Brunswick
12 Objective 4 Centres

12.1 S04. Provide a network of high quality centres providing a minimum of essential services and local access to food.

Introduction

12.2 Manchester City Centre and its district centres are places to shop, work, eat, drink, and enjoy leisure activities and increasingly to live. They are also a key economic asset, with the City Centre together with the Regional Centre recognised as the primary economic driver for the City Region. Regional policy recognises that Manchester/Salford together with Liverpool City Centre will continue to function as the North West's primary retail centres.

12.3 Essential to delivering Manchester’s community strategy vision of a successful city that attracts and retains successful people is ensuring that everyone has access to a range of shops, community facilities, services, leisure and culture opportunities, which meet their needs in a sustainable way. Accessible district centres and local centres are important in creating a sense of place and focus and therefore central to creating neighbourhoods of choice.

12.4 The Core Strategy’s role is to set out a proactive strategy for its centres, focused on directing new retail development such that it contributes to delivering the City Vision of thriving accessible centres. A balanced provision of retail and local services will be provided improving existing retail facilities, addressing deficiencies in the retail hierarchy and planning for future growth. The aim is to promote the vitality and viability of the city’s centres, encouraging a wide range of services which allow genuine choice in a good quality environment which is accessible to all.

12.5 Manchester’s Retail Study has identified a need for both food and non-food retailing in the Manchester area up to 2021. The Core Strategy directs future investment to reinforce a strategic network of district centres that complement the successful City Centre to create more inclusive and sustainable shopping patterns. It sets out key strategic policy choices about which centres should be expanded and where a new centre needs to be designated.

Hierarchy

12.6 All Manchester's centres perform a vital role in being the focus for the retail and service activities of the local population. Not every centre can support a broad range of uses and therefore an important policy element of the Core Strategy is to define a centre hierarchy, recognising roles that different centres play within certain areas and where some centres complement each other within their own network.
12.7 Manchester’s current centre hierarchy comprises the City Centre; 16 District Centres; 21 local centres; and five out-of-centre shopping facilities. All 16 district centres, whilst at the same level in the hierarchy, perform a role and function reflecting the needs of their local community. Local centres are important in providing sustainable smaller scale shopping and community facilities to local residents and their continued vitality is important.

12.8 This hierarchy has provided the basis for resisting significant out-of-centre retail development whilst pro-actively supporting developments within existing centres and older existing retail parks. In general terms, the existing district and local centres will continue to be the main focus for retail development and service provision as they are in the most accessible locations and already contain a broad range of facilities.

Policy Approach C 1
Centre Hierarchy

In order to maintain the vitality and viability of its centres, provide services as locally as possible and minimise the need to shop by car Manchester’s retail hierarchy is:-

• Manchester City Centre – forms part of the Regional Centre, is the main comparison shopping destination for the Manchester City Region and has a significant and expanding role as a key tourist destination.

• 17 District Centres – Cheetham Hill, Harpurhey, Gorton, Newton Heath, Openshaw, Sportcity, Hulme, Longsight, Rusholme, Chorlton, Didsbury, Fallowfield, Levenshulme, Withington, Northenden, Wythenshawe and proposed new centre at Baguley These centres will continue to develop roles as key centres providing both local convenience and comparison shopping together with local services.

• 24 Local Centres - these include new designations at Higher Blackley Retail Park, Moston Lane, Harpurhey and Beech Road, Chorlton. Local centres will be supported in their role as focal points for local retailing and leisure activity as well as for community services and facilities.

12.9 Centres are identified on the Key Diagram. Details of boundaries and Primary Shopping Areas will be addressed in the Site Allocations DPD.
District Centres Approach

12.10 Quantitative and Qualitative retail need studies have been carried out as part of LDF preparation. These identified further capacity in the City Centre and some District Centres for further comparison and convenience shopping floorspace up to 2016, while also recognising that many of the existing centres need a programme of environmental improvements.

12.11 The Strategic Housing Land Availability Assessment (SHLAA) and the Employment Land Study has identified opportunities in the district centres to bring forward new development for employment and mixed use housing schemes.

12.12 While all centres in Manchester provide essential retail facilities for residents, larger centres also act as a location for a wide range of public service delivery and ensure that residents can access a range of facilities in one location. Manchester’s larger district centres in particular generate significant employment opportunities. The distribution of both retail and public service provision across Manchester is not uniform, with some areas providing opportunities for further investment. Some centres have a larger proportion of independent retailers and their contribution to the character, viability and vitality of the centre is recognised and supported.

12.13 Manchester City Centre is dealt with in the Economy and City Centre section of the Core Strategy.

Policy Approach C 2

District Centres

New retail development should reflect the established centre hierarchy, ensuring that people have good access to shopping, leisure and community facilities which meet their day to day needs.

North Manchester - Cheetham Hill and Harpurhey

There is limited capacity for growth in both food and non food retail in the north area of the City following the opening of a large new foodstore in Cheetham Hill. Any more significant increases in food provision will be directed towards Harpurhey recognising the character of Cheetham Hill and the greater opportunities within Harpurhey. It is a priority to improve the quality of the shopping environment in both centres through a programme of environmental improvements, to ensure that both centres meet the needs of local people. There are opportunities to introduce some new housing into both centres with relatively small scale employment sites also identified in Harpurhey.

East Manchester - Gorton, Newton Heath, Openshaw and Sportcity
A recently opened superstore in Gorton and a recently approved large mixed use retail led approval in Openshaw mean there is limited capacity in the area for further food and non food retailing in East Manchester. Sportcity is a modern popular centre which will be supported by further housing, economic and sports/cultural led development adjacent to the centre. Newton Heath is a large more traditional but underperforming centre offering significant opportunities for new housing and smaller scale employment sites. Gorton, Newton Heath and Openshaw centres need further investment and environmental improvements to strengthen their sense of place and give a clearer sense of definition.

Central Manchester - Hulme, Longsight and Rusholme

The traditional linear centres of Longsight and Rusholme set out along key radial routes are complemented by a modern centre at Hulme. There is some further capacity for additional food and non food retail in the area. Rusholme lacks a large key anchor food store and identified capacity will be directed to Rusholme district centre. This will help meet needs of local residents and offer greater choice. It will be important to protect the centre’s local character and its key role through new development. However opportunities are limited given the constrained nature of Rusholme district centre. The improvement to the quality of the environment in Rusholme and Longsight is a priority to help retain and attract shoppers and visitors to the centres.

South Manchester - Chorlton, Didsbury, Fallowfield, Withington and Levenshulme

South Manchester's centres are all located in highly accessible locations, adjacent to key transport corridors. Across the area there is capacity for both further food and non food retailing floorspace. Chorlton centre has a strong independent retailing profile and this is a strong focus for its overall retailing and service offer. However a significant number of its local residents are shopping outside Chorlton. Identified capacity will be directed to Chorlton centre to support more sustainable shopping patterns. Other centres in South Manchester are more physically constrained but further expansion retailing and other services will be supported, appropriate in scale to the role and function of the centre, that enhance the existing character of these centres. New housing and employment sites have been identified in Chorlton with other centres again offering more limited opportunities. A priority for all centres will be further environmental improvements to the shopping environment.

Wythenshawe - Baguley, Northenden and Wythenshawe Town Centre

Across the Wythenshawe area these three centres have very different characters with Northenden offering a traditional village shopping environment and Wythenshawe a post war planned civic centre while Baguley is a modern centre anchored by a large foodstore and non food retailing concentrated in the adjacent Brookway Retail Park.
There has been some identified capacity for further food and non food retailing and the priority will be to direct this towards Wythenshawe, which will benefit from significant investment in food provision to increase the attractiveness of the centre, retain spending in the area, offer local residents greater choice and address design issues. In Northenden priorities will be to expand the main food provision and including through the consolidation of the centre boundary, focus benefits of investment in further developing its village character. Baguley would benefit from design improvements focused alongside an increase in capacity that can meet local needs and improve the quality of the shopping environment. Regeneration of Wythenshawe will incorporate high density housing and replacement of outmoded office space. While Northenden offers more limited opportunities to introduce high density housing immediately adjacent to the centre, a key issue for Baguley will be to develop its service provision. Wythenshawe centre serves as hub for delivery of services to its community and further opportunities will be taken to develop this role.

12.14 Both Cheetham Hill and Harpurhey predominantly serve residents in the north of the city. Both the North Manchester Strategic Framework (SRF) and the Quantitative Retail Study highlight issues around improving the shopping environment in both centres. Cheetham Hill is a large centre that straddles the boundary with Salford. Following the recent opening of a large foodstore in the centre of Cheetham Hill, the priority is to invest in a programme of environmental improvements elsewhere in the centre, to ensure that it is able to meet the needs of local people. The opening of this store has absorbed all the identified capacity in the north area of the City identified in the Quantitative Retail Study. In recent years an out of centre retail park has become established for non food goods at Queens Road and this will continue to draw trade over a wide catchment area. Recent investment has enhanced Harpurhey providing new market, shops and a new leisure centre. It is a large centre and has sites that have been identified in both the SHLAA and Employment Land Study as having potential for further employment and housing.

12.15 In close proximity to Harpurhey centre is a long parade of shops on Moston Lane. Their popularity and role in serving local residents with their day to day shopping needs is recognised in the Core Strategy by its designation as a local centre.

12.16 The East Manchester SRF has prioritised building on recent investments in Gorton to provide physical improvements to enhance the centre environment and ensure there are strong linkages between the new superstore and the traditional high street. Both Gorton and Openshaw were identified in the Quantitative Retail Study as not meeting local residents main food shopping needs. The recently opened superstore in Gorton and large mixed used scheme approved in Openshaw will meet these needs and provide more sustainable shopping patterns across the area. The Sportcity area has been the largest and most significant development in East Manchester. Both the Quantitative and Qualitative Retail Studies recognise that Sportcity is a successful and strong centre. The SRF encourages the delivering an appropriate mix of commercial, entertainment, ancillary retail and residential uses to reinforce the district centre. Newton Heath centre has suffered in recent years from a lack of investment and is disjointed
with a relatively high level of vacant units in the centre. Old Church Street will be a focus for physical enhancement and new retail offer to meet the needs of the community. Both the SHLAA and Employment Land study identify sites within the centre to support higher density mixed development which will improve the functioning of the high street.

12.17 Central Manchester SRF prioritises the need for environmental improvements to the public realm to both Rusholme and Longsight centres. Both centres suffer from problems related to through traffic and parking problems. The Qualitative study has identified some additional capacity for further food retailing in the area and this will be directed towards Rusholme to meet local residents' main food shopping needs.

12.18 Within South Manchester, the five district centres of Chorlton, Didsbury, Fallowfield, Levenshulme and Withington provide a wide range of community and local facilities. The Quantitative Retail study has identified some further capacity in the area for additional food and non food retailing. Opportunities to provide sites to accommodate this additional retail floorspace will be limited by the constrained nature of some of the centres.

12.19 Chorlton is the largest shopping centre in Manchester outside of the City Centre. Chorlton is highly accessible by public transport which will be further enhanced by the Metrolink extension. It performs well and operates at a higher level than other centres in Manchester, though the centre has more limited civic and community provision.

12.20 Didsbury, serving the south of the area, is a strong centre with a focus on leisure orientated shopping and restaurants and bars associated with the evening economy. It has a good quality environment. Some capacity has been identified but it is a compact centre with little opportunity to expand. The centre does not provide a broad range of public service facilities and this could be improved through further development of facilities.

12.21 Fallowfield is a strongly performing district centre dominated by a key anchor large food store. Significant trade is associated with the student population and a strong evening economy. There is a large resident population living within the centre and immediately adjacent to the centre but currently there is limited civic and community provision.

12.22 Levenshulme is a large elongated centre. While it lacks an anchor large foostore, it has a good independent retail offer that attracts significant numbers of visitors to the centre. Relatively modest identified capacity for further food retailing would strengthen the centre and create a stronger retail offer. The quality of the townscape in the centre is in need of some further investment.

12.23 Withington is a compact centre which underperforms in terms of retail offer but has a broader range of service and leisure facilities. Many residents are using other centres outside Withington, with it's main role for many being for 'top up' shopping. Its compact size also limits further employment and housing opportunities. Withington will remain a small scale centre due
to its constrained boundary but within the centre opportunities exist for high quality new build development of appropriate scale and further development of its evening economy and delivering environmental improvements.

12.24 Within the Wilmslow Road corridor, Fallowfield provides the main food retail location with its large superstore. Withington provides a more limited retail function while Rusholme provides a significant evening economy. The Core Strategy recognises that these centres work as a network of centres.

12.25 Wythenshawe in the southernmost part of the City, has two established district centres in Northenden and Wythenshawe. The superstore at Baguley and adjacent non food offer at Brookway Retail Park operates as a significant retail location. Wythenshawe is a large centre but the many of its residents are shopping elsewhere, both in Manchester and in other surrounding centres. There are opportunities within the existing centre to provide a further large foodstore. Baguley has been functioning as a significant retailing destination for a number of years. Particularly in terms of food retail, it has offered the most sustainable shopping location for surrounding communities. Furthermore, as part of the Council's Building Schools for the Future programme the range of services available in this location will be expanded to include healthcare and Council services. Its designation as a district centre recognises its current role and these future plans, and provides a policy context within which new development to meet increased local capacity can come forward. Northenden currently lacks a large foodstore and further regeneration of the centre could bring forward an enhanced food offer.

12.26 The proposed Metrolink extension to Manchester Airport will greatly improve the accessibility and profile of Wythenshawe centre, strengthening connections to Manchester Airport and support more sustainable shopping patterns in the area.

12.27 For all district centres in Manchester development proposals will need to be proportionate to the defined role and function of that centre and meet the tests set out in national policy guidance (PPS4/PPS6). In defining the characteristics of district centres, PPS 6 indicates a degree of variation in what might be reasonably expected within such centres and allows scope for additional investment, subject to the justification required in terms of need and impact when proposals come forward.
Viability and Vitality

Policy Approach C 3

Viability and Vitality

Development in district centres will contribute to the vitality and viability of these locations. Developments which would excessively alter the role of centres will not be supported. In particular, the Council will ensure that retail remains the principle use in the identified Primary Shopping Areas, and that opportunities for commercial and service uses are preserved elsewhere in district centres.

Any proposals for development which could threaten the Council’s objective of having high quality centres which provide good access to food and services will not be supported.

New development should ensure improvements to the quality of the centre environment.

12.28 The district centres in Manchester should continue to incorporate a range of uses to ensure that they can meet the needs of Manchester's diverse population. This includes shopping as a primary use, but will also include food and drink, leisure, services and other commercial uses. The right balance of such uses can contribute to a vibrant centre which is a focus for the local community throughout the day.

12.29 However, the successful future of district centres will depend on a strong shopping role, and the Council is mindful that an excess of alternative uses in its centres can undermine this role both through the loss of retail units and the character of the uses that replace them. With that in mind, the Council will ensure that the right balance is achieved across its centres to meet local needs. The approach should be specific to each centre, but the guiding principle will be the need to ensure that all members of the community can access important centre functions, particularly in terms of food shopping and services.

Out of centre retailing

Policy Approach C 4

Out of centre retailing

12.30 Proposals to enhance the shopping environment including improvements to its servicing and functioning and also reduce the impact of the retail operations on the amenities of residents of neighbouring residential properties, will be supported.
12.31 Manchester has 5 main out of centre retail locations at Higher Blackley Retail Park, Manchester Fort, Central Retail Park, Kingsway Burnage and Parrswood East Didsbury. Some of these locations currently provide a more dated shopping environment and cause nuisance for neighbouring residents. Opportunities will be taken through refurbishment and replacement to improve the retail environment and reduce the impact on neighbouring residents.

13 Objective 5 Transport

13.1 SO5. Improve the physical connectivity of the city to enhance its functioning and competitiveness and provide access to jobs, education, services, retail, green infrastructure, leisure and recreation.

Introduction

13.2 In line with its economic history, transport has been central to the City’s growth. Manchester has been at the heart of regional, national and international transport innovation, developed over a long period of time starting with the canals and continuing through to the introduction of a highly successful light rail network. As well as good connections to other areas of the country and beyond, Manchester has a well-established local network of train, bus and tram services that, whilst still requiring additional capacity and reliability improvement, do provide good access to major facilities, services and areas of employment. Global connectivity via Manchester Airport has also grown with the Airport the most important in the UK outside of southeast England.

13.3 The existence of an efficient, comprehensive and sustainable transport system is an essential element in supporting all of the economic, social and environmental objectives set down in Manchester’s Sustainable Community Strategy, which envisages the city as the core of the Manchester City Region and the key economic driver for the north of England; leading growth in dynamic knowledge based sectors of the economy; attracting a growing population drawn by increased opportunities for employment, education, training, sports and leisure and by attractive neighbourhoods with stable communities.

13.4 The Core Strategy Vision, building on that of the Sustainable Community Strategy, also foresees the City as the Regional Centre of the North West, making an increasing contribution to the national economy through its highly skilled, entrepreneurial community, developing knowledge based economy and rising productivity. To successfully fulfil this role as Regional Centre and to be such an important economic driver, a safe and reliable transport system, facilitating ease of movement locally and throughout the City Region and with excellent national and international links is a necessity.
Excellent transport services, facilities and connections are also vital for the City to achieve its wider objectives of attracting a growing, stable population, improving the environment, ensuring good access to employment, education, leisure, retail and cultural opportunities and facilities, fostering community cohesion and a sense of well-being and equality, improving residents’ health, developing tourism and addressing the issue of climate change.

Transport is a key enabler that contributes to achieving all objectives. This fact is reflected in Core Strategy Objective 5

Transport Issues

Transport planning policies at national, regional and local level are mutually supportive and together attempt to address the key issues recognised as being essential to ensuring that all of the country’s transport systems, at all levels, are as efficient and as sustainable as possible. Manchester’s Core Strategy will contribute at the local level to this broad spatial planning framework.

Extensive local, regional and national transport networks serve Manchester, including major interchanges and hubs centred on the City Centre.

The rail network serving Greater Manchester is extensive with 98 stations and three centrally located major interchanges at Victoria, Piccadilly and Oxford Road stations. Piccadilly station serves local, regional and national destinations; Victoria is a major commuter station with potential for significant redevelopment befitting of its strategic City Centre location; Oxford Road is a major commuter station with direct connection to Piccadilly station, serving the City Centre and wider Regional Centre. In addition to these central stations the Ground Transport Interchange at Manchester Airport is an increasingly important facility with over 300 train services using it daily and capacity to accommodate extra rail capacity to deal with forecast growth in passenger numbers.

There are major capacity issues on a number of services into these stations and Network Rail’s North West Route Utilisation Strategy (2007) sets out a number of infrastructure works to alleviate these where possible. Network Rail is to undertake further detailed study to establish by which means the number of trains able to run through Manchester could be increased. This would enable more and faster trains to operate across the North, particularly key services between Liverpool, Manchester, Leeds and Newcastle, faster and more direct services to Manchester Airport, and more freight traffic to connect with northern ports. The City Council will continue to seek solutions to the problem of restricted rail capacity in the city centre - the ‘Manchester Hub’ – to manage passenger growth, improve service reliability and strengthen the City Region’s rail links to the national network and into Europe. Electrification of the Liverpool to Manchester line will cut journey time to just 30 minutes - a saving of 14 minutes. Electric trains are quicker, quieter, more reliable, and cause less pollution. It will reduce the longer term
costs of running the rail network in the north and should also free up some of the diesel trains used by First TransPennine to provide more seats on other services - critically those running to Manchester on overcrowded routes from for example Bolton, Stalybridge and Warrington.

13.11 An extensive bus network covers the city of Manchester, accommodating approximately one third of all Greater Manchester bus mileage. Buses are the most heavily used mode of public transport in Greater Manchester. Bus patronage has increased since 2005. The City Council will encourage modal change away from cars to all forms of public transport. Developing orbital routes is a priority for GMPTA to improve accessibility and address worklessness by connecting residents to training and employment opportunities.

13.12 Metrolink has major interchanges in the City Centre providing cross-city connections between Piccadilly and Victoria railway stations. The success of Metrolink, as with rail services has led to problems of overcrowding particularly at peak times but also when major events are taking place at particular locations on the network including football and cricket matches at Old Trafford. An additional line is planned to facilitate crossing the city centre.

13.13 Manchester Airport, the largest regional airport outside London, serves as a major gateway, connecting the North of England with international destinations. It is forecast that the number of passengers using the airport will increase by up to 45 million by 2030. Planning for the effects of this growth will present challenges for the City, including addressing the demands made by the associated increase in surface transport movements required to travel to and from the airport and the wider environmental impacts of increased traffic.

13.14 Manchester has an extensive road network, which suffers from traffic congestion to an extent similar to that of other equivalent major urban areas in England. Peak time traffic congestion does not affect the whole road network to the same extent; the main delays tend to be on classified roads rather than motorways. Motorway journey times are, however, affected disproportionately by incidents which disrupt their relatively large traffic flows.

13.15 Congestion levels are expected to increase in the longer term with traffic growth as the sub-region’s economy develops and prospers. If the economic aspirations of the City Region are to be achieved the issue of congestion, particularly at peak times must be addressed.

13.16 Whilst a cycling and walking culture is gradually developing, with an ever greater number of people choosing to travel into the regional centre by sustainable and active modes, the modal share remains relatively low and cycling and walking as a commuter and healthy lifestyle choice needs to be encouraged.

13.17 Manchester’s travel planning activities are well embedded in the planning process and through engaging with schools and workplaces and will continue to be promoted along with other behavioural change initiatives.
13.18 There has been a steady decrease in the number of road traffic casualties in Manchester over recent years; however, the City still fails to meet national targets for casualty reduction, particularly in the City Centre due to the high volume of all types of road user concentrated in this area.

13.19 Transport is a major source of pollution particularly in the form of emissions into the air. The Greater Manchester emissions inventory undertaken by Greater Manchester Transportation Unit estimates that road based pollution accounts for over 50% of oxides of nitrogen (NOx) emissions in Manchester, almost a third of carbon dioxide emissions, 60% of PM$_{10}$ emissions (particles likely to be inhaled by humans causing health impacts) and 46% of benzene (Benzene may cause cancer, it can also contribute to the formation of harmful ground-level ozone).

13.20 In terms of the environmental impact of transport, data shows that the total transport greenhouse gas emissions increased by 38 per cent between 1990 and 2005 and were responsible for 23 per cent of all UK emissions in 2005.

13.21 The City Council is also concerned to tackle the impacts of motorised vehicles on local communities in terms of parking issues, rat running, noise and air pollution affecting health and quality of life. Well planned and designed development plays a vital role in benefiting health and social capital; for example, by encourage physical activity, walking and cycling and social interaction.

13.22 As travel demand has grown, Manchester’s transport network has been subject to increasing congestion. If pressure on the network continues to grow, the movement of goods and people will be affected by unreliable and slow journey times and severe peak hour overcrowding on public transport services, particularly rail. Deregulation public transport and buses in particular has led to rationalisation and a retracting network resulting is heavy subsiding of socially necessary routes by tendered services. Furthermore the perception of public transport does not deliver a quality service makes it a less attractive choice than the car. Without a step change in the quality and capacity of the transport system over the next 10-15 years Manchester could become a less attractive location for businesses, visitors and people choosing to live here.

Policy and Evidence Base

13.23 The Greater Manchester Authorities work together with the Passenger Transport Authority to develop transport policies and Programmes for the Greater Manchester area. This includes the Greater Manchester Transport Plan (LTP), the Greater Manchester Integrated Transport Plan and input into the Regional Spatial Strategy. The Core Strategy will provide a spatial planning context for these documents.
13.24 Work is beginning on Greater Manchester’s Third Local Transport Plan (LTP3) which will align with and build on the principles and objectives set out in the Regional Spatial Strategy and the earlier transport strategy work that concluded with the Greater Manchester Integrated Transport Strategy. LTP3 will be based on five goals which are:

- Supporting economic growth
- Tackle Climate Change
- Promote equality of opportunity
- Contribute to better safety, security and health
- Improve quality of life

13.25 The Regional Spatial Strategy sets out the priorities for transport in the region with specific references to Manchester. These have been taken forward though Local Transport Plan programmes. The key priorities are as follows:

- maintenance of infrastructure
- improving journey-time reliability and tackling congestion
- encouraging the use of more sustainable modes of transport
- improving surface access and interchange arrangements at specified “gateways” (which would include Manchester Piccadilly, Manchester Victoria, Oxford Road, Deansgate, Salford Central, Parker Street, Shudehill and Chorlton Street bus/coach stations)
- Tackling climate change
- Integration of the management and planning of transport networks

13.26 In terms of the Manchester-specific priorities the transport focus is on:

- Enhancing public transport (especially in inner and North Manchester) to lock-in the benefits of economic growth and reduce sub-regional disparities.
- Ensuring housing is developed in areas with good public transport links to areas of economic growth
- Maintaining the role of the airport as the key gateway for the north of England
- Enhance the accessibility of the regional centre by public transport

13.27 The Regional Centre Transport Strategy (RCTS) plans the investment and interventions needed to ensure that the transport system at the heart of the region is fit for purpose to meet the challenges facing Manchester. RCTS is an investment package for a five year implementation plan. It is also an aspirational strategy looking forward over a 15-20 year period for how we intend the Regional Centre to function in terms of transport services and shaping the environment for pedestrians, cyclists and other highway users.

13.28 The Manchester Independent Economic Review concluded that: “[transport] improvements would provide the largest economic pay-off”. The study also recommended: “Improve transport access to key employment centres” and “focus on productivity and realistic traffic management.”
Policy Approach T 1

Accessible areas of opportunity and need

The City Council will actively manage the pattern of development to ensure that new development is:

- Located so as to ensure good access nationally and internationally to the City’s main economic drivers, including the Regional Centre, the Oxford Road Universities and Hospitals and the Airport.
- Easily accessible by walking, cycling and public transport; connecting residents to jobs, centres, health, leisure and educational opportunities. Particular priority will be given to providing all residents access to strategic employment sites.

Policy Approach T 2

Sustainable Transport

To deliver a sustainable, high quality, integrated transport system, and to encourage modal shift away from car travel to public transport, cycling and walking the City Council will support proposals that:

- Improve choice by developing alternatives to the car
- Promote regeneration and economic vitality by relieving traffic congestion and improving access to jobs and services, particularly for those most in need and for those without a car.
- Improve access to transport services and facilities in order to enable disabled people and people with mobility impairments to participate fully in public life.
- Improve pedestrian routes and the pedestrian environment.
- Improve and develop further Manchester’s cycle network (for example the Manchester Cycleway).
- Contribute to improvements to the extent and reliability of the public transport network through safe and attractive waiting and interchange facilities, better priority, improved services and information provision.
- Include Travel Plans which will be regularly reviewed and monitored.
- Take account of the needs of road users according to a broad hierarchy consisting of:
  1. pedestrians & disabled people,
  2. cyclists, public transport,
  3. commercial access,
4. general off peak traffic,
5. general peak time traffic.

- Would reduce the negative impacts of road traffic, for example, congestion, air pollution and road accident casualties.

Policy Approach T 3

Strategic Integration

The City Council will support proposals that contribute to an economically and environmentally sustainable transport network including the following strategic transport initiatives:-

- Metrolink extensions to Rochdale, Oldham, Ashton, South Manchester and the Airport.
- A second Metrolink crossing in the City Centre
- A Metrolink extension to Marple on the current heavy rail network
- Improvements to the Manchester Rail Hub
- The Cross City Bus Package comprising new connections through the City Centre to Parrs Wood, Middleton and Salford.

To minimise the negative impacts of car travel in the City Centre, proposals will be supported that improve pedestrian safety, improve air quality and increase the scope for public realm improvements, for example improvements to:

- remove buses and private cars from St Peter's Square
- create a new pedestrian priority zone initially the area bounded by Deansgate, Peter Street / Oxford Street, Portland Street, Piccadilly North, Manchester Arndale, Corporation Street and Exchange Square
- close Victoria Street in the Medieval Quarter to allow the creation of new public realm around the Cathedral and Chethams.

All routes necessary for strategic transport infrastructure projects will be reserved for this purpose.
14 Objective 6 Environment

14.1 SO6. Protect and enhance both the natural and built environment of the City and ensure the sustainable use of natural resources, in order to support biodiversity and wildlife, improve air, water and land quality, provide recreational opportunities, conserve the natural and built heritage of the City and ensure that the City is inclusive and attractive to residents, workers, investors and visitors.

Introduction

14.2 The Sustainable Community Strategy 2006-15 gives Manchester’s interpretation of a sustainable city as being one driven by the performance of the economy of the City and sub region, and resulting in a larger, wealthier population, living longer, happier and healthier lives in diverse stable and cohesive communities.

14.3 In order to achieve this vision of success and the achievement of World Class City status, the Sustainable Community Strategy sets out nine objectives, which include the Green City objective that by 2015 Manchester will be a “Green City proud of its rapidly improving local and global environmental performance and the contribution of the environmental sector, and with sustainable transport, to economic growth.”

14.4 Manchester’s Community Strategy has identified three core drivers for success. These three drivers, or ‘spines’, show how the wealth generated from economic growth is to be translated into better outcomes for residents.

14.5 All three drivers are to a greater or lesser extent dependent on the creation of an attractive and sustainable environment. An attractive environment encourages people and businesses to move or remain within Manchester. Careful use of natural resources is needed in order to sustain an economically growing city. An attractive built and natural environment helps to provide neighbourhoods of choice, increases pride and respect in an area and contributes to a healthy living environment.

14.6 Manchester’s Local Area Agreement (LAA) is a formal agreement with Government, which sets out the targets to be reached to measure progress in reaching the City’s vision.

14.7 The LAA sets certain priorities which are seen as a precursor to sustainable economic growth, one of the key components of this is the decoupling of CO₂ emissions from economic growth.

14.8 Other priorities of the LAA which are of particular relevance to the environment include:

- Promoting health and well being
- Providing a Quality Sustainable Physical Environment
Developing a sense of place and community pride
Everyone making Manchester feel safer, cleaner and greener

14.9 With regard to the environment there are several key issues facing Manchester. Climate change is the most significant of these and one which, as referred to in the Spatial Portrait and Spatial Principles, has implications far wider than the environment. Climate change creates challenges for reducing carbon emissions, increasing the availability of renewable and decentralised energy, ensuring new development is built to the highest possible level of sustainable design, and managing flood risk.

14.10 The expected growth of Manchester over the plan period is another important issue which makes it crucial that we manage our natural resources in an efficient and sustainable way. Whilst Manchester is predominantly an urban environment, its areas of open space both formal and informal are essential to its character and its ability to function as a place in which people choose to live and work. Manchester’s Green Infrastructure has multi roles to play, including recreation, ensuring continued and enhanced levels of biodiversity, reducing the local impact of climate change and contributing to the health and well-being of those who live in Manchester.

14.11 Historically Manchester has been the centre of industry, which has left its mark on the landscape. It is important that the effects of pollution from the past are dealt with and that we ensure that today's activities do not continue to pollute the environment.

14.12 Finally this chapter deals with the importance of Manchester's built environment which plays a vital role in creating Manchester's sense of place; in a national and regional context, attracting both people and businesses into the City, as well as locally, by creating neighbourhoods in which people choose to live. The highest quality of building and public realm design is required as well as the conservation and enhancement of our heritage.

14.13 Due to the range of issues summarised above the Environment chapter has been split into five sections: climate change which deals with energy, water and flood risk; natural resources which covers waste and minerals: natural environment which covers green infrastructure, open space, biodiversity and geodiversity; environmental quality which considers air quality, water quality and contaminated land, and the built environment which considers design and heritage.

Climate Change

14.14 Climate Change and its impact on the environment both urban and natural is recognised as one of the most significant challenges facing Manchester. It is essential that the way in which Manchester develops over the plan period and beyond is set within the context of mitigating the impacts of climate change and adapting to its affects on the local environment. The key components of this are considered to be the need to reduce carbon emissions and the need to manage flood risk. The Government has set out national targets and requirements for both issues. The following policy approaches set out what needs to be considered in the local
Manchester context. Green Infrastructure is also considered to have an important role to play in mitigating and adapting to climate change, but is considered in detail under 'The Natural Environment' given its wider role in terms of the provision of open space.

**Energy**

**Policy Approach En 1**

**Achieving a Reduction in CO₂ Emissions through New Development**

The City Council will seek to decouple growth in the economy and growth in CO₂ emissions, through the following actions:

- All development must follow the principle of the Energy Hierarchy, focusing first on energy efficiency and then low or zero carbon energy supply options.
- Wherever possible new development, including energy generation plant, must be located and designed in a manner that allows advantage to be taken of opportunities for decentralised, low and zero carbon energy.
- Where possible new development will be used as a mechanism to help improve energy efficiency and increase decentralised, low-carbon energy supplies to existing buildings.
- Where appropriate new development will be required to connect to and/or make contributions to existing decentralised heat and/or power schemes or incorporate provision to enable future connection to any planned / potential decentralised heat and/or power schemes.

14.15 Reduction in CO₂ emissions is seen as a major component in mitigating climate change. The UK targets contained within the Climate Change Act 2008 require a 34% reduction in CO₂ emissions by 2020 with an 80% reduction by 2050. In addition there is a national timetable for achieving Code for Sustainable Homes Level 6 (zero carbon) for all new housing by 2016 and this is being widened to include other use classes by 2019. There may be scope to meet these targets in advance of this timetable in specific areas.

14.16 The vision for the City to be a growing economy in the front rank of European and world cities will inevitably mean increased development and an increasing population. In this context the City Council is aware that in order to reduce CO₂ emissions, growth in the economy must be achieved in a sustainable manner which reduces demands on energy, land and the need to travel in line with current NWRSS Policy EM 16. This is known as 'decoupling growth from emissions'.

14.17 Within Manchester domestic emissions account for one third of direct carbon emissions. It will be necessary for all development to follow the Energy Hierarchy (see paragraph 14.18 below), reducing the amount of energy required in the first instance by adopting energy efficient working practices as well as building types. It will also be essential for development and activities...
to be located where they are easily accessible by walking, cycling and public transport. (See Spatial Principles and Transport) Much of the energy used, however, is through the City’s existing commercial and residential building stock. It is essential that wherever the opportunity exists new development be used as a catalyst to enable the retrofitting of energy efficiency improvements in existing built stock.

14.18 The Energy Hierarchy requires all development to be in accordance with the principles set out below:

- Minimise demand for energy and cut unnecessary use
- Ensure energy use to be as efficient as possible
- Renewable energy to be used and renewable sources developed
- Any continuing use of fossil and other fuels to be clean and efficient for heating and CHP

### Policy Approach En 2

**Strategic Areas for Low Carbon, Decentralised and Renewable Energy Development**

Within Manchester it is considered that the following strategic areas will have a major role to play in achieving an increase in the level of decentralised, low carbon and renewable energy supply available:

- Regional Centre, which also includes the Oxford Road Corridor and Sportcity
- District Centres
- Inner Areas (East, North and Central Manchester)
- Strategic housing sites
- Strategic employment sites

The City Council will work with all relevant stakeholders, which may include residents, private sector partners, utilities companies, neighbouring authorities and other public sector bodies, as appropriate, to bring forward more detailed proposals for decentralised low and zero carbon energy infrastructure in these areas.

Where investment or development is being undertaken into or adjacent to a public building, full consideration shall be given to the potential role that the public building can have in providing an anchor load within a decentralised energy network or create opportunities for investment in shared infrastructure.
14.19 NWRSS DP9 sets out an urgent regional priority to reduce CO\textsubscript{2} emissions through a range of measures including increasing renewable energy capacity. The NW RSS Policy EM17 Renewable Energy requires local authorities to work together to prepare sub-regional studies of resources available to promote decentralised and renewable energy. This led to the AGMA Decentralised Energy Study, which has identified the potential for achieving decentralised and renewable energy and significant levels of CO\textsubscript{2} reduction by identifying lower cost technology opportunities associated with different ‘character areas’, existing local energy assets and the linking together of new and existing buildings. The character areas are based around areas of change where development is to be focused and other areas as listed below.

- Regional Centre – mixed commercial/residential
- Regional Centre and inner areas– large-scale residential
- District centres
- Strategic housing sites
- Strategic employment sites
- Suburban residential

14.20 As part of the AGMA Decentralised Energy Study, thirteen real-life case studies were conducted, each one selected from a character area and representative of development that might be brought forward in distinct areas of change. For each case study a detailed analysis of projected carbon budgets and technology mixes to meet regulatory requirements, including zero carbon, have been carried out. These case studies demonstrate the viability of achieving higher carbon reductions at lower cost where a consistent planned spatial approach is adopted to guide investment into infrastructure.

14.21 In line with recommendations of the AGMA Decentralised Energy Study, the intention is to bring forward energy proposals/business plans in the areas listed in Policy Approach En2. These will facilitate the achievement of the target framework set out in Policy Approach En3. The proposals plans will be a vehicle through which preferred infrastructure solutions will be identified that contribute to the implementation of an overall mix of technologies, capable of delivering the electricity and heat contribution, whilst achieving higher CO\textsubscript{2} emissions reductions. A set of ‘allowable solutions’ will also be specified within each character area that developers will be able to, or in some cases be required to, make contributions to in order to obtain CO\textsubscript{2} credits. Developers may wish to obtain CO\textsubscript{2} credits where a proposed buildings required CO\textsubscript{2} reduction is greater than the ‘base infrastructure’ target.

14.22 The Regional Centre: The density of existing development together with existing clusters of heat loads supplied by around 30MWe CHP capacity, coupled with the potential for deep geothermal resource and the catalytic effect of at least six major development sites gives the basic components to enable the growth of a district heating network around the City Region’s Centre. Where new housing comes forward within the Regional Centre, a high density of development is considered appropriate. It is intended that new development will play a significant
role in reducing the demand on existing heat and power and carbon emissions both by being
designed to a high energy efficiency specification and by utilising decentralised and low carbon
technologies. This will also help prevent additional demand being put onto existing heat and
power services. The AGMA Decentralised Energy Study has conducted a case study into the
potential for such technologies to be utilised, based on Holt Town, which is one of the strategic
housing sites, and the adjacent Sportcity, which has demonstrated the way in which this could
be achieved.

14.23 The (Oxford Rd) Corridor: Manchester Corridor is a centre of economic activity, and a
hub for knowledge and research institutions and a large hospital trust. The vision for this area
is that a step change in economic activity will occur in the period to 2020 thereby encouraging
growth within Manchester and the North West region. The Corridor is anticipated to increase
employment to 56,000 from the current (2009) 37,000 and to deliver an increase in GVA of £2
billion. Key to the growth of the area is the provision of infrastructure to meet the development
demands. Part of the vision of the Corridor partnership is that this increased development will
create the opportunity for innovative solutions while at the same time reducing the carbon
footprint of the area. A study into the infrastructure requirements of the Corridor has estimated
that the electrical infrastructure will be unable to supply demand if the electrical demands related
to hosting of digital infrastructure are included in assessments of future demand. Heat and
electricity requirements for the new developments are estimated to increase the carbon emissions
by 98 500 t/a if grid electricity and gas are used to meet these demands. The study confirms
that the greatest scope for ensuring security of supply and reducing carbon emissions is in the
provision of local energy through renewable resources and that the opportunities to deliver this,
whilst achieving the greatest carbon savings require coordinated action in the provision of heat
and power. It is acknowledged that further work is needed to investigate these opportunities
and to bring together the range of stakeholders and funding mechanisms that would be involved
in facilitating the low carbon and decentralised infrastructure.

14.24 It is anticipated that 32% of residential development over the lifetime of the Core Strategy
will take place within East Manchester, with a further 19% taking place within North Manchester.
This level of change and redevelopment represents a significant opportunity for the utilisation
of decentralised and low carbon technologies.

14.25 One of the key outcomes of the AGMA Decentralised Energy study has been to
demonstrate that it is not possible to achieve the greatest sub-regional reduction of CO₂ emissions
unless work is undertaken jointly with other Districts. The City Council will, therefore, work
together with other local authorities to promote a co-ordinated approach to planning energy
infrastructure across the City Region with the aim of achieving greater CO₂ reductions than
would be possible through Manchester acting unilaterally.

14.26 The City Council will also work to ensure that strategic investment decisions by the
public and private sector are based around the need to strengthen the business case of energy
investments and therefore attract long-term investment in the infrastructure required.
### Policy Approach En 3

**Target Framework for CO₂ reductions from Energy Supply**

**Table 14.1**

<table>
<thead>
<tr>
<th>Planning Designation</th>
<th>Minimum CO₂ reduction targets</th>
<th>Proposed Allowable Solutions</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2011-2015</td>
<td>2016- onwards</td>
</tr>
<tr>
<td></td>
<td>% of regulatory target%</td>
<td>% of regulatory target%</td>
</tr>
<tr>
<td></td>
<td>Unregulated target%</td>
<td>Unregulated target%</td>
</tr>
<tr>
<td><strong>Target 1:</strong> Heat network area</td>
<td>80</td>
<td>80</td>
</tr>
<tr>
<td><strong>Target 2:</strong> Electricity intense area</td>
<td>60</td>
<td>42</td>
</tr>
<tr>
<td><strong>Target 3:</strong> Micro generation area</td>
<td>60</td>
<td>34</td>
</tr>
</tbody>
</table>

*Framework Principles:*
1. The regulatory CO\textsubscript{2} reduction targets are national requirements measured against Building Regulations Part L 2006. These are planned to increase over time (details are in table 14.2). The Manchester City Council framework requires that a proportion of the regulatory reduction is met through energy supply.

2. Unregulated energy use is to be estimated using the National Calculation Methodology for building types or the future methodology to accompany revisions of SAP.

3. By 2016 residential development will need to be zero carbon. Target 1, however, recognises that it may be difficult and too costly to reach a target of 100% zero carbon on site. A target of 35% of regulated emissions reductions to be achieved on/near site has therefore been proposed with the ‘balance %’ i.e. the remaining 65% of regulated carbon emissions reductions being achieved through allowable off-site solutions such as the developer contributing towards linking existing building into an expanding district heating network.

4. Allowable solutions could include on/near site technologies or off-site solutions, which result in greater CO\textsubscript{2} emissions reductions at a lower cost to the developer. This could include district or City Region Investment funds for infrastructure. Further advice on ‘allowable solutions’ will be given following further national guidance on this matter expected from the Government before 2010.

Definitions:

Heat network area: locations where the proximity of new and existing buildings creates sufficient density to support district heating and cooling.

Electricity intense area: Locations where the predominant building type has an all electric fit-out, creating high associated CO\textsubscript{2} emissions.

Micro-generation area: Locations where lower densities and a fragmented mix of uses mean that only building scale solutions are possible.

It is proposed that all applications for developments above 10 residential units or 1,000 sq m will be required to have an accompanying energy statement. Such a statement will have to set out the projected energy demand profile and associated gross CO\textsubscript{2} emissions (i.e. both regulated and unregulated), for all phases of the development. The statement will need to set out how the developer will meet the appropriate target set out in the framework above. The energy statement will be required to be submitted at the outset of any proposed development (outline application or before). The methodology for this statement and guidelines setting out how the above targets are to be applied to development proposals are set out in Appendix A.
Developments smaller than the above threshold, but involving the erection of a building or substantial improvement to an existing building will be expected to incorporate appropriate micro-generation technologies. Policy Approach En1 will still apply.

14.27 Emerging areas of Government policy give rise to the following 3 national and regional targets:

- 2020 by 34% and 2050 by 80% are 'overarching' national targets for the reduction of CO₂ emissions
- 2016 and 2019 national ‘threshold’ ‘zero’ carbon targets for new development for which preparation will be required
- 2015 and 2020 national and regional ‘build-up’ energy targets – the Renewable energy strategy targets establish clear milestones which require the build up of capacity

14.28 Current sub-regional projections suggest that without further concerted action the City Region will not make its contribution to the overarching national target by 2020.

14.29 NWRSS Policy EM18 states that in advance of local targets all new development above a target of 10 or more units or 1,000m² shall secure 10% of their predicted energy requirements from decentralised and renewable or low-carbon sources. This target, however, does not reflect the minimum deployment of technology required to meet upcoming regulatory requirements.

14.30 In February 2008 Manchester agreed the City Council's Climate Change Principles. This document committed Manchester to becoming a Low Carbon City by 2020 and identified the need to reduce Manchester's direct emissions in order to meet an interim budget constraint of 28-32% reduction in emissions - a saving of one million tonnes a year by 2020.

14.31 It is clear that unconstrained economic growth across the City Region creates the risk of further increases in carbon emissions. The AGMA Decentralised Energy Study, however, has demonstrated through the detailed case studies that where opportunities to plan for low/zero carbon infrastructure exist, greater carbon emissions reductions can be achieved at a lower cost and that it is possible to set a higher target than the current national and regional targets. National policy guidance also advises that Local Planning Authorities may set higher local targets where the local potential and circumstances warrant this. Any local targets, however, are to be framed with reference to existing national targets such as the Code for Sustainable Homes.

14.32 Central Government expects national energy planning policies to be reflected in Local Development Documents. The proposed target framework in En3, being set in terms of CO₂ reduction, enables the contribution of technologies towards meeting regulatory milestones to
be clearly understood. In accordance with PPS1 supplement, it is set in relation to the Code for Sustainable Homes, and with reference to a future possible Code for other use classes. The anticipated future Building Regulation CO$_2$ reduction targets are set out below.

Table 14.2

<table>
<thead>
<tr>
<th>Year</th>
<th>CO$_2$ reduction target over 2006 compliant building</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Residential (subsidised)</td>
</tr>
<tr>
<td>2006</td>
<td>25%</td>
</tr>
<tr>
<td>2010</td>
<td>44%</td>
</tr>
<tr>
<td>2013</td>
<td>Zero carbon</td>
</tr>
<tr>
<td>2016</td>
<td>Zero carbon</td>
</tr>
<tr>
<td>2018</td>
<td>Zero carbon</td>
</tr>
<tr>
<td>2019</td>
<td>Zero carbon</td>
</tr>
</tbody>
</table>

14.33 Following the Code for Sustainable Homes milestones a private residential development in 2013 would need to meet level 4, requiring a 44% reduction in regulated CO$_2$ emissions over and above a 2006 baseline. By 2016 that same development would have to be zero carbon (for both regulated and unregulated emissions).

14.34 Under the City Council's proposed target framework the targets have been split into two components - regulated and unregulated. Depending on the location, type of development and opportunities available, the same private residential development would need to meet between 60% and 80% of the Code for Sustainable Homes target for regulated emissions through low/zero carbon energy supply but also achieve between 34% and 80% reduction in the development's projected unregulated emissions.

14.35 The unregulated targets are designed to provide interim reductions before unregulated energy use is brought under zero carbon definition in 2016-2019. This portion of energy use which largely relates to electricity use has been rising steadily since 1990. Unregulated emissions can currently be estimated using the National Calculation Method, and SAP is shortly to be updated to provide a methodology.

14.36 Unregulated CO$_2$ emissions are those which occur through the use of the building. These can be reduced in part through behavioural change, such as turning down the thermostat on radiators, but ultimately require the use of a renewable energy source. Thus the target relating to unregulated emissions is intended to complement activity which the City Council is already
undertaking relating to behavioural change as well as promoting an increase in the development of renewable and low carbon energy sources, in line with national policy (PPS1 supplement and Renewable Energy Strategy) and regional policy (NWRSS EM17 and EM18).

14.37 The range of compliance or allowable solution options, will be worked up in further detail and will be the subject of further guidance in the form of an SPD. This may include contributions that developers may be required to make to near or off-site energy infrastructure to offset CO₂ emissions.

14.38 Reductions in CO₂ emissions will be calculated based on gross emissions i.e. estimated regulated and unregulated emissions, weighted to reflect the proportion of electricity use.

Policy Approach En 4

Energy Infrastructure

There will be a general presumption in favour of low carbon, decentralised and renewable energy schemes, subject to the following:

- Any energy centre, such as standby/boiler plant or substations, shall be located and designed so as to integrate with the townscape.
- Consideration should be given to fuel delivery by rail where possible. Where large-scale fuel delivery is required by road the energy centre must be located in or adjacent to light industrial, industrial or leisure uses with any impact on local residential amenity minimised.
- The cumulative impact of energy generation will be taken into account when considering applications, which could include modelled impacts on air quality and landscape character, with reference to policy approach En14.

14.39 The AGMA Decentralised Energy Study suggests that there is less scope for standalone energy schemes within Manchester than other Districts: the greatest capacity for low carbon, decentralised and renewable energy capacity coming from a mixture of biomass or gas fired CHP, deep geothermal technology and microgeneration technology(e.g. solar hot water, photovoltaics). We still need, however, to be able to consider potential schemes involving new technology. Any proposal will be expected to follow national guidance set out in PPS 22 and regional criteria set out in NWRSS EM17.
Sustainable Development

Policy Approach En 5

Adaptation to Climate Change

All new development will be expected to be adaptable to climate change in terms of the design and layout of both buildings and associated external spaces. In achieving developments which are adaptable to climate change developers should have regard to the following, although this is not an exhaustive list:

- Appropriate treatment of all surface areas to ensure rain water permeability
- Measures to reduce the urban heat island effect
- Increase in tree cover
- Building orientation to reduce solar heat gain
- Incorporation of green roofs where appropriate

14.40 Climate change will have a significant impact on both the temperature and expected rainfall experienced within Manchester. The existing high density of buildings within Manchester and the anticipated growth in the number of housing units will potentially increase water run-off and will increase the temperatures experienced by those living and working in Manchester, this is known as the urban heat island effect. The City Council is keen to see all measures taken to reduce the negative impacts of climate change and ensure that the building stock is fully future proofed and capable of adapting to the changes in climate expected over the plan period and beyond. Further guidance on climate change adaptation measures will be provided in an SPD.

Flood Risk

14.41 Flood risk has become a key issue at the national policy level, as the number and severity of recent floods seems to be on the increase. Flooding can lead to serious problems in social, economic and environmental terms, depending on the location of the flood. Some land uses are more vulnerable than others. The Environment Agency (EA) produces indicative flood risk maps that show areas of high risk and floodplains (Zone 3), areas of medium risk (Zone 2) and areas of low/no risk (Zone 1). These do not take into account flood sources other than river/sea, nor flood defences, nor predicted climate change (it is widely accepted that flood risk will increase as a result of climate change); hence the EA maps are only indicative and should not be used alone to guide individual site developments.

14.42 PPS25 therefore requires local authorities to identify flood risk in their area through an appropriately-detailed Strategic Flood Risk Assessment (SFRA) which covers all sources of flood-risk (including fluvial, pluvial, groundwater, sewers, canals and reservoirs) and the
implications of climate change. PPS25 requires individual development proposals to be accompanied by a more detailed site-specific Flood Risk Assessment (FRA) where the site is located in Flood Zones 2 or 3 or the proposed development site is 1 ha or more in size.

Policy Approach En 6

**Policy Approach to Flood Risk**

*To be reviewed when the SFRA2 study is complete*

- In line with PPS25, development should seek to avoid sites at risk of flooding, taking into account all sources of flooding identified by the latest Strategic Flood Risk Assessment (SFRA) for Manchester; areas at particular risk include land adjacent to the rivers Medlock, Irk, Mersey, Irwell, Combrook and Baguley Brook (including culverted sections), the Bridgewater, Rochdale and Ashton canals, and parts of the City Centre at risk from surface water flooding;
- In addition to the requirements for site-specific Flood Risk Assessments (FRAs) set out in PPS25, an FRA will be required for development proposals on sites of less than 1 ha in Flood Zone 1 where other sources of flood risk are indicated by the SFRA for Manchester;
- The City of Manchester contains many sections of rivers which are culverted or 'hidden'; where these are indicated in the SFRA beneath the proposed development site, then further investigation will be required; the development proposal should take into account the culverted or hidden river, and where feasible and appropriate should seek to open it up to reduce the associated flood risk and danger of collapse.
- Proposals for stand-alone flood management or flood defence works will be considered in the context of the latest version of the SFRA (including any locations and priorities identified for such works) and current regeneration priorities.

14.43 PPS25 sets out a risk-based Sequential Test, and an Exception Test, to guide decision-making in relation to flood risk.

14.44 Whilst development should seek to avoid sites at risk of flooding, following the sequential approach and the risk/vulnerability matrix set out in PPS25, in Manchester, especially in the Regional Centre, Inner Areas, and regeneration areas, it will not always be possible to achieve objectives such as sustainable economic growth, population expansion, and regeneration without some development on sites potentially affected by flood risk; PPS25 reminds us that flood risk should be considered not in isolation but alongside other spatial planning issues.

14.45 Developments which are incompatible with the flood risk of the proposed location will be considered where there is no reasonable alternative location, and the PPS25 Exception Test can be met.
14.46  For the Exception Test to be passed:
a) it must be demonstrated that the development provides wider sustainability benefits to the community that outweigh flood risk;
b) the development should be on developable previously-developed land or, if it is not on previously developed land, that there are no reasonable alternative sites on developable previously-developed land; and
c) a Flood Risk Assessment (FRA) must demonstrate that the flood risk can be managed and the development will be safe, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.

14.47  To address part c) of the Exception Test, development should seek firstly to minimise the risk to the site, such as improved flood defences and drainage infrastructure; then to make the development resistant to any residual risk, such as higher ground-floor levels; and then to make the development flood-resilient, such as tiled floors and raised sockets; provision for emergency access and escape should also be included; S106 agreements may be used to help the Exception Test to be passed.

14.48  In line with PPS25, all development should avoid increasing the risk of flooding within the site or elsewhere, and should seek to reduce flood risk where possible, through appropriate design and layout, and the use of appropriate sustainable drainage systems.

14.49  Applicants should also refer to:
- PPS25 Development and Flood Risk
- The latest SFRA for Manchester
- Guidance on the permeable surfacing of front gardens (CLG)
- The Code for Sustainable Homes
- The NW RSS

14.50  The following are also relevant background documents:
- The Water Framework Directive
- Making Space for Water
- PPS1 Delivering Sustainable Development

Natural Resources

Waste

Policy Approach En 7
The City Council will
Work with other Districts through the Greater Manchester Joint Waste Development Plan Document (GMJWDPD) to safeguard existing sites for waste management and identify and safeguard new sites in existing areas of employment where appropriate.

Promote the principles of the waste hierarchy to reduce, re-use, recycle, recover energy from and finally dispose of waste.

Encourage and safeguard the sustainable transport of waste, including by use of rail, wherever possible.

Require all developers to submit a waste management plan to demonstrate how both construction and demolition waste will be minimised and recycled on site wherever possible and how the sustainable waste management needs of the end user will be met.

Have full regard to the economic and environmental benefits that well designed and run, waste management facilities can bring to the District, subject to any conditions required to protect the amenity of existing adjacent users.

14.51 The North West Regional Spatial Strategy sets out targets for reducing different types of waste within the region, and provides a framework of management and locational principles linked to national guidelines. In a district such as Manchester with a significant existing population and a vision for a growing economy and population a key issue is that of ensuring that this does not automatically lead to a proportionate increase in waste arisings. National planning guidance (PPS10) requires each community to take responsibility for their own waste and to adopt the principles of the waste hierarchy – reduce, reuse, recycle. Given that Manchester does not have any landfill capacity it is even more important that priority is given to reducing, reusing and recycling waste within the District to limit the volume of waste needing to be transported elsewhere for treatment. In the past uses such as waste treatment facilities have often been located in older industrial areas. As these areas are regenerated the existing uses may not be considered compatible with the new. The newer methods of waste treatment, however, often take place in a completely enclosed, controlled environment and do not produce the same level of neighbour nuisance. In this context existing facilities need to be safeguarded or if truly considered to be unacceptable need to be relocated.

14.52 Manchester recognises the importance of sustainable waste management both locally and in co-operation with other districts in Greater Manchester to ensure that all the waste management needs of the conurbation are met.

14.53 A Joint Waste Development Plan Document is currently in production for the whole of Greater Manchester, which will set out the overall strategy for waste and provide some of the detail of site identification for waste facilities, development of waste technologies, the need for safeguarding areas for waste management development, and generic development control polices. Adoption is due in 2011.
Minerals

Policy Approach En 8

The City Council will:

- Work with other Districts through a Greater Manchester Joint Minerals Development Plan Document to provide a co-ordinated sub-regional approach to minerals planning.
- Encourage the efficient use of minerals and promote the use of secondary/recycled aggregates, wherever possible as an alternative to primary extraction and identify and safeguard sites for its storage, processing and transfer. (See also Waste policy approach En7)
- Encourage and safeguard the sustainable transport of minerals, including by use of rail, wherever possible.
- Ensure that any adverse environmental impacts of storage, processing and transfer on neighbouring uses are minimised.

14.54 Minerals are an important national resource, providing the raw materials for energy, manufacturing and development. Manchester does not have any active mineral workings. It is, however, at the centre of growth within the North West region with, for example, an average of 3,500 new housing units per year expected to be required until 2027. This will require the adequate and steady supply of raw materials. The City Council accepts that it will need to work closely with other districts to ensure that sufficient capacity exists for Greater Manchester to meet its sub-regional aggregate provision as identified in the North West Regional Spatial Strategy and the National and Regional Guidelines for Aggregates Provision in England and provide for the maintenance of land banks.

14.55 Within this context it will be particularly relevant to encourage the use of secondary/recycled aggregates wherever possible as an alternative to primary extraction and to identify and safeguard sites for their storage, processing and transfer. Manchester currently has three construction and demolition waste processing sites all located in East Manchester.

14.56 It is anticipated that the principles behind the core strategy policies will be developed in detail through a minerals development plan document produced jointly by all ten districts. This would cover the details of site identification for all minerals across Greater Manchester, including location of preferred areas for minerals and sites for processing and storage of secondary aggregates. In addition, identification of areas for energy minerals in consultation with the Department for Trade and Industry, sites requiring safeguarding for future extraction and transfer of materials will also be included.
The Natural Environment

Green Infrastructure

14.57 The Green Infrastructure of Greater Manchester is part of the city-region’s life support system. The network of connected multi-functional green and blue open spaces and corridors together with the links between them provide multiple benefits for residents and visitors to the City.

14.58 A Green Infrastructure strategy is currently being prepared by AGMA for Greater Manchester. It defines green infrastructure in Manchester as consisting of:

- **Open spaces** - parks, woodlands, informal open spaces, nature reserves, lakes, historic sites and natural elements of built conservation areas, civic spaces and accessible countryside
- **Linkages** - river valleys and canals, pathways, cycle routes, tram routes and railway lines – both used and disused
- **Networks of “urban green”** - the collective resource of private gardens, pocket parks, street trees, verges, green roofs and green walls

14.59 Green Infrastructure is defined by its multi-functionality. It performs many roles including reducing air pollution, improving the health and well-being of our local communities, helping to mitigate and alleviate against flood risk and the effects of climate change, for example reducing the urban heat island and providing areas of natural drainage, provides accessible areas for recreation and sport, food production, historic landscape value, environmental education and wildlife, supporting vital habitats enriching the City and City Region's biodiversity.

14.60 Green Infrastructure planning is based on a strategic approach to ensuring that the environmental assets of natural and cultural value are integrated with land development and growth management and built infrastructure planning at the earliest stage. This approach enables land management to be more proactive and better integrated with managing growth and development at a spatial planning level.

14.61 RSS policy EM3 provides support for green infrastructure planning. Plans proposals and strategies should incorporate environmental and socio-economic benefits by: conserving and managing existing green infrastructure, creating new green infrastructure where appropriate and enhancing its functionality, quality, connectivity and accessibility.

14.62 Green Infrastructure has an important role to play in the Growth Agenda. Greater Manchester has been confirmed as a New Growth Point, which, when added to RSS requirements, anticipates an additional 184,500 new homes across Greater Manchester in the period 2003 to 2021. One of the conditions of the New Growth Point status is the delivery of Green Infrastructure.
14.63 The City’s Green Infrastructure is critical for a sustainable economic prosperity by contributing to the conditions for growth and economic security, as well as providing healthy ecosystems. Environmental attractiveness draws in investment and jobs and enhances the value of property. Workers with access to green infrastructure are healthier and more productive, and green infrastructure is vital to key Northwest sectors such as tourism.

14.64 Green Infrastructure defines Manchester’s landscape character and is one of its defining features. Manchester’s key strategic green infrastructure assets include the Mersey Valley, River Irwell, Medlock Valley, Chorlton Water Park, Alexandra Park, Heaton Park, Phillips Park and Wythenshawe Park. The biodiversity and recreational value of these key open spaces and linkages will be supported and enhanced and connections between them reinforced.

14.65 The strategic Open Space, Sport and Recreation study has audited and mapped the city’s accessible open spaces. This work highlights the differences in the quantity, quality and accessibility of the audited open spaces across the different parts of the City. However in Manchester it is the more finely grained green infrastructure, for example, private gardens, street trees, local footpath linkages that help to give an area its own distinctive character. There can be some significant variations across Manchester, with areas such as Wythenshawe recognised for their ‘garden’ feel, while residents in some parts of Central Manchester, for example Moss Side and Rusholme, have much more limited access to private gardens and a green street environment.

Policy Approach En 9

Green Infrastructure

Manchester gives Green Infrastructure a high priority. Where new development increases demand on Manchester’s Green Infrastructure, including by increasing population in an area where provision is at capacity, the City Council will require the development to provide, or contribute towards, the provision of additional green infrastructure and the protection and enhancement of City’s existing green infrastructure.

14.66 The City Council, working with local communities, developers and partners will develop and enhance Manchester’s Green Infrastructure network. This will include an integrated network of high quality and multi functional green infrastructure within the urban environment of Manchester, linking to neighbouring authorities green infrastructure networks.

14.67 Key features of the Manchester’s Green Infrastructure will include:

- The continued development of a network of green spaces, water bodies, canals, paths and cycleways with priority given to those parts of the City where there is an identified existing lack of open space identified in the City
• The provision of strategically significant green spaces in those areas where development is proposed in this Core Strategy including New Growth Point sites.
• The promotion and development of the River Mersey, River Irwell and River Medlock and adjoining land.
• Upgrading of the further extension of the ‘Fallowfield Loop’ cycleway
• Improved the connectivity to areas of green infrastructure outside the local authority boundary

14.68 New Green Infrastructure provision should be an exemplar of best practice and innovation in the design and management of new green infrastructure.

Open Space

14.69 Open Spaces provide Manchester with one of its most valuable assets. From the river valleys of the Irk, Irwell, Mersey and Medlock and their biodiverse rich natural and semi natural landscapes to the City’s award winning parks, open spaces all help shape and define Manchester’s character and underpin our residents quality of life.

14.70 Open Spaces are highly valued by Manchester residents enriching both their lives and those of visitors to the City. They reinforce local identity and enhance the physical character and attractiveness of an area creating a sense of place and contributing to neighbourhoods of choice. Open spaces support sustainable communities, healthy lifestyles, community cohesion and provide areas of rich biodiversity.

14.71 The Regional Spatial Strategy underpinning Spatial Principles Policy DP1, states that all plans and proposals should promote sustainable communities and environmental quality. Policy DP2 again places a priority on building sustainable communities, places where people want to live and work, including promoting physical exercise through opportunities for sport, recreation, exercise, walking and cycling. Policy DP7 promotes environmental quality, including the promotion of green infrastructure and the greening of towns and cities.

14.72 The Community Strategy vision includes that by 2015 Manchester will be a "Green City" proud of its rapidly improving local and global environmental performance. High Quality open spaces play a key role in providing Neighbourhoods of Choice, one of the three Core Drivers of Success in the Community Strategy.

14.73 The role of green infrastructure in Manchester and supporting policy is addressed elsewhere in this document; but the importance of identifying, developing and managing new areas of open space, complemented by retention, enhancement and adaptation of existing sites is reflected in open space policies below.
14.74 National planning policy relating to open spaces is set out in Planning Policy Guidance Note 17 Planning for Open Spaces, Sport and Recreation. The Government states that local authorities should carry out assessments of needs and audits of existing open spaces. Manchester completed its Strategic Open Space Sport and Recreation Study in July 2009. The study set local standards for sport and recreation provision.

14.75 Manchester currently has 27 Green Flag Parks across the City. Consultation responses from local residents reflect the importance they place on being able to access their local parks and enjoy a high quality, safe environment. Many areas of open space previously used for heavy industry for example in North and East Manchester are now areas of natural and semi natural open spaces. Some have been restored to become high quality open spaces but many, in the North of the City in particular, are of poorer quality. The City’s amenity spaces vary from large grass verges adjacent to residential properties to areas of managed grassland. They perform an important role in providing the local resident population with areas of informal accessible open spaces that are close to their homes. Interest in allotments has risen significantly in recent years. Provision varies across the City in terms of both quality and quantity. Areas where there is greater provision, such as Chorlton, also experience high levels of demand.

14.76 The City wide study has developed agreed local standards for quantity, quality and accessibility of open spaces. The application of these standards across the City allows an understanding of where there are critical issues relating to both existing provision and the need for new provision. The agreed standards for quantity and accessibility are set out below.

<table>
<thead>
<tr>
<th>Open space type</th>
<th>Quantity</th>
<th>Accessibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>City Parks</td>
<td>0.2 ha per 1000 population</td>
<td>15 minute Public Transport Time</td>
</tr>
<tr>
<td></td>
<td></td>
<td>City Centre – 15 minute drive time (Public Transport)</td>
</tr>
<tr>
<td>Local Parks</td>
<td>0.49 ha per 1000 population</td>
<td>10 minute walk time (480m)</td>
</tr>
<tr>
<td>Natural and Semi Natural Open Space</td>
<td>1.86 ha per 1000 population</td>
<td>15 min walk (720m)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>City Centre – 15 minute drive time (Public Transport)</td>
</tr>
<tr>
<td>Amenity Green Space</td>
<td>0.40 ha per 1000 population</td>
<td>10 minute walk time (480m)</td>
</tr>
<tr>
<td>Provision for Children</td>
<td>0.0265 ha per 1000 population</td>
<td>10 minute walk time (480m)</td>
</tr>
</tbody>
</table>
### Provision for Young People
- **0.035 ha per 1000 population**
- 15 minute walk time (720m)

### Outdoor Sports
- **0.98 ha per 1000 population**
- 15 minute walk time – grass pitches, tennis courts and bowling greens
- 20 minute drive time for athletics facilities and Synthetic Turf Pitches.
- Golf Courses – 30 minutes drive time.

### Allotments
- No standard set
- No standard set

**14.77** Further detail and quality standards are set out in Manchester’s Strategic Open Space, Sport and Recreation Study. Standards were not set for allotments as demand was particularly high in areas where, in relation to other areas of the City, provision was also high. To set a City wide standard, therefore, would not seem to meet the needs of residents. An Allotment Strategy for the City is being developed by the City Council which seeks to improve quality and make more allotments or part allotments available in areas of high demand whilst encouraging the uptake of allotments in other areas of the City.

**14.78** It is the application of these standards that will underpin future decisions around existing and proposed new open spaces across the City.

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**Policy Approach En 10**

**Safeguarding Open Space, Sport and Recreation Facilities**

The City Council will seek to retain and improve existing open spaces, sport and recreation facilities to the standards set out above and provide a network of diverse, multi-functional open spaces. Proposals will be supported that:

- improve the quality and quantity of accessible open space, sport and recreation in the local area
- provide innovative solutions to improving the network of existing open spaces, increase accessibility to green corridors, and enhance the Green Infrastructure Network including cross boundary proposals.

Proposals on existing open spaces and sport and recreation facilities will only be permitted where:
Equivalent or better replacement open space, sport or recreation facilities would be provided in the local area as soon as practicable; or

The site is identified as surplus for its current open space, sport or recreation function based on the standards above and the area priorities and:

- A proposed replacement would, as soon as practicable, remedy a deficiency in another type of open space, sport or recreation facility in the local area
- It could not fulfill other unsatisfied open space, sport or recreation needs; or
- The development would be ancillary to the open space, sport or recreation facility and have a minimal impact on the use or character.

14.79 The City Council will seek to develop consistency of provision across the city, meeting shortfalls in densely populated areas or developing innovative approaches to readdress the balance, including enhancing links to existing green corridors and networks. In many areas of the City there will be a strong focus on improving the quality of existing open space in particular where there are higher levels of provision.

Policy Approach En 11

Quantity of Open Space, Sport and Recreation

As opportunities arise, new open space, sport and recreation facilities will be created across Manchester. The City Council will seek the provision of new open space, sport and recreation facilities, in particular

a. where a quantitative shortage of a particular use per head of population based on the Open Space, Sport and Recreation standards is identified in the local area;

b. where it is required for extending the City's Green Infrastructure Network.

New open spaces should also be interconnected, to allow for better pedestrian and cycling links both across and between sites and enhance the biodiversity of the City.

14.80 Local provision of accessible high quality open spaces, sport and recreation facilities are particularly important to both local residents and families looking to move into new areas of the City. Some parts of the City have identified shortages of some types of open space provision for example, parts of Moss Side and Rusholme. It is recognised that opportunities for creating new spaces here will be limited, especially as these areas include some of the most densely developed neighbourhoods and therefore the priority will be to improve quality and access to existing sites and those in adjoining areas.
Policy Approach En 12

Area priorities for Open Space, Sport and Recreation

The priorities for open space, sport and recreation in the City set out in Manchester’s Strategic Open Space, Sport and Recreation Study and within the regeneration areas include the following:-

- North area: ensure that new development will deliver improvements to the quality of existing provision.
- East Manchester: enhance existing facilities and provide new spaces and facilities in accessible locations
- City Centre: enhance quality of existing areas and integrate new facilities within the character of the area.
- Central area: improve accessibility to nearby open space and facilities as well as address deficiencies where possible.
- South area: enhance the quality of existing provision and using opportunities to address deficiencies.
- Wythenshawe: enhance existing facilities and improve quality of existing sites.

Biodiversity and Geodiversity

14.81 As stated in Manchester’s Biodiversity Strategy, Manchester as a City recognises the importance placed on biodiversity and its role in delivering urban renaissance. The conservation and enhancement of our natural resources is a key factor in the building and delivery of safe and sustainable communities. Manchester seeks to protect, enhance and manage existing identified biodiversity resources.

Policy Approach En 13

Biodiversity and Geological Conservation

- In line with PPS9, development should avoid any adverse impact on:
  - sites with international or national designations for their biodiversity value; Manchester contains one Site of Special Scientific Interest (SSSI) (Cotteril Clough), and has one candidate Special Area of Conservation (cSAC), also an SSSI just over the border (on the Rochdale Canal, in Oldham);
  - other sites of biodiversity value, including Sites of Biological Importance (SBIs) and Local Nature Reserves (LNRs); Manchester currently has 35 SBIs (including the Rochdale and Ashton Canals) and 7 LNRs; priority habitats found within
Manchester, as listed in the Manchester Biodiversity Strategy and included in the Greater Manchester Biodiversity Action Plan (GM BAP), including various types of grassland, ancient/species-rich hedgerows, woodlands, lowland heath, managed greenspace, reedbeds, rivers, canals and ponds;
- protected and priority species, as listed in the Manchester Biodiversity Strategy and included in the Greater Manchester Biodiversity Action Plan (GM BAP); species that occur in Manchester include the great crested newt, water vole, brown hare, pipistrelle bats, 8 protected bird species, floating water plantain, grass-wrack pondweed, and the black poplar;
- sites that are recognised for their geological importance;
- Development will be expected to enhance, restore or create new biodiversity where the opportunity arises, either on-site or adjacent to the site, contributing to linkages between valuable or potentially valuable habitat areas where appropriate, with reference to:
  - the Manchester Biodiversity Strategy, which provides further details of priority habitats within Manchester and opportunities for enhancement including corridors such as the Mersey, Medlock and Irk river valleys, the canals and disused railway lines and areas of managed greenspace particularly in parks;
  - the Ecological Framework for Greater Manchester, which seeks to guide and inform habitat creation and repair, including identifying large 'biodiversity opportunity areas' including the Moston Brook Corridor and Nutsford Vale;
  - the Open Space, Leisure & Recreation Study, which identifies areas where there is a deficit of natural and semi-natural greenspace, opportunities for green corridors and other linkages;
  - Manchester's Climate Change Action Plan
  - The Strategic Flood Risk Assessment (SFRA) for Manchester;
  - Manchester Tree Strategy
- Development should seek to protect existing biodiversity on brownfield sites.
- Development should wherever possible seek to maintain, enhance or restore existing geology.

14.82 PPS9 and the accompanying Good Practice Guide set out national policy in relation to planning for Biodiversity and Geodiversity.

14.83 Developers will need to contribute to the Manchester Biodiversity Strategy by demonstrating in their Environmental Standards Statement how they have taken full account of the effect of their proposed development on biodiversity. Further detail on policy En13 and Environmental Standards Statements is provided in a Guide to Development in Manchester SPD Supplementary Planning Document.
14.84 Sites of biodiversity value, and linkages between them, also form part of the multi-functional Green Infrastructure network. In Manchester, the river valleys and canal corridors form an important element of both the Ecological Framework and the emerging Green Infrastructure Framework, and contain both sites and linkages. They also present opportunities for further habitat enhancement and creation. The main river valleys are the Mersey, the Medlock, and the Irk. The canals which run through Manchester are the Bridgewater, the Rochdale and the Ashton canals. Schemes to enhance biodiversity should also take into account flood risk. Managed greenspace in parks presents another significant opportunity for enhancement; there are already a number (27 in 2008) of parks in Manchester that have been awarded Green Flag status due to a management regime which takes account of best ecological practice.

14.85 In addition to the priority species protected through European or national legislation, local priority species are identified by the Greater Manchester Biodiversity Action Plan; the Manchester Biodiversity Strategy lists those that occur in the City of Manchester.

14.86 When considering the potential impact of a development on biodiversity or geodiversity, the construction phase should be included in this consideration.

Environmental Quality

Air Quality

Policy Approach En 14

Air Quality

The City Council will seek to improve the air quality within Air Quality Management Areas, located along Manchester’s principal traffic routes. Developments will be expected to meet at least the minimum standards in the North West Sustainability Checklist and to take measures to help minimise and mitigate the local impact of emissions from traffic generated by the development as well as emissions created by the use of the development itself, including from Combined Heat and Power and biomass plant.

14.87 Local authorities have statutory duties for local air quality management (LAQM) under the Environment Act (1995) and the subsequent National Air Quality Strategy (2000) and Air Quality Regulations. Since 1997 local authorities have been conducting reviews and assessments of local air pollutant levels against national health based air quality objectives. Concentrations of certain pollutants are measured at or near ground level. Where exceedances are predicted and where there is likelihood that the public will be exposed to elevated levels, local authorities have a duty to declare Air Quality Management Areas (AQMA) and produce an Air Quality Action Plan (AQAP).
14.88 Each of the Greater Manchester Districts declared an Air Quality Management Area in 2002 and in 2004 an AQAP was produced. In Manchester the AQMA is along the main ring and radial routes. The overall air quality within Manchester is lower than the national average. Within Manchester local air pollution is primarily the result of transport. It is at its worst close to motorways and main roads, in and around the City Centre (where most main roads terminate) and around Manchester Airport. Motorways, the City Centre and the Airport all have regionally/nationally significant roles, serving a much wider catchment than just the City of Manchester, and the growth of Manchester’s economy is critically linked to this infrastructure.

14.89 The AQAP has identified a range of actions which can help to reduce emissions and mitigate their impact on those who live locally. Whilst emissions from any individual development may be small the cumulative effect of developments within an area can have a significant impact on the local air quality. The following policy will seek to reduce emissions where possible within AQMA and mitigate the impact of emissions on local air quality. It should be noted that other policies within the Core Strategy will guide the location of development in order to reduce the need for private transport and encourage the use of decentralised and renewable energy to reduce emissions.

Water Quality

Policy Approach En 15

Water Quality

- Development should avoid any adverse impact on water quality, including during the construction phase, and wherever possible should seek to enhance water quality, both chemical and biological;
- Development should minimise surface water run-off from development and associated roads, to avoid pollutants reaching watercourses;
- Development should take account of any existing drainage problems, and help to mitigate rather than contribute to them;
- Development should maximise the use of appropriate sustainable drainage systems (in line with advice from the Strategic Flood Risk Assessment) to minimise groundwater contamination, surface-water run-off and water entering the drains;
- Development close to a watercourse should ensure that all run-off is diverted, maximising the use of sustainable drainage systems;
- Development close to a watercourse should ensure that contaminants, waste or litter cannot enter the watercourse from the site;
- Discharges from industrial development should be carefully controlled so they do not add to water pollution;
- Development should take into account the need for sewerage and sewage treatment and the availability of existing sewage infrastructure.
14.90 Applicants should also refer to:

- Guide to Development in Manchester
- The latest Strategic Flood Risk Assessment (SFRA) for Manchester
- NW River Basin Management Plan
- Upper Mersey Catchment Flood Management Plan
- The NW Regional Spatial Strategy

14.91 The following are also relevant background documents:

- Planning Policy Statement 23: Planning and Pollution Control
- The Water Framework Directive (WFD)

14.92 Manchester experiences a significant amount of pollution due to the use of a sewerage system upstream that combines both foul water and surface water run-off. Water quality impacts on wildlife in and around water, public health, and the appearance and amenity of watercourses. The continued growth and regeneration of Greater Manchester should not be allowed to exacerbate the water quality problems currently experienced, particularly pollution from surface water run-off, discharges from industry and discharges from sewerage systems.

14.93 The EU Water Framework Directive requires that all inland waters must reach at least ‘good’ chemical and ecological status by 2015. The Environment Agency is responsible for its implementation, working with relevant partners including United Utilities and Local Authorities. The EA have identified significant water management issues in the North West including:

- Diffuse pollution from roads and urban areas
- Pollution caused by discharges from industry
- Pollution caused by discharges from sewerage systems

14.94 The main ways in which Local Authorities can influence water quality are by:

- encouraging the use of sustainable drainage systems (SUDS) as a way to reduce water run-off.
  - The Strategic Flood Risk Assessment, when complete, will provide further guidance on this; not all types of SUDS are appropriate for all urban areas; in some parts of Manchester there are brownfield sites which have issues of contamination where the use of some types of SUDS would be problematic, causing transfer of contaminants to receptor sites.
- ensuring that development adjacent to water resources, including the storage and disposal of waste, transport, commercial and residential (in the context of a growing population) is carefully controlled to prevent water pollution from wastewater, land contaminants, industrial and construction processes and litter / fly tipping; The discharge of effluent or leachates may pose a threat to surface or underground water resources directly or indirectly through surrounding soils.
Contaminated Land

Policy Approach En 16

Contaminated Land

The City Council will give priority for the remediation of contaminated land to strategic sites as identified within this document.

14.95 The City’s industrial past has left a significant amount of land, particularly in East Manchester, experiencing considerable levels of contamination. The City has had an industrial use on some 26.5% (3,066 hectares) of its land at some time in the past, with these uses being concentrated in the wards of Bradford, Ancoats & Clayton and Miles Platting & Newton Heath. The pollutants—chemicals, oils, heavy metals etc., left from the former industrial processes, have remained in the ground unless remediated or unless they are washed into water resources. The type and intensity of any contamination can influence the remediation costs and potential re-use of the land.

14.96 Much has been done to bring derelict and contaminated land back into use to ensure that the Government’s targets for the re-use of previously developed land are met in line with National Policy aspirations, which refer to the efficient use of land with priority going to the re-use of previously developed land. (PPS1, PPS3).

14.97 At least 90% of new development must be on previously developed land, to be in conformity with NW RSS Policy L4. The Council is taking account of costs that might be associated with remediating sites in preparing its Strategic Housing Land Availability Assessment, where this might have an impact on the viability of a site potentially coming forward for housing. This, together with other costs associated with infrastructure will be considered within the infrastructure delivery plan.

14.98 Successful remediation of contaminated land is crucial to improving the image of Manchester as a place in which to live and work. NWRSS EM2 states that “Plans, strategies, proposals and schemes should encourage the adoption of sustainable remediation technologies…” In terms of achieving successful remediation, much is done through Part IIA of the Environmental Protection Act 1990 which introduced the contaminated land regime in 2000. The City Council is aware that the costs of bringing this land up to developable standards are greater and may impinge on the capital available for the development itself. We need to ensure that this does not result in the compromise of design quality including environmental standards.
14.99 The City Council will be seeking to ensure that where resources are limited priority for land remediation is given to strategic sites which are key in terms of delivering the economic, housing and regeneration objectives for the City.

The Built Environment

Design

14.100 PPS1 and its companion guide, ‘By Design - Urban Design in the Planning System: Towards Better Practice’, identify the seven objectives of urban design as:

- Character: a place with its own identity
- Continuity and enclosure: a place where public and private places are clearly distinguished
- Quality of the public realm: a place with attractive and successful outdoor areas
- Ease of movement: a place that is easy to get to and move through
- Legibility: a place that has a clear image and is easy to understand
- Adaptability: a place that can change easily
- Diversity: a place with variety and choice

Policy Approach En 17

Design Principles

All development in Manchester should have regard to the seven objectives of urban design as identified in national planning guidance. The design of new development in Manchester should reinforce the sense of place and local distinctiveness of the City and its specific character areas.

Design and Access Statements submitted with proposals for new development must clearly detail how the proposed development would support the achievement of the Core Strategy Strategic Objectives and reinforce the character of the City.

Manchester City Council gives particular priority to ensuring high standards of accessibility in all development and will promote proposals that are fully accessible to disabled people.

14.101 The City Council is producing a Character Study that identifies the overall characteristics of the city and different character areas within the city. Further detail on the seven objectives of design, the character areas and the requirements for providing Design and Access Statements will be provided in a Supplementary Planning Document.
14.102 A range of national policies and good practice guidance sets out requirements and advice on design issues. Policy DP7 in the Regional Spatial Strategy to 2021 sets out how environmental quality should be protected and enhanced which includes understanding and respecting the character and distinctiveness of places and landscapes; promoting good quality design in new development and ensuring that development respects its setting taking into account relevant design requirements as currently defined within a Supplementary Planning Document & Planning Guidance.

14.103 The Council is currently undertaking a landscape and heritage assessment. Once this has been completed it will be used to define character areas.

14.104 Design for Access 2 (DFA2) is the Council's adopted design guidance on creating accessible environments and buildings, in particular meeting the needs of disabled people. DFA2 demonstrates the Council's approach and should be used by developers as a best practice guide.

**Policy Approach En 18**

**Tall Buildings**

Tall buildings are defined as "buildings which are substantially taller than their neighbourhoods and/or which change the skyline". Proposals for tall buildings will be supported where it can be demonstrated that they are of excellent design quality, are in appropriate locations, contribute positively to sustainability and to place making including by shaping a unique, attractive and immediately identifiable Manchester city skyline, and where the development would bring significant regeneration benefits. Suitable locations and other relevant considerations include:-

1. City Centre sites and non City Centre sites immediately adjacent to the Inner Relief Route.
   - This area would be the focus for tall building development to reflect the City Centre's pre-eminent regional centre role and should accommodate the very large majority of the City's tall buildings, including the very tallest buildings, and those that could justifiably be described as being of 'iconic' design of international/national/regional importance.
   - Other than in the most exceptional circumstances, tall buildings should be within this City Centre focal area with particular encouragement given to non-conservation area locations adjacent to key gateways.
   - The exceptional circumstances for a proposed tall building that would be seen as more isolated structure rather than as a part of a group of tall buildings would need to be justified including in terms of other tall building proposals and as a tall building...
of an exceptional iconic design of regional/national/international significance that satisfactorily addresses all other development policy criteria.

- Tall building proposals will need to be justified, amongst other matters, in terms of their positive contribution to the urban form, including skyline, of the City Centre as a whole particularly in approach views. They may coincidentally, and where appropriate, play a signposting role by, for example, identifying a locality or public facility within the City Centre.

2. Outside the area identified in 1 above:-
   - Tall building development would only be supported where it can be shown to play a positive role in a coordinated place-making approach to a wider area (e.g. as a landmark, to terminate a view, signpost a district centre, transport node, other facilities of local, regional, national or international significance).
   - The height of tall buildings in such locations should relate more to the local, rather than the City Centre, urban context.

3. Any tall building proposal should demonstrate that it would support and improve the social, economic and environmental sustainability of the City and the wider locality/neighbourhood within which it is set including an appropriate mix of uses. Such proposals should be in locations that are highly accessible with a particular emphasis on public transport, cycle and pedestrian access and, for sites outside the City Centre, any tall building would be required to be within easy walking distance of a choice of public transport modes.

4. By their nature tall buildings are highly visible often over significant distances and, while all development within the City should be of high quality, tall building developments will be required to be of the very highest quality.

5. Outside the City Centre, ad-hoc tall building proposals of a scale and location that would be inconsistent with 1, 2 and 3 above would not be supported other than in the most exceptional circumstances.

6. Unimplemented planning permissions for tall buildings can have a significant impact on land value and can distort the market in an unacceptable manner. This can hinder the development of the site for other uses and can have an adverse impact on the developability of other sites. The Council will not therefore support proposals for tall buildings that are speculative and do not have identified end users. It will be necessary for the applicant/developer to demonstrate that proposals for tall buildings are viable and deliverable.
Heritage

14.106 Manchester is the original industrial city and much of its character is derived from the physical legacy of Victorian innovation. While the City is once again at the forefront of innovation it is important that areas of special architectural or historic interest are preserved and enhanced to create a modern and distinctive City based on its proud heritage.

14.107 As a hub of the regional transport network, Manchester grew to be an important centre in the Roman period with a fort erected in C78 AD on raised ground overlooking the confluence of the Rivers Medlock and Irwell in Castlefield. Manchester had become a town of regional importance by the medieval period, receiving its market charter in 1282. The medieval town developed in the Hanging Ditch, Fennel Street, Deansgate and Market Street area. Growth took the form of linear expansion along Long Millgate, Shudehill and Deansgate. Timber fronted buildings lined the principal street occupied by people involved in crafts and trade. By the end of the Medieval period Manchester had established itself as a regional centre of flax and woolen manufacture and trade.

14.108 Manchester was a regional centre for the spinning and weaving of wool, linen and flax in the late 16th and through the 17th century. Cotton rose in importance during the 17th century and Manchester grew rapidly. Although the largest town in Lancashire by 1664 it wasn’t until the 18th century that the first industrial city was born. Between 1664 and 1777 the population increased seven-fold as a result of immigration supplying the growing weaving and fustian trades. The Bridgewater Canal (1765) linked Manchester to Liverpool and therefore to world trade. The first steam powered cotton spinning meill was building in 1781-82 on Shude hill and began a boom in mill construction along the Irk and Medlock valleys. Between 1782 and 1816 the number of steam powered mills rose from 1 to 86 and were built on a huge scale employing hundreds of people.

14.109 Textile mills continued to evolve and industrial sites expand throughout the 19th and into the 20th century. By the end of the 19th century commercial warehouses became the principal character type of Manchester’s commercial core. These prestigious buildings of iron and steel faced with stone, tile and glass inspired by the medieval merchant houses of Florence and Venice became the showrooms of textile merchants. The 19th century also brought the railways with stations, warehouses, sidings and viaducts dominating the city fringe. As well as improving communication for trade they enabled the commuting from the outskirts with urban cores developing at Gorton, Harpurhey, Chorlton, Withington and Didsbury.

14.110 The early 20th century saw shrinking world markets, economic depression and the decline of the North West’s textile industry. Despite this there was substantial house building particularly in south Manchester. Between 1919 and 1939 30,000 corporation supported houses were built in the city. The planned estates of Withington, Burnage, Wythenshawe, Woodhouse Park and Sharston are examples. By the middle of the 20th century it was decided the inner city housing was obsolete and living conditions unacceptable so ‘slum’ clearance led to the
creation of new inner city housing at Beswick, Miles Platting, Moss Side and Hulme. Late 20th century and early 21st century programmes have sought to redevelop these inner estates suffering from social as well as physical decline in the latter 20th century.

14.111 The historic environment is central to our cultural heritage. It contributes to the identity of Manchester through its aesthetic value and the memories of events. The original Victorian City helps create a sense of place and enhances the quality of our daily lives. Furthermore it can provide a catalyst for regeneration

**Policy Approach En 19**

**Heritage**

The City Council should protect or, where possible, enhance the historic environment and the character and setting of areas of acknowledged importance, including scheduled ancient monuments, listed buildings, registered parks and gardens, conservation areas and archaeological remains.

High quality development that complements and takes advantage of the distinct historic features of the city centre, its districts and neighbourhoods will be encouraged.

14.112 Historic sites and areas of particular heritage value should be both safeguarded for the future and, where possible, enhanced both for their own heritage merits and as part of wider heritage regeneration proposals. Conservation areas and buildings that are statutorily listed are protected under national legislation guidance.

14.113 To ensure the special architectural and historic interest is preserved and enhanced the City Council maintains a schedule of listed buildings at risk and will:

- produce documentation that identifies the important characteristics of existing conservation areas including the identification of those areas to be preserved and those in need of enhancement. A programme will be developed that prioritises the production of Conservation Area Character Appraisals where development pressures are greatest.
- Consider designating further conservation areas based on the production of a City-wide Character Study.

14.114 The above work will inform the developing Core Strategy policy.
15 Development Management and Planning Agreements

Planning Agreements

15.1 Planning agreements, under Section 106 of the Town and Country Planning Act 1990, are generally used to mitigate harm that may be caused by a development and are negotiated as part of the planning application process. The Act allows for Local Planning Authorities and developers to negotiate a range of obligations under such an agreement, which can be linked to financial contributions, be restrictive in nature or require specific works or actions to take place. S106 contributions can do much to mitigate harm that new developments might otherwise bring and provide benefit through integration with the surrounding area.

15.2 In order to secure the best use of land, the Council needs to ensure, through the use of conditions or planning obligations attached to planning permissions, that new development provides for the infrastructure, facilities, amenities and other planning benefits which are necessary to support and serve it, and to offset any consequential planning loss to the local area which may result from the development. Local mitigation will involve site-based analysis for each development scheme and its impact on the immediate locality. Priorities for S106s involve three elements: a strategic level, regeneration area priorities, and local, site-based mitigation. Whilst all projects funded by S106 Agreements must address issues raised by the development proposals, an opportunity exists to assist with broader strategic objectives. The Core Strategy establishes the Council's strategic priorities for planning agreements (although such priorities will themselves need to be prioritised on a site by site basis).

15.3 In drawing up planning agreements Manchester City Council gives a high priority to the regeneration objectives set out in the Regeneration Frameworks for each area of the City.

Policy Approach PA 1

Community Benefits and Planning Agreements

Where needs arise directly as a result of development, the Council will seek to secure planning obligations or agreements pursuant to Section 106 of the Town and Country Planning Act 1990 that make a positive contribution to creating a city of sustainable linked communities. Through such obligations and agreements, the Council will seek to ensure that development proposals support the following priorities:

- Affordable housing
- Education
- Health and wellbeing facilities
- Provision of open space
- Public realm improvements
Protection or enhancement of environmental value
Safety and security improvements
Training and employment initiatives
Traffic, transport and accessibility
Climate change mitigation / adaptation

These issues will be addressed in accordance with guidance in Strategic Regeneration Frameworks and local circumstances.

15.4 The Planning Act 2008 contains enabling clauses for a Community Infrastructure Levy (CIL), which empowers local planning authorities to charge on most types of new development in their area, to help fund needed infrastructure identified in their plans. Detailed proposals for the introduction of CIL, including the draft regulations, are currently out to consultation. The outcome of this consultation will be given due consideration in the Council’s approach to this issue.

Development Management

15.5 All new developments should follow the ‘Development Principles’ and accord with the design guidance set out in the Supplementary Planning Documents

Policy Approach DM 1

Development Management

All development should have regard to the specific issues as set out in Supplementary Planning Guidance including:

- Appropriate siting, layout, scale, form, massing, materials and detail
- Effects on amenity, including privacy, light and noise. This could also include proposals which would be sensitive to existing environmental conditions, such as noise
- Accessibility
- Adequacy of internal accommodation and external amenity space
- Refuse storage and collection
- Vehicular access and car parking
- Effects relating to biodiversity, landscape, archaeological or built heritage
- Open space, both public and private
- Flood risk and drainage
Impact on residential areas

Policy Approach DM 2

Impact on residential areas

15.6 The Council will not allow development which will have an unacceptable impact on residential areas. The matters which the Council will consider in coming to such decisions will include the design, scale and appearance of the development and its impact in terms of noise, vibration, traffic generation, road safety and air pollution.

15.7 Neighbourhoods of choice must be protected from inappropriate development so as to ensure that the quality of the area is maintained.

Design of high density housing

Policy Approach DM 3

High Density Housing

Proposals for high density residential development should take account of the following design considerations:

- Schemes should be designed to complement the character of the surrounding area.
- Schemes should incorporate useable private open space which could be in the form of balconies, as well as shared open spaces such as green roofs.
- Provision for parking cars and bicycles.
- The need for high levels of sound insulation.

15.8 When it is well-designed, high density development helps to create a sense of place and ensure that there are enough people living in an area to support shops and other services and public transport links. It reduces the amount of building on greenfield land, and provides greater activity and natural surveillance and overlooking of spaces so that areas feel and are safer.
Special Needs and Supported Housing

Policy Approach DM 4

Special Needs and Supported Housing

Proposals for accommodation for people with special needs will be supported where:-

- It is not detrimental to the residential character of the area.
- There is not a high concentration of similar uses in the area already.
- There is no potential for significant noise or other disturbance to neighbours.
- Where it will contribute to the vitality and viability of the neighbourhood.
- Where there would not be a disproportionate stress on local infrastructure such as health facilities.

15.9 In line with ensuring that a wide range of housing choices are available across each neighbourhood in Manchester, the Council will seek to avoid an over-concentration of people with special needs in any one particular area. The Council welcomes the development of appropriately designed accommodation which enables people with special needs to maintain an independent lifestyle, and supports the work of housing associations and other agencies in this respect; but recognises that there is a need for individual communities to be able to meet most of their day to day needs locally - for example in relation to shopping, recreation, education and health care. The Council recognises that, at least in part, the social and economic balance of a community is achieved by avoiding an over concentration of a specific type of housing in any one area because, for example, of changes in spending power so that local facilities may suffer from reduced demand from certain groups.

Conversions

Policy Approach DM 5

Conversions

[Note - If the Regulations change regarding the definition of a HMO and planning permission becomes necessary to let a C3 dwelling to a group of students this policy may be amended.]

Conversions of existing properties into flats or houses in multiple occupation will be permitted only where the accommodation provided is of a high standard and where it will not materially harm the character of the area having regard to the existing number of converted and non-family dwellings in the vicinity.
15.10 In order to meet the needs of a wide range of people there should be a wide range of house types available in Manchester, including for people who are unable to afford their own homes or who prefer to live in shared accommodation. At the same time the Council wishes to avoid an over-concentration of such provision in any particular area of the City in order to achieve balanced sustainable neighbourhoods with a diverse housing mix.

Leisure and Evening Economy

15.11 The City needs to achieve a better balance of evening and night-time activities and a better distribution throughout the City. In some areas concentrations of uses associated with the evening economy have led to problems with anti social behaviour, while other parts of the City suffer from lack of activity during the evening. It is important that the uses within centres are carefully balanced so that evening/night-time uses are complementary to neighbouring uses.

Policy Approach DM 6

Leisure and the Evening Economy

New development and redevelopment that supports the evening economy, contributes to the vitality of district centres and supports a balanced and socially inclusive evening/nighttime economy will be permitted, subject to the following considerations:

1. Cumulative impact – in areas where there is already a concentration of bars (A4), hot food takeaways (A5) and other nighttime uses where there is disamenity from them, there will be a presumption against further facilities.

2. Residential amenity – the proposed use should not create an unacceptable impact on neighbouring uses in terms of noise, traffic and disturbance.

3. Balance - new uses in Manchester centres should support both the day-time and evening/night-time economies whilst not undermining the role of the primary shopping area.

4. When considering whether the impact of a proposed bar or hot food take away and its potential for over-concentration of such uses will be to the detriment of the vitality or viability of a centre, regard will be had to above policy and also:

- The existing number of similar establishments in the immediate area and their proximity to each other;
- The type and characteristics of other uses, such as housing, shops and public houses;
- The existence of vacant shop units and the condition of the unit;
- The importance of the location for local shopping, and the number, function and location of shops that would remain to serve the local community;
15.12 District and local centres play a vital role, not only as places to shop but because they provide the opportunity for a wide range for services to be delivered locally in locations that are accessible by a choice of transport, in the centre of communities. They are at the heart of the Council’s vision to create a city of sustainable neighbourhoods of choice. A range of facilities and uses will be encouraged, consistent with the scale and function of the centre, to meet people’s day-to-day needs, while preserving the predominance of A1 use classes.

15.13 To maintain this role the Council will carefully consider all applications for change of use from A1 retail. Particular attention will be paid to situations where the application relates to units occupying a prime or prominent location within the centre, or units with substantial floorspace or frontage. These units often provide a focus to centres and their release to non-A1 uses will in many cases be inappropriate.

16 Delivery of Core Strategy

16.1 The following section outlines the delivery mechanisms for each of the policy approaches, the responsible agencies/lead organisations, targets/standards, indicators, timescales and infrastructure.

16.2 At the time of publishing the City Council are preparing an Infrastructure Plan, for further information on the approach please refer to the Infrastructure scoping paper which can be viewed on the City Council’s website www.manchester.gov.uk

16.3 Strategic Objective 1: Provide a framework within which the sustainable development of the City can contribute to halting climate change.

**Core Strategy Policy Approach:**

- SP1 – Spatial Principals

**Community Strategy/LAA Objective:**

- Sustainable Economic Growth
- Neighbourhoods of Choice
- Individual & Collective Self Respect

**Responsible Agencies/Lead Organisations:**

- To be confirmed
16.4 Strategic Objective 2: Support a significant further improvement of the City’s economic performance and spread the benefits of this growth across the City to reduce economic and social disparities, and to help create inclusive sustainable communities.
Core Strategy Policy Approach:
- CC5 – A Place for Everyone
- CC6 – Partnership
- CC7 – Employment
- CC8 – Retail
- CC9 – Housing
- CC10 – Visitors – Tourism, Culture and Leisure
- CC11 – Transport
- MA1: Manchester Airport Strategic Site
- MA2: Manchester Airport Growth Options
- MA3: Manchester Airport
- Economic Strategic Sites and Locations

Community Strategy/LAA Objective:
- Sustainable Economic Growth
- Neighbourhoods of Choice
- Reaching Full Potential in Education, Skills & Employment
- Individual & Collective Self Esteem/Mutual Respect

Responsible Agencies/Lead Organisations:
- To be confirmed

Delivery Mechanism
- To be confirmed

Target/Standard:

<table>
<thead>
<tr>
<th>Policy</th>
<th>Target</th>
</tr>
</thead>
<tbody>
<tr>
<td>E C 1 -</td>
<td>The provision of approximately 200ha of employment land for B1, B2 and</td>
</tr>
<tr>
<td>EC9</td>
<td>B8 uses by 2027 will be provided within the City</td>
</tr>
<tr>
<td></td>
<td>This will be made up of approximately:</td>
</tr>
<tr>
<td></td>
<td>B1 – 146ha</td>
</tr>
<tr>
<td></td>
<td>B2 – 13ha</td>
</tr>
<tr>
<td></td>
<td>B8 – 41ha</td>
</tr>
</tbody>
</table>
Core Strategy Policy Approach:

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>CC8</td>
<td>Approximately 30 000 sqm of new retail floorspace will be provided in the City Centre over the planned period.</td>
</tr>
</tbody>
</table>
| CC9 | Indicative target proportion of housing provision to use brownfield land & buildings at least 90% (RSS)  
28% of new housing to be located in the City Centre by 2027 |

Indicators:

<table>
<thead>
<tr>
<th>Policy</th>
<th>Target</th>
</tr>
</thead>
</table>
| E C 1 - EC9 | BD1: Total amount of employment floorspace by type  
BD2: Total amount of employment floorspace on previously developed land – by type  
BD3: Employment land available – by type  
1d Losses of employment land in local authority area.  
1e Net change in employment land available  
BD4: Total amount of floorspace for ‘town centre uses’  
Worklessness – all out-of-work benefits  
Unemployment – Job Seekers Allowance  
Earnings – workplace based  
Earnings – residence based  
Working age residents qualified to NVQ level 3 or above (NI 164)  
Qualifications Level 3  
Working age population qualified to at least level 3 (NI164)  
Qualifications Level 4  
Working age population qualified to at least level 4 (NI 165)  
16-18 year olds NEET /NI117 |
### Core Strategy Policy Approach:

<table>
<thead>
<tr>
<th>Metric</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>16-19 year olds with NVQ3 and above</td>
<td>Qualifications Level 2</td>
</tr>
<tr>
<td>Working age population qualified to at least Level 2 or higher (NI 163)</td>
<td>Overall Employment Rate (NI 151)</td>
</tr>
<tr>
<td>Out of work benefits</td>
<td>Number of residents claiming out of work benefits (National Method) (NI 152)</td>
</tr>
<tr>
<td>Skills gaps in the current workforce reported by employers (NI 174)</td>
<td>Number of Jobs</td>
</tr>
<tr>
<td>CC1 Dwellings/ha</td>
<td>Floorspace (M²)/ha</td>
</tr>
<tr>
<td>CC2 % of new retail occupied in mixed use developments</td>
<td>EmploymentLand (M²) in City Centre</td>
</tr>
<tr>
<td>CC3 Number of Major Schemes</td>
<td></td>
</tr>
<tr>
<td>CC4 Buildings of Grade I and II* at risk of decay</td>
<td>Buildings of Grade II at risk of decay</td>
</tr>
<tr>
<td></td>
<td>Conservation Areas with up-to-date character appraisal</td>
</tr>
<tr>
<td>CC6 Number of Planning Refusals</td>
<td></td>
</tr>
<tr>
<td>CC7 Companies: Total Number of Companies in Manchester</td>
<td>Employment base: Total Employment Base</td>
</tr>
<tr>
<td></td>
<td>New business registration rate (NI171)</td>
</tr>
<tr>
<td></td>
<td>BD1: Total amount of employment floorspace by type</td>
</tr>
</tbody>
</table>
**Core Strategy Policy Approach:**

<table>
<thead>
<tr>
<th></th>
<th>BD2: Total amount of employment floorspace on previously developed land – by type</th>
<th>BD3: Employment land available – by type</th>
<th>1d Losses of employment land in local authority area.</th>
<th>1e Net change in employment land available</th>
<th>BD4: Total amount of floorspace for ‘town centre uses’</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>GVA per capita</td>
<td>Earnings – workplace based</td>
<td>Earnings – residence based</td>
<td>Number of Jobs</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>BD1: Total amount of employment floorspace by type</th>
</tr>
</thead>
<tbody>
<tr>
<td>CC8</td>
<td>BD2: Total amount of employment floorspace on previously developed land – by type</td>
</tr>
<tr>
<td></td>
<td>BD3: Employment land available – by type</td>
</tr>
<tr>
<td></td>
<td>4a Amount of completed retail, office and leisure development respectively in schemes of over 500 sq m.</td>
</tr>
<tr>
<td></td>
<td>4b Amount and percentage of completed retail, office and leisure development respectively in town centres.</td>
</tr>
<tr>
<td></td>
<td>VAT registrations</td>
</tr>
<tr>
<td></td>
<td>VAT de-registrations</td>
</tr>
<tr>
<td></td>
<td>New business registration rate (NI171)</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>Percentage of 3+ Bedroom Dwellings</th>
</tr>
</thead>
<tbody>
<tr>
<td>CC9</td>
<td>H1: Plan period and housing targets</td>
</tr>
</tbody>
</table>
### Core Strategy Policy Approach:

<table>
<thead>
<tr>
<th>Policy</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>H2(a)</td>
<td>net additional dwellings over the previous five year period</td>
</tr>
<tr>
<td>H2(b)</td>
<td>Net additional dwellings 2007/8</td>
</tr>
<tr>
<td>2a (iv)</td>
<td>annual net additional dwelling requirement (based on current RSS)</td>
</tr>
<tr>
<td>2a(v)</td>
<td>Annual average number of net additional dwellings needed to meet overall housing requirements, having regard to performance since March 2003 (based on current RSS)</td>
</tr>
<tr>
<td>H3</td>
<td>New and converted dwellings – on previously developed</td>
</tr>
<tr>
<td>2c</td>
<td>Percentage of new dwellings completed at:</td>
</tr>
<tr>
<td>i.</td>
<td>less than 30 dwellings per hectare;</td>
</tr>
<tr>
<td>ii.</td>
<td>between 30 and 50 dwellings per hectare; and</td>
</tr>
<tr>
<td>iii.</td>
<td>above 50 dwellings per hectare</td>
</tr>
<tr>
<td>H4</td>
<td>Net additional pitches (Gypsy and Traveller)</td>
</tr>
<tr>
<td>H5</td>
<td>Gross affordable Housing Completions</td>
</tr>
<tr>
<td>Home Ownership</td>
<td>50% home ownership by 2010/11</td>
</tr>
<tr>
<td>Additional homes</td>
<td></td>
</tr>
<tr>
<td>Net Additional homes provided</td>
<td></td>
</tr>
<tr>
<td>Affordable Homes</td>
<td></td>
</tr>
<tr>
<td>Number of affordable home delivered</td>
<td></td>
</tr>
<tr>
<td>Decent homes</td>
<td></td>
</tr>
<tr>
<td>% decent social homes</td>
<td></td>
</tr>
<tr>
<td>Households in temporary accommodation</td>
<td>No. households living in temp accommodation</td>
</tr>
<tr>
<td>Average density of new housing</td>
<td></td>
</tr>
<tr>
<td>Density of more than 50 dwellings per hectare</td>
<td></td>
</tr>
</tbody>
</table>
### Core Strategy Policy Approach:

<table>
<thead>
<tr>
<th>Description</th>
<th>Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>Density of 30 to 50 dwellings per hectare</td>
<td></td>
</tr>
<tr>
<td>Density of less than 30 dwellings per hectare</td>
<td></td>
</tr>
<tr>
<td>Mid year estimate</td>
<td></td>
</tr>
<tr>
<td><strong>CC10</strong></td>
<td></td>
</tr>
<tr>
<td>4a Amount of completed retail, office and leisure development respectively</td>
<td>in schemes of over 500 sq m.</td>
</tr>
<tr>
<td>4b Amount and percentage of completed retail, office and leisure development</td>
<td>respectively in town centres.</td>
</tr>
<tr>
<td><strong>CC11</strong></td>
<td></td>
</tr>
<tr>
<td>3a Amount of completed non-residential development complying with car-parking</td>
<td>standards set out in the local development framework</td>
</tr>
<tr>
<td>3b Amount of new residential development within 30 minutes public transport</td>
<td>time of a GP, hospital, primary and secondary school, employment and a</td>
</tr>
<tr>
<td>of a major health centre</td>
<td></td>
</tr>
<tr>
<td><strong>Economic Strategic Sites and Locations</strong></td>
<td></td>
</tr>
<tr>
<td>BD1: Total amount of employment floorspace by type</td>
<td></td>
</tr>
<tr>
<td>BD2: Total amount of employment floorspace on previously developed land –</td>
<td>by type</td>
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<td>BD3: Employment land available – by type</td>
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</tr>
<tr>
<td>1d Losses of employment land in local authority area.</td>
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<td>1e Net change in employment land available</td>
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<tr>
<td>BD4: Total amount of floorspace for ‘town centre uses’</td>
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</tr>
<tr>
<td>Earnings – workplace based</td>
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</tr>
<tr>
<td>Earnings – residence based</td>
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</tr>
<tr>
<td>Working age residents qualified to NVQ level 3 or above</td>
<td></td>
</tr>
<tr>
<td>Qualifications Level 3</td>
<td></td>
</tr>
<tr>
<td>Working age population qualified to at least level 3 (NI164)</td>
<td></td>
</tr>
</tbody>
</table>
### Core Strategy Policy Approach:

<table>
<thead>
<tr>
<th>Qualifications Level 4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Working age population qualified to at least level 4 (NI 165)</td>
</tr>
<tr>
<td>16-18 year olds NEET (NI 117)</td>
</tr>
<tr>
<td>Qualifications Level 2</td>
</tr>
<tr>
<td>Working age population qualified to at least Level or higher (NI 163)</td>
</tr>
<tr>
<td>Overall Employment Rate (NI 151)</td>
</tr>
<tr>
<td>Out of work benefits</td>
</tr>
<tr>
<td>Number of residents claiming out of work benefits (National Method) (NI 152)</td>
</tr>
</tbody>
</table>

#### Timescale:
- Ongoing throughout the Plan period.

#### Infrastructure:
- To be confirmed

---

16.5 **Strategic Objective 3:** Provide for a significant increase in high quality housing provision at sustainable locations throughout the City, to both address demographic needs and to support economic growth.

### Core Strategy Policy Approach:

- H1 – Overall Housing Provision
- H2 – Phasing of Housing Provision
- H3 – Housing Distribution
- H4 – Windfall Sites
- H5 – Affordable Housing
- H6 – Student Accommodation
- H7 – Accommodation for Gypsies and Travellers
- H8 – Accommodation for Travelling Showpeople
- H9 – Strategic Housing Sites

### Community Strategy/LAA Objective:
Core Strategy Policy Approach:
- Neighbourhoods of Choice
- Individual & collective self esteem / mutual respect

Responsible Agencies/Lead Organisations:
- To be confirmed

Delivery Mechanism
- To be confirmed

Target/Standard:

<table>
<thead>
<tr>
<th>Policy</th>
<th>Target</th>
</tr>
</thead>
</table>
| H1     | Approximately 60 000 new dwellings will be provided for in Manchester between March 2009 and March 2027  
Total Housing Provision 2003 – 2021 of 62 000 |
| H2     | March 2009 - March 2014 13,800 new dwellings  
March 2014 - March 2019 28,100 new dwellings  
March 2019 - March 2021 8,800 new dwellings  
March 2021 - March 2027 11,300 new dwellings |
| H3     | **North Manchester** - Over the lifetime of the Core Strategy 19% of residential development will be accommodated in this area.  
**East Manchester** - Over the lifetime of the Core Strategy 32% of residential development will be accommodated in this area.  
**City Centre** - The whole of the City Centre falls within the Regional Centre and will accommodate 28% of residential development over the lifetime of the Core Strategy.  
**Central Manchester** - Central Manchester will accommodate 13% of residential development over the lifetime of the Core Strategy.  
**South Manchester** - Due to the lack of land available for new residential development South Manchester will only accommodate 5% of new residential development over the lifetime of the Core Strategy. |
### Core Strategy Policy Approach:

<table>
<thead>
<tr>
<th>Wythenshawe</th>
<th>Wythenshawe will accommodate only 3% of new residential development over the lifetime of the Core Strategy, due to the nature of the area.</th>
</tr>
</thead>
<tbody>
<tr>
<td>H5</td>
<td>New development will contribute to the City-wide target for 20% of new housing provision to be affordable. Developers are expected to use the 20% target as a starting point for calculating affordable housing provision. It is envisaged that 5% of new housing provision will be social rented and 15% will be intermediate housing, delivering affordable home ownership options.</td>
</tr>
</tbody>
</table>
| H10         | Collyhurst – 1 300 Units  
East of Rochdale Road – 800 units  
Moston/Harpurhey – 600 units  
LowerIrkValley – Up to 2 000 units  
BoothHallHospital – 300 units  
BlackleyVillage – 188 units  
HoltTown – 4 348 units  
Chancellor’s Place – 1 852 units  
LowerMedlockValley – 800 units  
Miles Platting – 1 440 units  
Newton Heath – 190 units  
Brunswick – 350 units  
Coverdale – 400 units  
West Gorton – 1 100 units |

### Indicators:

<table>
<thead>
<tr>
<th>Policy</th>
<th>Indicator</th>
</tr>
</thead>
<tbody>
<tr>
<td>H1-H3 &amp; H10</td>
<td>Home Ownership</td>
</tr>
</tbody>
</table>
### Core Strategy Policy Approach:

<table>
<thead>
<tr>
<th>Core Strategy Policy Approach:</th>
</tr>
</thead>
<tbody>
<tr>
<td>50% homeownership</td>
</tr>
<tr>
<td>Net additional homes provided (NI 154)</td>
</tr>
<tr>
<td>Number of affordable homes delivered (gross)(NI155)</td>
</tr>
<tr>
<td>Decent homes</td>
</tr>
<tr>
<td>% decent social homes (NI 158)</td>
</tr>
<tr>
<td>Number of households living in temporary accommodations (NI 156)</td>
</tr>
<tr>
<td>Supply of ready to develop housing sites (NI 159)</td>
</tr>
<tr>
<td>H1: Plan period and housing targets</td>
</tr>
<tr>
<td>H2(a): net additional dwellings over the previous five year period</td>
</tr>
<tr>
<td>H2(b): Net additional dwellings 2007/8</td>
</tr>
<tr>
<td>2a (iv) the annual net additional dwelling requirement (based on current RSS)</td>
</tr>
<tr>
<td>2a(v) annual average number of net additional dwellings needed to meet overall housing requirements, having regard to performance since March 2003 (based on current RSS)</td>
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<tr>
<td>H3: New and converted dwellings – on previously developed</td>
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<tr>
<td>2c percentage of new dwellings completed at:</td>
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<td>ii. between 30 and 50 dwellings per hectare; and</td>
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<tr>
<td>iii. above 50 dwellings per hectare</td>
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<tr>
<td>H4: Net additional pitches (Gypsy and Traveller)</td>
</tr>
<tr>
<td>H5: Gross affordable Housing Completions</td>
</tr>
<tr>
<td>Council Tax Band A</td>
</tr>
<tr>
<td>Council Tax Band B &amp; C</td>
</tr>
</tbody>
</table>
### Core Strategy Policy Approach:

<table>
<thead>
<tr>
<th>Core Strategy Policy Approach:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Council Tax Band D &amp; higher</td>
</tr>
<tr>
<td>H3 Previously developed land that has been vacant or derelict for more than 5 years (NI 170)</td>
</tr>
<tr>
<td>Amount and Percentage of 3+ bedroom dwellings</td>
</tr>
<tr>
<td>H4 Number of Units in non-SHLAA</td>
</tr>
<tr>
<td>H5 Home Ownership</td>
</tr>
<tr>
<td>50% homeownership</td>
</tr>
<tr>
<td>Affordable Homes</td>
</tr>
<tr>
<td>Number of affordable homes delivered (NI 155)</td>
</tr>
<tr>
<td>Decent homes</td>
</tr>
<tr>
<td>% decent social homes (NI 158)</td>
</tr>
<tr>
<td>H5: Gross affordable Housing Completions</td>
</tr>
<tr>
<td>Local authority housing in a non-decent condition</td>
</tr>
<tr>
<td>RSL completions</td>
</tr>
<tr>
<td>H6 Student Population</td>
</tr>
<tr>
<td>Number of Halls of Residence Beds</td>
</tr>
<tr>
<td>H7 H4 Net additional pitches (Gypsy and Traveller)</td>
</tr>
<tr>
<td>H8 H4 Net additional pitches (Gypsy and Traveller)</td>
</tr>
</tbody>
</table>

### Timescales:
- Ongoing throughout the Plan period.

### Infrastructure:
- To be confirmed
16.6 Strategic Objective 4: Provide a network of high quality centres providing a minimum of essential services and local access to food

**Core Strategy Policy Approach:**
- C1 – Centre Hierarchy
- C2 – District Centres
- C3 – Viability and Vitality
- C4 – Out of Centre Retailing

**Community Strategy/LAA Objective:**
- Sustainable Economic Growth
- Neighbourhoods of Choice
- Individual & Collective Self Respect

**Responsible Agencies/Lead Organisations:**
- To be confirmed

**Delivery Mechanism**
- To be confirmed

**Target/Standard:**
- To be confirmed

**Indicators:**

<table>
<thead>
<tr>
<th>Policy</th>
<th>Indicator</th>
</tr>
</thead>
<tbody>
<tr>
<td>C1</td>
<td>Residents finding it easy to access local services and amenities</td>
</tr>
<tr>
<td>C2</td>
<td>Residents finding it easy to access local services and amenities</td>
</tr>
<tr>
<td></td>
<td>4a Amount of completed retail, office and leisure development respectively in schemes of over 500 sq m.</td>
</tr>
<tr>
<td></td>
<td>4b Amount and percentage of completed retail, office and leisure development respectively in town centres.</td>
</tr>
<tr>
<td></td>
<td>Percentage of ‘non-residential’ developments in the City Centre</td>
</tr>
<tr>
<td></td>
<td>Percentage of ‘non-residential’ developments in the edge of centre</td>
</tr>
</tbody>
</table>
### Core Strategy Policy Approach:

<table>
<thead>
<tr>
<th>Percentage of 'non-residential' developments in out of centre</th>
</tr>
</thead>
<tbody>
<tr>
<td>C3 Residents finding it easy to access local services and amenities</td>
</tr>
<tr>
<td>Applications for new A1 developments in City/District/Local Centres</td>
</tr>
</tbody>
</table>

### Timescales:
- Ongoing throughout the Plan period.

### Infrastructure:
- To be confirmed

### Strategic Objective 5: Improve the physical connectivity of the City to enhance its functioning and competitiveness and provide access to job, education, services, retail, green infrastructure, leisure and recreation.

### Core Strategy Policy Approach:
- T1 - Accessible areas of opportunity and need
- T2 – Sustainable Transport
- T3 – Strategic Integration

### Community Strategy/LAA Objective:
- Sustainable Economic Growth
- Neighbourhoods of Choice
- Reaching Full potential in Education Skills & Employment

### Responsible Agencies/Lead Organisations:
- To be confirmed

### Delivery Mechanism
- To be confirmed

### Target/Standard:
- To be confirmed
### Core Strategy Policy Approach:

#### Indicators:

<table>
<thead>
<tr>
<th>Policy</th>
<th>Indicator</th>
</tr>
</thead>
</table>
| T1-T2  | Trips made to Regional Centre by means other than car  
|        | Children travelling by car to LEA primary school (NI 198)  
|        | Children travelling by car to LEA secondary school (NI 198)  
|        | Congestion: Journey time per passenger per mile (NI 167)  
|        | Journeys other than by car. Modal shifts - % of journeys made into the City Centre other than private car  
|        | Residents finding it easy to access local services and amenities  
|        | Use of public transport  
|        | Annual bus mileage  
|        | Estimated distance travelled, all vehicles  
|        | Journeys to work undertaken by foot  
|        | Trips made to Regional Centre by cycle  
|        | Children walking or cycling to school  
|        | Traffic Growth on A & B roads  
|        | Estimated distance travelled by cars per capita  
|        | Estimated distance travelled by heavy goods vehicles |
| T3     | Trips made to Regional Centre by means other than car  
|        | Children travelling by car to LEA primary school (NI 198)  
|        | Children travelling by car to LEA secondary school (NI 198)  
|        | Congestion: Journey time per passenger per mile (NI 167)  

---

**Manchester Core Strategy Proposed Option**

**Manchester City Council | Manchester Core Strategy Proposed Option**
Core Strategy Policy Approach:

- Journeys other than by car. Modal shifts - % of journeys made into the City Centre other than private car
- Residents finding it easy to access local services and amenities

Timescales:
- Ongoing throughout the Plan period.

Infrastructure:
- To be confirmed

16.8 Strategic Objective 6: Protect and enhance both the natural and built environment of the City and ensure the sustainable use of natural resources, in order to support biodiversity and wildlife, improve air, water and land quality, provide recreational opportunities, conserve the natural and built heritage of the City and ensure that the City is inclusive and attractive to residents, workers, investors and visitors.

Core Strategy Policy Approach:
- En1 – Achieving a Reduction in CO₂ Emissions through New Development
- En2 - Strategic Areas for Low Carbon, Decentralised and Renewable Energy Development
- En3 – CO₂ Emissions Reduction Target Framework
- En4 – Energy Infrastructure
- En5 – Environmental Standards
- En6 – Policy Approach to Flood Risk
- En7 – Waste
- En8 – Minerals
- En9 – Green Infrastructure
- En10 - Safeguarding Open Space, Sport and Recreation
- En11 - Quantity of Open Space, Sport and Recreation
- En12 - Area priorities for Open Space, Sport and Recreation
- En13 - Biodiversity and Geological Conservation
- En14 – Air Quality
- En15 – Water Quality
- En16 – Contaminated Land
- En17 – Design Principles
- En18 – Tall Buildings
- En19 - Heritage
Core Strategy Policy Approach:

Community Strategy/LAA Objective:
- Sustainable Economic Growth
- Neighbourhoods of Choice

Responsible Agencies/Lead Organisations:
- To be confirmed

Delivery Mechanism
- To be confirmed

Target/Standard:

<table>
<thead>
<tr>
<th>Policy</th>
<th>Target</th>
</tr>
</thead>
</table>
| En1    | Emerging areas of Government policy give rise to the following 3 national and regional targets:

2020 - 34% and 2050 - 80% overarching national targets for the reduction of CO₂ emissions. 2016 and 2019 national ‘threshold’ ‘zero’ carbon targets for new development for which preparation will be required. 2015 and 2020 national and regional ‘build-up’ energy targets – the Renewable energy strategy targets establish clear milestones which require the build up of capacity. NWRSS Policy EM18 states that in advance of local targets all new development above a target of 10 or more units or 1,000m² shall secure 10% of their predicted energy requirements from decentralised and renewable or low-carbon sources.

In February 2008 Manchester agreed The City Council's Climate Change Principles.

This document committed Manchester to becoming a LowCarbonCity by 2020 and identified the need to reduce Manchester's direct emissions in order to meet an interim budget constraint of 28-32% reduction in emissions - a saving of one million tonnes a year by 2020. |
| En3    | Emerging areas of Government policy give rise to the following 3 national and regional targets:

2020 - 34% and 2050 - 80% overarching national targets for the reduction of CO₂ emissions. 2016 and 2019 national ‘threshold’ ‘zero’ carbon targets for new development for which preparation will be required. 2015 and 2020 national and regional ‘build-up’ energy targets – the Renewable energy strategy targets establish... |
Core Strategy Policy Approach:

<table>
<thead>
<tr>
<th>Clear milestones which require the build up of capacity NWRSS Policy EM18 states that in advance of local targets all new development above a target of 10 or more units or 1,000m² shall secure 10% of their predicted energy requirements from decentralised and renewable or low-carbon sources.</th>
</tr>
</thead>
<tbody>
<tr>
<td>In February 2008 Manchester agreed The City Council's Climate Change Principles. This document committed Manchester to becoming a LowCarbonCity by 2020 and identified the need to reduce Manchester's direct emissions in order to meet an interim budget constraint of 28-32% reduction in emissions - a saving of one million tonnes a year by 2020.</td>
</tr>
<tr>
<td>RSS Regional Waste Targets: En7 Growth in municipal waste to be reduced to zero by 2014 40% household waste to be reused, recycled or composted by 2010; 45% by 2015; and 55% by 2020 Value to be recovered from 53% of municipal sold waste by 2010 (including recycling/composting); and 67% by 2015 and 75% by 2020 Zero Future Growth in commercial and industrial wastes Recycle 35% of all commercial and industrial wastes by 2020 Value to be recovered from at least 70% of commercial and industrial wastes by 2020 (including recycling/composting)</td>
</tr>
<tr>
<td>See section 14.71 Access Standards</td>
</tr>
<tr>
<td>En9</td>
</tr>
<tr>
<td>See section 14.71 Loss of improved quality Quantity &amp; Quality Standards</td>
</tr>
<tr>
<td>En10</td>
</tr>
<tr>
<td>See section 14.71 Gain of improved quality</td>
</tr>
<tr>
<td>En11</td>
</tr>
<tr>
<td>See section 14.71</td>
</tr>
<tr>
<td>En12</td>
</tr>
</tbody>
</table>
## Core Strategy Policy Approach:

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>En16</td>
<td>Indicative target proportion of housing provision to use brownfield land &amp; buildings at least 90% (RSS)</td>
</tr>
</tbody>
</table>

### Indicators:

<table>
<thead>
<tr>
<th>Policy</th>
<th>Indicator</th>
</tr>
</thead>
<tbody>
<tr>
<td>En1</td>
<td>CO₂ emissions Per Capita CO₂ Emissions on LA area</td>
</tr>
<tr>
<td></td>
<td>CO₂ reduction from local authority operations (NI 185)</td>
</tr>
<tr>
<td></td>
<td>Per Capita CO₂ emissions in LA area (NI 186)</td>
</tr>
<tr>
<td></td>
<td>E3: Renewable energy generation by installed capacity and type</td>
</tr>
<tr>
<td></td>
<td>Domestic energy efficiency</td>
</tr>
<tr>
<td>En2</td>
<td>E3: Renewable energy generation by installed capacity and type</td>
</tr>
<tr>
<td></td>
<td>Energy used by the local authority generated from a renewable source</td>
</tr>
<tr>
<td></td>
<td>Energy used by domestic households generated from a renewable source</td>
</tr>
<tr>
<td></td>
<td>New renewable energy schemes introduced within Manchester</td>
</tr>
<tr>
<td>En3</td>
<td>CO₂ emissions Per Capita CO₂ Emissions on LA area</td>
</tr>
<tr>
<td></td>
<td>CO₂ reduction from local authority operations (NI 185)</td>
</tr>
<tr>
<td></td>
<td>Per Capita CO₂ emissions in LA area (NI 186)</td>
</tr>
<tr>
<td></td>
<td>Domestic energy efficiency</td>
</tr>
<tr>
<td>En4</td>
<td>E3: Renewable energy generation by installed capacity and type</td>
</tr>
<tr>
<td></td>
<td>New renewable energy schemes introduced within Manchester</td>
</tr>
<tr>
<td>En5</td>
<td>E1: Number of planning permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality (HLT5)</td>
</tr>
<tr>
<td></td>
<td>Days on which air pollution reaches moderate levels</td>
</tr>
</tbody>
</table>
### Core Strategy Policy Approach:

<table>
<thead>
<tr>
<th>En6</th>
<th>E1 Number of Planning permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>New developments incorporating Sustainable Urban Drainage Systems</td>
</tr>
<tr>
<td></td>
<td>New dwellings in “high risk” flood areas</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>En7</th>
<th>W1: Capacity and throughput of new waste management facilities by type</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>W2: Amount of household waste arising, and managed by management type, and the percentage each management type represents of the waste managed</td>
</tr>
<tr>
<td></td>
<td>NI 192: Recycling</td>
</tr>
<tr>
<td></td>
<td>Household waste recycled or composted</td>
</tr>
<tr>
<td></td>
<td>NI 191: Household Waste</td>
</tr>
<tr>
<td></td>
<td>Residual household waste per household</td>
</tr>
<tr>
<td></td>
<td>M1: Production of primary land won aggregates</td>
</tr>
<tr>
<td></td>
<td>M2: Production of secondary/recycled aggregates</td>
</tr>
<tr>
<td></td>
<td>% of Waste being recycled/composed</td>
</tr>
<tr>
<td></td>
<td>Waste arising per head</td>
</tr>
<tr>
<td></td>
<td>Percentage of municipal waste landfilled (NI 193)</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>En8</th>
<th>M1: Production of primary land won aggregates</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>M2: Production of secondary/recycled aggregates</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>En9-En12</th>
<th>Eligible open spaces managed to Green Flag Award Standard</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Local Nature Reserves</td>
</tr>
</tbody>
</table>
### Core Strategy Policy Approach:

<table>
<thead>
<tr>
<th>En11</th>
<th>E2: change in areas of biodiversity importance designated for their intrinsic environmental value including sites of international, national, regional, sub-regional or local significance</th>
</tr>
</thead>
</table>
| En13 | Local Nature Reserves  
Number of sites designated for nature conservation  
Percentage increase in priority habitats  
Hectares of open space with a biodiversity emphasis  
Number of practical projects run with a biodiversity emphasis  
No of SBIs  
Species population indices  
Number of new developments with a biodiversity emphasis |
| En14 | Days on which air pollution reaches moderate levels  
Air Quality - % reduction in NOx and primary PM10 emissions through local authority’s estate and operations (NI 194) |
| En15 | Rivers of good or fair biological quality  
Kilometres of rivers of good or fair chemical quality  
Quality of ground water (nitrogen concentration) |
| En16 | Area of contaminated land remediated |
| En17 | Number and Percentage of schemes that are DFA2 compliant  
Refusals maintained based on En17  
Public buildings accessible to disabled people |
Core Strategy Policy Approach:

<table>
<thead>
<tr>
<th>En18</th>
<th>Number of tall buildings</th>
</tr>
</thead>
<tbody>
<tr>
<td>En19</td>
<td>Buildings of Grade I and II* at risk of decay</td>
</tr>
<tr>
<td></td>
<td>Buildings of Grade II at risk of decay</td>
</tr>
<tr>
<td></td>
<td>Conservation Areas with up-to-date character appraisal</td>
</tr>
</tbody>
</table>

Timescale:
- Ongoing throughout the Plan period.

Infrastructure:
- To be confirmed

16.9 Development Management and Planning Agreements

Core Strategy Policy Approach:
- PA 1 - Community Benefits and Planning Agreements
- DM1 – Development Management
- DM2 – Impact on Residential Areas
- DM3 – High Density Housing
- DM4 – Special Needs and Supported Housing
- DM5 – Conversions
- DM6 – Leisure and Evening Economy

Community Strategy/LAA Objective:
- Sustainable Economic Growth
- Neighbourhoods of Choice
- Reaching Full Potential in Education, Skills & Employment
- Individual & Collective Self Esteem/Mutual Respect

Responsible Agencies/Lead Organisations:
- To be confirmed

Delivery Mechanism
Core Strategy Policy Approach:
• To be confirmed

Target/Standard:
• To be confirmed

Indicators:
<table>
<thead>
<tr>
<th>Policy</th>
<th>Indicator</th>
</tr>
</thead>
<tbody>
<tr>
<td>DM1</td>
<td>Refusals maintained based on DM1</td>
</tr>
<tr>
<td>DM6</td>
<td>Percentage of primary frontage that are A4 and A5</td>
</tr>
</tbody>
</table>

Timescale:
• Ongoing throughout the Plan period.

Infrastructure:
• To be confirmed
17 Appendix A

Policy Approach En3 Explanatory Notes

17.1 Policy approach En3 requires developers to apply a carbon emissions reduction target to their proposal. These explanatory notes set out a series of questions which need to be answered by the developer in order to identify which of the targets for the reduction of CO2 emissions will apply to their development. The developer is then required to complete an energy statement in order to demonstrate the total energy that their final completed development would use (based on the development being Part L Building Regulations 2006 compliant) and the equivalent carbon emissions that this will generate. Against this baseline a developer is asked to consider renewable and decentralised energy technologies which will reduce the predicted carbon emissions in line with the relevant carbon reduction target.

Which Target applies to My Development?

17.2 The following set of questions should be used to identify which of the carbon emissions reduction targets set out in Policy Approach En3 will be applied to any proposed development. The questions should be applied in numeric order to the development proposal.

<table>
<thead>
<tr>
<th>Target Criteria</th>
</tr>
</thead>
<tbody>
<tr>
<td>17.3</td>
</tr>
<tr>
<td>17.4</td>
</tr>
<tr>
<td>17.5</td>
</tr>
<tr>
<td>17.6</td>
</tr>
<tr>
<td>17.7</td>
</tr>
</tbody>
</table>
17.8 If yes apply Target 1 ‘network connection policy area’, with ‘allowable’ CO₂ credits from connecting other buildings to the network. Where a network is planned buildings should be designed to interface with that network. If no go to Q.4.

17.9 Q.4 Does the development consist of at least three of the following uses - commercial office, hotel, residential apartments, public building, supermarket?

17.10 If yes a CHP/district heating feasibility study is required, encompassing buildings that could be connected in the surrounding area, and applying Target 1 if a scheme is taken forward. If no go to Q.5

17.11 Q.5 Are the building(s) heating and cooling systems all electric?

17.12 If yes apply Target 2 ‘electricity intense area’, with ‘allowable’ CO2 credits from low cost renewable electricity generation. If no see Q.6.

17.13 Q.6 Has a strategic opportunity been identified, through the LDF process, to supply the site/area with low or zero carbon energy?

17.14 If yes apply a target informed by the evidence base for the strategic opportunity. If no apply Target 3 ‘micro-generation policy area’, with ‘allowable’ CO2 credits from local (or City Regional) renewable energy solutions.

How do I prepare an Energy Statement?

17.15 Policy Approach En3 requires an energy statement (sometimes also known as a carbon budget statement) to be submitted at the outset of any proposed development (outline application or before), where the development is bigger than 10 residential units or 1,000sq m of floorspace. The following sets out the steps that should be undertaken in the preparation of an energy statement and the information that the City Council will expect to see included.

Energy Statement Methodology

A. Set out the baseline information

17.16 The baseline information should include the following:

- Proposed mix of uses
- Schedule of floorspace for each use
- Proposed phasing and anticipated timescale for the completed development
- The proposed servicing strategy for the development, by block, site or phase
B. Calculate the total energy demand of the completed development

17.17 Using the above baseline information above, set out the projected future energy demand of the development, assuming the development is compliant with Part L of the Building Regulations 2006, and including the following:

- Regulated emissions under Part L i.e. those associated with 'fixed' M&E plant such as space heating, ventilation, hot water and fixed lighting, and
- Unregulated emissions i.e. those associated with all other energy use in the building such as IT equipment, task lighting, fridges etc. This is to be estimated using the National Calculation Methodology for building types, or the new SAP methodology once it is available.

C. Calculate the equivalent annual gross carbon emissions from the completed development

17.18 The gross carbon emissions should be calculated based on both regulated and unregulated energy use weighted to reflect the emissions factors for different fuels and energy sources.

D. Apply the appropriate carbon emissions reduction target

17.19 Follow the series of questions set out under "Which target applies to my development?" in Box 1 above to identify the appropriate carbon emissions reduction target for your development. Using this calculate the extent of carbon savings that need to be made.

E. Apply the energy hierarchy

17.20 The energy hierarchy should be applied in order to identify opportunities for carbon emissions reductions through design and specification of the development. Set out the carbon savings achieved by each measure.

17.21 This should include consideration of how to minimise or even design-out electricity use associated with heating, ventilation and cooling, and how to influence energy used by future occupiers e.g. through the installation of Building Energy Management systems or smart metering.
F. Consider all appropriate low carbon, renewable and/or decentralised energy technologies

17.22 In order to achieve the overall carbon savings required, consider the range and/or mix of low carbon renewable and/or decentralised technologies that are available and appropriate for the type and location of the development. Set out the carbon savings achieved by each technology or mix of technologies and the associated cost of installing that technology.

17.23 Appropriate technologies that may be considered appropriate are listed below. This list is not exhaustive and other technologies may be identified by the developer and given consideration. Any proposed technology will need to be appropriate to the site location and surrounding uses.

- CHP/district heating - If the development falls into the category of Target 1 a CHP/district heating feasibility study, encompassing buildings that could be connected in the surrounding area will be expected as part of the consideration of potential low carbon technologies
- Solar Hot Water (SHW)
- Photovoltaics (PV)
- Wind
- Ground Source Heat Pumps (GSHP)
- Biomass heating
- Gas Combined Heat and Power (Gas CHP)
- Biomass Combined Heat and Power (Biomass CHP)
- Energy from Waste (EfW)
- Deep Bore Geothermal
- Fuel Cell technologies

F. Assessment of least cost technology option

17.24 Using the above assessment the identified target should be met using the technology mix which demonstrates the required carbon reductions at the least cost, which could include contributions to near-site allowable solutions possibly including energy networks or shared investments in technologies. Where there are no suitable local resources or opportunities and a district heating network is not deemed viable, solutions to a shortfall in carbon reductions over and above that required to achieve 'carbon compliance' under Government proposals may be met through the use of off-site allowable solutions. (See below)
What are allowable solutions?

17.25 Allowable solutions have been proposed by the Government as a means of meeting the national zero carbon standard at a lower cost than would be the case if all carbon reduction had to be achieved through investment into renewable energy on site, i.e within the site edged red. The exact form of these solutions will need to be reviewed in the light of the final regulatory proposals which are to be published by the Government later this year. Lower cost options for regulatory compliance could include:

- Local shared micro-generation investments: Contributions by a developer to larger and more economic micro-generation installation in a local area;
- Local district heating network connections: Connections made between the proposed development to existing building with large heat loads via district heating;
- District or City Region district heating network connections: Using waste heat from existing and proposed power stations;
- District or City Region shared investments in large-scale renewables: Investing in off-site renewable energy resources within each district or across the City Region.

17.26 The AGMA Decentralised Energy Study demonstrated a possible set of scaleable allowable solutions through the use of case studies. In each case the allowable solution was cheaper than further on-site investment:

- Within network expansion areas the cost of carbon reduction was £30-£150/tonne CO\(_2\). An allowable solution in this instance could take the form of a contribution to finance the connection of existing public and private buildings to district heating networks;
- Within regeneration and suburban areas the cost of carbon reduction was £50-£250/tonne CO\(_2\): An allowable solution in this instance could take the form of contributions used to subsidise lower cost micro-generation installations on adjacent public buildings, social housing or where economies of scale can be identified;
- In electricity intense developments the cost of carbon reduction was £30-£60/tonne CO\(_2\): An allowable solution in this instance could take the form of contributions used to underwrite investment in major infrastructure projects such as wind clusters (4-5 large turbines) using developer contributions as equity.

How will these targets affect the viability of my development?

17.27 The overarching aim of policy approach En3 is to achieve the maximum reductions in CO\(_2\) for the minimum cost.

17.28 It is expected that new buildings apply the energy hierarchy as a first step, with an emphasis on opportunities to design-out or reduce unnecessary energy use and where possible adhere to passive design principles thereby reducing the total energy demand of any development. The residual emissions reduction should be achieved based on the concept of 'carbon compliance' and 'allowable solutions' related to near or off-site solutions.
17.29  It is expected that strategic investment decisions by the public and private sector are based around the need to strengthen the business case of energy investments and therefore attract long-term investment in the infrastructure required.

17.30  In 2010 it is expected that the Code for Sustainable Homes level 3 will be mandatory requiring a further 25% reduction in regulated carbon emissions over a 2006 compliant building. This will also apply to non-domestic buildings. The proposed target framework requires between 60% to 80% of the target % to be met through installing a renewable energy technology e.g as a base case the installation a basic micro-generation technology, which would currently cost in the region of £300/tonne. The higher unregulated targets must then pass a viability test by being achievable using a lower cost solution. The onus will therefore be on developers working with the City Council and partners within the City Region as a whole, to bring forward lower cost 'allowable solutions' in order to deliver affordable higher carbon reductions. Associated tariffs or contributions towards technologies would be the subject of an SPD.

17.31  So, for example, a development in a network expansion area should be able to purchase CO₂ credits at less than £30/tonne, by connecting existing buildings, enabling the 80% unregulated target to be met cost effectively. An all-electric development could purchase CO₂ credits from a wind farm at less than £60/tonne, enabling the 42% target to be met cost effectively.

17.32  Where lower cost allowable solutions have not been identified or brought forward by the developer or the City Council and its partners, and the developer can demonstrate that meeting the target framework would not be viable in the particular circumstances of the development the developer would not be expected to go beyond the regulatory minimum target CO₂ reductions targets as set out in the policy.
These documents are available in large print, Braille and audio formats. Call 0161 234 4579 or email planning@manchester.gov.uk for more information.