



# Pre-publication Partial Consultation Manchester's Core Strategy

Manchester City Council

Wednesday 4<sup>th</sup> August to Wednesday 15<sup>th</sup> September 2010



**MANCHESTER**  
CITY COUNCIL





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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 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.

**1.3** 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 and the Core Strategy Proposed Option Consultation Nov 09 to Feb 2010. Publication, the statutory consultation on the final document, is planned for November 2010.

**1.4** The Core Strategy Proposed Option put forward three possible options for managing growth at the Airport and contained draft strategic housing and employment allocations. The City Council now has a preferred option for the Airport and has replaced strategic sites, with the exception of the Airport, with strategic locations. The law has changed with regard to Houses in Multiple Occupation which has also resulted in a change to Core Strategy policies. Several other more minor alterations have also been made to the Core Strategy Proposed Option. The City Council has decided, therefore, to consult on these areas of change prior to the publication stage.

**1.5** This "Pre-publication partial Core Strategy Consultation" invites comments on the following revised policy areas:-

- Strategic Employment and Housing Locations
- Student Accommodation and Houses in Multiple Occupation
- Retail
- Manchester Airport
- Energy



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**1.6** The consultation is accompanied by a draft Infrastructure Delivery Plan (further information in Appendix A) and a partial Sustainability Appraisal.

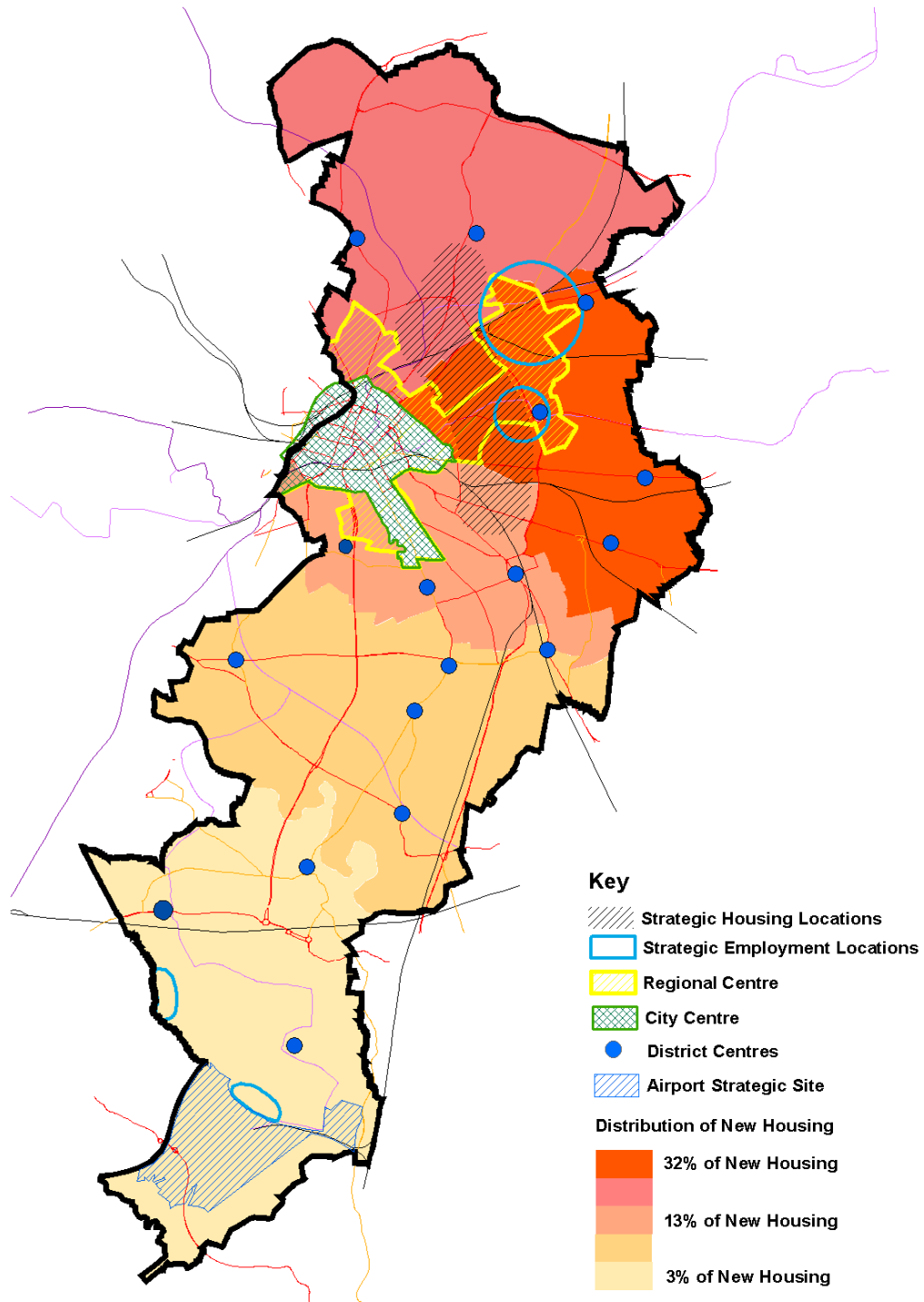
**1.7** Please note this is not a full draft and consultees should refer to the previously published Core Strategy Proposed Option Nov 09 for all other policies.

**1.8** Comments are invited from Wednesday 4th August to Wednesday 15th September 2010 and can be made:-

- on-line at [www.manchester.gov.uk](http://www.manchester.gov.uk)
- by email to [planningstrategy@manchester.gov.uk](mailto:planningstrategy@manchester.gov.uk)
- or by post to  
Planning Strategy  
Manchester City Council  
Freepost MR1514  
Manchester  
M60 2BR

## 2 Key Diagram

Picture 2.1





### 3 Strategic Employment Locations

#### Strategic Employment Development

##### Summary of Changes

The Council has decided to replace the Strategic Employment Sites with Strategic Employment Locations. It has also presented a different approach to employment development in the City Centre. The City Centre is the focus for employment development, and the role of this policy is to clarify the importance of the City Centre and set a clear framework for employment growth. This policy approach would replace the Strategic Economic and Employment Sites in the previous consultation document.

**3.1** The City Council is planning for an additional 200ha of employment land by 2027. The spatial priorities for accommodating the 200ha are set out in this chapter. These sites will be identified in the Site Specific Development Plan Document. A number of sites will be expected to be delivered as part of a comprehensive development scheme to ensure access, delivery, infrastructure, flooding, energy provision and regeneration are all considered in the planning of a site.

##### Primary Economic Focus - City Centre

**3.2** The Manchester City Centre is the economic driver for the City-Region and the primary strategic location for economic development within the City and City Region. A third of all jobs within the City are located in the City Centre and there is high representation from growth and existing sectors. The City Centre contains many of the assets driving growth in the City-Region such as:

- the Manchester Universities,
- a dynamic private sector including a strong financial and professional service sector,
- a cluster of hospitals and health and medical research.

**3.3** Connectivity is provided by a network of railway lines, bus routes and roads radiating out of the City Centre. Three existing Metrolink Routes are to be complemented with an additional three lines originating in the City Centre and terminating within Greater Manchester. The proportion of trips made to the centre by means other than the private car is approximately 70%.



### Policy EL 1

#### **Primary Economic Development Focus : City Centre and Fringe**

The City Centre is the strategic economic focus of employment growth in the City and City-Region. Within the City Centre a variety of accommodation types and foot-plates will be encouraged to boost investment by local, national and international businesses. The City Centre will be considered a suitable location for the consideration of high density buildings and commercially lead mixed use schemes. The focus for employment growth will predominantly be in B1a high density employment, including the following locations:

- City Centre North extending into Strangeways
- Eastern Gateway/ Piccadilly extending into Ancoats and southwards to Chancellors Place
- The Corridor (Oxford Road Corridor)
- Spinningfields and surplus Granada lands

City Centre policies CC1 – 11 will inform the approach to development in the City Centre and should be read alongside this policy.

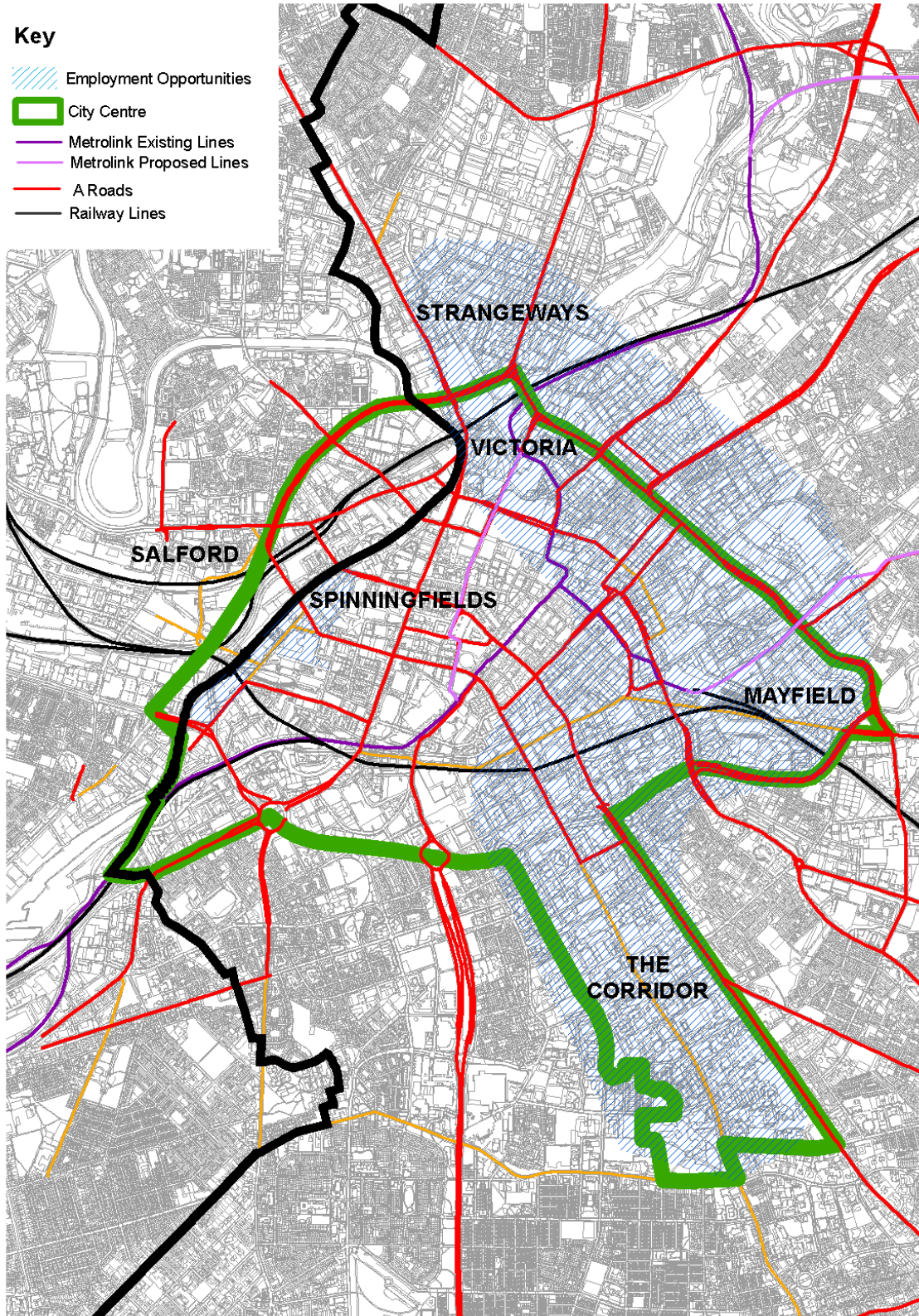
Proposals will be expected to show how they contribute to decentralised low and zero carbon energy infrastructure in the regional centre as set out in the Energy policies.

Any development proposal would be expected to consider access, delivery, design and layout, energy infrastructure and the scale of uses on the site. The SFRA should be taken into account when developing proposals to ensure that risk of flooding is minimised.





Picture 3.1 City Centre Plan





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**3.4** The City Centre is and will remain one of the largest drivers of employment growth in the North West. Job growth in B1a is expected to be approximately 27500 net jobs by 2027. Many of the sectors underpinning the future growth of the City and wider City-Region are located within the City Centre and continuing to diversify the City Centre's economic base will strengthen the City and City-Region. Opportunities exist to extend the commercial core of the City Centre and to better integrate City Centre fringe areas in the form of commercially led mixed uses. The growth of businesses will be encouraged through provision of a variety of accommodation types and foot-plates.

**3.5** The City Centre is considered the most sustainable location for regional scale office development in the City-Region as it is:

- The centre of the City-Region
- The focus for high density mixed use development
- Well served by sustainable and public transport infrastructure/services and the focus for proposed improvements
- A location for the implementation of low and zero carbon decentralised energy infrastructure
- Able to offer employment opportunities accessible to local communities and the wider City-Region
- A previously developed area

**3.6** The City Centre offers employment opportunities for residents across Greater Manchester and beyond. It is the primary hub of public transport infrastructure in the City-Region offering links to adjoining towns and regions, and cities further a field including London and international connections via Manchester Airport. It offers the highest concentration of higher education facilities in the North West, providing a highly skilled population attractive to businesses. The City Centre is identified as a location for achieving an increase in the level of decentralised, low carbon and renewable energy.

### Strategic Locations

**3.7** The following are the strategic locations outside the City Centre providing employment provision towards the 200ha. They will be progressed further within a framework for development, planning applications and Development Plan Documents.

#### Policy EL 2

##### Central Park

Central Park is a large scale employment location in East Manchester suitable for a mix of B1, B2 and B8 uses. It offers the potential for a range of accommodation types from low density to high density floor-plates and small to large scale business accommodation. The type of employment encouraged is within the growth sectors and knowledge based



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industries. It can accommodate training and incubator facilities and spin-off businesses associated with the higher education sector. Proposals will be expected to show how development of a site will:

- Support the continued regeneration of East Manchester
- Ensure the site is accessible to the East/North Manchester communities by a choice of sustainable and public transport provision
- Take advantage of the existing infrastructure on site and proposed improvements such as Metrolink and digital infrastructure
- Ensure employment opportunities are made accessible to local communities
- Contribute to the provision of low and zero carbon decentralised energy
- Ensure identified flooding risks are addressed

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, creative, media and commercial.

**3.8** One of the cornerstones of the regeneration of East Manchester has been the creation of Central Park, a key business location for B1, B2 and B8. It is a long term vision for East Manchester to have a major business location and focus for inward investment and economic development, particularly within the growth sectors. The scale of the area will mean delivery is expected to take longer than the Plan period. The scale of the area offers potential for improvements in infrastructure provision in terms of digital connectivity and zero carbon technologies.

**3.9** The area is split into two : Central Park North and Central Park South. These areas have very distinct characteristics and are targeted towards different sectors. Central Park North will be a location for employment uses in a number of target sectors falling predominantly within the B1 uses. It will benefit directly from the extension of Metrolink and the proposed new stop. Central Park South is the larger of the two areas and offers some potentially large sites in a range of employment uses including food processing, assembly and logistics. The uses are more likely to fall within B2 and B8 and offer a broad range of employment uses.

### Policy EL 3

#### Sportcity

Sportcity lies within East Manchester, the heart of which is the City of Manchester Stadium, the District Centre, the Velodrome but also includes, the Openshaw West site and surrounding environs. It is in excess of 100 hectares and is suitable for a mix of uses including economic development. Proposals will be expected to show how development of the area will:

- Support the continued regeneration of East Manchester



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- Place design at the heart of any scheme delivering a flagship design
- Ensure the site is accessible to the East/North Manchester communities by a choice of sustainable and public transport provision
- Take advantage of the existing infrastructure on site and proposed improvements such as Metrolink and digital infrastructure
- Ensure employment opportunities are made accessible to local communities
- Contribute to the provision of low and zero carbon decentralised energy
- Ensure that the risk of and from flooding is minimised through appropriate mitigation techniques.

The vision is to broaden the activities in the area to ensure development opportunities secure the wider regeneration of the surrounding area and deliver maximum benefits for the community. Although it is anticipated further sites will come forward over the plan period, currently there are two sites which are identified as a focus for development:

- Land around the City of Manchester Stadium, including the Collar Site to the east. which provides an opportunity for a visitor attraction of national significance alongside associated developments. A landmark design will be key to delivering such a prestigious development which, together with the existing developments within Eastlands, will not only provide a sense of place but will also ensure integration with the surrounding community. Developments that are predominantly tourism/ leisure based, with office and food and drink will be appropriate together with ancillary retail required to support the principle uses.
- Openshaw West site is suitable as a focus for sports related development and also for purposes complementary to the wider vision for the development of Eastlands as a major tourism/leisure destination.

Developments which support the overall vision for this major regeneration initiative on sites within the general environs of Eastlands will be appropriate, provided they do not prejudice other policies within the plan.

Proposals will be expected to show how they contribute to decentralised low and zero carbon energy infrastructure in the regional centre as set out in the Energy policies.

Any development proposal would be expected to address access, delivery, design and layout, flooding, energy infrastructure and the scale of uses within the area.

**3.10** Sportcity has been a catalyst to the regeneration of East Manchester from the 1990's until now and further development will continue this role. It is an established cluster of sports facilities serving a regional/national sports role. The continued development of this area is supported by the existing and planned infrastructure including Metrolink. The area is located in the top 5% most deprived communities in England and suffers from high rates of worklessness. The site will offer a range of employment opportunities accessible to local communities.



**3.11** Sportcity has been a flagship regeneration project dating back to the 1990's and continues to offer further potential to expand as a focus for sports and leisure uses. The area is both a district centre and focus for major national and regional sporting events. It is characterised by large-scale high quality design structures and buildings. Future development is seeking to build on the locations focal point and hub by creating a visitor destination of national/international significance. To the West of Alan Turing Way new development should ensure design reflects this prominent frontage.

## Policy EL4

### Airport City

The area to the north of Manchester Airport is a significant opportunity for employment development in Wythenshawe. The location adjacent to the airport offers a strategic competitive advantage which is likely to attract to a wide range of business sectors, including users which would otherwise locate in a different region or country.

The development of this location will be promoted as the core of a wider Airport City opportunity, creating functional and spatial links with nearby parts of Wythenshawe to maximise the catalytic potential of the airport to attract investment and increase economic activity.

The area is suitable for high technology industries, logistics, warehousing and airport hotels. Any development of the site would be expected to:

- Continue the regeneration of the Wythenshawe area
- Provide a focus for mixed use economic development
- Ensure development is accessible to the communities in Wythenshawe by a choice of sustainable and public transport
- Take advantage of the existing transport hub at Manchester Airport and proposed extension of Metrolink and the SEMMMS road scheme.
- Able to offer employment opportunities accessible to the local communities

Any development proposal would be expected to be set within the context of a comprehensive scheme for the whole area. This will address access, delivery, design and layout, flooding, energy infrastructure and the scale of uses within the area.

**3.12** Development on the Airport site is constrained by the need for uses to be essential to the operation of the Airport. The Airport City area is able to take advantage of the economic development opportunities presented by the Airport, particularly for businesses which want

quick and reliable access to the airport . It is seeking to capture economic growth which would otherwise locate to another region or country. It is expected development will take advantage of this unique position and seek to attract business which can take advantage of international connectivity, improve the competitiveness of businesses requiring an Airport location and attract inward investment. The jobs created should be accessible to the local community via public transport; also many will be accessible in terms of type and the skills required. This is particularly important as Wythenshawe is a regeneration priority for the City, and residents here can find it difficult to access jobs in the Regional Centre.

**3.13** Wythenshawe offers a range of opportunities for economic development particularly focused on Manchester Airport, Airport City and University Hospital South Manchester, including its links to Roundthorn Industrial Estate. It is expected that there will be a net increase of approximately 10,000 jobs and that the communities of Wythenshawe will benefit from accessibility to these jobs. Furthermore Manchester Airport is a significant transport hub served by a range of transport infrastructure including a train station and bus/coach station. Connectivity will be enhanced through the provision of the proposed Metrolink extension and SEMMMS road scheme helping to spread the benefits to wider communities including Wythenshawe.

**3.14** The Wythenshawe SRF establishes the principle of the East and West Wythenshawe Economic Development Corridors, concepts which provide spatial integration of the opportunities for economic development in Wythenshawe. There are particular catalytic opportunities to the south of this area focused on Manchester Airport and University Hospital South Manchester.

## Policy EL 5

### University Hospital South Manchester

University Hospital South Manchester has plans to expand its operation, emphasising its role in key health care areas, bio-science and pharmaceuticals. Hospital expansion will include a mix of education and conference facilities, clinical trial labs, fitness/well being centre, offices, an innovation centre, incubator units and a hotel. Any development will be expected to:

- Support continued growth and development of the hospital
- Assist the continued regeneration of Wythenshawe through enabling access to the facilities and employment opportunities created
- Take advantage of the proposed extension of Metrolink and its proximity to the hospital site
- Able to offer employment opportunities accessible to the local communities
- Address road access to the site and any conflict between road users.

Any development proposal would be expected to be set within the context of a comprehensive scheme for the whole site. This will address the issues above plus access, delivery, design and layout, energy, flooding and the scale of uses on the site.

**3.15** UHSM is a world class research hospital and centre of clinical excellence, supported academically by the University of Manchester. It is fundamentally driven by three core elements: Clinical, Research and Education. An opportunity exists to build upon this well established concentration of health research, learning and clinical expertise to create a catalyst for growth within the Manchester City Region which has the ability to make a significant contribution to the UK's science and innovation agenda. UHSM will provide opportunities for complementary economic development, including uses directly ancillary to the expanded role of the hospital and research and development/ manufacturing uses which can take advantage of close links with the hospital. It is also likely that this type of economic growth will create opportunities to enhance the performance of Roundthorn Industrial Estate.

**3.16** The vision for UHSM is to create an internationally significant 'Health Zone' which generates wealth, employment and increased productivity through activities directly linked to research-led healthcare innovation. Spatially, UHSM is in a key growth location: the south of the Manchester City Region. UHSM offers the potential to create a health zone encompassing research, development, treatment, 'manufacturing', conference and education.

**3.17** This development should contribute to the regeneration of Wythenshawe. The improved health facilities will be important to improve the health of the local community. Development should also ensure that employment opportunities are created which can benefit nearby residents. There is a high value to employment close to Wythenshawe because this part of Manchester is less well-connected to the Regional Centre than other parts of the City. Although the nature of the activity associated with the health industry requires a high-skilled workforce, there will also be less-skilled opportunities which can alleviate the level of worklessness in Wythenshawe.

## 4 Strategic Housing Location

### Strategic Housing Location

#### Summary of Change

The 15 Strategic Housing Sites previously indicated have been rationalised into a single Strategic Housing Location. This reflects the fact that the area is a key focus for the Council's housing regeneration aims, in which it is important to establish strong guiding principles for new residential development. Although there are a number of key established projects in this area, the new approach avoids the implication that these are the only sites in this location which could deliver important housing development. This replaces policy approach H9 in the previous consultation document.

## Policy H 4

### Strategic Housing Location

The focus for new residential development throughout the plan period will be within the area to the east and north of Manchester City Centre identified as a strategic location for new housing.

Land assembly will be supported in this area to encourage the creation of large development sites or clusters of sites providing the potential for significant regeneration benefits.

Developers should take advantage of these opportunities by:-

- Diversifying the housing offer with particular emphasis on providing medium density (40 50 dwellings per hectare) family housing including affordable housing
- Include environmental improvements across the area
- Creating sustainable neighbourhoods which include complementary facilities and services
- Ensuring a residential element is included in any significant employment development within the area to create successful mixed use developments, particularly in locations within the Regional Centre.

**4.1** Almost a third of Manchester's total planning pipeline and SHLAA capacity sites are within the strategic housing location shown on the Key Diagram. This includes the following large sites:

- East of Rochdale Road
- Collyhurst
- Lower Irk Valley
- Miles Platting
- Holt Town
- Lower Medlock Valley
- Chancellor's Place
- West Gorton
- Coverdale

A number of sites already have planning permission and others will be taken forward through partnership work between the City Council and other organisations, securing regeneration funding where possible. Development of these sites will involve demolition, remodelling and relocation, as necessary, of existing housing and other uses currently on site. This will be informed by masterplans and wider regeneration plans.

**4.2** The scale of development, which this area has the potential to accommodate, provides an opportunity to meet regeneration objectives and create sustainable communities by delivering increased housing numbers to underpin local services and facilities, providing an opportunity





to change perceptions of Manchester within the region and at a national level. A large part of the strategic location is within the Regional Centre and the whole area has good access links to Manchester City Centre and employment opportunities to the east in Central Park. This area is currently very deprived when compared to both the rest of England and Manchester itself in terms of scores on the 2007 Index of Multiple Deprivation. Overall, approximately half of the area is within the top 1% most deprived Lower Super Output areas in England, but for income deprivation affecting children in particular the whole area except for a small part of Ardwick is within the top 5% of deprived Lower Super Output Areas, with approximately half of the area falling within the top 1%; and for the health and disability domain the majority of the area is within the top 1%.

**4.3** New housing provision in Manchester should reflect the housing market, and with this in mind there should be some flexibility to support developments providing they contribute to the regeneration of the City. In general, medium density housing, at densities of between 40-50 dwellings per hectare, will be appropriate in the strategic housing location. This housing must be suitable for families with children. However, higher density development will be appropriate in certain locations, including immediately adjacent to the City Centre and along the canal corridors between the City Centre and the Alan Turing Way, where higher residential densities are appropriate as part of mixed residential and commercial development, within the Irk Valley area and adjacent to high frequency public transport routes and Metrolink stops. This location is a strategic area for low and zero carbon decentralised energy infrastructure, as set out in En2, and proposals should take account of this.

## 5 Purpose Built Student Accommodation

### Student Accommodation

#### Summary of Changes

The student accommodation policy has been amended to reflect City Council regeneration priorities. This replaces policy approach H6 in the Core Strategy Proposed Option.

**5.1** It is recognised that the universities and their students make an important contribution to the economy of the City. In order to prevent residential disamenity and to maintain the sustainability of neighbourhoods, the Council will manage the future location of Houses in Multiple Occupation (HMOs), including student houseshares which fall within Use Class C4, using the policy on HMOs in Chapter 6.

**5.2** Revised Policy H6 now H7

## Policy H 7

### Purpose Built Student Accommodation

The provision of new purpose built student accommodation will need to satisfy the criteria below. Priority will be given to schemes which are part of the universities' redevelopment plans or which are being progressed in partnership with the universities, and which clearly meet Manchester City Council's regeneration priorities.

1. Sites should be easily accessible to the University campus by walking and cycling.
2. High density developments should be sited in locations where this is compatible with existing developments and initiatives, 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 that can demonstrate a positive regeneration impact in their own right will be given preference over other schemes. This can be demonstrated for example through impact assessments on district centres and the wider area. 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 as student accommodation should closely integrate 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. Where appropriate proposals should contribute to the re-use of Listed Buildings and other buildings with a particular heritage value.
7. Consideration should be given to provision and management of waste disposal facilities within the development at an early stage.
8. There is a currently a potential oversupply of student bedspaces in purpose built accommodation in the planning pipeline when matched against demand from both the projected growth in student numbers to 2014/15 (using a mid range growth scenario assumption) and latent demand from students living in the general rented sector. Therefore developers will be required to demonstrate that there is a need for additional



student accommodation in terms of waiting lists for existing places, or that they have entered into a formal agreement with a University for the supply of bedspaces.

9. Applicants/developers must demonstrate to the Council that their proposals for purpose built student accommodation are deliverable. The Council will not support proposals that are speculative, where there is a possibility that planning permission will not be implemented.

## 6 Houses in Multiple Occupation

### Houses in Multiple Occupation

#### Summary of Changes

The HMO policy has been amended following changes to legislation relating to the ability of the planning system to control new HMOs. The policy approach includes a general policy for the extent of HMOs across the City and further advice relating to specific regeneration sites. This replaces policy approach DM5 in the previous consultation document.

***NB - following the Government's announcement on 17th June it is likely that recent legislation on HMOs will be amended on October 1st 2010. This policy will be reviewed in light of changes.***

#### Policy DM 5

##### Houses in Multiple Occupation

Change of use from a C3 dwelling house to a C4 HMO will not be permitted where over 20% of households within a 100 metre radius of the application sites fall within one or more of the following categories:

- Exempt from paying Council tax because they are entirely occupied by full time students.
- Recorded on Private Sector Housing's database as a licensed HMO.
- A property benefiting from C4 or sui generis HMO planning consent

Where evidence can demonstrate that there are shared houses within 100 metres of the application site which do not fall within the categories above the Council will include these.



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In marginal cases where concentrations within 100 metres of the application site are just below 20%, the City Council will examine property type in more detail and would exclude properties which would not be capable of being used in a way which meets the C4 definition from the total number of households when calculating the percentage as above.

In areas where over 20% of households within 100 metres of the application site fall into the categories above, extensions to HMOs (as defined in the Housing Act 2004) would not be permitted where this could reasonably be expected to lead to an increase in the level of occupation.

In parts of Manchester where the lack of family housing has threatened the sustainability of the community to the extent that regeneration activity with the specific intention of increasing the amount of family housing has taken place, there will be a presumption against changes of use which would result in the loss of a dwelling which is suitable for a family. Changes to alternative uses, including C4 and HMOs with more than six occupants, will only be acceptable where it can be demonstrated that there is no reasonable demand for the existing use.

The approach above will also be used for change of use to a HMO which is classified as 'sui generis'.

Conversions or change of use of existing properties into flats or houses in multiple occupation, where concentrations are lower than 20%, 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.

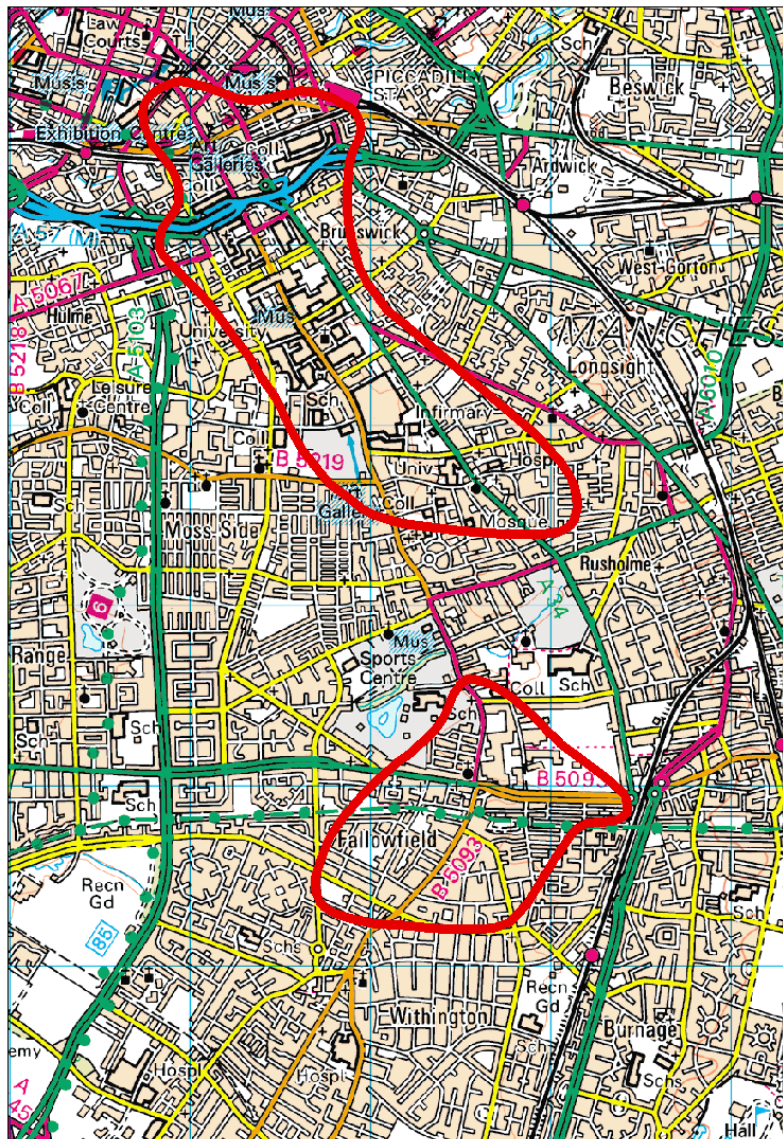
**6.1** Tribal Consulting carried out a study for the Council which looked at the provision of student accommodation, including identifying areas of the City which experienced different types of impacts due to varying concentrations of students living there. The resulting student strategy was reported to Executive in May 2009 and issues raised by this are being taken forward through the Student Strategy Implementation Plan, reported to Executive in October 2009.

**6.2** The Student Strategy found that the problems caused by shared houses appear to be more noticeable (and raise more concerns) to residents where they occur in previously relatively stable neighbourhoods, and identifies these areas as those with between 20-40% student households. The strategy examines whether a 'tipping point' can be identified for the point where the proportion of shared houses (in this case student households) becomes damaging to a street or neighbourhood and concludes that once a 20% threshold is reached problems become harder to manage, but considers that a tipping point would be difficult to set universally across Manchester due to varying capacities of neighbourhoods to accommodate this type of housing, based on house type and demography.



**6.3** The 20% figure is used as a starting point for addressing the issue of high concentrations of HMOs. This figure has been used as a threshold for similar policies by other local authorities and the City Council believes that this is a reasonable figure to use as an indication for when an area starts to change in terms of the facilities and services provided. The City Council would welcome comments on whether this is an appropriate threshold figure to use during the consultation on this policy.

Picture 6.1



Concentrations of council tax exemptions M and N (all-student households) as a percentage of all households, by Super Output Area. N.B. This map is indicative, based on 2010 data, and the threshold approach will still be applied within this area.

**6.4** A sustainable community must provide opportunities for a mix of households. Within this mix families are particularly important because they support a range of local facilities such as schools and tend to have a greater commitment to the neighbourhood as they live there longer than other types of households. For this reason, a more restrictive approach will be applied in locations which have benefited from specific regeneration activity aimed at increasing the provision of family housing. This could include PFI schemes, CPOs and other forms of neighbourhood renewal where an increase in family-oriented accommodation was a stated aim of the intervention included in public documents. For the purposes of the policy, housing suitable for a family is a dwelling with 3 or more bedrooms, and no reasonable demand would be demonstrated by a period of at least six months on the market at a reasonable price or rental level or other compelling market evidence.

**6.5** The policy above will prevent further loss of Class C3 dwelling houses, which generally provide accommodation for families, to Class C4 HMOs, thus preventing further harm to residential amenity. It should be noted that the data sources which will be used to determine whether a HMO is to be permitted include properties exempt from paying council tax because they are lived in entirely by full time students – this category could potentially include a limited number of non-HMO households, for example a situation where a student was living alone or with only one other person in a self-contained flat would still be a C3 use. Additionally there will be HMOs not covered by the categories in the policy but as these are not recorded by the City Council they will not be counted when making a decision on permitting a C4, unless evidence can be provided to demonstrate where these are, as stated in the policy. Further information on data sources is given in the Evidence Issues section.

**6.6** Small flats, which would not be capable of being used as a C4 property, would also be unlikely to provide accommodation for families. Therefore in marginal cases they will not be included in the total number of households when calculating concentrations of properties that fall within the categories above. This will ensure that high numbers of purpose built flats which fall within the C3 Use Class do not skew the results by making it appear that there is a large amount of family housing already available nearby, when this is not the case.

**6.7** Households that would meet the C4 test from the 6<sup>th</sup> April but which existed in this format previously without being defined as such will not necessarily be known to the Council. Where planning permission is given for a change of use to a C4 HMO this will be recorded in the future to build up a clearer picture.

**6.8** A change of use to a HMO which is lived in by more than six people is classified as 'sui generis', i.e. it is not classified by the Use Classes Order. This could be an extension to an existing C4 dwelling, or a change of use from C3.

**6.9** Currently the amount of purpose built student accommodation in the planning pipeline exceeds the demand from both the projected growth in student numbers to 2014/15 (using a mid range growth scenario assumption) and latent demand from students living in the general rented sector, meaning that there is a future oversupply of bedspaces. This means that purpose built provision will be able to accommodate additional students who would previously have lived in C4 type accommodation. If a need for further purpose built accommodation arises the Council will encourage this where it satisfies the criteria set out in Policy Approach H7.

### **Evidence Issues**

**6.10** The Council does not have a complete record of all HMOs in the City which would fall within the C4 definition, therefore the types of accommodation listed in the bullet points in the policy are used to try and cover as many different types of 'houseshare' accommodation as possible, and are data sources which can be easily used to display percentages of accommodation within these categories for a defined area.

**6.11** Licensed HMOs are recorded on Private Sector Housing's database and include licensed HMOs (HMOs which meet specific criteria) as well as others which the City Council has recorded for a specific reason, for example when it has focused on conditions in a particular area. A large number of HMOs in the City do not need to be licensed (for example because they are lower than three storeys) therefore this data source alone would not include enough types of HMO/shared housing to make a threshold policy meaningful. The Council can identify households which are exempt from paying council tax because they are entirely occupied by full time students, but council tax data does not give the number of occupants. It is likely that the vast majority of these are HMOs but there are potentially a limited number which are not – for example a situation where a student was living alone in a self contained flat would still be a C3 dwelling house.

**6.12** It is also possible to identify households where there are at least two occupants and all but one are disregarded for council tax purposes, for example students living with a non-student. However this data source was not included in the policy as it was considered that it was likely to incorporate a higher percentage of non-HMO households.

**6.13** Where planning permission is given for a change of use to a C4 HMO this will be recorded in the future to build up a clearer picture.

**6.14** There are no records of other HMOs, which are groups of unrelated adults sharing a house, and council tax data does not identify these.

## 7 Retail

### Summary of Changes

The Council has updated its Quantitative Retail Study, the findings of which have informed an amended retail development strategy. This includes the addition of a policy to control development proposals falling outside the Council's strategy. This replaces all Centre policy approaches (C1 to C4) in the previous consultation document. It also includes the revised City Centre Retail policy CC8.

**7.1 S04. Provide a network of distinctive, attractive and high quality centres, strengthening local identity, providing essential services close to homes and local access to healthy food.**

### Introduction

**7.2** Manchester City Centre and its district centres are places to shop, work, eat, drink, enjoy leisure activities, access services and increasingly to live. They are also a key economic asset, with the City Centre recognised as the primary economic driver for the City Region.

**7.3** 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. Manchester's Climate Change Call to Action Plan recognises that for places to enable people to live lower carbon lifestyles, it is not only necessary to use less energy in the home, but by using local shops and facilities, travelling by foot, bike, bus, or tram, using public spaces and facilities, getting more involved in local activities, these centres become more attractive popular and socially inclusive places.

**7.4** 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, helping to reduce car dependency whilst also ensuring centres are a focus for community and civic activity.

**7.5** Manchester is served by a diverse network of City, district and local centres which are evolving as society changes. The majority of centres are traditional in their form and layout, situated along the city's key transport corridors. More modern format centres are provided in Hulme and Sports City, both anchored by large foodstores. Retailing will remain a fundamental





part of successful centres but in relation to their size and function there will be other facilities, such as post office and banks, cafes and pubs and also include varying levels of community facilities, work places and leisure facilities. Many centres are a focus for transport services and all offer the chance to provide essential facilities close to peoples homes.

**7.6** 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 where centres need to be expanded and where a new centre needs to be designated at Baguley West Wythenshawe.

### Hierarchy

**7.7** All Manchester's centres perform a vital role by 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.

**7.8** Different but complementary uses, during the day and in the evening, can reinforce each other, making centres more attractive to local residents, shoppers and visitors. For example, a broad range of retailer representation is likely to increase the attractiveness of a town centre and will promote competition and consumer choice. Larger retail stores can strengthen a centre's retail offer and perform an important anchor role, increase linked trips and pedestrian activity. Smaller shops can significantly enhance the character and vibrancy of a centre and make a valuable contribution to consumer choice.

**7.9** Manchester's 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.

**7.10** This hierarchy has provided the basis to resist 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 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 travel by car Manchester's centre hierarchy is:-

- Manchester City Centre – top of the hierarchy with the largest centre and biggest catchment area. It 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 a proposed new centre at Baguley. These centres will continue to develop roles as key centres providing both local food and non food shopping, leisure facilities, community activities, employment, and local services. Mixed use development will be promoted including when higher density residential development is provided within the scheme.

- 22 Local Centres - Victoria Avenue/Rochdale Road (Charlestown), Hollinwood Ave/Greengate (Moston), Landsdowne Rd/Crumpsall Lane (Crumpsall), Worsley Ave/Kenyon Lane (Lightbowne), Moston Lane (Harpurhey), Ashton New Road/Manchester Road (Beswick and Clayton), Precinct Centre, Oxford Road (Ardwick/Hulme), Hyde Rd/Reddish Lane (Gorton North), Princess Rd/Claremont Rd (Moss Side), Withington Rd/Yarburgh St (Whalley Range), Claremont Rd (Moss Side), Dickenson Rd/Anson Rd Longsight/Rusholme), Manchester Rd/Upper Chorlton Rd (Whalley Range), Lloyd St South/Platt Lane/Hart Rd (Fallowfield), Kingsway/Slade Lane (Levenshulme), Beech Rd/Stockton Rd/Chorlton Green (Chorlton), Barlow Moor Rd/Mauldeth Rd West (Chorlton), Mauldeth Rd (Withington), Kingsway/Mauldeth Rd (Burnage), Burnage Lane (Burnage), Burton Road/Cavendish Road/Lapwing Lane (Barlow Moor), Fog Lane/Lane End/Burnage Lane (Burnage).

Retail development, offices, leisure and entertainment uses, arts, culture and tourism uses will be located within or, where appropriate, adjoining the centres identified in network and hierarchy serving Manchester.

City, District and Local Centres will also be the focus for the development of

- Community and health facilities
- Higher density residential development provided the centre is suitable for such development and has a high level of accessibility by public walking, cycling and public transport. New residential development will need to meet affordable housing requirements as set out in policy H6
- Smaller scale office developments providing local office floorspace provision
- Mixed use development will be promoted in all centres

The Core Strategy establishes a new designation at Moston Lane, Harpurhey which has become a popular destination for local residents in recent years for both food and non food shopping, visiting local restaurants and accessing local services. Local centres will be supported in their role as focal points for local small scale retailing and leisure activity as well as for community services and facilities that meet local needs.



**7.11** Manchester's centres are identified on the Key Diagram. Details of boundaries and Primary Shopping Areas will be addressed in the Site Allocations DPD.

**7.12** Manchester also 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, in line with Planning Policy Statement (PPS) 4: Planning for Sustainable Economic Growth.

## City Centre

### Policy CC 8

#### City Centre Retail

Within the City Centre retail development will be concentrated within the primary shopping area followed by accessible edge of centre locations. However, large-scale developments will be focused in the Primary Shopping Area (PSA), which is identified on the proposals map. 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 proposal come forward which cannot be accommodated within the PSA, 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 (see also Design Principles Policy En 17),
- 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.

55,000 sqm net of new non-food retail floorspace and 4,500 sqm net of food floorspace will be provided in the City Centre over the plan period.

As well as the regional focus for comparison retail, the City Centre has a growing role as a place where people live. To support sustainable shopping patterns, the Council will therefore support the development of supermarket provision to serve the City Centre. This should be as close to the City Centre as possible, and should also be in a location which supports the growth of new residential areas such as Ancoats and New Islington.



## Pre-publication Partial Consultation on Manchester's Core Strategy

**Manchester City Council** | Pre-publication Partial Consultation on Manchester's Core Strategy

Across the City Centre, retail will be supported where it would serve a local community (such as small scale convenience provision) or contribute 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.

Mixed developments which include retail units will be expected to demonstrate that these reasonable steps have been taken to ensure that these units will be occupied.

**7.13** 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.

**7.14** In response to the growing resident population in and on the edge the City Centre it is appropriate to plan for large food retail development in locations which best serve City Centre residents. The current shortage of food retail means that residents travel outside the City Centre to access food shopping, especially those who prefer to use supermarkets. The provision of improved food retail for the City Centre will create a more sustainable and attractive place to live and reduce pressure on over-trading supermarkets outside the City Centre, thereby also improving the quality of retail in these locations.

**7.15** Considering the land requirements of supermarkets it is unlikely that this development would occur at the heart of the City Centre. Therefore, the Council will support sites which offer the most sustainable connections to the City Centre and growing residential areas whilst also accommodating a format which suits shoppers' expectations, including the size of store and availability of car parking (although this should reflect its location and levels of car ownership in the City Centre). Failure to take account of these expectations would undermine the objective of encouraging more sustainable shopping patterns, as people would continue to make use of retail facilities in other parts of the City.

**7.16** 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.



## District Centres Approach

**7.17** Manchester's Retail Studies have identified a need for both food and non-food retailing in the Manchester area up to 2027 while also recognising that many of the existing centres need a programme of environmental improvements. Policy within the Core Strategy sets a framework for future retail development across the City to focus this growth within existing centres to maximise the benefits of a growing population to encourage new retail development in the right location.

**7.18** 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.

**7.19** 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, such as Chorlton, have a larger proportion of independent retailers and their contribution to the character, viability and vitality of the centre is recognised and supported.

**7.20** 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.

### Policy C 2

#### District centres

Development will support thriving district centres, with good local character, providing a good range of accessible public services, retail, leisure, health and other local facilities, including schools, health centres, financial and legal services. In delivering this vision provision will be made for the following amounts of additional retail floorspace to 2027.

13,000 sqm net food retail floorspace

22,500 sqm net non food retail floorspace

To support the delivery of these these targets priority will be given to identifying and delivering in centre and edge of centre redevelopment opportunities.



## Pre-publication Partial Consultation on Manchester's Core Strategy

**Manchester City Council** | Pre-publication Partial Consultation on Manchester's Core Strategy

Development will be encouraged, where appropriate to the role and function of each identified centre, in order to:

- Support a balanced approach to the planned level of housing and employment growth for each centre;
- Positively contribute to the re use and regeneration of land and premises, together wider regeneration and investment strategies
- Positively contribute to the diversity and mix of uses within centres without undermining their primary retail function;

New 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.

Development in district centres will provide a balance of both retail and non retail uses, and contribute to the vitality and viability of these locations. In particular, the Council will ensure that retail remains the principal use in the identified Primary Shopping Areas, and that opportunities for commercial and service uses are preserved elsewhere in district centres.

New development should respect and enhance the character of existing centres.

Proposals which would excessively alter the role of centres or 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 including consideration for improvements to its green infrastructure and measures to assist in adapting to climate change (see also Green Infrastructure Policy En 9).

**7.21** These figures for future capacity across Manchester district centres are based on expected growth rates in retail expenditure, projected increases in population and average turnover levels for the centres. There is a wide range of different turnover levels dependent on the type of shopping provided and new development will need to refer to the retail study to ensure that the proposal reflects expected turnover levels in relation to floorspace provided. The Council will need to monitor this position closely to ensure that new retail floorspace will maximise the benefits from growth in population in a way that delivers our vision for the City and regeneration of key areas. It is particularly important that capacity anticipated for the later stages of the plan period is based on projected population increases, which in turn are based on housing delivery. Proposals based on this capacity, especially if this would require development outside or on the edge of a centre, will need to include evidence which confirms that these population projections have been realised.

**7.22** 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.

**7.23** 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. In defining the characteristics of district centres, PPS 4 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.

## North Manchester

### Policy C 3

#### North Manchester District Centres

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.

**7.24** Harpurhey and Cheetham Hill centres mainly serve residents in the north of the city. Both the North Manchester Strategic Framework (SRF) and the retail studies highlight issues around improving the shopping environment in both centres. The SHLAA has identified some housing sites in Harpurhey centre. While there is a limited employment core within Cheetham Hill, Harpurhey has a significant presence of public service provision. The City Wide Retail Study (2010) has identified some further capacity for food shopping across the area.

**7.25** Cheetham Hill is a large elongated centre approximately 1.4 miles to the north east of Manchester City Centre, sharing part of its boundary with Salford. It is home to a strong multi ethnic community as a result of several waves of immigration. A recently opened large foodstore within the centre, has helped meet the need for local residents to access fresh food locally. The retail study indicates that there is still significant leakage to other superstores outside Cheetham Hill. The anticipated increase in population and opportunities for the new foodstore to clawback



trade, supports growth for small increase in new food retail provision. This will be focused within the centre in order to maintain its vitality and viability. A further priority will be to invest in a programme of environmental improvements in the centre.

**7.26** Harpurhey is a large, broadly rectangular centre approximately 4 miles from City Centre. Recent investment has significantly enhanced Harpurhey, providing a new market, shops and leisure centre. Sites have been identified in both the SHLAA and Employment Land Study as having potential for further housing and employment. The retail study found the superstore was trading well, successfully anchoring the centre. Identified capacity for food provision will be directed towards Harpurhey to provide a moderate level of additional floorspace, meeting the needs of new residents and supporting further qualitative improvements to the centre.

**7.27** In close proximity to Harpurhey centre is a long parade of shops on Moston Lane. Its role as a popular and attractive location, giving residents access to a range of day to day shopping needs and local services is recognised in the Core Strategy by its designation as a local centre.

**7.28** 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.

## East Manchester

### Policy C 4

#### East Manchester District Centres

Gorton, Newton Heath, Openshaw and Sportcity

A new food 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, within the regional centre.

Newton Heath is a more traditional but underperforming centre offering significant opportunities for new housing and smaller scale employment sites. There is additional capacity for food retail in Newton Heath derived from current leakage of spending and the expected level of residential development in this part of the City. This could be delivered within the existing District Centre boundaries, ideally as part of a mixed use development.

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.





**7.29** In recent decades East Manchester's economic and population decline has resulted in significant deterioration of the centres. As a result, district centres such as Newton Heath, Openshaw and Gorton have suffered, with the remaining retail function in the area being characterised by high levels of vacant and abandoned shop fronts, a limited range of retail outlets, and reduced levels of activity. Recent large scale regeneration across East Manchester area has brought tremendous improvements in job creation, public services and the construction of new homes. The spiral of economic and population decline has been arrested, and employment and people are returning to East Manchester and supporting their local centres.

**7.30** The establishment of Sportcity as a new district centre has significantly enhanced the overall retail offer for East Manchester. Sportcity is a modern popular centre. It will be supported by further housing, economic and sports/cultural led development adjacent to the centre. The retail study found that the superstore is trading strongly and supports a high level of retention of expenditure within the centre. Significant increases in resident population will support a small extension to existing food offer to help provide local residents with greater choice.

**7.31** Newton Heath is a large more traditional centre but has suffered in recent years from a lack of investment and is disjointed with a relatively high level of vacant units in the centre. 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. The retail study found that the centre was performing poorly with a very high level of leakage of expenditure from the area to other foodstores both within Manchester and centres in neighbouring authorities.

**7.32** Identified additional capacity, supported by large projected increases in the resident population in close proximity to the centre, would support a medium scale foodstore. This would provide a key anchor store for the centre, supporting more sustainable shopping patterns. Old Church Street will be a focus for physical enhancement and new retail offer to meet the needs of the community. Phasing for new foodstore provision is expected to be in the medium term of the Core Strategy, coming forward to meet the needs of the anticipated increase in the local population over the same time period.

**7.33** A new food superstore in Gorton has strengthened the centres retail offer, supporting increased linked trips to the rest of the centre and more sustainable shopping patterns across the area. The retail study identified some further capacity for some small scale retail provision. Priorities will be, 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. An appropriate mix of commercial, entertainment, ancillary retail and residential uses to reinforce the district centre.

**7.34** The retail study found that Openshaw was performing relatively poorly. The approved large mixed use retail led scheme in Openshaw will strengthen the centres retail offer, supporting increased linked trips and pedestrian activity and more sustainable shopping patterns across the area.



**7.35** The three more traditional centres of Gorton, Newton Heath and Openshaw have all suffered from a decline in their environmental quality over recent years. Future investment and environmental improvements will strengthen their sense of place and give a clearer sense of definition.

#### Central Manchester

##### Policy C 5

###### Central Manchester District Centres

Hulme, Longsight and Rusholme

There is further capacity for additional food retail in the area. Rusholme lacks a key anchor food store and identified capacity will be directed to Rusholme district centre as a first priority. 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. Edge of centre sites will be considered if they are well connected to the centre and they meet key policy tests within PPS4.

Opportunities exist in Hulme for further growth to support medium scale extension to existing foodstore or a new development in the longer term. There is an undeveloped site adjacent to the car park which could come forward for non food or other non retail uses appropriate to a centre.

Core Strategy priority will be to direct identified opportunities for growth in Longsight to provide for small/medium scale extension to existing large foodstore as part of a wider development to improve its accessibility, supporting stronger linked trips to the rest of the 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. 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 as a first priority. 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.

**7.36** The traditional linear centres of Longsight and Rusholme set out along key radial routes are complemented by a modern centre at Hulme. Hulme district centre is anchored by a strongly performing large foodstore. Its retail offer is complemented by an indoor market and a recently



developed traditional high street. While there are no offices within the centre, a large modern office park, known as Birley Fields, is immediately adjacent. Significant regeneration activity in recent years has introduced a number of high density residential developments both within and adjacent to the centre.

**7.37** The retail study found that significant numbers of local residents are carrying out their food shopping outside Hulme. With a relatively large planned increases in the local residential population over the plan period, and the development of the University of Manchester campus in close proximity to Hulme centre there is further capacity towards the end of the plan period to support further food retail provision. This development would help clawback trade that is leaking from the area and bring further environmental improvements to centre.

**7.38** Rusholme district centre has some of the most distinctive characteristics of all the centres across Manchester and especially notable is the strong influence of Asian trade and also the lively evening economy. However there is a lack of both large scale main food shopping facilities and non food shopping and limited public service facilities. The centre also suffers from a generally poor overall quality of environment, particularly in terms of the streetscape and limited parking for the centre both on and off-street.

**7.39** The retail study identified a significant spending on food by local residents is in foodstores outside Rusholme. The study identified growth to support a medium scale foodstore within the Fallowfield/Rusholme area, helping to clawback expenditure.

**7.40** 7.41 Longsight centre provides a main food retail focus for the A6 Corridor linking to Levenshulme. The large foodstore is performing very strongly and supports a relatively high retention of expenditure within the centre by local residents.

## South Manchester

### Policy C 6

#### South Manchester District Centres

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 healthy independent retail sector which contributes to character of the 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.

**7.41** The five district centres of Chorlton, Didsbury, Fallowfield, Levenshulme and Withington provide the higher level of the South Manchester centre hierarchy with a wide range of local and community facilities. South Manchester's centres are all located in highly accessible locations, adjacent to key transport corridors.

**7.42** Chorlton is the largest shopping centre in Manchester outside of the City Centre. Highly accessible by public transport the centre 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. Chorlton is recognised for its significant independent retailing profile.

**7.43** The retail study indicates that Chorlton centre retains a relatively high proportion of expenditure by local residents in both the large foodstore and small local shops. This is complemented by Chorlton being a destination for food shopping with significant numbers of shoppers visiting from outside the area. However while the centres large foodstore is performing well, it's constrained nature and more limited offer results in many local residents shopping elsewhere.

**7.44** The study found that there is a need for additional floorspace which would support a medium scale development in Chorlton centre. This would underpin more sustainable shopping patterns across the area . A potential site has been identified within the Chorlton precinct. Development that includes provision for a mix of units including opportunities for small shops and independent traders will be encouraged.

**7.45** 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. The centre does not provide a broad range of public service facilities and this could be improved through further development of facilities.

**7.46** The retail study found that Didsbury both retains a high proportion of expenditure by local residents and is a strong destination for food shopping, with residents from other areas of Manchester visiting it's independent food stores. While some capacity for small scale expansion of it's food offer has been identified in the retail study, Didsbury is a compact centre with little opportunity to expand.

**7.47** Fallowfield performs strongly as centre on key measures including a low vacancy rate, albeit the number of units in the centre is relatively low. It is anchored by a large food store, with significant trade 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.



**7.48** The retail study identified growth to support a medium scale foodstore within the Fallowfield/Rusholme area. While the first priority, will be to direct this demand to Rusholme, Fallowfield offers greater opportunities for redevelopment of existing in centre sites.

**7.49** Levenshulme is a large elongated centre. While it lacks a large anchor foodstore, it has a good independent retail offer that attracts significant numbers of visitors to the centre. The retail study has identified some small scale capacity for further food retailing which together with capacity coming from Longsight would support a medium scale foodstore. A key priority over the short to medium term is to bring forward a new foodstore in Levenshulme to create a stronger retail offer and provide for sustainable shopping patterns. Priority will be given to identifying and delivering town centre and edge of centre locations. The quality of the townscape in the centre is in need of some further investment and opportunities through new development will be taken to improve the centre environment.

**7.50** Withington is a compact centre whose historic character is recognised by it's designation as conservation area. While it underperforms in terms of retail offer it offers a broader range of service and leisure facilities. The retail study found that many residents are using other centres outside Withington, with its main role for many being for 'top up' shopping. The lack of a key anchor foodstore and high leakage of expenditure provide opportunities for growth. For this to be the strong anchor store required, to help retain food spending in the area, the first priority will be to investigate opportunities for extensions to the existing in centre foodstore.

**7.51** 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. Its compact size also limits further employment and housing opportunities.

**7.52** 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.

## Wythenshawe

### Policy C 7

#### Wythenshawe District Centres

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, whilst Baguley is a modern centre anchored by a large foodstore and non food retailing concentrated in the adjacent Brookway Retail Park.



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Wythenshawe centre serves as hub for delivery of services to its community and further opportunities will be taken to develop this role. There has been some identified capacity for further food and non food retailing and the priority will be to direct this towards Wythenshawe, where investment in the overall retail offer will increase the attractiveness of the centre, retain spending in the area, offer local residents greater choice and address design issues. Regeneration of Wythenshawe will incorporate high density housing and replacement of outmoded office space.

Baguley, in West Wythenshawe, would benefit from design improvements focused alongside a small scale increase in capacity to meet local needs and improve the quality of the shopping environment. These design improvements will give Baguley a greater sense of place, creating a character and feeling more similar to a traditional centre through the provision of a smaller retail units to complement the anchor role of the large foodstore. It is also a key priority to improve the range of services available in Baguley.

In Northenden priorities will be to improve the main food provision within the current centre, supporting the Northenden Village Local Plan in establishing Northenden as a successful and distinctive centre, encouraging the provision of further small shops, focusing benefits of investment in further developing its village character.

**7.53** Wythenshawe in the southernmost part of the City, has two established district centres in Northenden and Wythenshawe. The superstore at Baguley, West Wythenshawe and adjacent non food offer at Brookway Retail Park operates as a significant retail location. Both centres and the proposed centre at Baguley, West Wythenshawe have very different characters. Northenden offers a traditional village shopping environment and Wythenshawe a post war planned civic centre while Baguley, West Wythenshawe is a modern centre anchored by a large foodstore.

**7.54** Wythenshawe is a large centre underpinned by a recently redeveloped large foodstore. While this has helped to address the significant amounts of expenditure historically leaking from the area, many of its residents are still shopping elsewhere, both in Manchester and in other surrounding centres. The retail study has identified further capacity of medium scale level of development and the priority will be to direct this towards Wythenshawe, which will benefit from significant investment in both food and non food provision to increase the attractiveness of the centre, retain spending in the area, offer local residents greater choice and address issues in relation to the centres design.

**7.55** The on going regeneration of Wythenshawe will incorporate high density housing and replacement of outmoded office space, while taking opportunities to develop develop the leisure/night time economy including new hotels. Wythenshawe centre serves as hub for delivery of services to its community and further opportunities will be taken to develop this role. 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.



**7.56** The retail study found that there is some further capacity for small/medium scale development in Baguley, West Wythenshawe. A key priority for the area will be to focus investment towards Wythenshawe centre which offers greater capacity to support more sustainable shopping patterns. For Baguley West Wythenshawe the priority will be to establish benefits from design improvements focused alongside a small increase in capacity that can meet local needs and improve the quality of the shopping environment. A key issue for Baguley West Wythenshawe will be to develop its service provision to support a more rounded centre offer.

**7.57** Baguley West Wythenshawe 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 and taking advantage of the improved transport connection to Baguley West Wythenshawe provided by the proposed Metrolink extension, 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.

**7.58** Northenden is a large centre straddling Wilmslow Road. Its historic village character is acknowledged by its conservation area designation. It currently lacks a large foodstore and a high proportion of local residents are carrying out their food shopping elsewhere in Manchester. The retail study has identified only small level of growth for additional floorspace. In Northenden priorities will be to expand the main food provision, providing a stronger anchor foodstore and supporting more sustainable shopping patterns and including through the consolidation of the centre boundary, focusing benefits of investment in further developing its village character. Opportunities are limited to introduce high density housing immediately adjacent to the centre but mixed use development of the appropriate size and scale will be encouraged.

**7.59** The performance of existing centres will be monitored by the Council and this might result in a centre being moved higher or lower in the hierarchy; and amendment to an existing centre boundary; or in the case of larger centres, a change in the defined prime retail frontage within that boundary. New centres may come forward, through a Development Plan Document, particularly local centres in currently underprovided for areas or areas undergoing significant regeneration.

## Local centres

**7.60** Local Centres are key to achieving the objectives for successful neighbourhoods by providing a range of shops and services that provide for basic top up needs within walking distance. Local shopping and service provision in local centres should be retained where it remains viable and provides an important service to the local community. The provision of new small scale retail facilities will be encouraged where they would provide for local needs and not be harmful to the vitality and diversity of nearby centres.

## Out of centre retailing

**7.61** A key priority for the City Councils approach to retailing is to safeguard and enhance the City's existing centres. Where it is not possible to locate new development within or on the edge of existing centres, out of centre locations will be considered.

### Policy C 8

#### Out of centre development

New development on out of centre sites will be resisted unless it can meet the following criteria:

- There are no more central sites that are available, suitable and viable
- It will not have an unacceptable adverse impact, including cumulative impact, on the vitality and viability on City Centre and surrounding district and local centres;
- It supports the delivery of the spatial planning vision and strategy as set out in this Core Strategy;
- The proposal is appropriate in terms of its scale and function to its location;
- The proposal helps maintain and develops the range of shops, leisure, services and other town centre uses that meet the needs of the community.

## 8 Manchester Airport

### Summary of Changes

In the previous consultation document the Council presented three possible approaches to manage the expansion of the airport. This document includes the proposed approach, which is to manage the expansion of the airport through the Core Strategy, and explains why this has been chosen and how the expansion will be managed over the plan period. This policy approach replaces MA1, MA2 and MA3 in the previous consultation document.

**8.1** Manchester Airport is identified as making a positive contribution to the delivery of the 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.





## Policy MA 1

### Manchester Airport

#### Manchester Airport Strategic Site

In line with the Future of Air Transport White Paper, the growth of Manchester Airport to accommodate 45 million passengers per annum by 2030 will be supported and is designated as a Strategic Site. This will involve the expansion of the developed Airport area. Areas for expansion are identified on the proposals map. The Green Belt boundary in this area has been amended to exclude any areas needed for airport development.

Schedule of Uses 2030

Table 8.1 explains the uses which are expected across the Manchester Airport Operational Area within Manchester in 2030, just beyond the plan period.

**Table 8.1**

Area	Area reference in MAG Masterplan	Uses
1a – Existing Area	N/A	Terminal, taxiways, aircraft apron, ancillary operational facilities, offices, hotels and other uses, surface access and car parking
1b - Existing Area (Airfield)	N/A	Runways, taxiways, airfield, operational and ancillary facilities, landscape mitigation, utilities and car parking.
2 - Cloughbank Farm	A	taxiways, aircraft apron, aircraft maintenance, operational facilities, cargo facilities and landscape mitigation.
3 - Land to the west of the A538 (Oak Farm)	E	Operational facilities, cargo facilities and car parking and landscape mitigation.
4 - Land within and adjacent to Junction 5 of the M56	C	Commercial/cargo development including airline offices and hotel with a new vehicle access to Thorley Lane



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Area	Area reference in MAG Masterplan	Uses
5 - North of Ringway Road	B	Surface access and Car Parking with new vehicle access to Ringway Road and Styal Road

The Manchester Airport Strategic Site includes areas 1a, 2, 3, 4 and 5. This site will accommodate the development described in the table above, which includes the significant development required to meet operational requirements by 2030. However, within the Strategic Site development which does not reflect the schedule of uses above but is within those listed in the reasoned justification will be acceptable where the applicant has demonstrated:

- that it does not impede the operation of the airport and the planned growth outlined in this policy,
- that the development is a part of the phased development of the airport organisation set out in Table 8.1 above,
- that development is needed due to the operational expansion of the Airport, and,
- that there would be no greater negative environmental effect, either alone or cumulatively, than would occur for the uses in table 8.1 (these are set out in the axis environmental baseline and environmental assessment reports).

Area 1b is the southern part of the airport which includes the runway, ancillary facilities, existing and consented transport infrastructure and landscape mitigation. This land is expected to continue to operate in a similar way over the life of the plan. This land sits outside the Strategic Site, and because it is felt to contribute to some of the purposes identified in PPG2 will remain in the Green Belt.

All development proposed as part of the Airport expansion should seek to ensure that any environmental effects of development are assessed at the planning application stage to ensure these create no greater negative impact than those identified in the Axis Environmental Baseline and Environmental Assessment reports. Any effects should demonstrate they can be mitigated or compensated, in particular:

- minimise any adverse impact on areas of international or national conservation, ecological and landscape value. In particular, development should avoid the Cotterill Clough SSSI. Where it is not possible to avoid harm, mitigation measures to compensate for any adverse impact will be necessary. Development within the expansion areas must implement the mitigation measures agreed with the City Council, informed by an up to date environmental assessment,
- retain or relocate the allotments in Area 4.

- demonstrate the extent to which surface access and car parking arrangements encourage the use of public transport, walking and cycling,
- seek the maximum possible reductions in noise through compliance with the Manchester Airport Noise Action Plan and Manchester Airport Environment Plan.
- demonstrate that the number of people affected by atmospheric pollution is minimised and the extent to which any impact can be mitigated, and
- improve access to training and job opportunities particularly for people in the Wythenshawe and local area.

**8.2** 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 passengers 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 in the UK Air Passenger Demand and CO2 Forecasts January 2009. The White Paper acknowledges the importance of air travel to national and regional economic prosperity, and that not providing additional capacity where it is needed would significantly damage the economy and national prosperity.

**8.3** Within the City-Region Manchester Airport is key economic driver, adding value to the attraction of the City-Region for indigenous businesses and inward investment. Businesses have cited the Airport as being 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 global cities. The Airport also plays a significant role in attracting inbound tourism to the region. The need to maintain the role of Manchester Airport as a key economic driver and international gateway is supported by the Regional Spatial Strategy. It is also a significant provider of employment in its own right. It is an important source of employment opportunities for residents of Wythenshawe, one of the most deprived communities in Manchester, as well as further a field. This contribution has been identified in the Regional Strategy and the MIER, as well as in national policy through the Air Transport White Paper. The City Council recognises that the growth of the airport can be a significant catalyst for the economic development of the City Region.

**8.4** Airport capacity is a function of passenger flow (an airport has some periods which are busier than others) and the maximum passenger/flight capacity of the facilities. An airport's capacity needs to be able to handle its busiest period rather than the average passenger throughput. The facilities which determine capacity are surface access and car parking, terminal and freight handling, apron and runway. The Need for Land Document and Airport Masterplan explains how the need for these uses translates into an indicative masterplan. The documents also explain how these proposals reflect the most efficient use of land and set out the Airport's sustainability principles.

**8.5** The scale of the proposed expansion will require a phased approach, in the course of which it may be sensible to establish uses on a temporary basis to enable the delivery of the overall masterplan. Such proposals will be acceptable, although the City Council will need to



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be confident that the proposals are part of the overall expansion, and may consider the use of temporary planning consents. The uses mentioned in the policy are supported based on environmental assessments which have demonstrated that these may have an acceptable environmental impact. It will be essential that any temporary development does not exceed the environmental impacts identified through the Environmental Baseline Study. At the application stage more up to date information on the effects of development may emerge and the most appropriate mitigation/ compensation measures at the time should be employed. It is also important that the principles which have informed the final masterplan are maintained throughout development, including for issues such as traffic management. Therefore, it will be essential that any temporary uses are justified by the operational requirement of the airport.

**8.6** In order that the environmental impacts of airport expansion are minimised, all development needs to consider its impact in terms of ecology, air quality and noise. 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 and prevent any adverse impact on air quality. Air quality at Manchester Airport is monitored against the Air Quality Management Area and the Air Quality Action Plan seeking to prevent levels exceeding national standards. Manchester Airport is seeking to be carbon neutral in its energy use and vehicle fuel use.

**8.7** Manchester Airport is located on the edge of the urban area and the extension areas fall within open countryside and undeveloped land. There is the potential for development in these areas to cause ecological harm, and this is a particular issue in areas of recognised ecological value such as the Cotteril Clough Site of Special Scientific Interest and the Sunbank Woods Site of Biological Importance. Manchester Airport Group has submitted an Environmental Appraisal by AXIS which sets out the impact of the expansion proposals. This appraisal has concluded that the environmental impact of the proposals will be acceptable alongside a range of mitigation measures. At the application stage further appropriate information on the environmental impact of the proposal will be necessary, including details of mitigation measures to be agreed by the Council.

**8.8** The City Council will seek to protect the Cotterill Clough SSSI and the SBIs in the area, and the Need for Land document demonstrates that the SSSI and the Sunbank Woods SBI can be avoided, which will be a fundamental requirement of the airport's expansion. There will also be a need to create a woodland buffer between the SSSI and airport development. Sunbank Woods SBI and ancient woodland would be wholly excluded from the developable footprint. A local SBI (Ponds Near Runway) may be subject to some development and a small area of Cotteril Clough SBI and ancient woodland outside the SSSI will be lost, but this is an unavoidable consequence of the airport's expansion, appropriate mitigation measures will be prepared and implemented before this development commences. Development proposals would be subject to assessment under the Habitats Regulation. To the north of Manchester Airport there are

allotments and these will be retained or replaced. If relocated this will be in accordance with allotment legislation and seek to reduce the impact on existing allotment holders and consider proximity of alternative sites to reduce travel and inconvenience.

**8.9** Appropriate development within the Airport should be necessary for the operational efficiency or amenity of the Airport. This approach is consistent with Government guidance in PPG13. Development will be limited to that necessary for the operational efficiency and amenity of the Airport, include 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.

**8.10** Infrastructure provision at Manchester Airport will be improved in order to support its expansion. This will be provided by a number of organisations, and details are provided in the Infrastructure Plan accompanying the Core Strategy and will include:

- Improvements to M56 - Styal Road
- Manchester Airport Station Extensions and improvements
- M56 Widening (J5 - J6)
- Junction 6 M56 Improvements
- Metrolink extension to the Airport
- Realignment of the A538 Wilmslow Road and link to J6
- Service and utilities "corridors" and improvements

**8.11** We previously consulted on three options related to reviewing the Green Belt and approach to Airport expansion. Following consultation and based on reviewing further evidence, the City Council's preferred option is 3 which set out reviewing the Green Belt in the current operational area and proposed extensions and removing those areas which no longer served a Green Belt function during the lifetime of the Core Strategy.

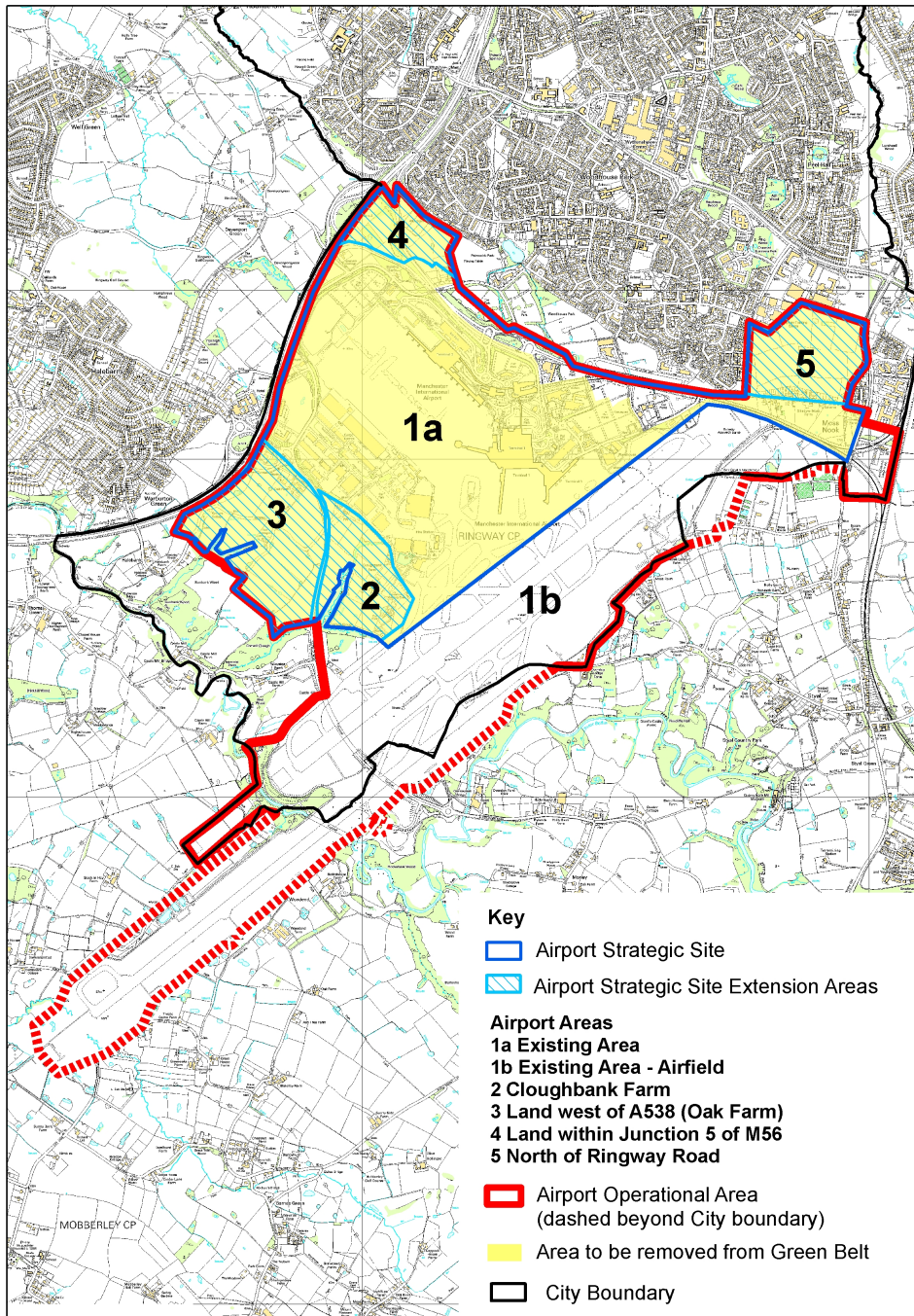
**8.12** The proposed expansion of Manchester Airport prompted a Green Belt review in line with PPG2 as part of the preparation of the Core Strategy. In the UDP the majority of the Airport Operational Area is located within the Green Belt and is designated a Major Developed Site and PPG2 applies. The RSS approved in 2008 allowed for detailed changes in the Green Belt to accommodate expansion of Manchester Airport. A review of Green Belt has been undertaken and now forms part of the evidence base. The expansion of Manchester Airport is an exceptional circumstance and therefore it is appropriate to review the extent of the Green Belt in this area.

**8.13** Despite the review identifying areas of the proposed operational area which do serve a Green Belt function growth at Manchester Airport has exceptional circumstances, including :

- Economic driver for the City-Region
- Generates significant job growth and supply chain benefits
- Expansion has been managed to minimise and where possible avoid ecological damage
- Planned to ensure the most efficient use of of land at the Airport
- Airport is a unique use and expansion has nowhere else to go
- National policy support in the Air Transport White paper
- The extensions are required to implement national policy
- A number of identified uses require direct runway access and cannot be located elsewhere.
- Whilst ancillary uses (eg hotels, offices and car parking) could be located outside Green Belt, these are uses which are specifically related to the Airport.
- Despite being developed, operational restrictions mean that certain areas will remain open.

**8.14** The results of the assessment of the Green Belt suggest that the runways and adjacent airfield perform a significant Green Belt function and could form a permanent boundary. The existing built up area around the terminals should be removed from the Green Belt as it does not serve a Green Belt function and will continue to be a focus for development. The proposed operational area extensions should be removed because they either did not serve a Green Belt function or there were exceptional circumstances justifying an amendment to the boundary. The overall integrity of the wider Green Belt will remain unchanged and the exceptional circumstances put forward to support the amendments are unique to the airport, they do not set a precedent, and cannot be used to support other small scale incremental changes elsewhere in Greater Manchester.

Picture 8.1 Airport Strategic Site



**8.15** Picture 8.1 shows the proposed Airport Strategic Site alongside the Airport Operational Area, which is included for information and reflects the Manchester Airport Land Use Plan. The area of Green Belt proposed for removal will largely follow the Strategic Site boundary with the addition of Painswick Park. It will not affect those areas already outside of the Green Belt which fall within the Strategic Site boundary.

## 9 Energy

### Draft LDF Core Strategy Energy Policies

#### Summary of Changes

Following further work on the AGMA Decentralised Energy Study, the policy framework has been updated. This replaces policy approaches En1, En2, En3, En4 and En5 in the previous consultation document. The Appendix (B in this document) has also been included as providing explanatory text to policy approach En3

**9.1** 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 effects 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.

**9.2** 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.

#### Policy En 1

##### Reducing CO<sub>2</sub> Emissions by Enabling Low and Zero Carbon Development

The City Council will seek to reduce fuel poverty and decouple growth in the economy from growth in CO<sub>2</sub> emissions and rising fossil fuel prices, through the following actions:

- All development must follow the principle of the Energy Hierarchy being designed:
  - to reduce the need for energy through design features that provide passive heating, natural lighting and cooling
  - to reduce the need for energy through energy efficient features such as improved insulation and glazing
  - to meet residual energy requirements through the use of low or zero carbon energy generating technologies
- 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 low and zero carbon energy supplies.



- Where possible new development will also be used as a mechanism to help improve energy efficiency and provide low and zero carbon energy supplies to existing buildings.
- Where appropriate new development will be required to connect to and/or make contributions to low or zero carbon energy schemes and/or to incorporate provision to enable future connection to any existing/potential decentralised energy schemes.

**9.3** Reduction in CO<sub>2</sub> emissions is seen as a major component in mitigating climate change. In this regard, emerging areas of Government policy give rise to the following 3 national and regional targets:

- A national reduction in CO<sub>2</sub> emissions by 34% in 2020 and by 80% in 2050 (from a 1990 baseline) to which buildings will need to make a proportionately higher contribution, as set out in the Climate Change Act 2008
- 'Zero' carbon targets for all new housing by 2016 and for all new non-residential development by 2019, for which preparation will be required (See Table 9.3 )
- A national increase in renewable energy capacity by 15% by 2020 as set out in the UK Renewable Energy Strategy, which will require an uplift in the sub-regional targets currently set out in the NWRSS (In light of NWRSS falling, see reference to targets in draft PPS1 Supplement)

**9.4** 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 there are three main challenges for the City Council in seeking to reduce CO<sub>2</sub> emissions:

- To achieve growth in the economy in a sustainable manner which reduces CO<sub>2</sub> emissions from energy and transport in line with national targets;
- To protect the future competitiveness of the economy by taking measures to insulate it from further fossil fuel price rises and increase energy security;
- To position the City as a low carbon investment location, in line with Manchester City Region's designation as a Low Carbon Economic Area

**9.5** Current projections suggest that without further concerted action the City will not be able to achieve CO<sub>2</sub> reductions in line with the overarching national target by 2020. There is therefore a strong justification for strong planning policies.

**9.6** In February 2009 Manchester City Council published 'Manchester - A Certain Future', which agreed the City Council's Climate Change Principles. This document set out the Council's objective of reducing CO<sub>2</sub> emissions by 41% by 2020 from 2005 levels. This equates to a CO<sub>2</sub> emissions reduction from 3.2 million tonnes per annum (2005) to less than two million or a reduction in per capita emissions from 7.3 tonnes to 4.3 tonnes per head.

**9.7** In order to achieve these demanding targets new development and activities in Manchester will need to be located where they are easily accessible and well connected to the rest of the city by walking, cycling and public transport (See Spatial Principles and Transport). It will also be essential that as a minimum new development reduces CO<sub>2</sub> emissions in line with the

Government programme for achieving zero carbon levels for new development. Where opportunities exist, however, measures will be taken to achieve greater reductions, with regard to the energy hierarchy, policy En3 and supplementary guidance to be published by the City.

**9.8** It is recognised that much of the City's CO<sub>2</sub> emissions do, however, arise from the existing commercial and residential building stock. It is essential therefore that wherever the opportunity exists new development be used as a catalyst to enable the retrofitting of energy efficiency improvements and low or zero carbon infrastructure to the existing building stock. Similarly where existing buildings are to be improved any proposed works should also follow the principles of the energy hierarchy.

**9.9** Fuel poverty is an issue in Manchester and the opportunities to increase energy efficiency and reduce carbon emissions will also have a significant effect on reducing the cost of heating to individual households.

## Policy En 2

### **Strategic Areas and Locations for low and zero carbon decentralised energy infrastructure**

Within Manchester it is considered that the following strategic areas, indicated on the key diagram, will have a major role to play in achieving an increase in the level of decentralised, low and zero carbon energy supplies available:

- The Regional Centre, which also includes the Oxford Road Corridor and Eastlands
- District Centres and associated major development sites
- Airport Strategic Site
- Strategic housing locations
- Strategic employment locations

Within these areas new development, regeneration and retrofit projects, will be expected to take place in the context of more detailed proposals for decentralised low and zero carbon energy infrastructure in the form of energy proposals plans. The developer would be required to work with the City Council and all relevant stakeholders, which may include residents, community groups, private sector partners, utilities companies, neighbouring authorities and other public sector bodies, as appropriate, to bring forward such plans.

Where investment or development is being undertaken into or adjacent to a public building/asset or district heating network, full consideration shall be given to the potential role that these can have in providing an anchor load within a decentralised energy network or in creating opportunities for CO<sub>2</sub> reduction funded by contributions.



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**9.10** The ten local authorities which make up AGMA jointly commissioned a study into the resources available to promote decentralised and renewable energy within the Manchester City Region. This study called the AGMA Decentralised and zero carbon energy planning study was finalised in January 2010 and provides the evidence base for the spatial approach to energy planning proposed by Manchester.

**9.11** The AGMA study identified the potential for achieving higher levels of CO<sub>2</sub> reduction by identifying lower cost technology opportunities associated with different 'character areas of change', as well as the use of local energy assets and resources and the linking together of new and existing buildings. This potential was demonstrated through thirteen detailed case studies undertaken across the range of character areas and involving different types of development.

**9.12** In line with the recommendations of the AGMA study, the City intends to bring forward energy proposals plans and associated business plans for investment in appropriate low or zero carbon infrastructure in the areas listed in Policy Approach En2. These will facilitate the cost effective achievement of the CO<sub>2</sub> target framework set out in Policy Approach En3 and contribute to the City's overall low and zero carbon technology mix, thereby supporting Policy Approach En1.

**9.13** A set of 'allowable solutions' will also be specified for each energy proposals plan that developers will be able to, or in some cases be required to, make contributions to in order to obtain CO<sub>2</sub> credits. Developers may wish to obtain CO<sub>2</sub> credits where the CO<sub>2</sub> reduction required of them Planning Policy is greater than that which can be practically achieved on site.

**9.14** Another key outcome of the AGMA study has been to demonstrate that it may not be possible to achieve the greatest sub-regional reduction of CO<sub>2</sub> emissions unless work is undertaken jointly on projects 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 CO<sub>2</sub> reductions than would be possible through Manchester acting unilaterally.

**9.15** The City Council will also work to ensure that strategic investment decisions by the public and private sector are based around and aligned to the need to strengthen the business case of energy investments and therefore to attract long-term investment in the low and zero carbon energy infrastructure required.

### Policy En 3

#### Target Framework for CO<sub>2</sub> reductions from low or zero carbon energy supplies

Applications for residential development of 10 or more units and all other development over 1,000 sq m will be expected to comply with the target framework set out below. This should be demonstrated through an energy statement, submitted as part of the Design and Access Statement. Such a statement will be expected to set out the projected energy demand and gross CO<sub>2</sub> emissions (i.e. both regulated and unregulated) for all phases of the development.

Developments smaller than the above threshold, but involving the erection of a building or substantial improvement to an existing building will still be expected to meet the minimum target by following the energy hierarchy and incorporating appropriate micro-generation technologies. Policy Approaches En1 and En3 will therefore still apply.

The target framework relates to three broad development locations and their potential for low and zero carbon, decentralised energy. The areas are defined as follows

- Network development areas: Locations where the proximity of new and existing buildings create sufficient density to support district heating (and cooling).
- Electricity intense areas: Locations where the predominant building type has an all electric fit-out such as retail units and leisure complexes.
- Micro-generation areas: Locations where lower densities and a fragmented mix of uses tend to mean that only building scale solutions are practical.

#### Domestic CO<sub>2</sub> targets 2010-2016

Table 9.1

Target	% Minimum requirement	
	From	To
<p><b>Target 1: Network development area</b></p> <p>Mixed use and high-density residential developments located in strategic areas for development as defined by Policy En2 will be expected, where viable, to anchor the development of district heating networks. Medium to high-density residential development in areas with existing networks will be expected to connect to those existing networks.</p>	CHP/district heating anchor or connection	Up to +73% increase on Part L



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Target	% Minimum requirement	
	From	To
<p><b>Target 2: Electricity intense buildings</b></p> <p>Apartments with electric heating that are not connected to decentralised energy networks will be expected to mitigate a proportion of their emissions using low or zero carbon technologies. This will include significant retrofit projects.</p>	+17% increase on Part L	Up to +56% increase on Part L
<p><b>Target 3: Micro generation area</b></p> <p>Medium to low density developments that are not in RSS priority areas for development will be expected to mitigate a proportion of their emissions using low or zero carbon technologies.</p>	+15% increase on Part L	Up to +49% increase on Part L

**Non-domestic CO<sub>2</sub> targets 2010-19**

**Table 9.2**

Target	% Minimum requirement	
	From	To
<p><b>Target 1: Network development area</b></p> <p>Mixed use developments in priority areas for development will be expected, where viable, to anchor the development of district heating networks. Development in areas with existing networks will be expected to connect to a network.</p>	CHP/district heating anchor  or connection	Up to +73% increase on Part L
<p><b>Target 2: Electricity intense buildings</b></p>	+10% increase on Part L	Up to +28% increase on Part L



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Target	% Minimum requirement	
	From	To
Commercial uses with a high proportion of emissions from electricity use (>45 kg CO <sub>2</sub> /m <sup>2</sup> ) that are not connected to decentralised energy networks will be expected to mitigate a proportion of their emissions using low or zero carbon technologies.		
<b>Target 3: Micro generation area</b> Single use, lower density developments that are not in priority areas for development will be expected to mitigate a proportion of their emissions using low or zero carbon technologies.	+15% increase on Part L	Up to +42% increase on Part L

The energy statement will be required to be submitted at the outset of any proposed development (outline application or before). Developers will be permitted to use green infrastructure elements such as green roofs, green walls, street trees and waterways to contribute to compliance with CO<sub>2</sub> mitigation, subject to the energy statement incorporating evidence such as modelling to demonstrate compliance.

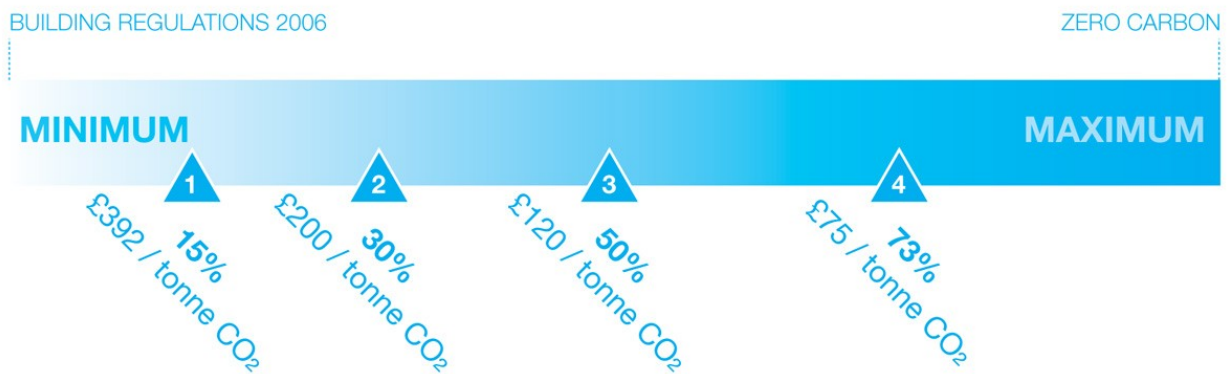
Guidance on what the energy statement should contain and how to decide which target applies to a development proposal is given in Appendix A.

**9.16** National policy guidance and the Planning and Energy Act (2008) advise that Local Planning Authorities may set higher 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 or Building Regulations. (See Table 9.3)

**9.17** The AGMA Study 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 therefore possible to justify higher targets than the current national and regional minimums. Example opportunities are illustrated in Picture 9.1 below.

Picture 9.1 Sliding Scale for Setting CO2 Targets

## Creating a sliding scale for carbon reduction targets



- Opportunity 1. Homes with solar photovoltaic roofs
- Opportunity 2. District centre scale CHP/district heating scheme
- Opportunity 3. Community micro-generation scheme
- Opportunity 4. Power station waste heat supplying district heating connections

**9.18** Through the case studies the three targets areas set out in Policy approach En3 above were identified as being appropriate to the types of development coming forward across the City Region. Each target reflects the location of the development and the nature of the potential for decentralised or zero carbon energy.

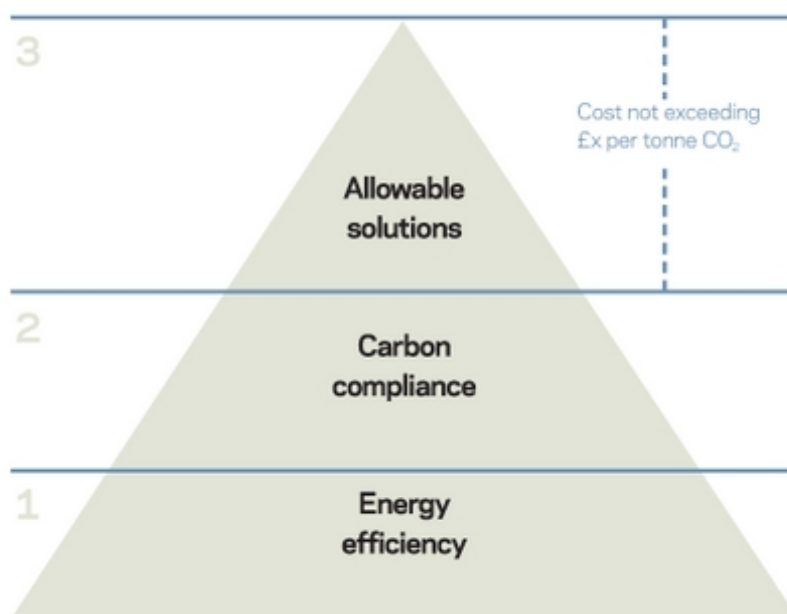
**9.19** The proposed target framework in En3 is expressed in terms of CO<sub>2</sub> reduction rather than a requirement for renewable energy, providing flexibility to the developer in terms of how the target is met. The target is framed with reference to building regulations so compliance is easy to measure using the SAP and the National Calculation Methodology. It creates a sliding scale for setting CO<sub>2</sub> reduction targets that are greater than the minimum, based on the cost of area or site specific solutions. As referred to under Policy Approach En2 the City intends to use this approach to support investment in low or zero carbon infrastructure which could benefit both new and existing buildings and communities.

**9.20** The target framework proposes a sliding scale beginning with a minimum target based on the carbon reductions achievable from the least cost on site energy technology to achieve a 10% target for renewable energy plus an additional 5% (i.e. 15% or Part L targets for 2010 and Code level 3). This may gradually increase up to the maximum, also shown above, when an energy proposals plan has demonstrated that carbon emissions can be reduced further at no extra cost.

**9.21** In line with the draft definition of zero carbon developers will initially be expected to secure high levels of energy efficiency and low energy demand, followed by the incorporation of on site measures where these exist (see Picture 9.2 below). However, in order to achieve the highest level of carbon reductions for the least cost it is intended that developers will be able to contribute to or co-ordinate investment in near or off-site infrastructure. This could include, for example, the connection of existing buildings to district heating networks and investment in low or zero carbon technologies on buildings owned by the City or by public and community institutions. Further guidance on these 'allowable solutions', possibly in the form of a Supplementary Planning Document (SPD), will be given following further national guidance on this matter expected from the Government during 2010.

**Picture 9.2 Energy Heirarchy**

**Fig 1** The government's preferred hierarchy



**Provisional timetable for Building Regulation CO<sub>2</sub> reduction targets over 2006 compliant building**

**Table 9.3**

Year	CO <sub>2</sub> reduction target over 2006 compliant building			
	Residential (subsidised)	Residential (private)	Non-domestic (subsidised)	Non-domestic (private)
2006	25% (3)*	0%	0%	0%





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2010	44% (4)*	25% (3)*	25%	25%
2013	Zero carbon(6)*	44% (4)*	44%	44%
2016		Zero carbon (6)*	100%	100%
2018			Zero carbon	100%
2019				Zero carbon

\*Figures in brackets demonstrate the Code for Sustainable Homes Level that equates with this level of carbon reduction. In order to gain Code accreditation, however, a development would also need to have fulfilled other sustainable criteria as required by the code.

### Policy En 4

#### Energy Infrastructure opportunities

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

- That any new generating plant capable of producing heat and cooling as well as electricity should be located in a way that facilitates future connection to a local distributed energy system.
- That any energy centre, including generating plant, standby/boiler plant and substations, shall be located and designed to a high quality so as to integrate with and contribute to the townscape.
- Biofuels should be obtained from sustainable sources and processes and in a way that minimises transport impacts, following a sequential approach in order to minimise CO<sub>2</sub> emissions – firstly prioritising local and regional sources, followed by national, European and international.
- Consideration should be given to biofuel delivery by rail and waterways where possible. Where large-scale fuel or feedstock 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 schemes will be taken into account when considering applications, to include modelled impacts on air quality and landscape character, with reference to Policy En14.

In determining proposals for development, consideration will be given to the need to safeguard strategic energy sites and network routes, both proposed or existing, where these have been identified as having strategic significance for the delivery of low or zero carbon energy infrastructure or, would be required in order to achieve the successful regeneration of an area in line with targets for reducing carbon emissions.

**9.22** The AGMA Energy Study suggests that there is less scope for standalone energy schemes within Manchester than other Districts: with the greatest capacity for low and zero carbon decentralised energy capacity likely but not exclusively to come from a combination of:

- Biomass and gas fired CHP supplying district heating,
- Biogas (from waste) powered CHP supplying district heating,
- Biomass heat-only boilers supplying district heating and individual buildings,
- Deep, shallow and minewater geothermal technology,
- Single large turbine wind sites;
- Microgeneration technology (e.g. solar hot water, photovoltaics).

**9.23** It is intended that opportunities to develop this capacity will be supported through the preparation of energy proposals plans as described by Policy Approach En2. The City still needs, however, to be able to consider potential schemes involving new technology. Any proposal will therefore also be expected to follow national guidance currently set out in PPS 22 and any future national guidance that emerges.

**9.24** In addition the AGMA study highlighted specific environmental issues in relation to biofuel supply chains and wind turbine siting. It is important, for example, that the benefits of using biomass to generate power are not outweighed by the emissions created by transporting the biomass. It is intended that Policy Approach En4 is used by the City to address these issues. Where necessary the City will seek to work with other Districts to further develop the sub-regional evidence base and planning criteria for these, and other energy schemes.

## Sustainable Development

### Policy En 5

#### Adaptation to Climate Change

All new development will be expected to be adaptable to climate change in terms of the design, layout, siting and function 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:

- Minimisation of flood risk by appropriate siting, drainage, and treatment of surface areas to ensure rain water permeability
- Reduction in urban heat island effect through the use of Green Infrastructure such as green roofs, green walls, increased tree cover and waterways
- The need to control overheating of buildings through passive design
- The opportunity to provide linked and diverse green space to enhance natural habitats which will assist species adaptation



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Developers will be permitted to use green infrastructure elements such as green roofs, green walls, street trees and waterways to contribute to compliance with CO<sub>2</sub> mitigation under Policy Approach En3, subject to sufficient evidence to quantify their contribution to compliance.

**9.25** According to the UK Climate Projections (UKCP09) climate change will have an impact on both the temperature and expected rainfall experienced within the North West. Under the medium emissions scenario the Government funded projection suggests that the North West will experience warmer drier Summers and warmer wetter Winters. 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 also increase the temperatures experienced by those living and working in Manchester. This increase in temperature is known as the urban heat island effect.

**9.26** 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, including guidance on passive urban design and building design, will be provided in an SPD.

## 10 Appendix A Draft Infrastructure Plan

**10.1** The Infrastructure Delivery Plan (IDP) seeks to provide a coherent framework for all the separate existing infrastructure investment plans, to show that they are deliverable relative to planned-for development. It identifies how any gaps may be bridged.

**10.2** The IDP forms an important part of the evidence base for the Core Strategy and Development Plan Documents. Planning Policy Statement (PPS12) sets out what is required from an IDP and states that;  
“The core strategy should be supported by evidence of what physical, social and green infrastructure is needed to enable the amount of development proposed for the area”. (PPS12, s4.9)

**10.3** PPS12 advises that the IDP should identify as far as possible;

- Infrastructure needs and costs;
- Phasing of development;
- Funding sources and;
- Responsibilities for delivery.

**10.4** Manchester's draft Infrastructure Delivery Plan is a live document which reflects current information available to date. It is available to view as a supporting document to this consultation.

## 11 Appendix B Policy Approach En3 Explanatory Notes

**11.1** 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 CO<sub>2</sub> 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?

**11.2** 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.

#### Target Criteria

**11.3** Q.1. Is the development above 1,000 sq m or 10 residential units?

**11.4** If **yes** go to Q.2. If **no** there is no need to provide an energy statement and no specific carbon emissions reduction target will be applied to the development proposal. The applicant, however, may still find it useful to go through the energy statement methodology below in order to consider ways of reducing carbon emissions in line with the Government's timescale for achieving zero carbon in new development. Full consideration will still need to be given to the inclusion of micro generation technologies in order to reduce CO<sub>2</sub> emissions, in line with En3, and the potential to connect to existing or planned district heating systems in line with En1.

**11.5** Q.2 Is the development in the regional centre, district centre or associated major development site, or is the development in the airport strategic site or a strategic housing or strategic employment location as indicated on the key diagram?

**11.6** If **yes** go to Q.3. If **no** go to Q.4

**11.7** Q.3 Is there an existing or proposed district heating or cooling network the development could connect to?

**11.8** If **yes** apply Target 1 'network development area', with 'allowable' CO<sub>2</sub> 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.

**11.9** Q.4 Does the development consist of at least three of the following uses - commercial office, hotel, residential apartments, public building, supermarket?



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**11.10** 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

**11.11** Q.5 Are the building(s) heating and cooling systems all electric?

**11.12** If **yes** apply Target 2 'electricity intense area', with 'allowable' CO2 credits from low cost renewable electricity generation. If **no** see Q.6.

**11.13** Q.6 Has a strategic opportunity been identified, through the LDF process, to supply the site/area with low or zero carbon energy?

**11.14** 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?

**11.15** 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

**11.16** 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

**11.17** 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**

**11.18** 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**

**11.19** 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**

**11.20** 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.

**11.21** 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**

**11.22** 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.

**11.23** 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**

**11.24** 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?**

**11.25** 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.

**11.26** 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<sub>2</sub>. 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<sub>2</sub>: 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<sub>2</sub>): 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?**

**11.27** The overarching aim of policy approach En3 is to achieve the maximum reductions in CO<sub>2</sub> for the minimum cost.

**11.28** 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.

**11.29** 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.

**11.30** 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.





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**11.31** So, for example, a development in a network expansion area should be able to purchase CO<sub>2</sub> 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 CO<sub>2</sub> credits from a wind farm at less than £60/tonne, enabling the 42% target to be met cost effectively.

**11.32** 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 CO<sub>2</sub> reductions targets as set out in the policy.

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