

**Manchester City Council
Report for Resolution**

Report to: Executive –1 June 2016
Subject: Piccadilly Basin Strategic Regeneration Framework
Report of: The Chief Executive

Summary

This report seeks the Executives endorsement in principle of a draft Strategic Regeneration Framework (SRF) for Piccadilly Basin. The Framework would help to guide development in the area in a way that reflects its physical and locational characteristics, supports future growth and complements existing developments in adjacent neighbourhoods. The report also seeks agreement for a public consultation exercise to be undertaken on the draft framework.

Recommendations

The Executive is recommended to:

1. Endorse in principle the draft Piccadilly Basin Strategic Regeneration Framework, as summarised in Section 4 of this report and;
2. Request the Chief Executive undertake a public consultation exercise on the draft SRF with local residents, businesses and other stakeholders, and report back to a future meeting of the Executive on the outcome.

Wards Affected: City Centre

Manchester Strategy outcomes	Summary of the contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	<p>The framework will provide the catalyst for further investment within both the area and the wider city centre.</p> <p>The regeneration framework will see the creation of a residential and commercial destination utilising the potential of Piccadilly Basin. The delivery of this will provide a range of new employment opportunities within the city centre.</p> <p>The framework sets the objective of delivering a distinctive location which will support the continued growth of the city's economy.</p>

<p>A highly skilled city: world class and home grown talent sustaining the city's economic success</p>	<p>The SRF will see the creation of a number of new jobs across a range of sectors within Piccadilly Basin.</p> <p>The expanded retail and leisure offer in addition to the creation of new commercial space will both attract new organisations to the city and facilitate the expansion of existing Manchester based businesses. This will in turn see the creation of a number of new jobs.</p> <p>The framework will provide additional homes within close proximity to both the job opportunities created not only within the Basin but also to key emerging city centre neighbourhoods including New Islington, The Northern Quarter and Great Ancoats Street</p>
<p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p>	<p>The regeneration framework complements development at adjacent neighbourhoods including the wider Piccadilly area, New Islington, Northern Quarter and Great Ancoats Street.</p> <p>The SRF will deliver desirable residential development at the heart of the city centre, providing residents with access to key retail and leisure amenities</p> <p>A unique leisure offer will contribute towards creating a city centre neighbourhood of choice. The framework will deliver this through utilising the potential capacity of the Piccadilly Basin.</p>
<p>A liveable and low carbon city: a destination of choice to live, visit, work</p>	<p>The area benefits from excellent public transport connectivity, ensuring the site can be accessed by visitors, residents and commuters without a reliance on car usage.</p> <p>Sustainable design and development principles will be tested at planning application stage.</p>
<p>A connected city: world class infrastructure and connectivity to drive growth</p>	<p>The Piccadilly Basin area will benefit from strong public transport links with both rail, Metrolink stations within the vicinity, and access to the bus network</p> <p>The development framework prioritises pedestrian walkways and improved pedestrian connectivity, which will provide residents with better linkages to surrounding neighbourhoods and city centre districts. New public spaces and connections are proposed, which will significantly improve the environment of this part of the city centre.</p>

Full details are in the body of the report, along with any implications for:

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

None

Financial Consequences – Capital

None

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Background documents (available for public inspection):

1. HS2 Manchester Piccadilly Strategic Regeneration Framework (2014)
2. Draft Piccadilly Basin SRF – May 2016

All held in Room 303, Town Hall

1.0 Introduction

- 1.1 The Regional Centre is the primary economic driver of the Manchester City Region, and its continued development is critical to our growth plans for both the city and the wider City Region. The economic health, vitality and competitiveness of the regional centre continue to be crucial to the long term success of the regional economy. The regeneration of the area surrounding Piccadilly, in the core of the Regional Centre, is pivotal to the next phase of growth in the regional economy. The HS2 Manchester Piccadilly Strategic Regeneration Framework was adopted by the Executive Committee in January 2014 in order to maximise the once in a century opportunity provided by HS2 and the Northern Hub to create a world class transport hub and arrival point into the City. The Piccadilly Basin Strategic Regeneration Framework (SRF) builds on this and provides the strategic direction for the area.
- 1.2 The framework area covers 5.9ha. A significant part of the site was originally the subject of a comprehensive regeneration proposal established in 1998. At this time Outline Planning Permission (Ref. 054382/FO/CITY3/98) was granted for 'A mixed use development of housing, A1 retail, licensed retail & studio offices including works to listed buildings & canal structures.' The masterplan was secured on behalf of Town Centre Securities who remain as long term investor and a principal delivery partner today. Significant progress has already been made in terms of delivering the regeneration of the framework area, including: the refurbishment of the Grade II* Listed Jackson's Warehouse and construction of Vantage Quay for residential development; office development in the southern part of the site closest to Piccadilly Station in the form of the refurbishment of Carvers Warehouse and new build offices at 11 Ducie Street; construction of the Urban Exchange Retail Park; creation of a 232 space multi-storey car park on Tariff Street; and, investment in public realm including the canal and the marina. In addition, planning permission was granted in 2014 (ref. 106021/FO/2014/C2) for an 11 storey apartment scheme at Tariff Street comprising 91 units.
- 1.3 Town Centre Securities purchased the Rochdale Canal in the 1970s and ran it as a commercial venture up until 1999 when it was transferred to British Waterways, now Canal and River Trust. During the 1980s and 1990s Town Centre Securities made further purchasers of third party lands to establish the area now owned and managed by the company. Town Centre Securities has now established the residential development and construction subsidiaries in a joint venture with partner GMI Construction, who have the relevant construction skills for delivery. The company is known as Belgravia Living Group.
- 1.4 Notwithstanding the existing uses on the site, it generally represents an underutilised part of the city centre. Recognising this, the framework has been prepared to guide future development in this area. Development is principally to be brought forward by one entity Belgravia Property Limited, which is a joint venture between Town Centre Securities and Highgrove Group, who have worked in close collaboration to prepare the framework document, and are committed to the comprehensive redevelopment of the area.

1.5 Piccadilly Basin represents an opportunity to create a high quality city centre neighbourhood community with a vibrant mix of office, residential, retail and leisure accommodation offering a place to live, work, relax and play; a place that fosters enterprise and innovation; and helps to set Manchester apart from its peer cities. This will be provided as part of:

- a well-designed and well managed environment that is safe, accessible and sustainable; and
- a place with a strong identity that celebrates the site's richly layered history and associated assets based around mills and canal infrastructure, which is enhanced by new development and well connected highly legible, high quality pedestrian and cycle connections and complementary uses.

2.0 Context

2.1 Piccadilly Basin represents a major strategic opportunity capable of delivering extensive and comprehensive redevelopment. Investment here will complement established regeneration initiatives elsewhere in the city centre, and in particular the north east at Ancoats and New Islington.

2.2 The City Council's draft Residential Growth Strategy states that a minimum of 25,000 new homes are required over the next 10 years in order to sustain the positive economic and population growth that is forecast in Manchester over this period. Underpinning the City's current and forecast need for new homes is its rapidly growing and increasingly younger and diversifying population. Manchester's economic success has historically been driven by its growing role as the leading professional and business service centre outside of London, global connectivity through Manchester International Airport and business and leisure visitors. The high level of demand for new office space, the high level of pre-lets and the economic outlook indicates a significant requirement for future office floorspace in Manchester.

2.3 The site has many locational advantages in the context of the city centre's economic growth and regeneration strategies. The Council has recently approved a revised city centre boundary as set out in the Strategic Plan (2016), which responds to the rapidly evolving economic geography of the city centre. As both the economy and population of Manchester have grown, large scale mixed-use developments incorporating commercial, residential and leisure uses are driving change at its boundaries – including Ancoats and New Islington to the east, the Green Quarter and NOMA to the north, and to the south west at Castlefield and St George's, with further opportunities coming forward at St John's.

2.4 The Basin lies between the city centre's well established districts including the city centre Central Business District and retail district; Piccadilly; The Northern Quarter; Ancoats and New Islington and further east towards Holt Town and Ethiad. These are locations with clearly articulated regeneration strategies that aim to deliver complementary economic growth in the city. Connecting these areas through Piccadilly Basin and into the heart of the city centre will

maximise the value of investment and development taking place in this part of the city. It will act as a further catalyst to regeneration and the extension of high quality uses. Facilitating improvement through the site also provides better connections to key public transport nodes including Manchester Piccadilly with train, Metrolink, bus and Metroshuttle connections, and Metroshuttle and bus connections at Piccadilly Gardens.

3.0 Background and Site Analysis

- 3.1 In addition to the existing uses on site, the proximity to the core city centre and other key neighbourhoods, the critical mass of land ownership and the relationship with existing and future transport connections, the Basin has a number of key attributes that means it is well established to deliver high quality development:

Waterside frontage: Town Centre Securities has already made improvements to Rochdale Canal and introduced a new marina at the heart of the framework area. The regeneration of the Basin can capitalise on these assets through the creation of new public spaces and landscaped areas thus creating a highly desirable, distinctive and attractive waterside development.

Heritage assets: The Basin benefits from a number of heritage assets both on and off site. The collection of listed buildings within the area gives it a unique character, while other adjacent listed buildings add to the wider setting to create a distinctive experience in this part of the city centre.

Surrounding scale and massing: The surrounding areas provide a diverse and interesting setting for the Basin to respond to and are a significant design driver for the proposed scheme. The historic grain associated with the Stevenson's Square Conservation Area will be respected as part of the redevelopment of the framework area, whilst there is also an opportunity to increase scale and massing in the area fronting Great Ancoats Street to highlight a sense of arrival, and to correspond to wider pipeline developments.

Existing transport connections: As stated above, the Basin is located within close proximity to a number of key transport facilities.

Great Ancoats Street: The redevelopment of Great Ancoats Street is underway with a number of developments in the pipeline aimed at improving its appearance and enhancing pedestrian connectivity. The framework area is a significant link in this chain of development, connecting those communities north and east to the core of the city centre.

4.0 Piccadilly Basin Regeneration Framework

- 4.1 The framework area can make a positive contribution to the economic growth of the City, in terms of delivering new housing and employment space. The

framework has been prepared to guide the future development of Piccadilly Basin to ensure a comprehensive approach to redevelopment, and to maximise the value of regeneration outcomes for the City, whilst supporting proposals that are viable and deliverable. The framework looks to establish the important principles that will deliver the vision for this site, as summarised below:

- To respond to the market and regeneration context, it is proposed that to the north of the site, above Tariff Street, the use will be residentially-led mixed use and to the southern part of the site, a new office-led mixed use environment is proposed. (see attached plan at Appendix A)
- Residential accommodation will be of a high quality and carefully designed within a well-managed environment that will deliver a vibrant new neighbourhood. In addition, an important principle of the framework will be to provide an appropriate range and mix of apartment types.
- All residential units will accord with the Council's interim space standards based on the London Design Guide and will need to address any future quality standards for residential development adopted nationally or locally.
- New development will take account of amenity for residents, privacy, microclimate (wind, sunlight, daylight, overshadowing), noise, refuse management, and safety issues.
- Commercial and retail uses will be encouraged at ground floor to create active frontages. These uses will be focused around key public spaces, and along key pedestrian desire lines, that will connect the site north-south and east-west to both existing and emerging areas of activity and development.
- The retail and leisure offer provided within the site will focus on independent uses, or uses new to the city and build on the success of, for example, the Northern Quarter.
- This would preclude any night club-type uses for example or night time uses beyond 11pm. Other night-time uses, such as bars, should be accommodated in locations where potential conflicts with residential amenity will be avoided.
- Flexible leasing strategies will be used where appropriate to encourage both a mix of uses and the take up of space.
- While the preference would be to create an environment that would be attractive to creative businesses, the area could accommodate demand for different office types, attractive to a range of occupiers, and would include medium rise commercial units that respond to the urban grain and adjacent buildings to the north and west of this part of the site.
- New development should take maximum advantage of the area's key assets – its heritage, canal side settings, public spaces.
- Access and use of the canal for recreational and leisure should be maximised. There is an opportunity to create areas where people can gather to exercise, or relax.
- Re-instating and re-asserting the historic grid will relate well to the grid pattern of adjoining character areas. This will create a sense of place,

strong connections to adjoining neighbourhoods and a sense of continuity across the city centre's north eastern edge.

- Alignment of new building blocks along existing streets should be to the back of the pavement line, to enhance the linear character of the streetscapes.
- Visual scale and massing of large buildings should be moderated through techniques such as variation in massing, materiality, colour and texture that can break up the appearance of larger facades.
- The provision of additional public space provide amenity for new residential and commercial development.
- Where feasible, referencing of surviving significant components and features of the historic public realm such as buried canals, bridges and basins should be explored as part of the place making strategy and differentiation of the area.
- New public realm should contribute to a sense of place and encourage movement through the area.
- Connectivity should be maximised through a varied network of formal and informal public spaces, green spaces and natural landscapes.
- New cycle routes will be provided to connect into existing routes (Route 66 and 86) along Rochdale Road and Oldham Road.
- Public realm should complement the architecture and support the proposed uses and activities across the area.

4.2 Overall the framework seeks to deliver around:

- 1,083 Residential Units. The intention is to bring forward apartments for sale or to rent through Belgravia Living Group but with Town Centre Securities continuing to own and run the estate.
- 24,639 sq m commercial / retail and leisure floorspace.

4.3 The suggested phasing is summarised as follows:

4.4 Phase 1: comprises the 91 apartments at Tariff Street. The scheme is scheduled for completion towards the end of 2017.

4.5 Phase 2: Brownsfield Mill is targeting to be in site start onsite early 2017 (subject to planning permission) with completion towards the end of 2017. The intention is to complete the remainder of Phase 2 between 2017 and 2022. L inked to this phase is the construction of an approximate 500 space MSCP.

4.6 Phase 3: this phase could coincide with the Phase 2 subject to discussions in respect of a quality hotel. Otherwise it would follow construction of Phase 2 in order to stagger the number of units coming to the market at any one time. Assuming Phase 2 is well underway by 2020; Phase 3 would be completed by 2023.

4.7 Phase 4: This commercial element should be capable of coming forward in part anytime from 2018 although, to minimise disturbance the whole site could not be completed until the new MCSP is delivered

4.8 Phase 5: could come forward after 2022.

5.0 Conclusion

5.1 Redevelopment of Piccadilly Basin will bring back into life a strategically important gateway site that connects the core of the city centre with in particular the neighbourhoods to the north east of the city centre. The framework will further enhance the offer in Piccadilly through the creation of a high quality city centre neighbourhood, that will transform the image of this area creating a vibrant residential, office, retail and leisure accommodation that is distinctive, well connected and offers life and vitality at all times throughout the year. Importantly, the framework has been developed to create a set of principles that are viable and deliverable.

5.2 Detailed recommendations appear at the front of this report.

6.0 Contribution to the Community Strategy

6.1 Recommendations are at the front of this report.

7.0 Key Policies and Considerations

(a) Equal Opportunities

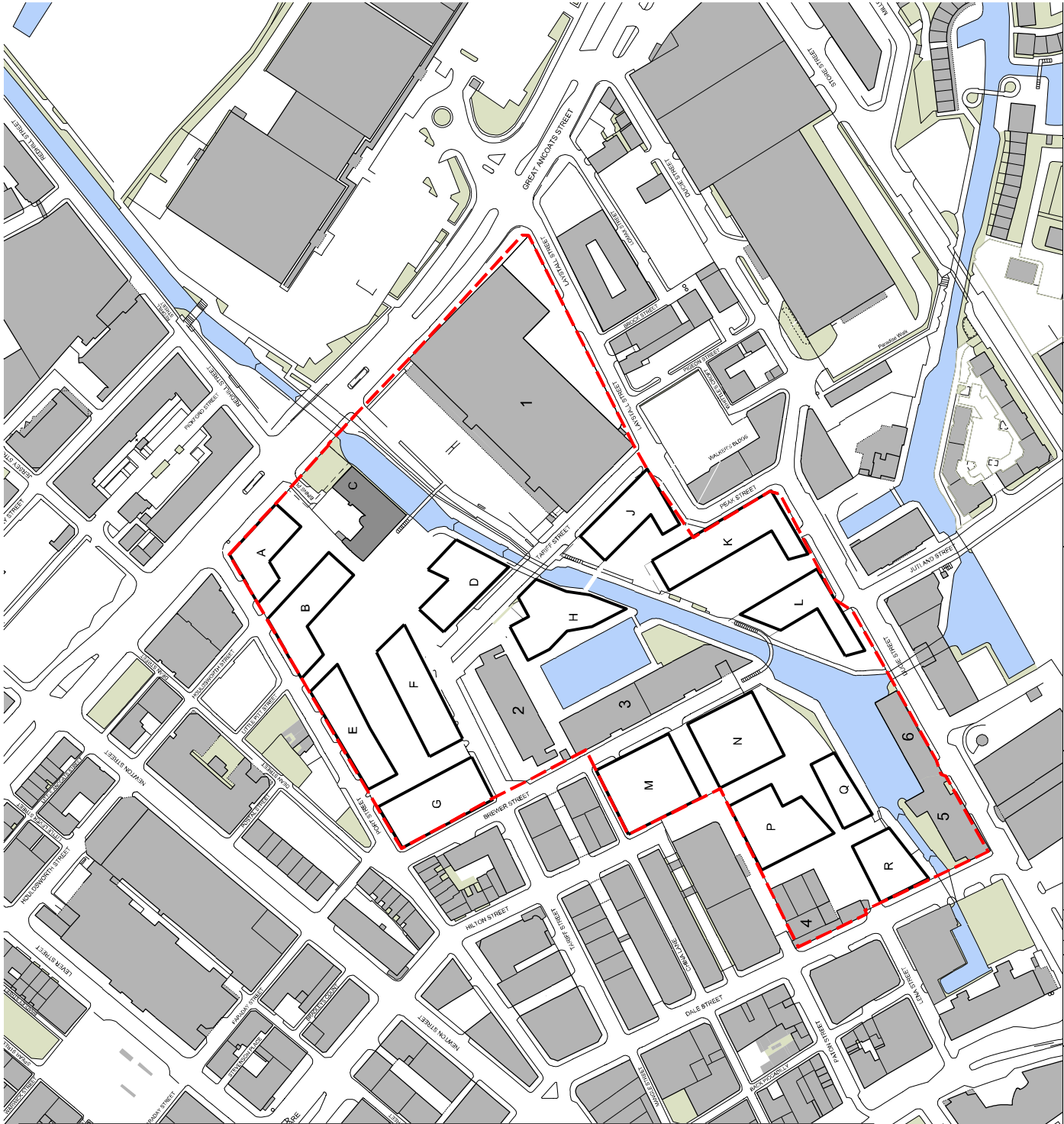
7.1 A key aim of the framework is to support the creation of new homes and employment opportunities within an improved public realm setting. There is a commitment to ensuring that the design standards comply with the highest standards of accessibility. Furthermore, the framework will be the subject of wide consultation, giving all stakeholders the opportunity to engage in the process.

(b) Risk Management

7.2 Not applicable

(c) Legal Considerations

7.3 The City Council will receive a final version of the Framework later in the year which will include the results of a public consultation. The framework will become a material consideration for the Council as Local Planning Authority.



PROPOSED PRIMARY BUILDING USE

- A RESIDENTIAL
- B RESIDENTIAL
- C BROWNSFIELD MILL CONVERSION TO RESIDENTIAL USE
- D RESIDENTIAL
- E RESIDENTIAL
- F RESIDENTIAL
- G RESIDENTIAL
- H RESIDENTIAL
- J RESIDENTIAL
- K RESIDENTIAL
- L RESIDENTIAL
- M MULTI STOREY CAR PARK
- N COMMERCIAL OFFICE
- P COMMERCIAL OFFICE
- Q COMMERCIAL OFFICE
- R COMMERCIAL OFFICE

EXISTING BUILDINGS WITHIN SRF AREA - PRIMARY USE

- 1 URBAN EXCHANGE - RETAIL / LEISURE
- 2 JACKSON'S WAREHOUSE - RESIDENTIAL
- 3 VANTAGE QUAY - RESIDENTIAL
- 4 CARVERS WAREHOUSE - COMMERCIAL OFFICES
- 5 RESIDENTIAL
- 6 11 DUCIE STREET - COMMERCIAL OFFICES

--- SITE BOUNDARY OF PICCADILLY BASIN DEVELOPMENT FRAMEWORK

NOTE:

This drawing is copyright. All information to be checked on site by contractor. Errors or omissions prior to commencing on site.

REVISIONS

No	Date	Description
1	17/05/2016	FINAL ISSUE



PROJECT: PROPOSED BUILDING USE

LOCATION: PICCADILLY BASIN FRAMEWORK MANCHESTER

SCALE: FRAMEWORK

DATE: MAY 2016

REF: 10082

PROJECT NO: 10082-A-SRF-020