

**Manchester City Council
Report for Resolution -**

Report to: Executive – 27 July 2016

Subject: Refresh of the Ancoats and New Islington Neighbourhood Development Framework

Report of: The Chief Executive

Summary

The City Council's Executive approved an updated Neighbourhood Development Framework for Ancoats and New Islington in October 2014 to help guide and co-ordinate development activity in this key regeneration area.

Since this date a significant number of residential and commercial development schemes have been delivered or have received planning consent and will commence imminently. Development interest, which has been predominately focused in the core of the Ancoats Conservation area and on sites adjacent to the New Islington Marina, is now spreading through the wider area. Officers believe that it is an appropriate time to refresh the Framework given increased developer interest and to establish clearer specific guidance and development principles for the north eastern area of Ancoats bounded by Bengal Street, Butler Street, Oldham Road and Redhill Street; and the Pollard Street/Ashton Canal Corridor area. The Framework also identifies measures that will help connect the neighbourhood to surrounding areas; including the City Centre; New Cross and Miles Platting.

Recommendations

The Executive is recommended to:

- Endorse the draft refreshed Ancoats and New Islington Neighbourhood Development Framework, so that it can be used as a basis for further consultation with local stakeholders and landowners;
 - Note that the outcomes of this consultation and a final version of the Ancoats and New Islington Neighbourhood Development Framework will be reported to a future meeting of the Executive.
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Wards Affected

Ancoats and Clayton, Bradford

| 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 | The proposals contained within the Ancoats and New Islington Neighbourhood Development Framework offers the potential to bring forward mixed use developments that will contribute to the creation of jobs within the area and provide residential accommodation for the growing population of the city. |
| A highly skilled city: world class and home grown talent sustaining the city's economic success | Ancoats and New Islington will continue to provide direct employment opportunities and also meet the demand for housing from workers who wish to live close to the Regional Centre. |
| A progressive and equitable city: making a positive contribution by unlocking the potential of our communities | The Neighbourhood Delivery Framework offers the potential to help deliver the Manchester Residential Growth prospectus and meet the growing demand for new homes in the City. The continued development of Ancoats and New Islington will involve the creation of high quality amenity space that will be accessible to the local community. |
| A liveable and low carbon city: a destination of choice to live, visit, work | The NDF will support the delivery of new residential developments using state of the art technologies to reduce the carbon footprint and create neighbourhoods with a range of amenities to support its residents. |
| A connected city: world class infrastructure and connectivity to drive growth | Ancoats and New Islington will create a seamless connection between the City Centre and the neighbourhoods of East Manchester, contributing to the vibrancy and attractiveness of these areas. |

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

There are no financial implications for the City Council arising from this report

Financial Consequences – Capital

There are no financial implications for the City Council arising from this report.

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

- Ancoats and New Islington Neighbourhood Development Framework October 2014.

1.0 Introduction

- 1.1 The Ancoats and New Islington Neighbourhood Development Framework (NDF) was approved by the City Council's Executive in October 2014 in order to enable the City Council to guide development in this key location on the north eastern edge of the extended City Centre and to ensure that the City had a strategic document that reflected its aims to deliver a sustainable mixed-use neighbourhood, which could provide significant opportunities for residential and economic growth. The Framework was subject to extensive community and stakeholder consultation prior to its finalisation and approval.
- 1.2 The Framework was established at a time when there was renewed developer interest in the area following a period of pro-longed economic inactivity caused by the economic recession of the late 2000's. This document set out a number of core principles that would help guide development in the heart of Ancoats and New Islington.
- 1.3 Since 2014 a number of key residential and commercial development projects have been delivered, are currently on-site; or are in the planning pipeline. Development activity has been focused in the core of the Ancoats Conservation Area and on sites surrounding the New Islington Marina. As reported to the Executive in June 2016, to support the continued delivery of the schemes adjacent to the Marina work has recently commenced on addressing issues relating to the core infrastructure which has included the installation of a temporary dam to manage water levels, and the commissioning of a range of site investigations that will inform future works.
- 1.4 However, development activity and interest is now moving into more northerly and easterly locations where the existing urban form is more fragmented and where there is vacant and under-utilised land. As a result Council officers believe that it is an appropriate time to refresh the Development Framework to ensure that the Council's objectives of creating a coherent and sustainable neighbourhood are reinforced through the provision of updated guidance.

Background

- 2.1 Ancoats and New Islington are two distinctive neighbourhoods that are within the City Centre and adjacent to the neighbourhood of Miles Platting. The areas provide the link between the extended City Centre and East Manchester. Please see the plan at Appendix 1.
- 2.2 Ancoats can be defined as an area bounded by Oldham Road to the north and Butler Street to the north east, Great Ancoats Street to the west, the Rochdale Canal to the South and Rodney Street to the east. The area is defined by the heart of Ancoats from Great Ancoats Street to Bengal Street and the northern parts of Ancoats from Bengal Street to Butler Street where the area adjoins Miles Platting.
- 2.3 New Islington covers an area between the Rochdale and Ashton Canals with Great Ancoats Street to the west extending over to Pollard Street to the east

and Beswick Street to the north. Within this area, the Ashton Canal Corridor stretches from Old Mill Street to Pollard Street.

- 2.4 From the early 1990's onwards the City Council has worked in conjunction with national and regional government agencies, business and community stakeholders and a variety of developer partners to develop and deliver comprehensive regeneration strategies in the Ancoats and New Islington neighbourhoods. During the first fifteen years of this period a significant amount of activity was undertaken to stabilise and reverse the economic fortunes of the neighbourhoods, with obsolescent industrial premises and housing acquired and cleared, key heritage assets secured and restored; and early commercial and residential development schemes delivered. For the majority of this period, strategic oversight for this regeneration process rested with New East Manchester (NEM), the Urban Regeneration Company established by the City Council, the North West Development Agency (NWDA) and English Partnerships – now known as the Homes and Communities Agency (HCA).
- 2.5 However, the global economic downturn that commenced in 2008 meant that private sector development stalled across both these neighbourhoods. However, Manchester's economy remained resilient during this period and from 2013 onwards positive development momentum has been re-established and a significant number of residential and commercial development schemes have come forward in both these areas, including: -
- Manchester Life: The City Council has established a Joint Venture partnership with the Abu Dhabi United Group to deliver significant residential development in East Manchester. The initial phase of this initiative is focused on the development of six sites across Ancoats and New Islington, delivering 1,015 residential units, of which 860 are for market rent and 155 for sale. To date five of the schemes have planning permission and the final scheme has been submitted to planning. Three of the schemes are on site and the remaining three are all expected to commence before December 2016.
 - Urban Splash: The "HoUse" scheme has recently delivered 42 houses in phase 1 and a further planning application for 21 houses and 84 apartments has recently been submitted to the Local Planning Authority for consideration. In addition to this Urban Splash are approaching completion of the redevelopment of Stubbs Mill which will offer 2,554 sq m of new commercial floorspace with associated car parking.
 - Northern Group: The redevelopment of Jactin House, overlooking Cutting Room Square, has created 3,716 sq m of new commercial floorspace in the heart of Ancoats.
 - The Point: McCaul Developments are in the process of completing the second and final phase of this 104 apartment and 13 town houses scheme, on the junction of New Union Street and Navigation Street.
 - New Islington Free School: a new two - form entry (460 places) Primary School is currently under construction on land abutting the New Islington Marina / Cottonfields Park and will open in September 2016.

- Residenza, Ancoats: Hillcrest Homes are currently on-site delivering the 14 unit town house scheme on George Leigh Street.
- Sirius, Ancoats: Forshaw Land and Property Group are on site delivering 20 apartments on the former Morning Star Hostel site on George Leigh Street at the junction with Cotton Street
- First Step Group is about to start on site on the former Edinburgh Castle site on Blossom Street. The scheme will deliver 21 residential units, a restaurant at ground floor and office space at 2nd floor.
- A new Development Framework for Central Retail Park: TH Real Estate have developed a framework was approved by the Executive in January 2016 and proposes a consolidated retail offer in the north of the site with reconfigured servicing and car parking and the creation of a high density residential offer up to 900 units in the remainder of the site with complimentary ground floor uses.

- 2.6 As a result of this there are few remaining development opportunities remaining in the heart of the Ancoats Conservation area or within the New Islington Marina area. Consequently interest is now extending into the more northern part of the Ancoats area (stretching from Bengal Street to Butler Street) and to the Ashton Canal / Pollard Street Corridor, where there are a number of potential development sites adjacent to the New Islington Metrolink station.
- 2.7 In order to ensure that the City Council has articulated a vision for these areas that can help guide development interest officers believe that it is an appropriate time to review the existing Neighbourhood Development Framework to ensure that it reflects current thinking regarding redevelopment in these area and provides a robust framework to ensure that residential and commercial development opportunities are maximised and that connectivity and public amenity opportunities are not lost.
- 2.8 As part of this process the City Council has reviewed a number of existing planning and spatial frameworks that fall within the NDF area. In particular the New Islington Framework that was adopted in 2004 and the Central Retail Park Framework document that was adopted in January 2016. Both documents dealt with significant development proposals for specific sites within the NDF area and it was agreed with landowners and developer partners that they consequently required bespoke spatial plans. The revised NDF does not seek to alter these frameworks but does take into account the proposals within them.
- 3.0 Ancoats and New Islington – Refreshed Neighbourhood Development Framework**
- 3.1 Since the original NDF was published in 2014, developer activity and market interest in both the north eastern parts of Ancoats and the Ashton Canal corridor has increased and a number of sites have recently been acquired by private sector developers who are keen to deliver residential and commercial schemes within these areas. Consequently there is a need to refresh the guidance and development principles for these two areas to ensure that the

schemes that come forward meet the City's aspirations for the neighbourhoods of Ancoats and New Islington.

3.2 However the characteristics of both these areas are different from those seen in the heart of the Ancoats Conservation Area and the area around the New Islington Marina. Although the northern part of Ancoats abuts the Conservation Area it is characterised by the following:

- An interrupted street grid pattern that is dominated by 2 industrial estates at Poland Street. These industrial units have broken down the legible routes from George Leigh Street and Naval Street through to Miles Platting and created a barrier to the public open space at Kemp Street.
- A number of vacant or under utilised sites that detract from the visual amenity of the area and undermines its ability to provide a cohesive identity.
- An area that abuts the conservation area but does not benefit from the historical references with the heart of Ancoats. The Ancoats Conservation area contains one of the largest concentrations of listed building in the country. Consequently the area unique assets have created a sense of place and identity that cannot be replicated elsewhere. However the northern parts of Ancoats do not currently benefit from the locational advantage of being adjacent to the Conservation Area.
- Poorly positioned open space at Kemp Street. This public open space has a single entry and exit point and is behind the industrial estates at Poland Street. Consequently it has no natural surveillance and attracts a large amount of anti social behaviour and is not well used by the local residents.
- A lack of integration to the neighbourhoods of Miles Platting and New Cross.

3.3 The Ashton Canal Corridor is characterised by:

- A new Metrolink Station at New Islington that bisects a large tract of green open space, without any easily navigable routes from the station to Ancoats and New Islington.
- Informal green space on either side of the Metrolink Station that is under utilised and does not currently have a defined purpose.
- Semi derelict or under utilised space adjacent to the Ashton Canal that has retained some interesting heritage features, but has no defined use
- Lack of strong frontage onto Great Ancoats Street and Pollard Street.
- Poor connectivity to New Islington and Ancoats with a limited pedestrian route via a canal lock bridge on the Ashton Canal
- Lack of clear identity for the area or a clear vision for its long term use.

3.4 A number of key issues emerged from the consultation exercise that was undertaken in 2014. The refresh provides an opportunity to respond to these in more detail. The key themes included;

- Support for public amenity space, which has been provided at Cotton Fields park, Canal side and Cutting Room square, although there are

further opportunities to provide open space in the northern parts of Ancoats that contributes to linking the area to Miles Platting

- Support for protecting and enhancing the unique character and conservation status of Ancoats, the reinstatement of the street grid pattern in the back of Ancoats would contribute to this supported by City Council led land assembly to enable delivery of high quality development in that area.
- Support to deliver development in close proximity to key strategic transport infrastructure. The New Islington Metrolink Station provides an opportunity to deliver commercial development that that would capitalise on the locational advantages of the Metrolink and the close proximity to the City Centre.

3.5 Attached at Appendix 2 is the draft refreshed Ancoats and New Islington Neighbourhood Development Framework. The document reflects the changes in the market within these 2 areas and the context within which development is being brought forward.

3.6 The updated principles are summarised as follows:

In Ancoats the principles are focused on supporting continued development and place making for the area.

- Reinstatement of the grid pattern street layout in the northern parts of Ancoats, will contribute to consolidating the identity of the whole of Ancoats and improve connectivity through the area by denoting key routes and linkages into Miles Platting.
- Delivery of residential units to meet the growing demand for new homes. This could be in the form of apartments but also town houses. A mix of type and unit size will encourage families as well as those without children into the area and will assist in creating the transition into Miles Platting.
- Development of character areas across Ancoats that includes opportunities for a mix of commercial and employment generating uses that are compatible with adjacent residential units and will contribute to the vibrancy of the area.
- Promoting mixed height (to a maximum of 8 storeys) and massing that will add character and interest to the area and prevent repetitive building forms that detract from the interest of the area. This approach will reflect the original composition of Ancoats where building forms were more varied and contribute to the seamless expansion of the City Centre out to the neighbourhoods of Miles Platting.
- Creating quality defined commercial frontages with consistent heights into the area, in particular the Oldham Road frontage which currently has a mix of low quality commercial units that contribute to a poor perception of the area immediately behind it.

- Delivery of quality public open space in a key location that will contribute to the integration of Ancoats and Miles Platting and address the ongoing public requests for additional open space in the northern parts of Ancoats.
- Car parking solutions that support daytime commercial activity and the requirements of residential developments. As development moves to the northern parts of Ancoats, the amount of surface car parking in the area will decrease and there will be a need to manage the demand created by commuter parking, new and existing daytime uses and an increasing residential population.

The Ashton Canal Corridor principles are:

- Delivery of mixed use development to utilise the land around the Metrolink station. Development in this area will exploit the locational advantage of the Metrolink and deliver a more consolidated built form in the area. The site can form part of the linkage between the Etihad Stadium and the City Centre.
- Improving the frontage onto Great Ancoats Street and Pollard Street. A defined frontage on Great Ancoats Street will enhance the sense of arrival at a key entry point into the area and contribute to the integration with the City Centre. Equally active frontages onto Pollard Street will balance the limited ground floor activity with Albert and Vulcan Mills.
- High Density mixed use development that will assist in connecting the site back to the City Centre and would complement existing structures in the area such as Islington Wharf and Milliners Wharf. The built form should serve to improve the legibility of pedestrian routes to and from the Metrolink stop.
- Improving pedestrian connectivity from Pollard Street to Ancoats and New Islington. Identifying key routes that will link the neighbourhoods together and improve permeability across the areas. This will require the provision of a dedicated pedestrian connection across the Ashton Canal which will complete the pedestrian route from Ancoats to Pollard Street.
- Provision of public open space with a canal side setting. Open space adjacent to the Ashton Canal would improve the visual appearance of the canal corridor and create animation in this underutilised area.

3.7 Key in achieving the proposals contained within the revised NDF is the need to tackle permeability and access into the City Centre across Great Ancoats Street. The 2014 NDF referenced the need to address perceptions that Great Ancoats Street acts as a barrier between the Northern Quarter, Ancoats and New Islington. Master planning work has looked at key locations where permeability and environmental improvements within the public realm can address these issues without negatively impacting on capacity. The proposals brought forward have been reviewed with the City Council Highways officers and other key stakeholders including Town Centre Securities. The final

proposal for Great Ancoats Street will be subject to a separate report to the Executive in due course.

3.8 Furthermore this process has engaged with developer partners outside of the NDF area, most notably Town Centre Securities who have developed a master plan for the Piccadilly Basin area. Although their proposals sit outside the Ancoats and New Islington area there is a clear need to ensure that there is consistency in approach and that there is a seamless integration of development activity on either side of Great Ancoats Street.

3.9 It is the intention that this draft amended Neighbourhood Development Framework will undergo a period of public consultation during the summer of 2016. The final version will then be submitted to Executive in autumn 2016 for approval.

4.0 Affordability of Residential Product

4.1 The Executive approved a report on 1 June 2016 setting out some key principles that would underpin a new approach towards housing affordability in Manchester. The Executive approved these key principles and requested that a more detailed strategy and plan to ensure the delivery of an appropriate mix of housing within the City that is affordable for Manchester residents be brought back to a future meeting. In advance of this work being finalised the expectation for the Ancoats and New Islington area is that new residential development will provide a quality housing offer across a range of tenures and values that will be affordable for purchase and rent by working households within the City. As the timetable for the production of the more detailed Housing Affordability strategy will run alongside the consultation period for this refreshed Development Framework it is proposed that any more specific guidance required for this neighbourhood will be set out in the final version of the Framework that is brought back for consideration by the Executive in the autumn of this year.

5.0 Concluding Remarks

5.1 The Ancoats and New Islington neighbourhoods are key City Centre locations that will play a pivotal role in accommodating new residential and commercial development and creating an environment that seamlessly knits the area into the growth and extension of the City Centre eastwards over the next ten to fifteen years. The draft Ancoats and New Islington Neighbourhood Development Framework has been developed within that context, clearly reflecting the potential that the area can make to the long term transformation of the city.

5.2 As outlined in this report, the framework has been prepared to reinforce existing regeneration and planning policy in coordinating and regulating development activity. However, it will also provide key spatial regeneration and planning context and a strategic narrative for wider place making activity should a level of public sector intervention be required to support delivery of the vision and priorities as set out in the framework document.

6.0 Contributing to the Manchester Strategy

(a) A thriving and sustainable city

- 6.1 The proposals for Ancoats and New Islington NDF will contribute to the delivery of residential and commercial development that will support the City's economic and residential growth objectives and contribute to the performance of the local and regional economy.

(b) A highly skilled city

- 6.2 Ancoats and New Islington will continue to provide direct employment opportunities and also meet the demand for housing from workers who wish to live close to the Regional Centre

(c) A progressive and equitable city

- 6.3 The NDF offers the potential to help deliver the Manchester Residential Growth prospectus, helping contribute to and meet the demand for new homes in the city. The continued development of Ancoats and New Islington will involve the creation of high quality new environments and the provision of facilities that are accessible to the local community.

(d) A liveable and low carbon city

- 6.4 The proposals in the NDF will support the delivery of high quality residential development using technologies to reduce the carbon footprint and create neighbourhoods with a range of amenities to support its residents.

(e) A connected city

- 6.5 Ancoats and New Islington will create a seamless connection between the City Centre and the neighbourhoods of East Manchester, contributing to the vibrancy and attractiveness of these areas.

7.0 Key Policies and Considerations

(a) Equal Opportunities

- 7.1 The Neighbourhood Development Framework will be consulted on with a wide range of stakeholders, enabling all interested parties 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. Once the Framework

has been adopted by Council it will become a material consideration for the City Council as Local Planning Authority.