

**Manchester City Council
Report for Resolution**

Report to: Executive – 16 November 2016

Subject: Piccadilly Gardens

Report of: The Chief Executive

Summary

This report provides details of proposed changes to Piccadilly Gardens, which are focused on enhancing the public realm including the replacement of the existing Pavilion building and wall, in order to improve the quality and safety of a significant public space and complement development taking place in the wider area. It also seeks approval to undertake a public consultation on the proposed designs.

Recommendations

The Executive is recommended to:

- i) Note the proposals set out within the report;
- ii) Agree that the Chief Executive working with Legal and General undertakes a wide ranging public consultation exercise, with the outcomes of the consultation and further details of any proposals to be brought back to the Executive in the New Year.

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>Improving the Gardens and adding new amenities will increase the desirability of the area and encourage more visitors.</p> <p>Public realm within the city centre plays a key role in delivering the vision and objectives for Manchester as a world class city in which to live, work and visit. Investment and maintenance of public spaces helps to attract businesses and visitors, improving productivity, and enhancing the city's image.</p> <p>As one of the city's highest footfall areas, the proposals contain a strategy to provide for the future maintenance of the public realm which will ensure the long term success of the Gardens as a key public space.</p> |

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| <p>A highly skilled city: world class and home grown talent sustaining the city's economic success</p> | <p>The investment and refresh of Piccadilly Gardens will serve as a catalyst for further future investment across the wider Piccadilly area, and contribute towards the economic success of the city centre.</p> <p>Promoting new development within the hospitality, commercial, leisure and retail sectors within close proximity to Piccadilly Gardens will increase the number of employment opportunities.</p> <p>High quality public realm is an essential element of the place making strategy for the Piccadilly area, to ensure it is a desirable neighbourhood to live, work and visit.</p> |
| <p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p> | <p>A primary focus in the city centre is to ensure the provision of sustainable world class public realm. The proposals for the Gardens are aligned with and complement development at adjacent city centre neighbourhoods.</p> <p>The improved public realm delivered through the proposals will improve linkages and access to key city centre leisure and tourist attractions, including the city's retail core and Town Hall Complex. Increasing the provision of restaurant units within the Gardens will provide new job opportunities for residents within the city.</p> |
| <p>A liveable and low carbon city: a destination of choice to live, visit, work</p> | <p>The proposals provide an improved public realm offer and strategy for the continued future maintenance of Piccadilly Gardens, which will make the area increasingly attractive to residents, workers and visitors.</p> <p>The scheme proposals will deliver a desirable space to visit and dwell. This includes the enhancement of the area's green space, new trees and planting and additional amenities for families, residents, workers and visitors to the city centre.</p> |

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| <p>A connected city: world class infrastructure and connectivity to drive growth</p> | <p>Piccadilly Gardens is positioned at the heart of the city centre and benefits from excellent connectivity. The area's location, adjacent to key bus, tram and rail hubs and contribute towards making the Gardens the city centre's most used area of public realm.</p> <p>The proposals prioritise pedestrian use and the delivery of improved pedestrian connectivity. This will provide residents, commuters and visitors with improved linkages to surrounding city centre neighbourhoods and city centre districts in addition to enhancing the experience within the Gardens.</p> <p>The refreshed public space and additional amenities will serve to improve the environment of this part of the city centre.</p> |
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Full details are in the body of the report, along with any implications for

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

The annual estimated maintenance costs for the Gardens are currently in excess of £100,000 per annum. Without taking action to refurbish and refresh the existing public realm these costs will increase year on year. It is proposed to introduce new advertising screens as part of the proposed scheme and the Council will receive any income generated by the screens which can be used to offset future maintenance costs. The income generated from the proposed advertising is likely to be in excess of £50,000 per annum. In the period following any capital investment the annual maintenance costs will be significantly reduced.

Financial Consequences – Capital

The proposals for the Pavilion and Gardens presented in this report will be undertaken by Legal and General at their cost, which is estimated to be in excess of £10 million, of which £2 million would be invested in the Public Realm. The additional land required for the new Pavilion buildings is valued at £1.3 million which it is proposed is reinvested into the Gardens scheme with Legal and General providing the remaining gap funding estimated at £700,000.

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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.

Report by FSP Retail Business Consultants – October 2016

Environmental Security Review by Greater Manchester Police – 29th December 2015

Landscaping Plan by LDA design Consulting Ltd.- 18th October 2016

All held in Room 303, Town Hall

1.0 Introduction

- 1.1 Piccadilly Gardens is a historical and significant public area within the city. It is an important destination in Manchester, particularly popular with families in the summer, with the fountain and grassed areas being key attractors. Averages of approximately 310,000 people pass through the gardens each week, and over 16 million per annum. The area is major transport interchange with tram stops at Market Street and Piccadilly Gardens and bus stops on Parker Street, Oldham Street, Portland Street, Piccadilly and Lever Street. In addition many workers and visitors pass through the Gardens each day travelling between Piccadilly train station and the commercial and retail districts. There have been concerns in recent years both about the condition of the Gardens and the anti-social activities in the area including theft from person, assaults and possession of drugs which are also a problem at other major transport interchanges.
- 1.2 This report updates Members on potential proposals to improve the environment of Piccadilly Gardens, in order to maintain its attractiveness in the long-term and tackle the key issues concerning the area.

2.0 Background

- 2.1 Piccadilly Gardens were originally redesigned as part of the ongoing regeneration of the city centre following the IRA bomb in 1996. The Council ran an international competition for the area's redesign, which was won by EDAW landscape architects and their partners, including renowned Japanese architect Tadao Ando. The Gardens were revamped in 2001–02, to include new green space and fountains (by EDAW now merged into AECOM), and a pavilion (by Tadao Ando) which partially functions to shield the gardens from the transport interchange. The original statues were retained as part of the new public realm. At the same time, One Piccadilly Gardens was constructed on the eastern edge of the Gardens. The renovation of Piccadilly Gardens was shortlisted in 2003 for the Better Public Building Award.
- 2.2 Piccadilly Gardens and the surrounding area have seen further significant improvements in recent years. Public and private investment has led to new high quality commercial space, and enhancement of grassed areas to provide the newly installed children's play area. It hosts a number of popular events such as The Manchester Picnic, as well as being a popular space for people, in particular families, to meet and spend time.
- 2.3 However, there continues to be challenges presented by the function of the Gardens. It sits at the face of a major transport interchange, is one of the largest areas of public space in the city, and a major rallying point in the city centre, which can lead to issues around anti-social behaviour and a conflict of uses. In addition, the heavy footfall through the gardens leads to significant wear and tear to the soft and hard landscaping and high volumes of litter, all requiring high levels of maintenance and management.

- 2.4 The City Council and Greater Manchester Police have, over the past few years, been working together to tackle concerns regarding Piccadilly Gardens, particularly relating to anti-social behaviour, crime and the maintenance and care of the public realm. Initiatives have included:
- A dedicated police operation – Operation Mandera
 - Increase of patrols
 - Use of cohesive events strategy to disperse and discourage problem behaviour
 - Installation of the play area, including artificial grass
 - New benches, planters and enhancements to flower beds
 - Jet washing of the Pavillion and statues
- 2.5 Members will also be aware that work to repair the fountain has now started and is due to be completed in the New Year.
- 2.6 In recent years, a number of residents, visitors and stakeholders have also raised concerns about the look and condition of Piccadilly Gardens, in relation to the pavilion building (including the current wall sculpture), and the landscaped areas.
- 2.7 Potential options for bringing forward further improvements to create an enhanced, safer and family focused environment at Piccadilly Gardens are set out later in this report for consideration by Members.

3.0 The Benefits of Public Realm Investment

- 3.1 Recent reports have shown the benefits of investing in the public realm, by both the public and private sector. Evaluations of public realm schemes in cities such as Sheffield (carried out by Genecon and EKOSGEN) have identified six types of benefit from public realm – attracting businesses, attracting visitors, improving productivity, increasing land/property values, increasing tourism and enhanced image.
- 3.2 Piccadilly Plaza is now owned by Schrodgers who are a global asset management company who have made significant investments in City Tower and the Piccadilly Hotel but there are still challenges with some of the current uses at ground floor and potential conflicts between pedestrians and buses. Officers are actively working with Transport for Greater Manchester on reviewing the use of Parker Street for buses and any proposals would need to be part of an integrated strategy for the improvement of the gardens overall. Improvements to Piccadilly Gardens will support future private sector investments from Legal and General, Schrodgers and other property owners in the wider area creating new job opportunities.
- 3.3 Manchester City Centre has benefited from significant new public and private sector investment over the past 15 years, and many areas of the city have been boosted by the provision of high quality public realm including:

- **Spinningfields**, a new centre for corporate and HQ functions in the city centre, now the base for a number of leading national and international professional and financial service companies, with high quality public realm and residential development.
 - **St Peters Square and the Civic Quarter**, with the enhanced public realm and refurbished Town Hall Extension and Central Library, complementing the new commercial developments at One and Two St Peters Square, and other planned developments.
 - **Oxford Road Corridor**, where the University of Manchester and Manchester Metropolitan University (MMU) have both been renewing their facilities to accommodate over 70,000 students and staff, in an area attracting science, technology and creative companies.
 - **Bridgewater Hall, Manchester Central and First Street**, where the new Home facility at First Street, which incorporates the Cornerhouse Cinema and Library Theatre, complements the high quality public realm and the area's role in hosting cultural and business events.
- 3.4 All of these investments have resulted in an improved public realm, and in many cases, the public realm was the catalyst for new investment by the private sector.
- 4.0 Piccadilly Gardens High Level Proposals**
- 4.1 As outlined above, Piccadilly Gardens is an important area in the city centre. The area is also an important and used through route for a significant number of people arriving from Piccadilly station, Metrolink and Bus terminals and in close proximity to the Arndale Centre and shops, and major car parks.
- 4.2 Legal & General acquired the long lease hold of the pavilion building in 2014. Council officers have been in discussion with Legal & General for some time about possible improvements that could be made to both the pavilion building and the landscaped areas in order to improve the environment and security of the area, taking into account the concerns that have recently been made by the public. The proposals that have been developed have taken into account that any proposals must be robust, given the requirement for a significant number of pedestrians to criss-cross the space as they pass through the area going to work, shopping or getting the bus, tram or train, but also allow people to sit, dwell and enjoy the space. Given the long term lease, it is essential that any scheme works both for Legal & General and the Council otherwise the status quo in respect of the existing pavilion building will remain.
- 4.3 The discussions with Legal & General have led to the following proposals being brought forward. In broad terms the proposals for the Gardens are to:
- Create an area that is safe for the public and extends the use of the Gardens throughout the day and year.
 - Create additional seating throughout the Gardens for public use.

- Create a safe and covered space within the Gardens for public use all year round.
- Introduce additional low maintenance soft landscaping, shrubs and plants.
- Address the issue of deteriorating hard and soft landscaping by raising the grassed areas of the Gardens and re-laying the pedestrian thoroughfares.

4.4 The redevelopment proposals for the Gardens and Pavilion would include:

- Enhancing the public realm by providing a covered, safe and well-lit public space with seating.
- Replacement of the existing building and wall with new Pavilion buildings designed along with improvements to the Gardens to deter anti-social behaviour.
- Significant landscaping improvements and design changes to address existing problem areas – increasing the grassed areas by 61 sq m, increasing ornamental planting by 515 sq m, improved lighting, increasing the formal seating by 28 per cent (37 linear metres) and the raised borders to the grassed areas providing 8 times more informal seating (516 linear metres).
- Maintaining the thoroughfare to the tram and bus interchange.
- Removing the existing Pavilion and feature wall.
- Building two new Pavilion buildings which are linked by a covered area of new public space.
- The design of the new buildings will complement and identify with the Gardens as a public space, incorporating natural materials and a sustainable sedum roof.
- Bringing family-themed restaurants and a potential coffee shop to the new Pavilion buildings; contributing to the improvement of the food and drink offer in the area around the Gardens, and thus attracting more visitors.

5.0 The impact of the Piccadilly Gardens proposal

5.1 The joint Legal and General and Council proposals seek to address existing problems and improve the appearance and function of the public space. Many people have views and ideas of what works and does not work in this space. What is clear to everyone using or walking through the space is that there is a need to both refresh the existing public space and build upon what works. The space caters for 16 million visitors a year and it is now necessary to upgrade the paving areas and design in better protection for the grassed areas, planting and trees. The proposed addition of five new food and beverage units in the new Pavilion buildings will improve the family dining and restaurant offer in the city by bringing new brands to Manchester in sectors in which shoppers in the city spend £367million per annum. Legal and General's ownership of One Piccadilly Gardens has seen a number of quality national operators open, including Ask, Byron Burger, Pizza Express, Wrap it Up, Shoryu, Pret and Barurrito. In addition, Nandos and Zizzi have opened to augment the offer provided by Bella Italia on the north side of the gardens and with the Alchemist restaurant on New York Street the area has become a new hub for food and beverage offering visitors to the city a quality experience.

- 5.2 The proposals have been designed to address the increasing trend of anti-social behaviour occurring in and around the Gardens. This proposed scheme following on from the success of the introduction of the children's play area will provide more seating, more lighting and a safer, more family orientated space. The planned improvements will complement and dovetail into the current fountain improvement works which are due for completion in the New Year. Greater Manchester Police have been consulted on the draft proposals and have concluded that there are short term gains to be made by improving both the natural and formal surveillance of the Gardens which should help to improve the experience of visitors and encourage more legitimate use of the space.
- 5.3 The current pavilion building, which Legal and General has a 250 year lease on covers an area of 6,870 sq ft. The two new Pavilion buildings would increase the lease area by approximately 6,408 sq ft to a total of 13,278 sq ft. The current design provides for a new covered public space which will provide an enhanced, wider and more attractive public thoroughfare from and to the tram and bus interchange. The new two storey design would provide an effective separation between the busy transport interchange and the quieter environment of the Gardens. The scheme currently includes a roof terrace for one of the five planned retail units providing views over the Gardens. As part of the proposals two locations are identified for electronic billboards. The plans show a proposed double sided sign facing Parker Street and the gardens between the planned Pavilion buildings and a second larger screen would be positioned on the north west elevation of the Pavilion facing the Primark store. These electronic billboards would be managed by the Council with future income off setting public realm maintenance costs.
- 5.4 Since Legal and General acquired One Piccadilly they have increased the quality of the restaurant offer in this location, and the proposed designs will meet the increasing demand for more family orientated restaurants in this location and the planned investment includes a £2 million upgrade to the existing public realm.
- 5.5 The City Council and Legal and General will launch a wide ranging public consultation exercise with a stakeholder consultation on Thursday 1st December and a public consultation event on Friday 2nd December (10 am - 5 pm) and Saturday 3rd December (10 am – 5 pm) in the area adjacent to the Media Lounge on the ground floor of the Town Hall Extension, St. Peter's Square. Further details of the proposals including plans and drawings will be available for inspection. A feedback form will be provided at the exhibition where people can submit their comments and Legal and General will provide a website dedicated to the consultation with an online feedback form for people not able to attend. The Council will also provide an opportunity for people to submit online comments with the twitter feed to post information on the exhibition and how to comment online. The outcome of the consultation exercise and any detailed proposals will be brought back to the Executive in the New Year.

6.0 Costs and Funding

- 6.1 The proposals for the Pavilion and Gardens presented in this report will be undertaken by Legal and General at their cost which is estimated to be in excess of £10 million, of which £2 million would be invested in the Public Realm. The additional land required for the new Pavilion buildings is valued at £1.3 million which it is proposed is reinvested into the Gardens scheme with Legal and General providing the remaining gap funding estimated at £700,000. The planned private sector investment in the public realm will complement the current scheme to upgrade and repair the fountain area of the gardens.

7.0 Conclusion

- 7.1 Legal and General have been in discussions with officers to determine how best to bring forward a deliverable scheme to both replace the existing Pavilion building, and improve the quality and safety of the Gardens. These measures will include developing proposals to significantly increase the lighting and natural surveillance of the space, whilst seeking to upgrade the Gardens by replacing damaged paving, increasing the amount of seating with additional planting areas and providing more trees. The aim is to cater for the high volume of commuters, shoppers and general visitors using the transport interchange and passing through the space, whilst at the same time making the Gardens a more attractive destination within the city centre. In this context there will be a focus on creating a safer more family orientated space with new seating, planting, lighting and an improved restaurant offer to build upon the improvements already undertaken such as providing a children's play area and refurbishing the fountain.
- 7.2 This joint proposal must work for both the Council and Legal and General if the planned £10 million investment to improve this key community asset is to be achieved. These proposals would deliver both short and longer term improvements for the benefit of residents, workers and visitors.
- 7.3 The Council and Legal and General propose to engage with the public to seek views and comments on the current proposals.
- 7.4 Recommendations appear at the front of the report.

8.0 Contributing to the Manchester Strategy

(a) A thriving and sustainable city

- 8.1 Improving the Gardens and adding new amenities will increase the desirability of the area and encourage more visitors.

Public realm within the city centre plays a key role in delivering the vision and objectives for Manchester as a world class city in which to live, work and visit. Investment and maintenance of public spaces helps to attract businesses and visitors, and enhances the city's image.

As one of the city's highest footfall areas, the proposals contain a strategy to provide for the future maintenance of the public realm which will ensure the long term success of the Gardens as a key public space.

(b) A highly skilled city

- 8.2 The investment and refresh of Piccadilly Gardens will serve as a catalyst for future investment across the wider Piccadilly area and contribute towards the economic success of the city centre.

Promoting new development within the hospitality, commercial, leisure and retail sectors within close proximity to Piccadilly Gardens will increase the number of employment opportunities.

High quality public realm is an essential element of the place making strategy for the Piccadilly area, to ensure it is a desirable neighbourhood to live and work in and visit.

(c) A progressive and equitable city

- 8.3 A primary focus in the city centre is to ensure the provision of sustainable world class public realm. The proposals for the Gardens are aligned with and complement development at adjacent neighbourhoods including that within the Civic Quarter (St Peters Square and No. 1 & No. 2 St Peters Square), Spinningfields, Oxford Road Corridor, Bridgewater Hall, Manchester Central and First Street.

The improved public realm delivered through the proposals will improve linkages and access to key city centre leisure and tourist attractions, including the city's retail core and Town Hall Complex. Increasing the provision of restaurant units within the Gardens will provide new job opportunities for residents within the city.

(d) A liveable and low carbon city

- 8.4 The proposals outline an improved public realm offer and a strategy for the continued future maintenance of Piccadilly Gardens, which will make the area increasingly attractive to residents, workers and visitors.

The scheme proposals will deliver a desirable space to visit and dwell. This includes the enhancement of the area's green space, new trees and planting and additional amenities for families, residents, workers and visitors to the city centre.

(e) A connected city

- 8.5 Piccadilly Gardens is positioned at the heart of the city centre and benefits from excellent connectivity. The area's location, adjacent to key bus, tram and rail hubs contribute towards making the Gardens the city centre's most used area of public realm.

The proposals prioritise pedestrian use and the delivery of improved pedestrian connectivity. This will provide residents, commuters and visitors with improved linkages to surrounding city centre neighbourhoods and city centre districts in addition to enhancing the experience within the Gardens.

The refreshed public space and additional amenities will serve to improve the environment of this part of the city centre.

9.0 Key Policies and Considerations

(a) Equal Opportunities

- 9.1 The proposals are aimed at enhancing the connections from Piccadilly Station, to other areas of the city centre, enabling better access to commercial and leisure attractions and job opportunities for all people.

(b) Risk Management

- 9.2 Risk management is a key consideration in the process and the Regeneration Team will work with Internal Audit to develop an active Risk Register which will be fully monitored and managed throughout the process.

(c) Legal Considerations

- 9.3 This proposed transaction represents a material legal risk for the Council in that it is proposing new leasing agreements and investment in public realm works. This risk will be properly defined by way of an active Risk Register and allocated appropriately through the preparation of any legal and ancillary documents. Any residual risk that may remain with the Council will be identified and priced in so far as possible with further mitigation and management measures being introduced as necessary.

Appendix - Item 6 16 November 2016

LEGEND

NEW ELEMENTS

- Yorkstone Steps & Raised Lawn
- Seating Wall/ Seating Terrace With Timber Cladding & Raised Lawn
- Yorkstone Planter Wall
- Timber Seat To Yorkstone Planter Wall (to match existing)
- Square Stainless Steel Tree Grille
- Circular Stainless Steel Tree Grille
- Fibre Reinforced Turf & Root Zone Raised Lawn
- Reinforced Grass
- Herbaceous & Shrub Planting
- Electronic Billboard
- New Bins To Replace All Existing (locations lbc)
- Maintenance Building

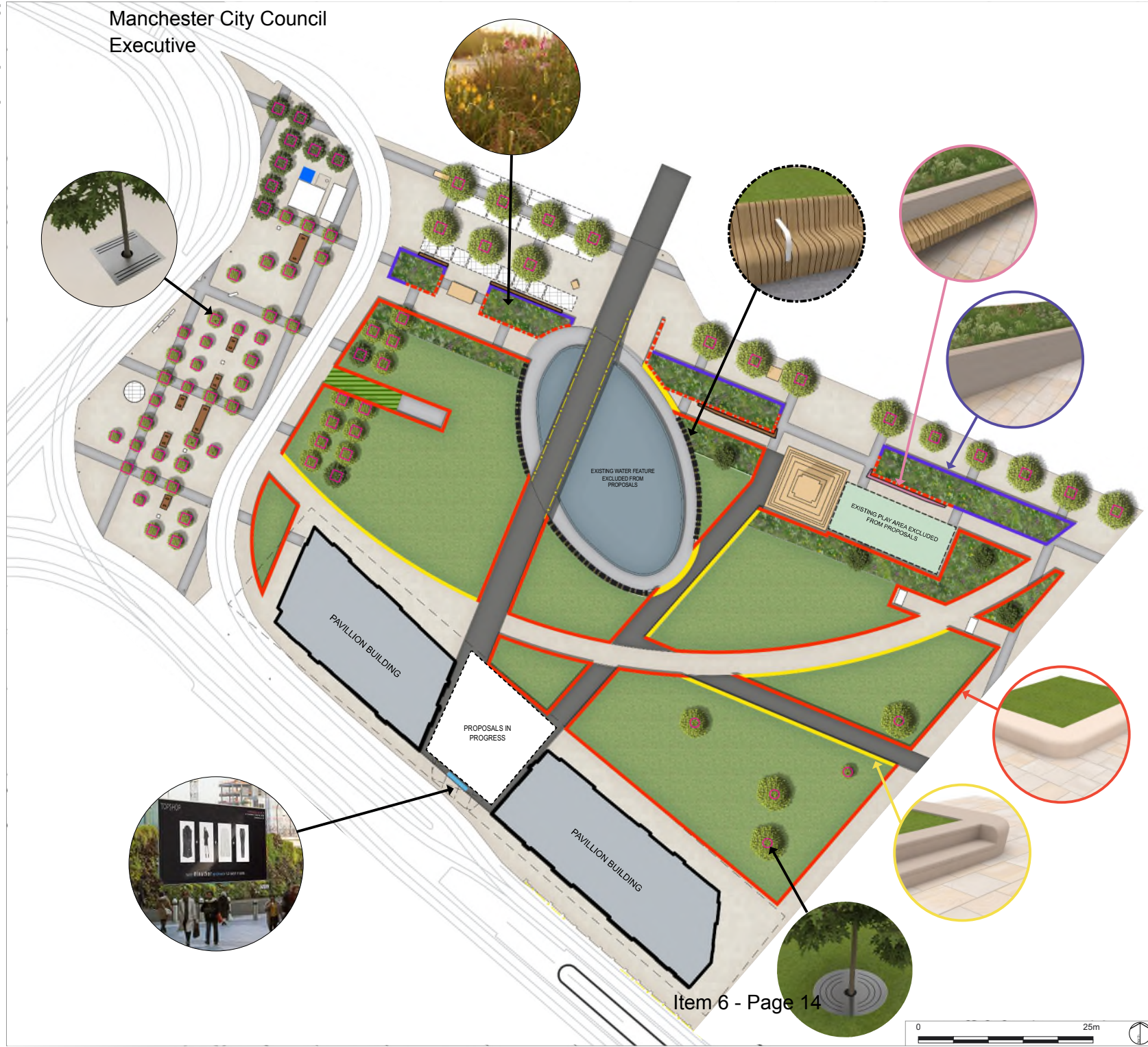
ELEMENTS TO BE RELOCATED (to new location)

- Tree
- Temporary Structure
- Timber Seat to Yorkstone Planter Wall
- Sculptural Memorial Tree

EXISTING ELEMENTS RETAINED

- Tree
- Structure / Street Furniture Element
- Statue / Monument
- Temporary Structure
- Timber Bench
- Timber Seat to Yorkstone Planter Wall
- Balustrade
- Existing Yorkstone Planter Wall (reduced in height to match new planter wall height)

| REV. | DESCRIPTION | APP. | DATE |
|------|--------------------|------|------------|
| 1 | General amendments | PS | 26/10/2016 |



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LDĀ DESIGN

PROJECT TITLE
PICCADILLY GARDENS

DRAWING TITLE
Existing and Proposed Landscape Works

| | | | |
|--------|-------------|----------|-----|
| DATE | 18 Oct 2016 | DRAWN | FW |
| SCALE | A1 NTS | CHECKED | SCa |
| STATUS | Draft | APPROVED | AD |

DWG. NO. 5057_SK_104

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