

Manchester City Council Report for Resolution

Report to: Executive – 14 December 2016

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

Report of: The Chief Executive

Summary

The Executive received a draft version of a refreshed Neighbourhood Development Framework for Ancoats and New Islington in July 2016 and approved the document as a basis for a public consultation exercise.

A consultation process involving local residents, businesses, land and property owners, statutory bodies and relevant voluntary and community sector organisations has now been undertaken and a final draft version of the Neighbourhood Development Framework has been produced and is appended to this report for the Executive's consideration and approval.

Recommendations

The Executive is recommended to:

1. Note the comments received from stakeholders including local landowners, residents, businesses as well as statutory consultees.
2. Approve the final version of the refreshed Ancoats and New Islington Neighbourhood Development Framework to guide and co-ordinate the future development of the area, with the intention that it will be a material consideration in the Council's decision making as a Local Planning Authority.
3. Note that to fully deliver the vision and objectives set out in this Framework, the City Council may be required to assemble land for redevelopment or to work in partnership with investor and developer partners to this end.
4. Note that land assembly activity in this location may ultimately need to be underpinned by the use of Compulsory Purchase Order powers.
5. Note that a further report on the development and implementation of the delivery strategy, including any land assembly matters, will be brought to a future meeting of the Executive.
6. Note that further reports on the proposals for the longer term stewardship and the establishment of improved place/estate management arrangements for both neighbourhoods will be brought back to the Executive at the appropriate time.

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 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. 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 have undertaken a refresh of the Neighbourhood Development Framework to ensure that the Council's objectives of creating a coherent and sustainable neighbourhood are reinforced through the provision of updated guidance for these wider areas.

2.0 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.
- 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 Executive members will be aware that the neighbourhoods of Ancoats and New Islington have long been the focus of public sector led investment and regeneration. In Ancoats the North West Development Agency (NWDA) sponsored a CPO in 2003 to assemble land and create the conditions for new development and regeneration in this historic area. New Islington was a designated Millennium Communities initiative led by English Partnership (EP) who funded a CPO in 2004 that cleared the Cardroom estate and delivered a new neighbourhood comprising of up to 1,400 new homes, a new health clinic,

a new marina and park and public realm improvements. 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.

- 2.5 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.
- 2.6 In order to ensure that the City Council has articulated a vision for these areas that can help guide development interest officers believe that refresh of the existing Neighbourhood Development Framework will 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.
- 2.7 As part of this process the City Council has reviewed a number of existing planning and spatial frameworks that fall within the NDF area. This includes the New Islington Framework that was adopted in 2004 and the Central Retail Park Framework that was adopted in January 2016. The New Islington Framework gained outline planning consent and this consent is still live. The Framework has now largely been implemented and consequently the revised Ancoats and New Islington Neighbourhood Development Framework sets out the City Council's ambitions for the residual sites. Both documents dealt with significant development proposals for specific sites within the NDF that required bespoke spatial plans.

3.0 Public Consultation Approach

- 3.1 In July 2016 the Executive endorsed a draft version of a refreshed Ancoats and New Islington NDF to act as a basis for public consultation. To avoid the summer holiday period, a consultation programme ran from 19 September - 21 October 2016 and was undertaken by staff from the Strategic Development Team. The following consultation methods were used:
- Two drop-in events were held to promote the refreshed framework and provide an opportunity for residents, businesses and land owners to make comments and provide feedback. These consultation events took place on the 27 and 29 September 2016 at St Michael's Church, Ancoats and were staffed by members of the Strategic Development Team;
 - Letters inviting residents to the event were hand delivered to all residents within the study area on 12 September 2016. Local managing agencies

and Housing Associations were also contacted and made aware of the events. Both consultation events were also promoted via social media and City Council Twitter feeds;

- Letters were sent via Royal Mail signed for delivery to all land owners within the study area with registered freehold / leasehold interests at the Land Registry and Standard Royal Mail Delivery letters were sent to all businesses listed on the MCC Business Rates database;
- An Ancoats and New Islington consultation refresh web page was set up on the City Centre Regeneration section of the manchester.gov.uk website which provided details of the draft update to Ancoats and New Islington Neighbourhood Development Framework and a downloadable version of the NDF document and a dedicated email address to submit comments and feedback.
- An email briefing with a link to the Ancoats and New Islington consultation web page and document download was provided to key public and statutory stakeholders including: The Homes and Communities Agency; Transport for Greater Manchester; Canals and River Trust, Historic England, United Utilities Water Limited, The Environmental Agency, Greater Manchester Fire and Rescue Service, Greater Manchester Police, Manchester Life Development Company Limited and Urban Splash.
- Individual briefing sessions were held with both the Bradford ward Members and the Ancoats & Clayton ward Members by the Strategic Development Team on 20 and 22 September 2016.

3.5 A range of consultation material was produced with consistent branding and messages to engage and inform the target audiences which included:

- Printed and downloadable online copies of the full draft refresh Ancoats and New Islington Neighbourhood Development Framework;
- Four A1 size portable display boards explaining key proposals and messages for the area for drop-in sessions;
- Signing in sheets and comment/feedback forms made available at consultation sessions.

4.0 Public Consultation Outcomes

4.1 In total, 21 residents attended and registered their details at the resident drop in event, and a further 21 businesses and land owners attended and registered their details at the business breakfast event, providing a cumulative total of 42 attendees across the 2 public consultation events.

4.2 A total of 27 letters out of the 135 which were sent via Royal Mail signed for delivery were returned with a record of delivery failure.

4.3 The online consultation ran from 19 September – 21 October inclusive and the website had a total of 305 views. Website feedback was received via the Strategic Development Team email address with a total of 6 responses.

4.4 There were a total of 19 responses across all methods of consultation which are summarised in the table below:

Consultation method	Feedback received
27 September Consultation feedback	0
29 September Consultation feedback	2
Written stakeholder feedback	6
Statutory feedback	7
Internal Feedback	4
Total feedback	19

4.5 Recurring themes / comments during the consultation events and through online feedback were as follows:

- Broad support amongst residents, businesses and stakeholders in Ancoats and New Islington for the refreshed priorities and principles contained within the NDF document;
- A need to enhance permeability across the areas and improve access into the City Centre across Great Ancoats Street. This included enhanced pedestrian and cycle routes linking Ancoats to New Islington and the New Islington metrolink station
- Strong support for well managed, safe public and amenity space that includes the opportunity to protect existing mature trees in the area and takes into account the green and blue infrastructure that exists within the framework area;
- Support for the reinstatement of the grid pattern in the northern parts of Ancoats to protect and enhance the unique character of the area. There was strong support for the re-use and retention of existing listed structures and key heritage assets in both areas, with a need for high standards of development to further enhance the areas and support the conservation status of Ancoats
- Support for a mix of housing types and an improved family housing offer in both areas where appropriate;
- A clear desire for improved parking provision and management of on-street parking in both areas to address issues around commuter and resident parking;
- Exemplary design quality across both areas with building heights and massing in context with their surroundings.

5.0 Adjustments to the Framework

5.1 Overall the comments and feedback received via the consultation process have been supportive and consistent with the themes and priorities contained within the Framework document and as such it is proposed that only minor changes are made to the revised Framework.

5.2 A range of formatting amendments have been applied to the document to better articulate the purpose and proposed application of the Framework as a material document for the consideration of future development activity.

- 5.3 A plan indicated the extent of the conservation area and the key listed buildings and heritage assets has been included in the revised Neighbourhood Development Framework.
- 5.4 Highway advice and comments have been included in the refreshed document with a specific comment around the provision of 100% cycle parking for new developments.
- 5.5 Planning advice has been included in the sections that refer to the Poland Street area/back of Ancoats and the Ashton Canal corridor. This primarily focuses on exemplary design quality across both areas and the need to ensure that height and massing should be informed by their immediate context.
- 5.6 Appendix 1 of this report sets out the Final revised Neighbourhood Development Framework for Ancoats and New Islington that has been developed following the public consultation exercise summarised in this report.

6.0 Implementation Strategy

- 6.1 Subject to formal approval by the Executive, the refreshed Ancoats and New Islington Neighbourhood Development Framework will become a material document for the Local Planning Authority in its consideration of development proposals. The framework will also form the basis for the City Council to co-ordinate future development activity in the north eastern boundaries of the City Centre, setting out a vision for the creation of high quality residential led neighbourhoods that will support the City's growth ambitions.
- 6.2 Executive Members will be aware that the City Council has established a Joint Venture with the Abu Dhabi United Group (ADUG) known as "Manchester Life" to deliver residential development. This vehicle now has a number of individual development schemes delivering 1,015 residential units underway or starting imminently on a number of sites in Ancoats and New Islington. The potential exists for further phases of development by Manchester Life, together with schemes being brought forward by other third party developer partners.
- 6.3 Council Officer's will continue discussions with land and property owners to establish individual aspirations in relation to the future use of their sites. Where appropriate, in areas where land ownership is particularly fragmented, the Council may seek to acquire third party land interests by agreement to facilitate the delivery of the Framework. However, it should be noted that the fractured nature of land ownership across the study area may ultimately require the Council to use Compulsory Purchase Order powers to successfully deliver the vision set out in the framework document.
- 6.5 Recognising the need to manage the issue of on street parking in and around Ancoats and New Islington, officers are exploring the opportunity to implement a residents CPZ that will abut the existing Etihad parking zone and address the issues of commuter and resident on street parking in this area.

7.0 Place-making and Place-management

- 7.1 Executive Members will be aware that the City Council has been working alongside the NWDA and EP over many years to regenerate the neighbourhoods of Ancoats and New Islington. Both these agencies have now been superseded by the Homes and Communities Agency (HCA) the national regeneration agency who have taken responsibility for the physical assets created and strategies being pursued by their predecessors and have worked closely with the City Council to act as custodian of place in both areas.
- 7.2 Executive Members will be aware that the public sector has invested considerable sums in Ancoats and New Islington to facilitate redevelopment, including the provision of new public realm across the neighbourhoods, with new public spaces created at Cutting Room Square and New Islington Marina. Further work to enhance the connectivity between these neighbourhoods and the city centre was identified in the October 2014 Framework and proposals to improve Great Ancoats Street, which will improve pedestrian crossing arrangements and the street environment whilst maintaining the capacity of the Inner Ring Road, will be brought forward for consultation in the next few months.
- 7.3 In New Islington the HCA transferred its remaining land assets to the City Council in 2014 and the City Council took on responsibility for overseeing the management of the estate and for administering development agreements and leases. In order to support the continued delivery of development in and adjacent to the New Islington Marina work is continuing to design a programme of remedial works for the Marina, where a number of problems relating to the public realm have been identified. The City Council is also taking the lead in establishing a Management Company and appointing a managing agent to collect the estate charge levied on all developments within the estate and deliver a management and maintenance regime for the common parts of the New Islington Estate. The completion of this work stream will ensure that there are no ongoing revenue costs for the City Council in relation to the New Islington Estate.
- 7.4 In Ancoats the HCA are working towards a March 2017 exit date on the basis that it has successfully achieved its objectives associated with land assembly and regeneration. In order to complete this process the HCA have agreed to transfer all of its freehold reversions to the City Council. This will ensure that the freehold estate in Ancoats is preserved as one entity and the historic public sector investment in the area is capitalised upon and protected. Officers will undertake significant due diligence to ensure any contingent estate liabilities are identified and mitigated accordingly.
- 7.5 The exit of the HCA from both neighbourhoods will leave the City Council as the sole custodian of public sector assets. To this end officers are proposing that the City Council take lead responsibility for the delivery of the place making and place management vision articulated in the Ancoats and New Islington Neighbourhood Development Framework to protect the historic

investment that has taken place in both areas and to ensure that future investment opportunities are not lost.

- 7.6 Further reports on the proposals for the longer term stewardship and the establishment of improved place/estate management arrangements for both neighbourhoods will be brought back to the Executive at the appropriate time.

8.0 Conclusion

- 8.1 Following the Executive's approval in July 2016 of the draft refreshed Ancoats and New Islington Neighbourhood Development Framework as a basis for public consultation, a robust exercise of engagement has now been undertaken.
- 8.2 The consultation process was met with positive feedback and satisfied its objective of delivering a comprehensive consultation exercise which engaged with a wide range of stakeholders including residents, businesses, landowners and agencies from the voluntary and statutory sectors. Turnout for the consultation events was positive with a good mix of residents and landowners engaging with the Council around updates to the framework
- 8.3 The final document has been updated and modified in light of the feedback / comments received via the consultation exercise and the Framework has been brought back to the Executive for adoption. The vision articulated in the refreshed Ancoats and New Islington Neighbourhood Development Framework reinforces the critical role that the Ancoats and New Islington area will fulfil in delivering new residential accommodation for the growing population of the city and ensuring a seamless connection between the expanded City Centre and the neighbourhoods of Miles Platting and East Manchester.

9.0 Contributing to the Manchester Strategy

(a) A thriving and sustainable city

- 9.1 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

- 9.2 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

- 9.3 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

- 9.4 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

- 9.5 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.

10.0 Key Policies and Considerations

(a) Equal Opportunities

- 10.1 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

- 10.2 Not applicable

(c) Legal Considerations

- 10.3 As identified within the report, the City Council may need to exercise its CPO powers in order to deliver the comprehensive scheme identified within the Framework. CPO powers (under S. 226 TCPA 1990) are considered by the Secretary of State to be a power of “last resort” and the only practical means of delivering the whole or part of the development, hence, there is material risk in adopting this strategy. Therefore, it will be necessary to demonstrate;-

- (1) that there is a compelling case in the public interest for the exercise of the powers;
- (2) there are no impediments to obtaining planning permission for the scheme;
- (3) The scheme is financially viable and can be delivered in a reasonable timescale;
- (4) That a detailed consultation programme has been undertaken and that this has indicated the necessity of CPO to deliver the part of the site.

- 10.4 It must be accepted that the investment of time and cost in pursuing a CPO will be significant and fundamental so as to mitigate the inherent risk of this process.