



## **Executive**

Date: Wednesday, 13 March 2019

Time: 10.00 am

Venue: Council Antechamber - Level 2, Town Hall Extension

This is a supplementary agenda containing additional information about the business of the meeting that was not available when the agenda was published.

### **Access to the Council Antechamber**

Public access to the Antechamber is via the Council Chamber on Level 2 of the Town Hall Extension, using the lift or stairs in the lobby of the Mount Street entrance to the Extension. That lobby can also be reached from the St. Peter's Square entrance and from Library Walk. **There is no public access from the Lloyd Street entrances of the Extension.**

### **Filming and broadcast of the meeting**

Meetings of the Executive are 'webcast'. These meetings are filmed and broadcast live on the Internet. If you attend this meeting you should be aware that you might be filmed and included in that transmission.

## **Membership of the Executive**

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### **Councillors**

Leese (Chair), Akbar, Bridges, Craig, N Murphy, S Murphy, Ollerhead, Rahman, Stogia and Richards

## **Membership of the Consultative Panel**

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### **Councillors**

Karney, Leech, M Sharif Mahamed, Sheikh, Midgley, Ilyas, Taylor and S Judge

The Consultative Panel has a standing invitation to attend meetings of the Executive. The Members of the Panel may speak at these meetings but cannot vote on the decision taken at the meetings.

## Supplementary Agenda

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|--|---|
| <b>6. Capital Programme Update</b><br>The report of the City Treasurer is now enclosed   | <b>All Wards</b><br>5 - 14  |
| <b>7. Relocation of Leaving Care Services to Seymour Road</b><br>The report of the Strategic Director of Children's Services is now enclosed | <b>Crumpsall;<br/>Moss Side</b><br>15 - 22  |
| <b>9. Update to the Christie Regeneration Framework</b><br>The report of the Strategic Director (Development) is now enclosed                | <b>Didsbury<br/>East;<br/>Didsbury<br/>West; Old<br/>Moat;<br/>Withington</b><br>23 - 82                              |
| <b>10. Eastlands Regeneration Framework Update</b><br>The report of the Strategic Director (Development) is now enclosed                     | <b>Ancoats and<br/>Beswick;<br/>Clayton and<br/>Openshaw;<br/>Miles Platting<br/>and Newton<br/>Heath</b><br>83 - 164 |
| <b>13. Sale of Plot E, Birley Fields, Hulme</b><br>The report of the Strategic Director is now enclosed                                      | <b>Hulme</b><br>165 - 170   |

## Information about the Executive

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The Executive is made up of ten Councillors: the Leader and two Deputy Leaders of the Council and seven Executive Members with responsibility for: Children Services; Finance & Human Resources; Adult Services; Schools, Culture & Leisure; Neighbourhoods; Housing & Regeneration; and Environment, Planning & Transport. The Leader of the Council chairs the meetings of the Executive

The Executive has full authority for implementing the Council's Budgetary and Policy Framework, and this means that most of its decisions do not need approval by Council, although they may still be subject to detailed review through the Council's overview and scrutiny procedures.

It is the Council's policy to consult people as fully as possible before making decisions that affect them. Members of the public do not have a right to speak at meetings but may do so if invited by the Chair.

The Council is concerned to ensure that its meetings are as open as possible and confidential business is kept to a strict minimum. When confidential items are involved these are considered at the end of the meeting at which point members of the public and the press are asked to leave.

Joanne Roney OBE  
Chief Executive  
Level 3, Town Hall Extension,  
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## Further Information

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For help, advice and information about this meeting please contact the Committee Officer:  
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This supplementary agenda was issued on **Friday 8 March** by the Governance and Scrutiny Support Unit, Manchester City Council, Level 3, Town Hall Extension (Lloyd Street Elevation), Manchester M60 2LA

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**Manchester City Council  
Report for Resolution**

**Report to:** Executive – 13 March 2019

**Subject:** Capital Programme Update

**Report of:** Chief Executive and City Treasurer

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## **Summary**

This report informs members of requests to increase the capital programme, seeks approval for those schemes that can be approved under authority delegated to the Executive and asks Executive to recommend to the City Council proposals that require specific Council approval.

## **Recommendations**

To recommend that the Council approve the following changes to Manchester City Council's capital programme:

1. ICT – End User Experience. A capital budget allocation and transfer of £4.193m from the ICT Investment Plan budget is requested, funded by borrowing.
2. ICT – Wi-Fi Business Case. A capital budget allocation and transfer of £1.468m from the ICT Investment Plan budget is requested, funded by borrowing.

Under powers delegated to the Executive, to approve the following changes to the City Council's capital programme:

1. Strategic Development – Proud Trust Sidney Street. A capital budget increase of £0.250m is requested, funded from Capital Fund.
2. Housing – European Regional Development Fund (ERDF) Ground Source Heat Pump. A capital budget increase of £3.704m is requested, funded from ERDF Grant (£1.458m) and HRA Reserves (£2.246m).
3. Corporate Core – Manchester Jewish Museum Loan. . A capital budget increase of £0.290m is requested, funded from Capital Fund.
4. Strategic Development – Silk Street NMNB 3 Programme. A capital budget increase of £0.500m is requested, funded from HRA reserves.
5. ICT – FLARE Case Management System Replacement. A capital budget decrease of £0.440m is requested and approval of a corresponding transfer of £0.440m to the revenue budget, funded by capital fund.

6. Corporate Core – Capital Programme’s PMO Software solution. A capital budget decrease of £0.084m is requested and approval of a corresponding transfer of £0.084m to the revenue budget, funded by capital fund.

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**Wards Affected:** Various

<b>Manchester Strategy outcomes</b>	<b>Summary of the contribution to the strategy</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Contributions to various areas of the economy including investment in ICT services, Housing, and leisure facilities.
A highly skilled city: world class and home grown talent sustaining the city’s economic success	Investment in ICT services.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Improvements to services delivered to communities and enhanced ICT services.
A liveable and low carbon city: a destination of choice to live, visit, work	Investment in public buildings
A connected city: world class infrastructure and connectivity to drive growth	Investment in the enhanced provision of ICT services.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

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### **Financial Consequences – Revenue**

The recommendations in this report, if approved, will increase the revenue budget by £0.524m, funded from a corresponding decrease in the capital budget.

### **Financial Consequences – Capital**

The recommendations in this report, if approved, will increase Manchester City Council’s capital budget by £4.220m, across the financial years as detailed in Appendix 1.

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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 to the Executive 7<sup>th</sup> February 2018 – Capital Strategy and Budget 2018/19 - 2022/23)

Report to the Executive 7<sup>th</sup> March 2018 – Capital Programme – Proposed Increases

Report to the Executive 21<sup>st</sup> March 2018 – Capital Programme – Proposed Increases

Report to the Executive 30<sup>th</sup> May 2018 – Capital Programme Monitoring 2017/18 Outturn

Report to the Executive 30<sup>th</sup> May 2018 – Capital Programme – Proposed Increases

Report to the Executive 27<sup>th</sup> June 2018 – Capital Programme Update

Report to the Executive 11<sup>th</sup> July 2018 – Capital Programme Update

Report to the Executive 25<sup>th</sup> July 2018 – Capital Programme Monitoring

Report to the Executive 25<sup>th</sup> July 2018 – Capital Programme Update

Report to the Executive 12<sup>th</sup> September 2018 – Capital Programme Update

Report to the Executive 17<sup>th</sup> October 2018 – Capital Programme Monitoring

Report to the Executive 17<sup>th</sup> October 2018 – Capital Programme Update

Report to the Executive 14<sup>th</sup> November 2018 – Capital Programme Update

Report to the Executive 12<sup>th</sup> December 2018 – Capital Programme Update

Report to the Executive 16<sup>th</sup> January 2019 – Capital Programme Update

Report to the Executive 13<sup>th</sup> February 2019 – Capital Programme Monitoring 2018/19

## **1 Introduction**

- 1.1 This report outlines the requests for increases and decreases to the five-year capital budget 2018/19 to 2022/23.

## **2 Background**

- 2.1 In February each year, the Executive receives a report on the capital budget for the forthcoming five financial years and approves a series of recommendations to make to the City Council. The City Council's resolutions on these recommendations constitute the approval of the five year capital programme for the City Council. Proposals for the 2018/19 to 2022/23 capital budget were presented to the Executive on 7<sup>th</sup> February 2018, including a revised 2017/18 budget.
- 2.2 The following requests for a change to the programme has been received since the previous report to the Executive on 13 February 2019.
- 2.3 Please note that where requests are made in the report to switch funding from capital to revenue and to fund the revenue spend from the Capital Fund, this is a funding switch from within the capital programme and will not have a negative impact on the Fund itself.
- 2.4 For the changes requested below, the profile of the increase, decrease or virement is shown in appendix 1 for each of the projects.

## **3 City Council's Proposals Requiring Specific Council Approval**

- 3.1 The proposals which require Council approval are those which are funded by the use of reserves above a cumulative total of £2.0m or where the use of borrowing is required. The following proposals require Council approval for changes to the capital programme.
- 3.2 ICT – End User Experience. The programme will deliver equipment, ICT collaboration and productivity tools to ensure staff can undertake their jobs effectively. This involves reducing reliance on Microsoft technologies where feasible, growing Google G Suite collaboration tools and rolling out the appropriate devices across Manchester City Council (MCC) to support the end users. A capital budget allocation and transfer of £4.193m from the ICT Investment Plan budget is requested, funded by borrowing.
- 3.3 ICT – Wi-Fi Business Case. Delivering a fit for purpose staff, partner and resident Wi-Fi service for Manchester City Council (MCC). The project will deliver one Wi-Fi provider across all council estates, finding a tactical solution to implement Govroam (government roaming) Wi-Fi and upgrading the Corporate Wide Area Network (WAN) so there is enough capacity to provide the new Corporate Wi-Fi across all sites. A capital budget allocation and transfer of £1.468m from the ICT Investment Plan budget is requested, funded by borrowing.

#### **4 Proposals Not Requiring Specific Council Approval**

- 4.1 The proposals which do not require Council approval and only require Executive approval are those which are funded by the use of external resources, the use of capital receipts, the use of reserves below £2.0m or where the proposal can be funded from existing revenue budgets and where the use of borrowing on a spend to save basis is required. The following proposals require Executive approval for changes to the City Council's capital programme:
- 4.2 Strategic Development – Proud Trust – Sidney Street. The Proud Trust occupy Council premises in Sidney Street, Manchester and deliver services to the LGBT community. The Proud Trust have been successful in raising funding required to build a new facility to provide fit for purpose and sustainable facilities for the delivery of services to the LGBT, and it is proposed that the Council provide a grant to support these works. A capital budget increase of £0.250m is requested in 2019/20, funded from Capital Fund.
- 4.3 Housing – ERDF Ground Source Heat Pumps. Ground source heat pumps to be installed in 270 flats, PV and battery installations and other energy efficiency improvements to replace communal heating where tenants are on fixed charges and gas boilers are coming to the end of their lives. Using the European Grant available Ground Source Heat Pumps are being installed which should provide better value for money and contribute to Co2 and zero carbon targets. A capital budget increase of £0.555m is requested in 2019/20 and £3.149m in future years, funded from European Regional Development Fund Grant (£1.468m) and HRA Reserves (£2.246m).
- 4.4 Corporate Core – Manchester Jewish Museum Loan. Funding is required to support a loan of £0.290m for the Manchester Jewish Museum, to provide cash flow support during capital works on the Grade II\* listed synagogue. The proposed loan period will run from 1<sup>st</sup> April 2019 until 31<sup>st</sup> January 2022. The project will make a significant contribution to improving the built landscape of Cheetham Hill and will be a key feature in the area's regeneration and its appeal to visitors. With new and improved facilities, the museum will establish itself as a new cultural venue for Cheetham. A capital budget increase of £0.290m is requested in 2019/20, funded from Capital Fund.
- 4.5 Strategic Development – Silk Street NMNB 3 programme. In December 2018 a budget of £0.250m was approved to begin initial works required to permit the submission of a planning application for the Silk Street programme. Additional funding is now required to enable the development process to proceed, prior to seeking Housing Board and Capital Strategy Board approval for a second stage contract sum in October 2019, by which time full contract costs and levels of Homes England grant funding will have been confirmed. A capital budget increase of £0.500m is requested, funded from HRA reserves.
- 4.6 ICT – FLARE Case Management System Replacement. The project intends to procure and implement a suitable replacement for the current Case

Management System used by all teams in the Compliance and Enforcement Service. The current version of the system will reach end of life in the next 2 years, implementing a replacement case management system will ensure continued delivery of statutory and regulatory functions, and enable future improvements, including extending to other associated place based teams to increase efficiency. A capital budget decrease of £0.440m is requested and approval of a corresponding transfer of £0.440m to the revenue budget, funded by capital fund.

- 4.7 Corporate Core – Capital Programme’s PMO software solution. Initial funding is required to commence work to establish costs and timescales associated with identifying the technology required for supporting a standard Corporate Project Management Framework for Manchester City Council. A capital budget decrease of £0.084m is requested and approval of a corresponding transfer of £0.084m to the revenue budget, funded by capital fund.
- 4.8 Children’s Services – Special Provision Capital Fund. The special provision capital fund enables local authorities to invest in improving the quality and range of provision for children and young people with SEN and disabilities aged 0-25. Manchester’s Special Capital Funding allocation is currently £3.073m. In December 2018, there was a further allocation of £1.160m funding to Manchester City Council which increases the total allocation to £4.233m. MCC will need to set out their plans to use this additional capital funding and any additional consultation and engagement they have undertaken or have planned for the future, by 31 May 2019. Provided we have met the requirements set out below, we can expect the 2019-20 payment, including both the additional and the funding originally allocated for 2019-20, during the summer of 2019.

## **5 Prudential Performance Indicators**

- 5.1 If the recommendations in this report are approved the General Fund capital budget will increase by £4.220m, across financial years as detailed in Appendix 1.
- 5.2 This will also result in an increase in the prudential indicator for Capital Expenditure in corresponding years. Monitoring of all prudential indicators is included within the Global Revenue Monitoring report.
- 5.3 There is an increase in the requirement for prudential borrowing, however, this has already been assumed within the City Council’s revenue budget and therefore there is no impact on the City’s Council Tax.

## **6 Conclusions**

- 6.1 The capital budget of the City Council will increase by £4.220m, if the recommendations in this report are approved.
- 6.2 The revenue budget of the City Council will decrease by £0.524m, via the capital fund, if the recommendations in this report are approved.

## **7 Recommendations**

The recommendations appear at the front of this report.

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## Appendix 1 - Requests for Adjustments to the Capital Budget Provision

Dept	Scheme	Funding	2018/19 £'000	2019/20 £'000	2020/21 £'000	Future £'000	Total £'000
<b><u>Council Approval Requests</u></b>							
ICT	End User Experience	Borrowing		2,316	1,877		4,193
ICT	ICT Investment Plan	Borrowing		-2,316	-1,877		-4,193
ICT	WiFi Business Case	Borrowing	30	737	701		1,468
ICT	ICT Investment Plan	Borrowing	-30	-737	-701		-1,468
<b><u>Total Council Approval Requests</u></b>			<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b><u>Executive Approval Requests</u></b>							
ICT	Capital Programme's PMO software solution	Borrowing reduction, funding switch via Capital Fund	-84				-84
ICT	Flare Case Management System replacement	Borrowing reduction, funding switch via Capital Fund		-320	-120		-440
Strategic Development	Proud Trust - Sidney Street	Capital Fund		250			250
Corporate Core	Manchester Jewish Museum Loan	Capital Fund		290			290
Strategic Development	Silk Street NMNB3	HRA Reserves	500				500
Housing	ERDF Ground Source Heat Pumps	ERDF Grant		218	1,174	66	1,458
Housing	ERDF Ground Source Heat Pumps	HRA Reserves		337	1,808	101	2,246
							0
<b><u>Total Executive Approval Requests</u></b>			<b>416</b>	<b>775</b>	<b>2,862</b>	<b>167</b>	<b>4,220</b>
<b><u>Total Budget Adjustment Approvals</u></b>			<b>416</b>	<b>775</b>	<b>2,862</b>	<b>167</b>	<b>4,220</b>

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## Manchester City Council Report for Resolution

**Report to:** Executive - 13 March 2019

**Subject:** Young People Leaving Care Service – Property Relocation

**Report of:** Strategic Director of Children and Education Services

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### Summary

In 2017 Manchester City Council made the decision ‘that no care leaver’ will be placed in emergency ‘bed and breakfast’ accommodation; since that time Manchester has continued to proactively support and promote their independence; including the decision no care leaver up to the age of 25 years will pay council tax and transfer of Manchester’s Leaving Care Service in house in order to play a direct role in driving the experiences and outcomes of ‘our children’.

As part of the continuous improvement and investment in Manchester’s offer to our care leavers, this report sets out an opportunity for the Leaving Care Service to have an innovative and ‘fit for purpose’ location in Crumpsall. In addition, and informed by the feedback from our young people, develop further our work with The Prince's Trust to have presence in the city centre that is inspiring, aspirational and offers a ‘one stop shop’ drop in facility.

This opportunity will require the current Leaving Care Service base to transfer from Moss Side to Crumpsall and capital investment to convert the former children's home on Seymour Road, Crumpsall to be a ‘fit for purpose’ base that will include supported accommodation/trainer flats. The inclusion of supported accommodation/trainer flats will make an important contribution to preparing our care leavers for adulthood whilst at the same time delivering a year on year financial saving.

### Recommendations

To recommend that Executive:

1. approve the relocation of the Leaving Care Service from 36 Monton Street, Moss Side to Seymour Road, Crumpsall;
  2. recommend that the Council approve a capital allocation of up to £1.2m to cover any unforeseen costs, funded by prudential borrowing; and
  3. recommend that the Council delegate authority to Deputy Chief Executive and City Treasurer, in consultation with Executive Member for Finance and Human Resources, to set the final budget for the project, the capital allocation and the borrowing.
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**Wards Affected:** Moss Side and Crumpsall wards

<b>Manchester Strategy outcomes</b>	<b>Summary of the contribution to the strategy</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Effective Children's Social Care Services are critical to ensuring our most vulnerable citizens are afforded opportunities and supported to connect and contribute to the city's sustainability and growth.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Supporting our Care Leavers for whom we are the corporate parent to obtain greater outcomes and prepare them to engage in the future development of our City
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Enabling our Care Leavers to reach their full potential and empower them to make a positive contribution to our communities.
A liveable and low carbon city: a destination of choice to live, visit, work	Supporting our Care Leavers to become better, stronger and well informed residents, which increases the livability of the City
A connected city: world class infrastructure and connectivity to drive growth	A strong and well resourced service will be able to support our Care Leavers successfully, who will make a positive contribution to continuing growth in the City

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

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### **Financial Consequences – Revenue**

The revenue implications of the proposals contained in this report will be met from with the Children's Services revenue budget through the release of costs for the current Leaving Care property in Moss Side.

### **Financial Consequences – Capital**

Estimated cost for the scheme is £1m for refurbishment with final costs to be confirmed as the design progresses. A business case will be submitted through Capital Strategy Board for approval. A capital allocation of up to £1.2m is requested, to be funded from prudential borrowing, subject to approval of final scheme from the Deputy Chief Executive and City Treasurer in consultation with Executive Member for Finance and Human Resources.

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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.

None

## **1.0 Introduction**

- 1.1 This report presents Executive Members with detail regarding the proposed relocation of the Council's Leaving Care Service from its current base in Moss Side to a new location in Crumpsall.
- 1.2 The report provides detail on the delivery of a new service model from the Crumpsall building along with outline budget costs and programme timeline for the delivery of the scheme.

## **2.0 Background**

- 2.1 Manchester's care leavers are 'Our Children'; as their corporate parents, we have a duty and a moral responsibility to ensure they are prepared and provided with the right support to ensure they step into the adult world ready to access the many opportunities and are resilient to the challenges of adulthood in order to have safe, happy, healthy and successful lives.
- 2.2 Since 1995 Manchester City Council's Leaving Care Service has been commissioned via a third party organisation. Following a review of the contract and performance of the provider, in 2018 the decision was made to bring the service in-house.
- 2.3 The service is currently operated from "The Curve", which is located in Moss Side in a Manchester City Council owned building. This building was part of the investment estate and managed by Jacobs. It has now been moved into the operational estate. A recent review of the building has identified there has not been any significant investment in recent years and a Health and Safety risk assessment concluded that there is a significant amount of work required to the physical environment in order for it to be fit for purpose and meet the service expectations.
- 2.4 Children's Services are in phase 2 of a 3 phase transformation programme that will lead to a reformed and improved offer to our care leavers. As well as improving the overall service offer, processes and procedures, the directorate recognises that the physical environment can have a significant impact on the quality of the offer to young people.

### **The Proposal**

- 2.5 Accommodation and suitable options are an ongoing challenge for Care Leavers. Officers have recently undertaken a needs analysis study to understand the housing needs of our Care Leavers. It was evident from the study that our Care Leavers required a range of housing options in order to meet their differing needs, and this includes offering training and support to maintain a tenancy.
- 2.6 We currently have 133 of our young people living in externally commissioned 'supported accommodation', at budgeted cost of approximately £5.6m per annum. This is the right plan for those young people, and in terms of service

delivery this represents an improvement as we have not had any of our young people in emergency accommodation since August 2018, and we have better working relationships with our partners, who are open to flexible, bespoke packages of support. In addition, our young people do not pay council tax, which contributes to their step to independent living.

- 2.7 Working with Corporate Estates, the Directorate have identified a suitable property in the operational estate that could be converted to provide a new base for the Leaving Care Service. The property, on Seymour Road in Crumpsall provides approximately 520 square meters of accommodation over two floors. An outline feasibility design has been completed showing the ground floor could provide staff accommodation and contact space for young people including a reception area, staff office, multi-purpose area, laundry, toilets and ground floor meeting rooms. The first floor could provide 6 residential units, consisting of 3 studio units with kitchen and bathroom, and 3 bedrooms with access to shared bathrooms. An operating model is being developed in consultation with our young people to ensure residents are appropriately supported, either through our own resource or an external partner resource. Admissions will be informed by clear criteria, subject to matching and management oversight. In addition there staff will be available to manage the admissions, matching and discharge arrangements, including the support our young people in their readiness to be 'good tenants/live independently outside the 8am to 8pm hours, when the care leaving service is open for young people. This cover will also include where young people can look to in the event an immediate response to support is required.
- 2.8 The opportunity of an alternative location as set out in the above paragraph and with that a larger premises, there is an opportunity to create a new base for the service more aligned to the new service ethos, and the needs of young people. The new base could be used flexibly to provide both 'live' training spaces (training flats) as well as emergency and 'step down' residential accommodation for young people. The former would be used to increase care leavers readiness for independence; the latter will reduce reliance on expensive 'supported accommodation', currently used for 38 young people. It is anticipated that the proposed development will provisionally reduce the Children's Service supported accommodation spend by £180k per annum.
- 2.9 Our young people have been engaged in discussing and developing the aforementioned opportunity and design; whilst there are some reservations it has been met with their resounding support.
- 2.10 Capital Programme have prepared the feasibility designs, and outline costs estimate a budget of c£1m will be required, inclusive of all fees. This budget estimate will be market tested with contractors following approval at Checkpoint 1 at Capital Strategy Board. The refurbishment programme has an estimated duration of 36 weeks to include an initial 18 week period of detailed design, procurement of contractor and final cost provision followed by a construction period of 18 weeks. Subject to receiving Checkpoint 2 approvals at Capital Strategy Board on 16<sup>th</sup> April and there being no delays in regards to procuring a contractor, the scheme could be delivered in December 2019.

- 2.11 A separate assessment of opportunities to introduce sustainable technologies and reduce carbon usage on the site will be made in the following design stage.
- 2.12 Alternative properties have been considered, but the condition and configuration of the Seymour Road property (designed as a residential home for children) provides the best potential for economic refurbishment.
- 2.13 It should be noted that the Directorate envisage the refurbished property as a key location for young people accessing the leaving care offer, particularly the new residential offer, but are also working with partners to develop an accessible advice and support provision in the City Centre as part of a holistic offer to young people. These discussions are advanced and the service are positive with regards to the outcome.
- 2.14 The impact, if the scheme is not supported, would be the offer continuing in the current location, without the residential offer. This would result in an inhibited offer to young people, and a missed opportunity to have greater control over the costs of supported accommodation.
- 2.15 The Estates Team are working with the Directorate for Children and Education Services to propose a new use for the Monton Street property, which would be vacated as part of these proposals. This work is in the early stages, but a currently a viable ongoing operational use of the property is anticipated. Proposals will be brought forward in due course following consultation with the appropriate Executive Members.

### **3.0 Contributing to the Manchester Strategy**

#### **(a) A thriving and sustainable city**

- 3.1 The Care Leaving Service is developing its options for young people in terms of education, employment and training. We are focussing upon our NEET (Not in Education, Employment, or Training) young people and showing 'aspiration' for our young people who are EET (**Engagement in education, employment and training**) and have goals to progress further.

#### **(b) A highly skilled city**

- 3.2 Our Care Leavers will offer us our employees of the present and the future. As Corporate Parents, we are committed to offering each individual young person an opportunity that is suited and matched to their skills, in line with their goals and ambitions. The Care Leaving Service intends to be the driving force behind this - linking in with our own Council services and local employers / partners.

#### **(c) A progressive and equitable city**

- 3.3 There has been and continues to be some very effective partnership work



completed, across all spectrum requirements of care leavers - health, education, independent living, suitable accommodation.

**(d) A liveable and low carbon city**

- 3.4 Our young people are proud to be from Manchester, and we have to show our dedication to providing a service that stands above that of others. Our partnership work, our young-person focussed, tenacious staff team are key highlights.

**(e) A connected city**

- 3.5 The care leaving service is going through a journey, and we are building an effective team that young people that can be proud of accessing. Accessibility is the key word in terms of achieving the voice of young people in a variety of ways and listening to their wishes in terms how they want the service delivered and what they want to achieve individually. We will be evidencing a 'you said, we did' attitude - that promotes relationships and generates growth, connectivity and accessibility.

**4. Key Policies and Considerations**

**(a) Equal Opportunities**

- 4.1 N/a

**(b) Risk Management**

- 4.2 N/a

**(c) Legal Considerations**

- 4.3 N/a

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**Manchester City Council  
Report for Resolution**

**Report to:** The Executive – 13 March 2019

**Subject:** The Christie Strategic Planning Framework

**Report of:** The Chief Executive

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**Summary**

To seek endorsement to an addendum to the 2014 Christie Strategic Planning Framework (SPF) in order to provide a context for the development of the fire damaged Paterson building.

**Recommendations**

The Executive is recommended to:

1. Endorse, in principle, an addendum to the Christie SPF to provide a context for the future development of the Paterson site; and,
  2. Request officers to consult local residents, businesses and stakeholders on the addendum and report back to the Executive on the outcome of the consultation.
- 

**Wards Affected:** Withington, Old Moat, Didsbury West, Didsbury East

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 City Region is a driving force in the regional and national economy. It accounts for 52% of the North West's total economic output and 5% of UK output. The health sector plays a central role within this and employment has grown in the sector by 13% between 2001 and 2011 and it is the second largest employer in the city region, employing over 150,000 people. The NHS spends on goods and services across the North West, of which 40% is retained in the region. In Manchester, the health sector employs 40,500 people contributing over £1bn per annum to the economy.
A highly skilled city: world class and home grown talent sustaining the city's economic success	The Christie employ 2,850 people plus around 300 volunteers and there are 300 University staff with 21% of the workforce living in the M14, M20 and M21 post codes, 38% in Manchester as a whole and 49% elsewhere in Greater Manchester.

A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The SPF would help to ensure that The Christie will remain a strategically significant clinical, research and employment facility in the city and the region.
A liveable and low carbon city: a destination of choice to live, visit, work	The development aspirations of the Christie would be accommodated in a manner that respects local character and amenity and key issues that have caused ongoing problems in the area regarding parking are being addressed.
A connected city: world class infrastructure and connectivity to drive growth	The Green Travel Plan aims to ensure that staff and visitors use sustainable forms of transport including buses, trams, cycling and walking. This should help to alleviate issues on streets in the area.

**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

#### **Contact Officers:**

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#### **Background documents (available for public inspection):**

Addendum to The Christie Strategic Planning Framework 2019

The Christie Strategic Planning Framework 2014

## Introduction

The Executive endorsed a Strategic Planning Framework (SPF) for The Christie site in Withington in June 2014, after a period of public consultation, which has since provided the context for development and change at the site. It provided an overall vision for 15 years and specific proposals that were likely to come forward during the first five years. One of the key objectives of the SPF was to reduce the impact that travel and transport generated at the Christie had on its neighbourhood, with a particular focus on the need to reduce journeys by private car.

In April 2017, a fire caused substantial damage to the Paterson building. A review of refurbishment options has revealed that it would not be possible to repair and retain the building and that it will need to be demolished. The SPF did not envisage that the Paterson site would be redeveloped and therefore an addendum has been prepared to provide a context for the development of the site.

## Background

The Christie is a long established hospital in an established residential area. Its main clinical site is between Wilmslow Road and Palatine Road with Oak Road forming the southern boundary. They also occupy land on the eastern side of Wilmslow Road between Cotton Lane, Kinnaird Road, Frith Road, Rathen Road and Cotton Hill used for supporting non-clinical uses, such as research, administration, nurses' accommodation and car parking. It includes The Manchester Cancer Research Centre (MCRC) and the Maggies Centre.

Some of the large Victorian houses on Palatine Road are in multiple occupation or have been converted to separate flats. Other streets mainly contain family housing, particularly to the east of Wilmslow Road.

The Christie has played a leading role in pioneering cancer research breakthroughs for more than 100 years, delivering numerous 'world-firsts'. This has advanced cancer treatment on a global scale and made a major contribution to the regions international reputation for research excellence and commercial success. They employ 2,850 staff, many of whom live locally or within Greater Manchester.

They specialise in cancer treatment, research, and education, and have developed a partnership with the University of Manchester and Cancer Research UK known as The Manchester Cancer Research Centre (MCRC). This is a comprehensive cancer research community, with world class expertise that drives the development of more efficient treatments and more effective approaches to the prevention and early detection of cancer. This innovation and enterprise has attracted international investment to the City and enhances its global reputation.

Patients in the region have early access to the most up-to- date and effective treatments with the fewest side effects, as well as experimental treatment when standard treatments have been exhausted. It is no coincidence that cancer survival rates in Greater Manchester have been improving faster than in the rest of the country for the past 15 years.

The research excellence generated through The University of Manchester and CRUK partnership generated grant income of £242 million in 2017, and has brought world-class researchers and leaders to Manchester. The Christie is the most technologically advanced cancer centre outside North America. They are in the Top-15 cancer centres globally and aim to be in the 'Top-5' by 2025, which is consistent with the City's aspiration to be in the top-flight of world-class cities by 2025.

### **Implementation of SPF**

Many of the first phase objectives of the SPF have now been delivered. A Controlled Parking Zone is operational and restricts the length of time that non-residents can park on local streets. This has been very successful on those streets included, but has led to some displacement elsewhere and a second phase is being investigated as part of a proposal to deliver a tiered car park.

A Green Travel Plan has prioritised journeys on foot, by bike and by public transport and has encouraged car sharing and other measures. It has resulted in a modal shift and has achieved the Transport for Greater Manchester "Gold Standard" for the past two years. The Christie have been awarded the Travel Choices "Active Travel Award" for excellence in promoting cycling and walking. Around 45% of staff now use sustainable transport and the GTP aims to increase this to 60% of all journeys which is more ambitious than many other GTP's. Physical works have been carried out at the site, such as the provision of more shower and changing facilities and secure cycle parking. Other initiatives include: "Walking Wednesday", free bicycle training, free bicycle maintenance and individual public travel packs for staff.

The way in which the Christie provides treatment has evolved with more delivered remotely. They have three remote combined radiotherapy and chemotherapy centres and provide a chemotherapy only service at 14 locations. They have a mobile chemotherapy service and have the capacity to provide treatment in people's homes. One third of all Christie radiotherapy and chemotherapy treatment is now provided away from the main site and this will rise to 50% with the new Christie Cancer Centre in Macclesfield.

80% of patients who do not require highly specialised support are treated remotely from the main site. Their radiotherapy network centres save 34,000 return journeys each year, equating to over one million miles of reduced travel and the Christie Cancer Centre in Macclesfield will result in fewer journeys.

A number of major development schemes have been progressed including the Maggie's Centre, the Proton Beam Therapy building and planning permission has been granted for a tiered car park.

### **The Paterson Building and the SPF Addendum**

The fire at the building had a significant impact on research activities at the site. The Partners have now undertaken a fundamental review of options of how this site could most effectively contribute to the delivery of first class clinical, scientific and research at The Christie. This has concluded that the repair and refurbishment of the building would not be viable and it would have to be demolished; this will commence shortly.

Scientists are currently working remotely from the clinical site, including at Alderley Park in Cheshire. This has allowed vital research to continue, but is not efficient and is not sustainable in the longer term. Therefore, it is essential to bring the research scientists back to The Christie site as soon as possible.

Successful research outcomes require intimate interaction between clinicians and scientists to discuss ideas and data and the physical proximity of lab to clinics is vital to this communication. The translation of research to patient care is accelerated when doctors, nurses, researchers and scientists all work together in one building. New treatments will be developed faster and better outcomes will be achieved for patients if a facility is provided on this specific site which allows the interaction of clinicians and researchers.

An options analysis has identified that a 'world-class' cancer research centre could be developed on the site that would be unique in UK. It would allow different research groups, disciplines, and clinical scientists/ academic clinicians (from the University of Manchester and the Cancer Research UK Manchester Institute) to co-locate in the same building as key allied health professionals from The Christie. This would create a 'Team Science' approach and would accelerate cancer research, devise new treatments, and enhance patient care. The integration of translational research through to clinical delivery, would enable cancer research in Manchester to reach its full potential.

This is the only site where such a facility could be located. It could not be located anywhere else in the City. The proximity to patient wards would permit clinicians, scientists and researchers to move from 'bed-to-bench side'. Laboratory research could be used directly to develop new ways of treating patients. This is the unique selling-point of this site and this would be the only research facility of its kind in Europe. It would be the focal point for the integration of activities across the entire campus.

The building would re house the displaced scientists and staff in a world-leading centre of excellence for specialist cancer research. Clinical staff and laboratory-based researchers could easily interact and drive the translational and clinical research agenda and provide for the future growth of discovery and clinical academic research, drug discovery, prevention and early detection research. It would include an informatics and data hub that links directly to real-time clinical efficacy and patient-reported outcomes. This would be an Innovation Zone to enable early stage collaboration with national and international experts allowing industry/SME partners to access infrastructure and resources, fostering the best collaborations to drive economic growth.

It would include an innovative and technology-enabled Cancer Education Unit and post-graduate education centre (including executive education and CPD training) and transform the way cancer research is taught and equip future researchers with multi-disciplinary research skills. It would contain interactive facilities to create an innovative 'Patient as Researcher' theme. Patients and the public would be engaged and involved in research, promoting approaches to cancer prevention and early detection, using mobile devices to upload their experience and encouraging their

participation in our science-driven clinical trials through a dedicated Clinical Trials Concierge service.

A building of 25,000 sq. metres would be required to accommodate all of these functions and would provide: -

- 12 research labs.
- workspace for consultants immediately adjacent to the labs to allow “write up” of research results for speedy and accurate recording research results.
- publicly accessible exhibition / education space on the ground floor.
- Ground floor reception area with publically accessible ancillary uses such as coffee shop or restaurant.
- Associated plant and equipment.

Its form and mass would be dictated by these core functions and would require a bespoke architectural solution to ensure that floor layouts and vertical arrangements meet the specialist research, healthcare and collaboration needs. Individual labs must be physically adjacent to each other both horizontally and vertically to allow the speed and ease of movement of people.

The Paterson site is long and narrow and the accommodation requirements would generate a specific scale, mass and physical form. The new building would have a general height of around 8 storeys, rising in part to 10 storeys to accommodate plant and equipment. Any floors above Level 7 would be set back from the building frontage.

Whilst the internal layout is critical, the building, particularly at this scale, must make a highly positive contribution to the character and quality of the local area and its built environment. It must be of the highest quality and reflect the fact that it would be visible in longer range and shorter range views from a variety of locations and, as such, there will be no “rear” elevation. The building would be lightweight and transparent to allow its activities to be visible and to provide natural surveillance to the street levels.

As the SPF is silent on the redevelopment of the Paterson site, an addendum has been prepared to supplement the existing SPF. This would set out the strategic objectives for the site and consider the challenges and opportunities that the site presents. The addendum and the SPF, would provide the overall vision for the site and would be a material consideration for any future planning application.

## **Planning Context**

The Core Strategy was adopted in July 2012 and is the primary development plan for the Christie site. There is clear policy support for the expansion of The Christie, and its importance is recognised in the plan. This is set out in detail in the document. The ‘spatial priorities’ for the Core Strategy are found in Policy SP 1 and these principles guide the strategic development of Manchester to 2027.

The Christie is identified as an employment site and its future development aspirations, would therefore make a positive contribution to the Core Development Principles of the Plan by making effective use of an existing employment site,



providing local jobs in a sustainable location and supporting the local housing market and district centres.

Policy EC9: South Manchester supports further economic development at The Christie site and there are a number of important environmental policies which new development must have regard to which will further influence design development including EN4 to EN8, relating to high standards of sustainability.

Development here would already achieve many of these aims by being located in a brownfield, urban location that is highly accessible by public transport with the frequent bus services on Wilmslow Road and Palatine Road and within walking distance of Metrolink.

The requirement to consider environmental quality, residential amenity and traffic movement are key issues that would be addressed as part of any planning proposal.

## **Transport**

The implementation of the Green Travel Plan and an increase in the level of remote treatment should reduce the number of journeys made to the site by car. The controlled parking zone has reduced parking issues on the streets within it. However, this has resulted in some displacement onto other streets and there is a proposal to expand the CPZ and the capital funding for this would be provided by a s106 agreement associated with the provision of the new tiered car park. The revenue costs have not yet been agreed and need to be resolved as part of the implementation of further phases of work at the site.

## **Conclusion**

The Christie plays an important role in terms of the social and economic welfare of the City and the region. It will have to continue to grow if it is to continue to perform these essential roles into the future. However, this is a sensitive site and this needs to be brought forward in a manner that respects local character and amenity.

The Strategic Planning Framework and this addendum explains the Trust's development aspirations for the future and sets out how this could be accommodated at the site. The development of the Patterson site in the manner envisaged would deliver a world research and medical facility.

The ongoing management of travel and transport issues must remain a priority and the delivery and ongoing revenue costs associated with the expanded CPZ must be resolved and funded as part of future phases of development at the site.

This framework is based on existing planning policy.

Recommendations can be found at the front of this report.

## **Key Policies and Considerations**

### **(a) Equal Opportunities**

The site provides a significant number of jobs which are easily accessible to nearby residents. There is a commitment to ensure that design standards throughout the development will comply with the highest standards of accessibility.

**(b) Risk Management**

N/A

**(c) Legal Considerations**

If the addendum to the SPF is approved by the City Council, it would become a material consideration for the Council as Local Planning Authority



**The Christie**  
NHS Foundation Trust

# **A SPECIAL OPPORTUNITY FOR MANCHESTER**

STRATEGIC PLANNING FRAMEWORK ADDENDUM  
Paterson Redevelopment Project

March 2019



**Manchester Executive  
Committee Draft**





Oak Road Entrance



## CONTENTS

<b>00</b>	Foreword from the Chief Executive	04
<b>01</b>	Cancer – A challenge for us all	06
<b>02</b>	The Strategic Planning Framework	12
<b>03</b>	Paterson Redevelopment Project	16
<b>04</b>	Development principles	24
<b>05</b>	Our commitments	44
<b>06</b>	Next steps	46
	Appendices	48-49

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# Foreword from the Chief Executive

Manchester is a thriving global city. The Christie NHS Foundation Trust ('The Christie') is proud to have played a part in pioneering cancer research breakthroughs for more than 100 years, delivering numerous 'world-firsts'. We have advanced cancer treatment on a global scale and made a considerable contribution to Greater Manchester's international reputation for research excellence and commercial success.

We specialise in cancer treatment, research, and education, and have developed a unique partnership with the University of Manchester and Cancer Research UK known as The Manchester Cancer Research Centre (MCRC). The MCRC is a "comprehensive cancer research community" and is the engine that drives the development of more efficient treatments and more effective approaches to the prevention and early detection of cancer.

This means that patients in Greater Manchester and the North West have early access to the most up-to-date and effective treatments with the fewest side effects, as well as experimental treatment when standard treatments have been exhausted.

The success of The Christie and its partnership with the University of Manchester fosters a spirit of innovation and enterprise which brings international investment into the city and enhances Manchester's global reputation.

It is by no coincidence that cancer survival rates in Greater Manchester have been improving faster than in the rest of the country for the past 15 years.

You may know that one of our biggest challenges in recent years was the fire at the Paterson research building. The fire was devastating for us and for our partners, but we can now see past the destruction that the fire has caused, and we believe that from this chaos comes a unique opportunity.

This Draft Strategic Planning Framework Addendum has been prepared to allow us to move our plans forward to the next stage. The Christie's existing Strategic Planning Framework (SPF) (adopted in 2014) has been instrumental in communicating how The Christie Withington site will develop and evolve over time. However, the 2014 document did not anticipate the need to redevelop the Paterson site and so does not provide the strategic framework required at this time. As such, we are preparing this Addendum to enable us to start the discussion around the future of the site with stakeholders and the community.

Whilst the new research centre will offer substantial and wide-ranging benefits, we understand that this new development has the potential to impact our neighbours. We are committed to being a good

neighbour through the establishment of The Christie Neighbourhood Forum and consultation with residents on important local matters such as car parking and recent developments. We are equally committed to consulting on the future of the Paterson site and we are grateful to received any feedback on this draft document.

We are excited by the great and unique opportunity this project presents for our city. We invite everyone to engage in this process to help deliver a transformational building for both Manchester and the wider region.

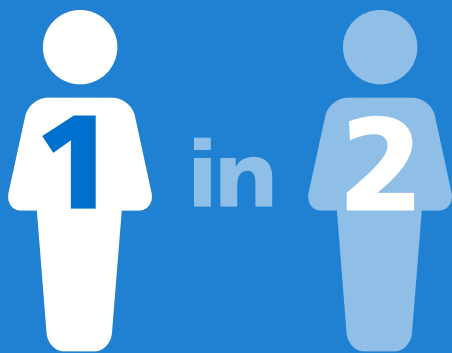
Thank you for your time and continued support.

**Roger Spencer**  
Chief Executive, The Christie

We are focussed on the redevelopment of the Paterson building as our new home for research. Together with our Partners, we regard this next stage of campus development as a special opportunity to replace the Paterson with a research building that will be better than we ever imagined.

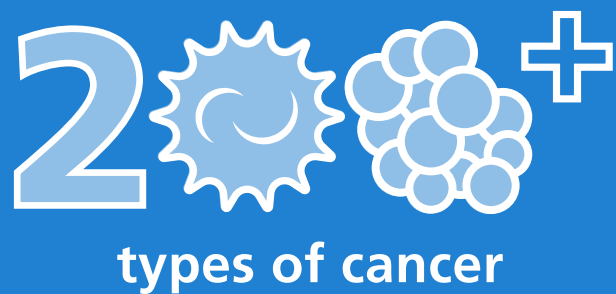
# Cancer – A challenge for us all

## RISK OF CANCER



One in two of us will be diagnosed with some form of cancer during our lifetime.

## COMPLEXITY



Cancer may be one illness, but there are over 200 types – and a diagnosis affects whole families.

## LIFE EXPECTANCY



Considerable advancements over recent decades mean more than half of those now diagnosed in the UK will survive for at least 10 years.

## DIAGNOSIS

Currently

330k

By 2030

425k<sup>1</sup>

Despite research advancements around 330,000 new cases are diagnosed annually in the UK and by 2030 this is likely to increase to more than 425,000.

## SURVIVAL RATE

Survival rates are still very low for some cancers such as pancreatic, lung, oesophageal, and brain tumours.





## THE COST OF CANCER

2012-13

**£6.7bn**

**£335m<sup>2</sup>**

The National Audit Office confirmed that in 2012/13 the costs related to cancer in England were £6.7bn and upwards of £335m in the Greater Manchester region. By 2020/21, this cost is likely to have increased to around £13bn in England and £650m in Greater Manchester.

■ England  
■ Greater Manchester

2020-21

**£13.0bn**

**£650m**

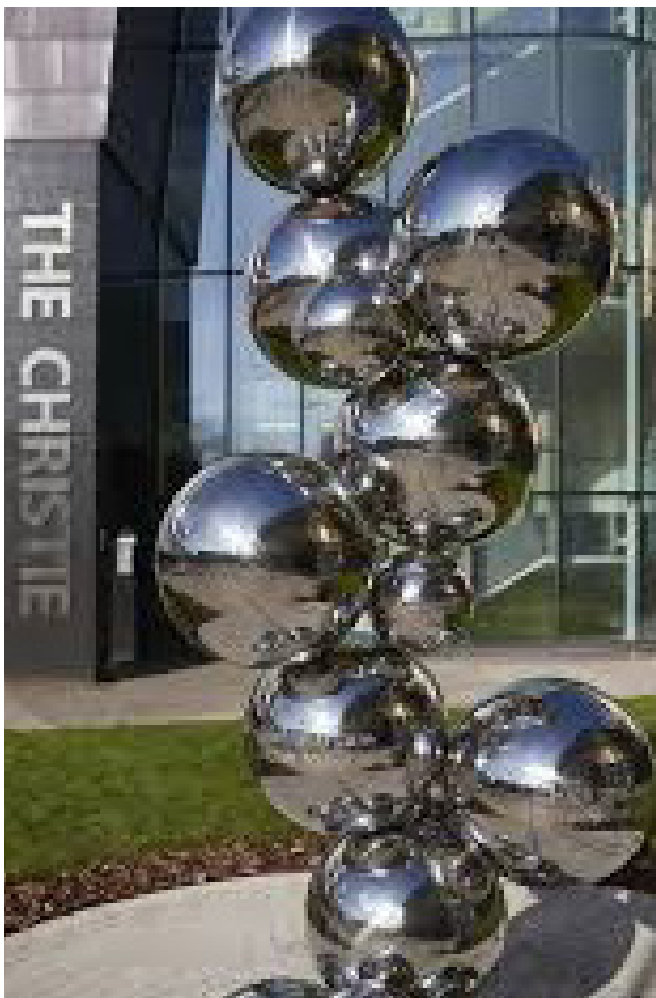
This context highlights the importance for coordinated action (at the international, national and regional levels) to improve our understanding of the risk factors of cancer, design and implement prevention strategies, and develop better and more effective treatment options.

1. Cancer Research UK (2014), Our Strategy

2. NHS England, Cancer Waiting Times at <https://www.england.nhs.uk/statistics/statistical-work-areas/cancer-waiting-times/>

## OUR CONTRIBUTION

The Comprehensive Cancer Centre at The Christie delivers world-leading cancer research, teaching, treatment and exceptional care to its patients in Greater Manchester and across the UK



This means that:

- We are the most technologically advanced cancer centre outside North America and we presently rank in the **'Top-15' cancer centres globally**. Our ambition is to be a 'Top-5' cancer centre by 2025, which aligns with Manchester's aspiration to be in the top-flight of world-class cities by 2025.
- The MCRC brings together **'world-class' expertise in cancer research** and drives the development of more efficient and precise treatments, as well as more effective approaches to prevention and early detection of cancer.
- Patients in **Greater Manchester and the North West benefit from access to the most up-to-date and effective treatments** with the fewest side effects, as well as experimental treatment when standard treatments have been exhausted.
- It is by no coincidence that **cancer survival rates in Greater Manchester have been improving faster than in the rest of the country** for the past 15 years.
- The Care Quality Commission has **rated The Christie as 'Outstanding' for two successive inspections**. This is the highest overall rating of all Trusts in the country, and we are the first specialist trust to achieve the 'double'.



The Christie is located at the heart of Withington. We work with the community to minimise any negative impacts on local people and maximise the benefits.

This means that:

- We established a **Neighbourhood Forum** in May 2012. The Forum meets quarterly and provides an opportunity for residents and elected representatives to engage and communicate directly with The Christie about our role and impact on the local community.
- We have opened **retail facilities** in our new Oak Road main reception, which includes an M&S 'Food to Go' coffee shop and a WH Smith store. Local residents are welcome to use these facilities both during the week and at weekends.
- We make an **important contribution to local employment**. Approximately 21% of our workforce live in the M14, M20 and M21 post code areas that surround the Withington site.
- Every year **we offer medical career days** to 120 sixth form students from the local community and 60 linked work experience placements.
- We have delivered an education centre which hosts **regular events** to enable local residents to understand more about the activities that take place at The Christie.
- We also **regularly host open days** to allow visitors to see behind the scenes, including tours of the UK's first NHS high-energy Proton Beam Therapy Centre. These tours allow the public to speak to our experts and learn how we are improving patient outcomes.

The Christie is a world-famous Manchester brand and contributes positively to Greater Manchester's economy and its global reputation for research excellence and commercial success

This means that:

- Our experts have been pioneering cancer research breakthroughs for more than 100 years. **The Christie is renowned for many world-firsts** which have advanced cancer treatment on a global scale.
- Our surgical outcomes have set international benchmarks for good practice in cancer care and **we provide expert advice to cancer centres around the world**.
- The Christie Withington site is well-placed to foster international commercial partnerships in both research and service provision, and this brings multi-million pounds investment into Manchester
- In the last twelve months (2017-2018), The Christie has **generated a total income of £341 million**, which includes commercial contracts that bring **£30 million per year into the Greater Manchester economy**.
- We employ 2,850 staff and many live locally in Manchester or within Greater Manchester. Our reputation also allows us to **attract and recruit the highest calibre of staff from around the world** to both fellowships and substantive posts. The research excellence generated through partnership with The University of Manchester and CRUK has resulted in grant income of £242 million in 2017, and brings world-class researchers and leaders into Manchester.



The Christie is at the heart of a network of Christie Cancer Centres across Greater Manchester and eastern Cheshire

This means that:

- We provide a **combined radiotherapy and chemotherapy service at three centres and a chemotherapy-only service at 14 locations**. We also provide a mobile chemotherapy service and have the capacity to provide treatments in people's homes.
- **One third of all Christie radiotherapy and chemotherapy treatment is now provided locally**, away from the main Withington site – this will rise to half (50%) with the planned expansion of the new Christie Cancer Centre in Macclesfield.
- Similarly of clinically eligible treatments (i.e. those which do not require highly specialised support), **80% are now provided away from the main site**.
- Our radiotherapy network centres alone **save 34,000 return journeys each year**, equating to over one million miles of reduced travelling for patients annually – the new Christie Cancer Centre in Macclesfield will mean that even fewer people need to travel from the east of Cheshire, reducing journeys even further.

The Christie's award winning sustainable staff travel policies have established us as a regional leader in reducing the impact of travel on the environment

This means that:

- Almost **45% of our staff use sustainable transport options** such as walking, cycling or public transport to get to work.
- The Green Travel Plan has achieved the **Transport for Greater Manchester "Gold Standard" for the past two years**.
- We have been awarded the **Travel Choices "Active Travel Award"** for excellence in promoting cycling and walking.
- Our initiatives include: "Walking Wednesday", increased secure cycle storage, improvements to shower and changing facilities, free bicycle training and free bicycle maintenance.
- We have **committed to delivering an expanded Controlled Parking Zone, alongside a tiered car park**. These will reduce the amount of on-street parking on neighbouring residential streets.





# The Strategic Planning Framework

We prepared our existing Strategic Planning Framework (SPF) in partnership with Manchester City Council (MCC). MCC's Executive Committee endorsed the SPF in June 2014, following a public consultation in February of that year.

## SPF 2014

The SPF provides an agreed framework for the ongoing development of The Christie's site in Withington for a 15-year period (2013-2028). However, the document only provide firm proposals for the first five years and we are committed to monitoring and reviewing the document as time goes on.

The SPF has been instrumental in communicating how The Christie Withington site will develop and evolve over time. Over the past five years it has provided an effective framework to guide and shape planning applications for new developments at The Christie, such as the Proton Beam Therapy Centre and the tiered car park.





The SPF's achievements include:

- Establishing a Green Travel Plan which has embedded a culture of sustainable travel at The Christie, alongside a commitment to reducing the number of single occupancy vehicles travelling to the site.
- Supporting the delivery of the Proton Beam Therapy Centre on Oak Road, ensuring the new development respects nearby residents and incorporates high-quality architecture and public realm, creating a beneficial environment for the local community.
- Highlighting the opportunity for a new staff parking facility on the existing Kinnaird Road car park. In doing so, it established a clear set of development parameters that helped to inform a design for the new Tiered Car Park which is sensitive to surrounding residents.

*Proton Beam Therapy Centre*



*Tiered Car Park*





## THE IMPLICATIONS OF THE PATERSON BUILDING FIRE

While preparing the SPF, the Paterson building was operational and its redevelopment was not envisaged.

However, the Paterson building was subject to a fire in April 2017 which caused substantial damage. Following a review of the available options, it was concluded that the repair and refurbishment of the building was unviable and its demolition was inevitable.

The fire has also had a significant impact on the cancer research activities undertaken by The Christie and our Manchester Cancer Research Centre partners. Each Centre.



While it has been possible to relocate scientists on a temporary basis to off-site accommodation (including Alderley Park in Cheshire), this only provides an interim solution to allow our world-leading cancer research to continue.

This temporary arrangement is presenting us and our Partners with a number of operational and fiscal challenges including:

- Increased costs of working stemming from rent and travel expenses;
- The inability to quickly transfer between lab and clinic, which is vital for research outcomes;
- Increased difficulty for clinicians and scientists to interact easily – a critical part of successful research is being able to discuss ideas and data.
- A considerable turnover of staff due to the increased time of travel being prohibitive;
- Difficulty recruiting staff who want to live in an international and vibrant city, as the relocation sites offer a different proposition.





*We know that having doctors, nurses, researchers and scientists all working together in one building accelerates the development of cancer research through to patient care. Therefore, we need to act quickly to bring our staff back to Withington to enable them to develop new treatments faster, meaning better outcomes for our patients in Manchester and beyond.*

## WHY AN ADDENDUM?

The Christie and MCC consider that the SPF-first approach has been a successful tool to inform key stakeholders (including the local community) about the need for new development at The Christie Withington site, as well as establishing guiding principles to inform future planning applications.

As the SPF is silent on the redevelopment of the Paterson site, We have prepared this addendum to supplement the existing SPF. This approach has been agreed with MCC due to the significant benefits that PRP will bring to Greater Manchester (see Section 3) and because the existing SPF is silent on the redevelopment of the Paterson fire damaged Paterson building. The purpose of the addendum is to communicate our strategic ambition for the Paterson site, together with an up-to-date consideration of the site's key challenges and opportunities.\*

In short, it sets the strategic framework for a future planning application for the Paterson Redevelopment Project (PRP).

It is intended that the Addendum be read alongside the SPF, with the two documents presenting a holistic vision for the future of the The Christie Withington site. It will also be a material consideration for a future planning application.

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\*paragraph amended since Initial Consultation Version (January 2019).  
See Appendix 2: Amendment log

# Paterson Redevelopment Project

*From chaos comes opportunity*

It is our strategic priority to bring the research scientists cohort back to The Christie site as soon as possible. and we believe the disaster of the fire has provided a special and unprecedented opportunity to deliver a 'world-class' cancer research centre in Manchester.

## WHY HERE?

The Paterson Redevelopment Project (or "PRP") presents a unique opportunity for Manchester and the UK as it proposes to co-locate within one building the researchers and clinical scientists/ academic clinicians (from the University of Manchester and the Cancer Research UK Manchester Institute) with key allied health professionals (from The Christie).

The PRP will promote a 'Team Science' approach where teams consisting of scientists and clinicians will work together to accelerate cancer research, devise new treatments, and ultimately enhance patient care (see Figure 1). Further integration of translational research through to clinical delivery, will enable cancer research in Manchester to reach its full potential.

*This will enhance the translation of proven research into clinical service delivery, leading to improvement in patient outcomes not only in Greater Manchester but on an national and international scale.*

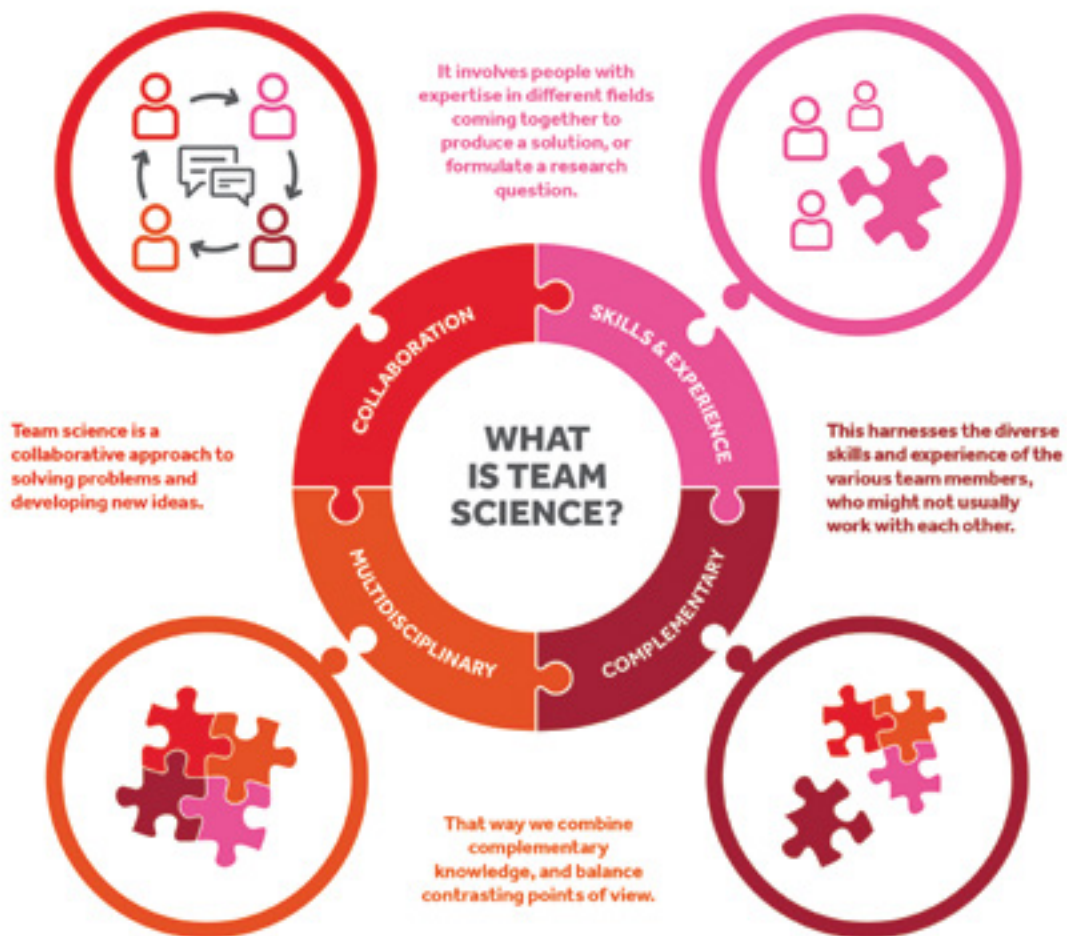
The site of the Paterson building is the most appropriate location for a research facility of this kind at the The Christie Withington site.

The new research building will be immediately adjacent to patient wards, thereby allowing unhindered connectivity for clinicians, scientists and researchers to move from 'bed-to-benchside'.

This will help allow the results of research done in the laboratory to be directly used to develop new ways to treat patients. This is The PRP's 'unique-selling-point', by making it the only research facility of its kind within Europe.

It is clear this opportunity is location-specific to The Christie.

Figure 1: Team science approach



## WHAT WILL BE INSIDE THE PRP?

The PRP will be more than a cancer research building. Its special importance lies in the role it will play as a physical focal point for the integration of activities across the whole campus. In particular, its adjacency and subsequent integration with The Christie will maximise the opportunity for co-locating related research activities and whilst driving new relationships.

In short, the proposed co-location of different research groups, disciplines, and functions (including connectivity with The Christie) is what makes The PRP unique.


*Our 'Team Science' approach will make The PRP the only research facility of its kind in Europe*

The new building will:

- **REHOUSE** the scientists and staff displaced by the Paterson building fire.
- **DEVELOP** a world-leading centre of excellence for specialist cancer research.
- **CO-LOCATE** clinical staff with laboratory-based researchers to foster close interactions which will drive the translational and clinical research agenda.
- **PROVIDE** for the future growth of discovery and clinical academic research, drug discovery, prevention and early detection research.
- **CREATE** a new informatics and data hub that links directly to real-time clinical efficacy and patient-reported outcomes.
- **CREATE** an Innovation Zone to enable early stage collaboration with national and international experts allowing industry/SME partners to access our infrastructure and resources, fostering the best collaborations to drive economic growth.
- **DEVELOP** an innovative and technology-enabled Cancer Education Unit and post-graduate education centre (including executive education and CPD training), transforming the way cancer research is taught and equipping future researchers with multi-disciplinary research skills.
- **WELCOME** patients and the public with new interactive facilities to develop an innovative 'Patient as Researcher' theme. We will engage and involve patients in our research, promoting approaches to cancer prevention and early detection, using mobile devices to upload their patient experience and encouraging their participation in our science-driven clinical trials through a dedicated Clinical Trials Concierge service.

Our ambition requires the new building to accommodate a mix of highly specialised state-of-the-art laboratories, consultant workspace, meeting rooms and circulation areas that will allow for practical activity and continuous engagement between staff.





The internal design of the new building will require careful consideration to ensure that it delivers sufficient floorspace to co-locate research groups and clinicians within a single Team Science working environment.

Our additional ambition is to engage communities through The PRP and inspire the next generation of scientists and researchers. As such, a key design objective for the new building will be the need for it to be visible, welcoming, accessible and open. This means its interface with Wilmslow Road needs a careful and considered approach to encourage public engagement and community outreach.

## WHY IS CO-LOCATION IMPORTANT?

**The PRP will provide a greater level of accommodation and immediate connectivity with the hospital.**

Co-locating researchers and clinicians is essential to the 'translational research' approach, and is proven to deliver better research outcomes for patients<sup>4</sup>.

By way of context, it typically takes 17 years to convert medical research into clinical treatment<sup>3</sup>. In order to reduce this time, research institutes and universities are choosing to take up a new approach known as 'translational research'.

While the incidence of cancer has been growing in Manchester, the ambition of the Manchester Cancer Plan is to speed up the translation of research into human health benefits and prevent 1,300 avoidable cancer deaths before 2021<sup>5</sup>.

Cancer Research UK highlights that "close proximity between the lab and the clinic is at the core of effective translation"<sup>6</sup>. This approach to research also has an economic benefit, as evidence shows the economic return from investment is higher if the

medical research process is shorter<sup>7</sup>. The Medical Research Council has said that translational research is "the principle of turning fundamental discoveries into improvements in human health and economic benefit"<sup>8</sup>.

The Christie has already adopted the translational research approach at MCRC, where they call it 'Team Science'; one of the key aims for the redevelopment of the Paterson building is to allow staff to work in this collaborative way.

The evidence shows that by co-locating research groups and clinicians within a single Team Science building, has considerable research advantages. The benefits from The PRP can only be unlocked through co-location and, therefore, it is not possible to disaggregate the floor space between separate buildings or locations.

Indeed, the dis-benefits of working from different locations has been highlighted by the research difficulties that have come to light since relocating researchers and scientists to Alderley Park following the Paterson building fire.

3. Morris et al. (2008) The answer is 17 years, what is the question: understanding time lags in translational research, Journal of the Royal Society of Medicine, December 2011, Vol.104(12), pp.510-520

4. Morris et al. (2008) The answer is 17 years, what is the question: understanding time lags in translational research, Journal of the Royal Society of Medicine, December 2011, Vol.104(12), pp.510-520

5. Greater Manchester Combined Authority (2017) Greater Manchester Cancer Plan

6. Cancer Research UK (2014) Research Strategy. Available at:

[https://www.cancerresearchuk.org/sites/default/files/cruk\\_research\\_strategy.pdf](https://www.cancerresearchuk.org/sites/default/files/cruk_research_strategy.pdf)

7. Buxton, M. et al. (2008) Medical Research: What's it Worth? Estimating the Economic Benefits from Medical Research in the UK (London: UK Evaluation Forum; 2008), p.103

8. Medical Research Council, About our translational research. Available here: <https://mrc.ukri.org/funding/science-areas/translation/about-our-translational-research/>

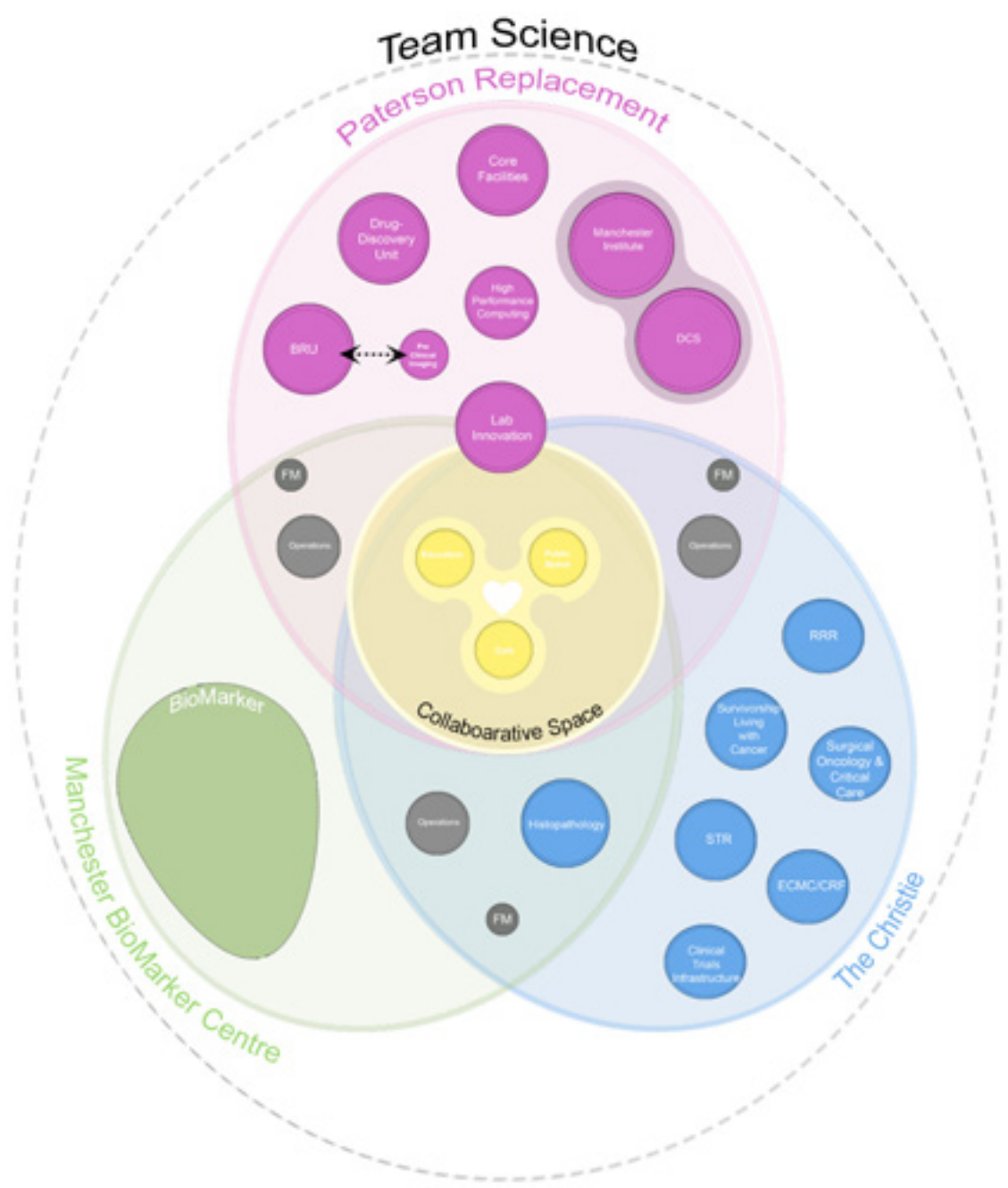


Figure 2: The need for co-location

## THE BENEFITS FOR MANCHESTER

The PRP has the potential for considerable benefits at the local, regional, and national level. These are summarised below:

### Cancer Treatments and Trials



Access to experimental treatments for cancer patients sooner than elsewhere in the UK.



Local involvement in cancer programmes for prevention, early detection and clinical trials.



Potential to increase number of clinical trials leading to patients receiving new cancer treatments.

### Talent and Education



A leading cancer teaching site creating next generation of “home grown” researchers and scientists.

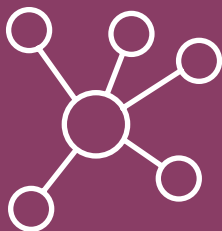


Attracting international talent, including recruitment of new MD/MHD laboratory groups to strengthen existing clinical research.



Academic expertise attracting international conferences and events to the city worth £millions in inward investment.

### Economic benefit



A strengthened life-science cluster attracting partner companies to locate in Manchester.

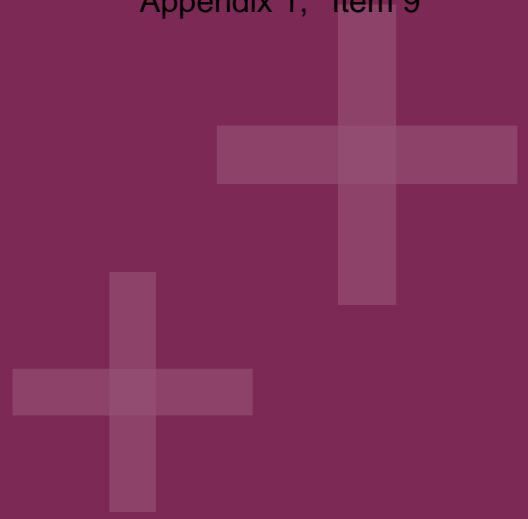


A national reduction in NHS treatment (currently costs £15.8 billion per year<sup>9</sup>) through acceleration of cancer breakthroughs and treatments.

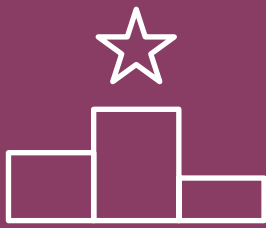


New jobs in science and research bringing an increase in GVA and wage expenditure in Withington and Manchester.





## Manchester's profile



More world-firsts for Manchester through research and cancer breakthroughs, increasing the success of the city's global brand.



World-leading cancer research in Manchester by creating one of the top-five Comprehensive Cancer Centres.



9. University of Oxford (2012) Cancer costs the UK economy £15.8bn a year. Available at: <http://www.ox.ac.uk/news/2012-11-07-cancer-costs-uk-economy-%C2%A3158bn-year>

# Development principles

## *Opportunities and managing impacts*

Our strategic drivers and project ambition shows that there is an opportunity for Manchester to compete on a global stage for cancer treatment, research and education.

To maximise the benefits of The PRP, it will be necessary to embrace the opportunities presented below as well, while also responding sensitively to the identified challenges.

### The opportunities arise from:

- Removing the physical disconnect between research scientists, clinicians, and patients.
- Achieving the aim of providing a world class cancer treatment, research and education facility in one location.
- Creating new jobs and opportunities.
- Delivering a high quality building of architectural significance.
- Further investment in the delivery and implementation of parking strategies and travel plans.
- Delivering a sustainable development that can provide opportunities for positive environmental impacts on biodiversity and landscape.

### Potential challenges arise from:

- The scale and massing of the future building which will need to accommodate the research space and clinical facilities to meet the identified need.
- The increase in the number of people and vehicles that may require access to the site, both during the construction phase and the lifetime of the development.
- Impacts on residential amenity resulting from the nature and scale of the proposed development.
- Impacts on surrounding land uses from the proposed construction methods, working hours and access.
- Potential environmental impacts on receptors such as human health, population, biodiversity, air quality, heritage assets, landscape and townscape.

To ensure the opportunities are realised and the challenges are managed and mitigated against, the future development processes will be structured towards meeting the strategic objectives which follow.

## ARCHITECTURE AND BUILT FORM

The aspiration is to create a world-class cancer research facility of the highest architectural quality which will become part of the ongoing physical transformation of the The Christie Withington site, making it a leading healthcare environment.

The new building will:

- Rehouse the staff displaced by the Paterson building fire, including members of the internationally renowned Cancer Research UK Manchester Institute.
- Provide a world-leading centre of excellence for biomarker discovery, validation and clinical qualification.
- Co-locate University of Manchester/The Christie joint-appointed academic clinician scientists and research active clinical consultants from The Christie with laboratory-based researchers to foster even closer interactions that will drive the translational and clinical research agenda.

Its form and mass will be shaped to facilitate its core internal functions. The building design must allow for highly specialised and complex activities to take place within it, and this will require a bespoke architectural solution to ensure that floor layouts and vertical arrangements are carefully and precisely planned to meet specialist research, healthcare and collaboration needs. The internal arrangement of the building must facilitate "Team Science".

A series of meetings and workshops have been held with over 20 user groups for the design team to obtain a better understanding of the type of accommodation required, and how the spaces will be used.

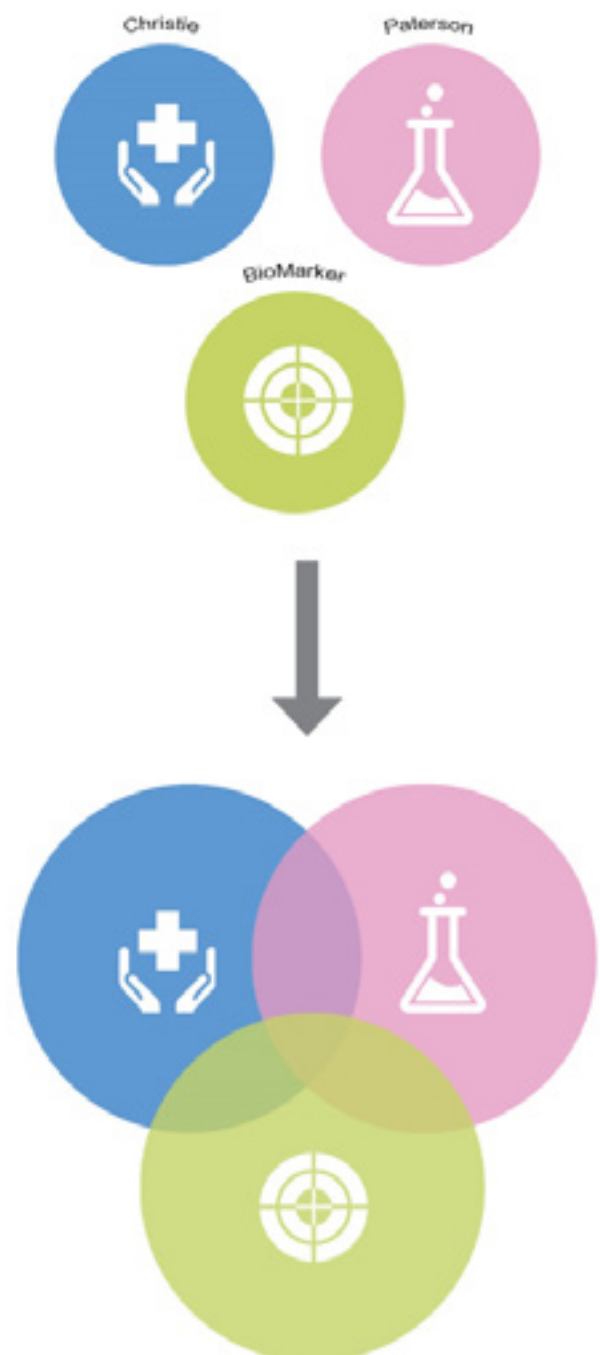


Figure 3: The proposed co-location within The PRP

Through this process, the requirement for a building of c. 25,000 sq. metres has been identified as necessary to accommodate the various uses envisaged for the building and deliver the physical adjacencies which are essential to the delivery of “Team Science”.

The building is required to accommodate:

- 12 research laboratory modules of various types and specifications (i.e. highly specified, standard, DDU). A laboratory module typically comprises a primary lab, cell culture room, storage room, cold room, equipment room, freezer room, waste disposal room and white coat link.
- consultant workspace immediately adjacent to the laboratories to facilitate the “write up” of research results.
- A biological research unit.
- Publically accessible exhibition / education space (on the ground floor).
- Ground floor reception area with publically accessible ancillary uses such as coffee shop or restaurant.
- Associated plant and equipment.

In order to deliver “Team Science”, it is critical for the individual laboratory modules to be physically adjacent to each other both horizontally and vertically to allow the speed and ease of movement of personnel throughout the building. Each laboratory module needs to be separated by a ‘white coat’ link so users may move between laboratories without removing their white coats.

The Primary Laboratory space within each module requires natural lighting and visual connectivity to the cell culture rooms through glazed screens. The physical adjacency of the “write up” consultant workspace space to the primary laboratory is a critical design requirement in order to facilitate the speed and accuracy of recording research results. Figures 4 and 5 illustrate the critical adjacencies.

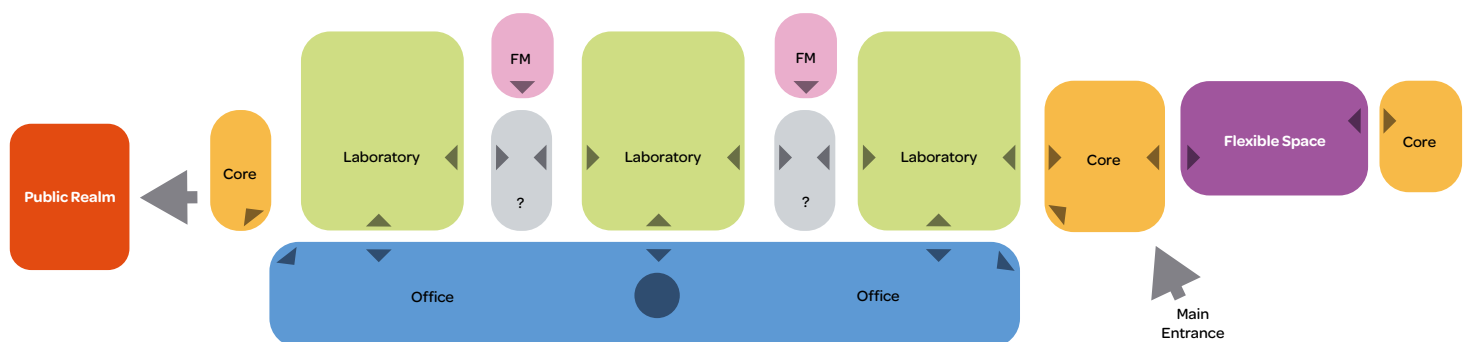


Figure 4: The key adjacencies within the PRP

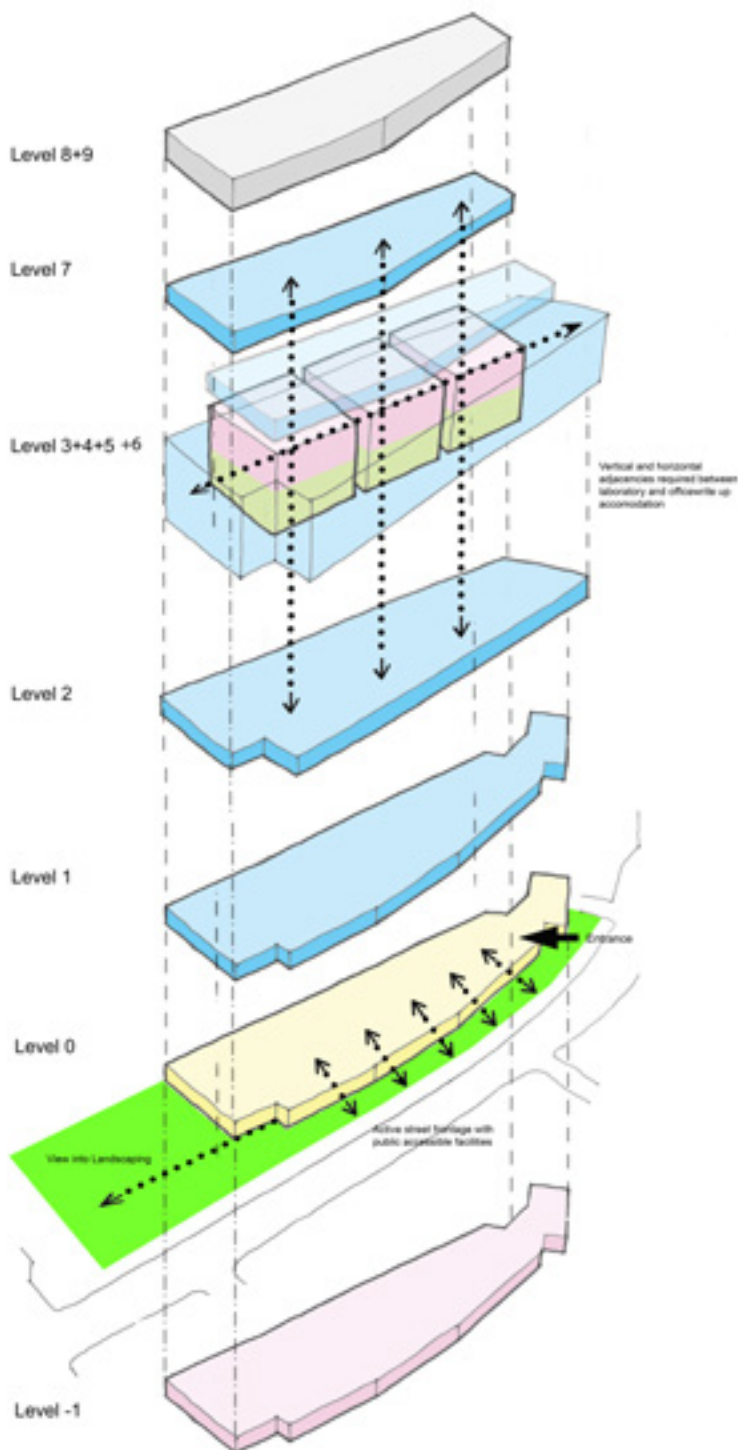


Figure 5: Vertical arrangement and interaction

These accommodation requirements must be delivered on a plot with a long and narrow geometry. This in turn dictates the need for a specific scale, mass and physical form for the new building. It will need to be composed over several storeys, and this will result in a structure that is taller than any existing building at The Christie.

The new building could potentially have a general height of circa 8 storeys, rising to circa 10 storeys in some locations to accommodate plant and equipment. Any additional floors above Level 7 will be required to be set back from the building frontage.

Whilst the need to achieve the necessary internal layout is critical, the building cannot solely be designed "from the inside-out". It must also be designed from the "outside-in" and crafted to make a highly positive contribution to the character and experiential qualities of the local built environment.

The new building will be required to demonstrate the highest quality of architectural design, exceeding that achieved to date in recent developments at the campus such as the Proton Beam Therapy Centre. The quality of the design must also reflect the fact that the building will be visible in longer range and shorter range views from a variety of locations and, as such, there will be no "rear" elevation.

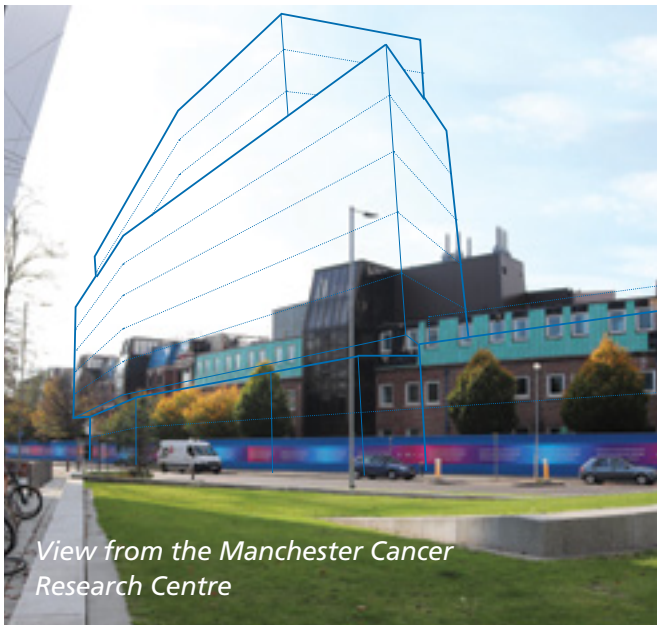
The southern elevation at the junction of Wilmslow Road and Oak Road will be highly visible on approaches from the south, and its detailed design will need to be carefully resolved.

The aspiration is to deliver a building which is lightweight and transparent in its design to ensure the activities within the building are visible from outside and the activity on the inside provides natural surveillance to the activities in the street at all levels.



The challenges form a highly bespoke architectural brief. However, this must be maximised as a unique opportunity to create new space at the campus which is truly progressive and innovative.

The proposed function of The PRP as an integrated research and healthcare building will not only have the potential to optimise the available built footprint of the campus, but generate a positive critical mass of people and movement. This intensification would maximise the sustainable location and help create activity and animation internally and externally.



## Key Development Principles

The PRP will be expected to:

- Deliver a new building with areas of public realm of the highest architectural quality which compliments that already achieved at the The Christie Withington site to date. The quality of the design must reflect the fact that, by virtue of its potential scale, the building will be highly visible from a variety of locations. The southern elevation of the building at the junction of Oak Road / Wilmslow Road will require particular attention.
- Deliver a building of an appropriate scale relative to the nature and quantum of the accommodation which it is required to provide. Subject to delivering the necessary quality of architectural design the building could have a general scale of up to 8 storeys, increasing to 10 storeys in selected locations to accommodate plant and equipment. Any floors above Level 7 will be required to be set back from the building's frontage.
- Deliver a building which is lightweight and transparent in its design, particularly at ground floor level where activities on the inside are visible from the outside and where activity on the inside provides natural surveillance of the street.
- A scheme of internal and external illumination which is sensitive to the residential environment yet enlivens and animates the street after dark.
- Create new areas of public realm along the Wilmslow Road frontage, particularly around the entrance areas and close to the junction of Wilmslow Road / Oak Road. The building should also accommodate green roofs and / or green walls and incorporate landscape planting within its interior that is visible from the outside.
- Demonstrate a clear strategy regarding staff travel to and from the site including measures to encourage further modal shift to more sustainable modes.



*Illustrative image of public realm*

## MOVEMENT AND PARKING

The Christie is a major generator of travel in south Manchester.

There are two distinct groups that travel to the site – patients (and their visitors) and staff. There are some 240,000 patient visits to the site each year. On the busiest days there are just under 1,000 patients treated at the site. There are approximately 2,580 people employed on the site, including just over 300 that were employed by the University of Manchester in the Paterson building.

While the Christie is located in an accessible location (which is easily reachable by footpaths, cycle ways, bus routes, and the tram network), many of its staff and visitors still choose to travel by private car.

The Christie is committed to minimising the resilience on the private car by encouraging its staff and visitors to travel to the site via sustainable modes of travel.

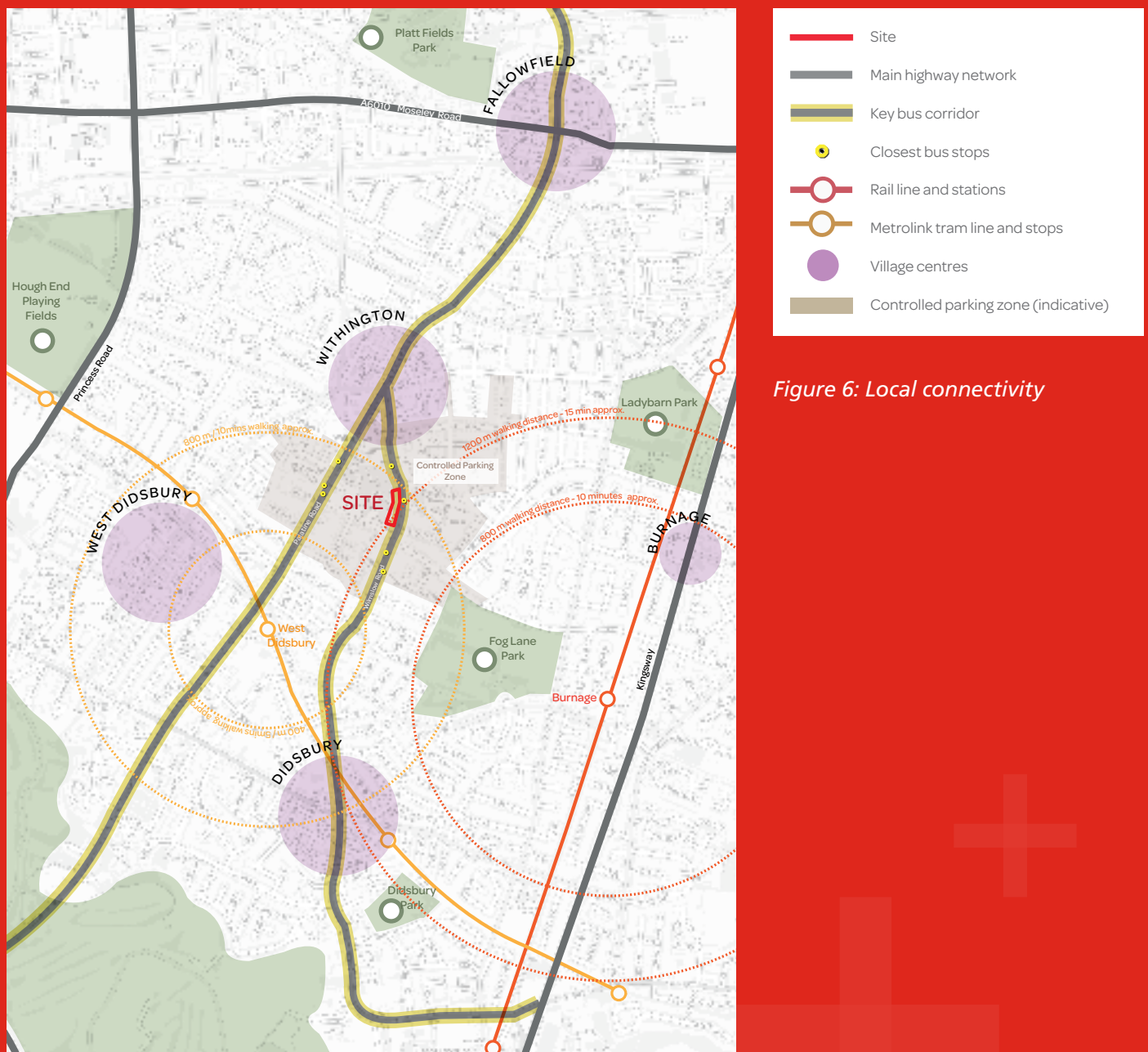


Figure 6: Local connectivity



To achieve this, we have adopted a Green Travel Plan (GTP), in partnership with Manchester City Council. This plan provides an agreed transport strategy for the ongoing development of The Christie Withington site and its aim is to reduce the number of single occupancy vehicles travelling to the site.

We have set ambitious modal shift targets, with an ultimate aim to achieve 60% of staff using sustainable travel by 2030. Since the implementation of the GTP, the use of sustainable modes of transport by staff has increased by 8%. We continue to work to increase this modal shift and is committed to introduce further measures, initiatives and improvements.

The Christie's commitment to sustainable transport has been recognised by Transport for Greater Manchester (TfGM) 'Travel Choices' accreditation scheme as a regional leader in reducing our impact on the environment. The GTP has also twice achieved (in 2017 and 2018) a Gold Standard, which recognises our long-standing commitment to action and the comprehensive nature of the GTP.

Alongside the GTP, we worked with Manchester City Council to implement a Controlled Parking Zone (CPZ). This began in 2015 and introduced a time-limited waiting restriction within the zone, allowing short-stay parking and preventing longer stays. The implementation of CPZ allows patients to park on-street, but deters staff from doing so. Local residents are exempt from the restrictions, subject to a permit.

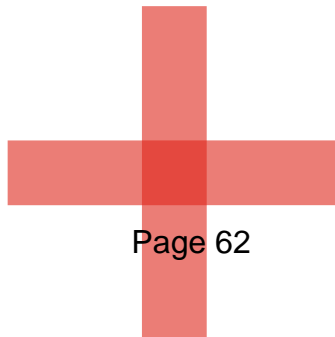


*View along Oak Road*



Despite the successes of the GTP and the original CPZ, we recognise that The Christie Withington site has recognised that it still lacks sufficient on-site car parking; which is leading to a displacement of staff and visitor parking onto those surrounding streets that are outside of the original CPZ.

To improve this situation, we secured planning permission in 2018 for a Tiered Car Park on land adjacent to Cotton Lane and Kinnauld Road. This included a legal agreement to fund the expansion of the existing CPZ. The new car park will work in combination with the expanded CPZ to reduce incidences of on-street parking in the surrounding neighbourhoods and help to improve residential amenity.







### *Key considerations for The PRP*

We have set a clear objective to reduce the reliance on single occupancy vehicles travelling to the site – any new development at the campus must align with this overarching ambition.

While The PRP will predominately accommodate the staff displaced by the fire, there is the potential that The PRP may alter the number of the staff and visitors that will be on the campus on a daily basis.

To address this, the future planning application will quantify precisely how The PRP will affect the overall campus population. We will set out a clear and robust strategy within our Green Travel Plan to explain how staff and visitors will travel to-and-from the site once the new building becomes operational.



## PLACE-MAKING OPPORTUNITY

Over the past 10 years, The Christie's Withington site has evolved through the delivery of world-class buildings in both operational and architectural terms.

This includes high-profile projects such as the Oglesby Cancer Research Building (formerly known as the MCRC building) and the Proton Beam Therapy Centre (PBTC, image below), and subtle high-quality additions such as the joint Youth Oncology Unit (YOU), the Haematology Transfer Unit (HTU) on Palatine Road and the remodelled Oak Road entrance incorporating The Christie headquarters.

The PRP will deliver a new building of high architectural quality that meets and compliments the design quality benchmarks already set by the likes of the Oglesby Cancer Research Building and PBTC.

The Christie Withington site has become increasingly characterised by design excellence. It is evolving to make a significant contribution to the quality of place on a local scale, whilst providing high-profile developments on a city-wide scale.

But, it can go further. By occupying a prominent location on Wilmslow Road, The PRP should also deliver a valuable place-making contribution to its adjacent streets and spaces – a contribution that further lifts perceptions of the quality of place in the local area whilst benefitting the local community.

Such positive, beneficial impacts will align with our aims to nurture growth in a people-focussed capacity. As part of our wider vision, we aim to enhance the level of public accessibility and interaction. This could include increasing the number of engagement, education and involvement events for patients and the public alike. The PRP will play a key role in this.

**The Project has the potential, and will be expected to, deliver coordinated placemaking benefits, relating to;**

- A. The wider Wilmslow Road / Oxford Road Corridor.**
- B. The local Green Infrastructure network.**
- C. The immediate street environment of Wilmslow Road.**



## A. The wider Wilmslow Road / Oxford Road Corridor

The B5098 Oxford Road / Wilmslow Road forms a strategic Corridor through a series of significant South Manchester neighbourhoods. This strategic Corridor:

- Forms a vital community link – connecting and shaping distinctive places of diverse character; from the strongly urban ‘Corridor Manchester’, through bustling Rusholme to the vibrant centres of Withington and Didsbury.
- Has an organic, flowing alignment derived from historic origins. This contrasts with the linear radial routes of the A34 and Princess Parkway to the east and west respectively, and gives the Corridor a distinctive and varied urban townscape.
- Is an authentic multi-modal transport route, providing a high-quality bus corridor that accommodates a significant volume of movement at all times of the day. The Corridor integrates excellent cyclist facilities and is largely pedestrian-friendly.

The Christie has a key relationship with this Corridor on a city scale;

- The Corridor provides a vital transport link, and The Christie Withington site – as a key destination and place of work – supports bus passenger numbers and service frequency.
- The Corridor provides orientation for our patients and visitors: Wilmslow Road is well known, and gives The Christie Withington site a legible address for people travelling from across the city region.
- In turn, The Christie Withington site has a very high profile on a regional and national scale, and this enhances the profile and character of Wilmslow Road as a strategically important route.
- The Corridor enables direct links (literally, operationally and physiologically ) between The Christie and our strategic partners located in the higher education and healthcare clusters in and around Corridor Manchester.





### Key opportunities for The PRP

The location of The PRP directly adjacent to Wilmslow Road brings significant potential to reaffirm and strengthen the complementary relationships between The Christie and the wider Wilmslow Road / Oxford Road Corridor. The PRP will be required to capitalise on the established connectivity and vitality of the Corridor by contributing positively to its character and experiential qualities. The building will:

#### 1. Help to intensify activity along the corridor. By doing so it can:

- Further enhance vitality by supporting and sustaining services and sustainable transport routes.
- Further enhance the sense of place of Withington as a key destination and nodal point in the corridor.
- Further enable the practical and perceived connectivity between The Christie Withington site and our partner organisations located in Corridor Manchester.

#### 2. Help to intensify the scale of development along the corridor. By doing so it can:

- Create a strong visual landmark building on a city scale.
- Give greater emphasis to the role and profile of Wilmslow Road as a vibrant city corridor.
- Deliver a high- quality, iconic built form that enhances the sense of place within Withington as a dynamic and progressive part of Manchester.
- Provide The Christie's visitors and staff with a bold and inspiring destination.

Corridor Manchester: home to The Christie's partners and collaborators

Figure 7: Wilmslow Road / Oxford Road corridor – a vibrant city link

Wilmslow Road

The Christie: a distinctive hub on a vital and vibrant city corridor



## B. Local green infrastructure network

A distinctive and strong green infrastructure network in and around Withington reflects its affluent Victorian suburban origins.

The network includes:

- Significant and locally important parks.
- Clusters of mature trees – commonly towards the rear of residential properties.
- A linear, semi-natural landscape along the Metrolink corridor.
- Prominent, mature trees within front gardens.
- Street trees.

These elements combine to enhance Withington's quality of place. They create an attractive setting and experience for people who visit The Christie, including patients, their visitors, medical staff and research staff.

In the area immediately surrounding The Christie:

- Open spaces are generally located away from the busy main highway corridors of Wilmslow Road and Palatine Road. Open space is not a prominent feature when passing along these particular routes, and in turn, these key corridors feel urban and intensively developed.
- Withington Green forms an unusual but valuable local public realm feature. This was substantially remodelled in 2014 to form a modern, high-quality public space as part of the Oglesby Cancer Research Building development.
- Soft landscape and street trees within the highway space are generally irregular and sporadic.
- Some trees within adjacent residential property boundaries are, in places, visually prominent and contribute to the street scene.

*Figure 8: Existing green infrastructure – Withington Green*



### ***Key opportunities for The PRP***

The surrounding residential area has robust green infrastructure. However, development along Wilmslow Road itself has delivered an intensive urban character, and the area of Wilmslow Road immediately around The Christie Withington site currently makes only a limited contribution to the green infrastructure network.

The PRP offers an opportunity to reconsider how landscape features can make a more meaningful contribution to the local green infrastructure network.

The Project will deliver landscape enhancements to help bolster the green infrastructure contribution made by this section of Wilmslow Road, and lift perceptions of quality of place.

The PRP will be required to deliver:

- New soft landscape elements within the street space.
- New soft landscape elements at or near the junction of Wilmslow Road and Oak Road.
- Enhancements to Withington Green to strengthen its role as a successful and useable green space, and as a key nodal point at the intersection of pedestrian routes.
- Landscaping around the ground floor of the new building, including internal planting schemes that are visible from the public realm.
- Terracing, green roofs and / or green walls.



*Illustrative landscaping examples*



### C. The immediate street environment of Wilmslow Road

Locally, Wilmslow Road is a high profile connector of vibrant village centres; linking Withington to Didsbury and Fallowfield district centres, and West Didsbury local centre.

The street also has very strong associations with The Christie. Wilmslow Road has been inextricably linked with The Christie since it located here following the 1931 merger with Holt Radium Institute.

The section of Wilmslow Road immediately around The Christie has some distinctive characteristics in terms of urban structure and built form;

- Wilmslow Road meets Palatine Road, Burton Road and Parsonage Road at a high-profile junction just north of The Christie. This forms a busy hub in the local network which sits at the heart of local connectivity and perceptions of legibility (wayfinding).
- Wilmslow Road becomes progressively more mixed in land use terms on approach to Withington village. The Christie forms part of a land use 'transition' on approach from the south, linking predominantly residential use to the south and the vibrant village core to the north. There is a cluster of retail and food and beverage units immediately north of the campus.
- Wilmslow Road has provided the principal frontage to The Christie for over 80 years. Although in operational terms the main entrance has recently been formally moved to Oak Road, the Wilmslow Road frontage remains a prominent and memorable feature that people associate with The Christie. This elevation is a high profile point of interaction with the surrounding area.
- The street is composed of a mix of contemporary and old buildings, including listed buildings. This is a street with historic origins and a rich history, but one characterised by evolution and change and the ability to accommodate striking modern buildings.
- The 'double curve' geometry at this section of Wilmslow Road is idiosyncratic, and creates a highly distinctive townscape and special location within the wider corridor. This is enhanced by the location of Withington Green, which emphasises the sense of this being a significant nodal point in the street.

*Figure 9: Wilmslow Road – urban form characteristics adjacent to The Christie*



### Key opportunities for the PRP

The Project will help create a much better synergy between Withington village centre and The Christie by delivering a much stronger visual connection and street experience. The Project will help to create more legible pathways between the two locations, which will deliver long term benefits, such as:

- Enhanced footfall along Wilmslow Road, helping to sustain adjacent business and services.
- Highlighting the synergy between The Christie and the local retail and food and beverage offer (i.e. encouraging staff and visitors to visit and spend locally).
- Further reducing the desire for people to travel by private car by highlighting the availability of bus connections, other parking options within the village and generally highlighting the opportunity for linked trips.
- Prompting future improvements to public realm landscape quality, including good quality maintenance.

There are two related key requirements:

#### 1. Creating stronger focal points in the adjacent public realm

The junction of Wilmslow Road with Cotton Lane and Oak Road will become increasingly important nodal points in the local movement network as The Christie withington site evolves. These will both contribute to the legibility of the campus and the sense of arrival on the high profile Wilmslow Road frontage. They need to be intuitive, attractive and people-friendly environments that encourage walking and cycling.

The PRP will consider how a much stronger focal point within the public realm between the main campus to the west and the Oglesby Cancer Research Building and the Tiered Car Park to the east may be created. The new Tiered Car Park will see increased footfall and activity, and this will connect across Wilmslow Road. There is, in turn, a real opportunity for this to be an enhanced 'hub' location.



Figure 10: Future opportunities – stronger focal points on Wilmslow Road



## 2. Creating a stronger pedestrian experience and visual connectivity

The development will be required to deliver active frontages that enlivens interaction at ground floor level through visual permeability, where:

- Activity on the inside can be seen from the outside.
- People inside the building provide natural surveillance onto the street.
- Uses within the building include areas for public access.
- Multiple points of entry are provided.
- The ground floor feels light, bright and spacious.
- After dark, lighting systems enliven and animate the street.



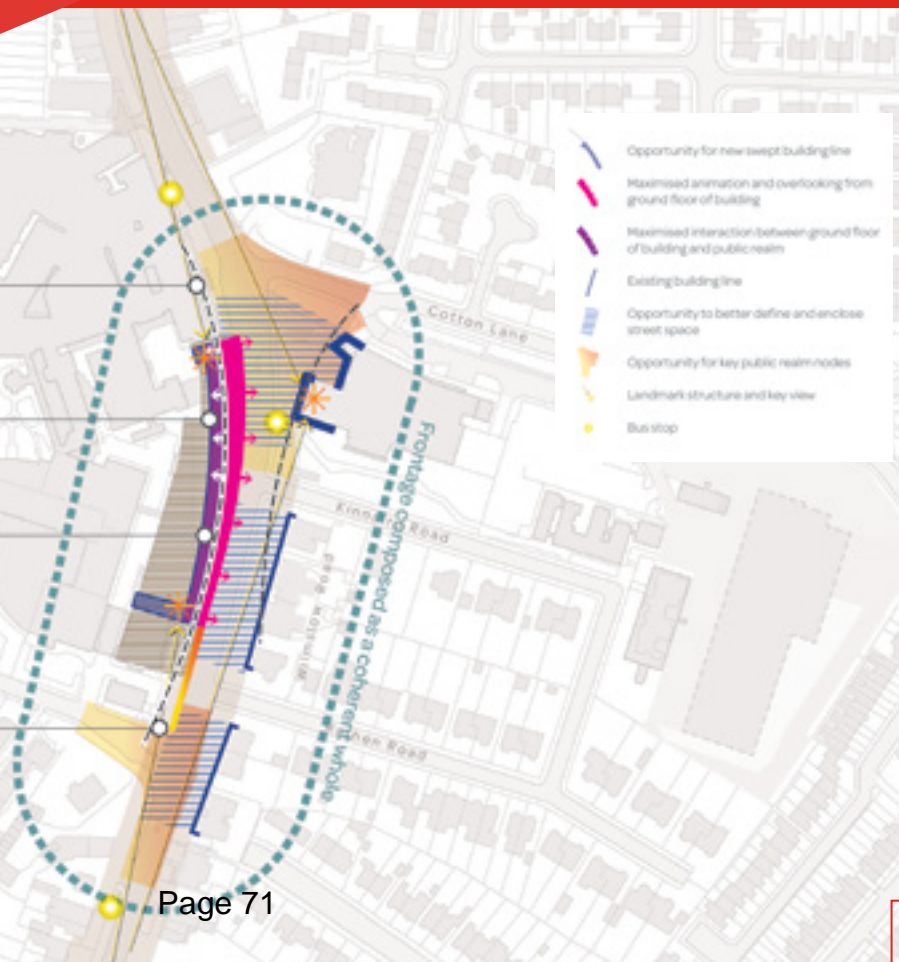
Figure 11: Future opportunities: a stronger ground level street experience

Sweeping building line responds to Withington Green, peeling back to maximising ground level interface

Ground floor at northern end gives animation to the street and creates access and physical interaction

Upper storeys come forward as opposite building line steps back

Public realm design and visual connectivity runs through to the south







## ENVIRONMENT

The Christie Withington site is located within a tight-knit residential area. We recognise our role as a major stakeholder in South Manchester and we have worked hard in recent years to work with the local community to solve problems and build engagement.



The adjacency of the site to nearby residential areas has underscored the importance of:

- a. identifying potential impacts that will arise from The PRP on residential amenity and the environment, and;
- b. providing evidence to robustly demonstrate that any impacts have been fully assessed, and where necessary, mitigated against.

In this context, there will be a requirement for future planning applications to be informed and supported by an Environmental Impact Assessment (EIA) and / or standalone technical assessments that should address the following topic areas:

- Townscape and Visual
- Noise and Vibration
- Transport
- Ecology
- Drainage and Flood Risk
- Ground Conditions
- Built Heritage
- Air Quality
- Daylight, Sunlight, Overshadowing and Light Pollution
- Socio Economics and Human Health
- Climate Change.

The process of EIA and technical assessment will allow potentially adverse effects on neighbouring residential properties to be avoided or minimised wherever possible, through a sensitive design response.

As part of the design response the PRP should also give consideration to, and incorporate wherever practicable, sustainable urban drainage features (SUDS), green / brown / blue roofs and green walls.

# Our commitments

We believe that the PRP is an exceptional opportunity for Greater Manchester and the local community. It will reflect Manchester's innovative edge and it will be a great source of pride and inspiration for future generations.

We are committed to delivering:

## 1. A WORLD-LEADING CANCER RESEARCH FACILITY

The catalyst for the PRP is the provision of a new home for the scientists and researchers displaced by the fire at the Paterson building, but also the delivery of a facility that can transform cancer research through a 'Team Science' approach.

The PRP will enable Greater Manchester to benefit from having a unique, state-of-art research facility, embedded within a Comprehensive Cancer Centre, on its 'door step'. This will enhance the translation of proven research into clinical service delivery, leading to the improvement of patient outcomes not only in Greater Manchester but nationally and internationally.

## 2. ACHIEVING DESIGN EXCELLENCE

The Christie has seen a step change towards architectural design excellence through the newest developments on site. Our site at Withington is evolving to make a significant positive contribution to the quality of place on a local scale, whilst providing high-profile development on a city scale. The PRP provides the opportunity for a continuation of this outward expression of architectural quality mirroring the advances that The Christie is making towards cancer treatment. Its quality will be proportional to our ambition to create a world-leading cancer research facility and it will be designed as a building to be proud of.

## 3. DELIVERING HEALTH BENEFITS FOR GREATER MANCHESTER

The PRP will become one of the top five cancer research facilities in the world and it will enhance the translation of proven research into clinical service delivery, leading to the improvement of patient outcomes. This will mean that patients in Greater Manchester and the North West will

benefit from cutting-edge experimental cancer treatments with the fewest side effects that are not available elsewhere in the UK or the world. In alignment with the Greater Manchester Cancer Plan, the PRP will ensure the continuation of a trend of enhanced cancer survival rates in Greater Manchester.

#### 4. MANAGING LOCAL IMPACTS

We recognise our impact on local communities in South Manchester and we are committed to engaging with local residents on our proposals. In addition, any future planning application for the PRP will fully assess any potential impacts on local amenity and the environment, and where necessary, will secure sufficient mitigation to minimise any adverse effects.

#### 5. MAXIMISING SOCIO-ECONOMIC BENEFITS

Alongside our partners, we are already one of the most significant employers in Greater Manchester, making a significant contribution to the region's economy by providing employment opportunities and wealth generation. The new building will provide new high-quality employment opportunities and will enable Manchester to attract and retain the most talented scientists and researchers.

#### 6. A COMMUNITY FACING CAMPUS

The PRP will enhance the ability for the community to engage with The Christie and learn about the world-leading research that takes place inside our laboratories. This will include indoor and outdoor spaces that will be available for community uses, such as cafes, meeting rooms, and high-quality public open space. Opportunities for community use will be explored further during the forthcoming public consultation.

#### 7. A LEGACY FOR MANCHESTER

The Christie and its partners believe that the PRP should be significant for everyone in Greater Manchester and leave a lasting legacy. This will be achieved in two ways. Principally, The PRP will set the stage for Manchester as a location of world-class cancer care which will be improved upon for generations to come. Additionally, the building's publicly accessible spaces will enable visitors to engage with space, helping to inspire the next generation of researchers and scientists.



# 06 Next steps

## *Public consultation on the Draft SPF Addendum*

Manchester City Council's Statement of Community Involvement (2018) sets out its expectations for public consultation in the production of Supplementary Planning Documents (SPDs) such as this SPF Addendum document for the Paterson Redevelopment Project.

We are striving to exceed the minimum expected requirements to ensure wide-ranging publicity and opportunities to comment on this Consultation Draft for the local neighbourhoods of Withington, East Didsbury, West Didsbury and Old Moat wards.

This includes continued engagement with the Christie Neighbourhood Forum (CNF). The CNF, formed in 2014, is a representative group of local residents and politicians who have a high level of interest in developments across The Christie Withington site.

Alongside our Partners, we invite local residents, businesses and stakeholders to view and provide feedback on the Draft SPF Addendum. The consultation period is live until Thursday 24th January 2019.

### Ways to provide feedback

We invite your comments on the Draft SPF Addendum in the following ways:



By visiting a public drop-in exhibition at The Christie from 2-8pm on Thursday 10th January, 2019.



By visiting our website at [www.PatersonSPFConsultation.co.uk](http://www.PatersonSPFConsultation.co.uk)



Emailing us at [PatersonSPFConsultation@turley.co.uk](mailto:PatersonSPFConsultation@turley.co.uk)



Writing to us at  
Freepost RTEH-HCTJ-RRBK, c/o Turley,  
1 New York Street, Manchester, M1 4HD



Calling us on  
0808 168 8296

Copies of this document are available as follows:



Download online at  
[www.PatersonSPFconsultation.co.uk](http://www.PatersonSPFconsultation.co.uk)



Hard-copies are available at at the Withington, Fallowfield, Didsbury or Burnage Libraries and at The Christie Oak Road Entrance



Digital copies can also be requested via email at [PatersonSPFConsultation@turley.co.uk](mailto:PatersonSPFConsultation@turley.co.uk)

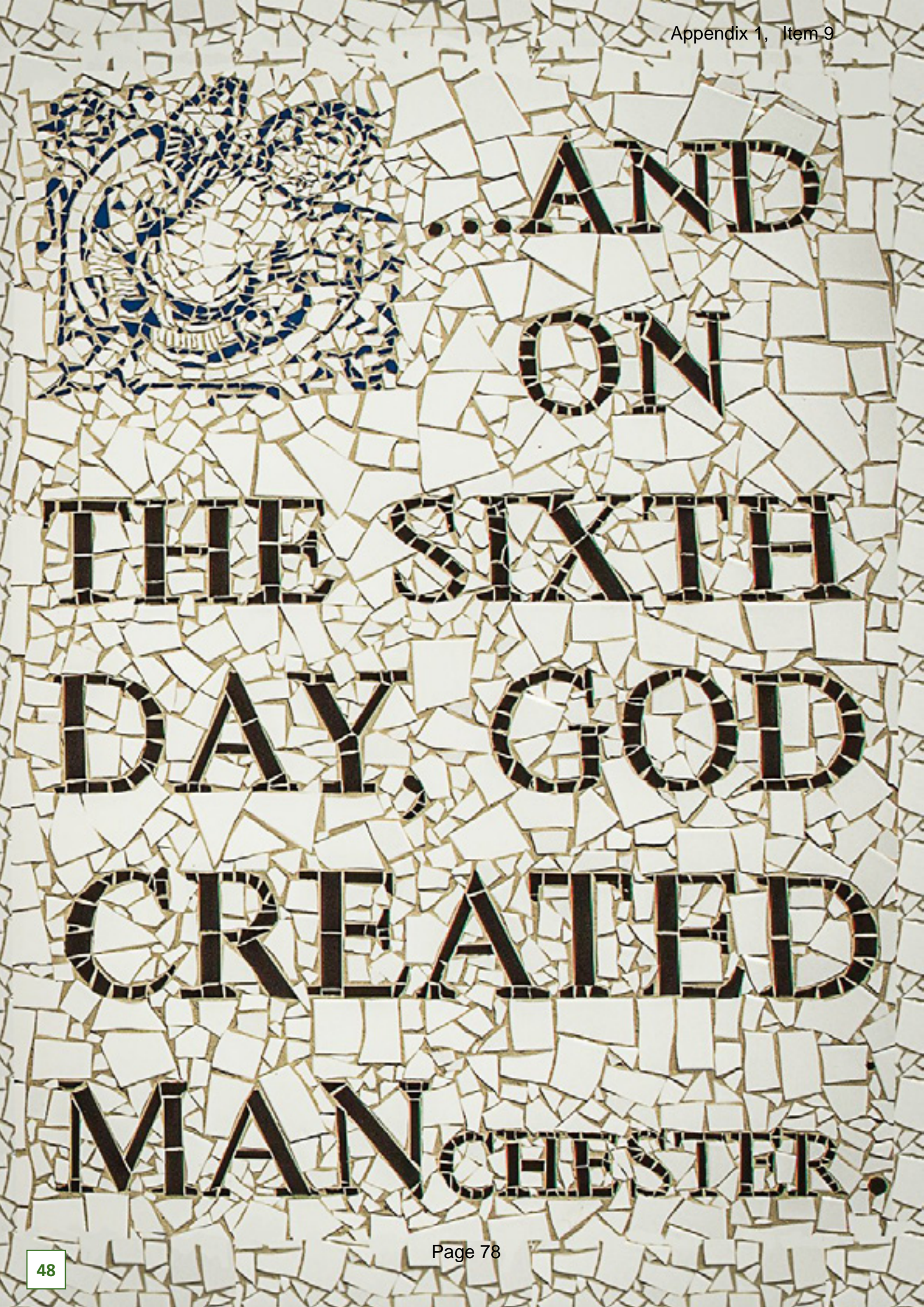
### **Finalising the document and endorsement by Manchester City Council**

All the comments received during the public consultation period will be considered by The Christie before finalising the SPF Addendum for submission to Manchester City Council's Executive. A further stage of formal consultation will take place once the document is submitted.

The endorsement of the document will ensure that it provides guidance on the development of the Paterson site, forming a material consideration by which any future planning applications will be considered.

Appendix 1 provides further details of the proposed scope and content of the information that will be submitted with the future planning application. The planning application will be subject to further public consultation later in 2019.







# Appendix 1: Scope of the Planning Application

- Application form and certificates of ownership
- Full suite of architectural drawings
- Design and Access Statement
- Planning and Tall Building Statement
- Economic and Social Benefits Statement
- Statement of Community Engagement
- Environmental Impact Assessment
  - + Vol 1: Environmental Statement:
    - Air Quality
    - Built Heritage
    - Climate Change
    - Daylight, Sunlight, Overshadowing and Light Pollution
    - Drainage and Flood Risk
    - Ecology
    - Ground Conditions
    - Noise and Vibration
    - Socio Economics and Human Health
    - Townscape and Visual
    - Transport
  - + Vol 2: Technical Appendices
  - + Vol 3: Figures
  - + Vol. 4 Non-Technical Summary
- Other Technical Reports
  - + Archaeological Desktop Assessment
  - + Construction Environmental Management Plan)
  - + Crime Impact Statement
  - + Environmental Standards Statement
  - + Ecological Assessment
  - + Flood Risk Assessment and Drainage Strategy
  - + Transport Assessment
  - + Travel Plan
  - + TV Reception Survey and Assessment
  - + Waste Management Strategy

# Appendix 2: Amendment Log

**Page 7** - The correction of the font size of the footnote number under 'The Cost of Cancer'

**Page 15** - Following discussions with Manchester City Council, we have amended the text to clarify the purpose of the SPF Addendum.

The Christie will consider the necessity for any further amendments to the SPF Addendum once Manchester City Council has completed its public consultation and published any consultation responses.





**The Christie**  
NHS Foundation Trust



*For more information*

[PatersonSPFConsultation@turley.co.uk](mailto:PatersonSPFConsultation@turley.co.uk)

0808 168 8296



**Manchester City Council  
Report for Resolution**

**Report to:** Executive - 13 March 2019

**Subject:** Eastlands Regeneration Framework

**Report of:** The Chief Executive

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**Summary**

The purpose of this report is to seek the Executive's support for a new Regeneration framework for the Eastlands area and to seek an endorsement from the Executive to consult with residents, businesses, landowners and other stakeholders who are affected by the proposals set out in it with the view of reporting back the outcomes of that consultation to a future meeting of the Executive. If approved by the Executive the final version of the Eastlands Regeneration Framework will provide a valuable tool to guide development and investment activity, and to provide a robust framework for determining planning applications.

**Recommendations**

The Executive is recommended to:

- i) endorse the draft 2019 Eastlands Regeneration Framework as a basis for a public consultation exercise;
  - ii) request the Chief Executive undertake a public consultation exercise on the Regeneration Framework with local stakeholders; and
  - iii) request that a further report be brought forward, following the public consultation exercise, setting out the comments received.
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**Wards Affected:**

Ancoats & Beswick; Clayton & Openshaw; Miles Platting & Newton Heath.

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 Eastlands Regeneration Framework seek to deliver the Sports & Innovation Zone on the Etihad Stadium anchored by the Manchester Institute of Sport but also new opportunities to develop a new leisure and recreation offer with that can drive forward the growth of a sport, leisure and recreation economic cluster across the

	Eastlands area. The Framework seeks to promote the creation of new commercial development that will contribute to the creation of jobs within the area.
A highly skilled city: world class and home grown talent sustaining the city's economic success	The Eastlands area will provide direct employment opportunities and the wider area will also now provide for a range of affordable and higher value homes to support the needs of the wider city.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The Eastlands Regeneration Framework offers the potential to help deliver the targets set out within Manchester Residential Growth Strategy and the Housing Affordability Strategy to meet the growing demand for new homes in the City. In relation to the creation of new residential led neighbourhoods in the Eastlands area these will include the provision of new social infrastructure such as schools and new 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 Eastlands Regeneration Framework will support the delivery of new development using technologies to deliver a zero 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	Eastlands will create a strong 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

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### **Financial Consequences – Revenue**

None

### **Financial Consequences – Capital**

There are no immediate capital consequences arising as a result of these proposals.

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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.

- East Manchester Strategic Regeneration Framework, Executive, 19<sup>th</sup> December 2007
- A Strategic Partnership with Manchester City Football Club, Executive, 24<sup>th</sup> March, 2010
- Eastlands, Executive, 16<sup>th</sup> March, 2011
- Partnership with Manchester City Football Club and East Manchester, Executive, 13<sup>th</sup> July, 2011
- Partnership with Manchester City Football Club and East Manchester, Executive, 14<sup>th</sup> March, 2012
- Eastlands, Executive, 29<sup>th</sup> May, 2013
- Eastlands Community Plan: Update , Executive, 8<sup>th</sup> April, 2014
- Ancoats and New Islington Neighbourhood Development Framework, Executive, 29<sup>th</sup> October 2014

- Refresh of the Ancoats and New Islington Neighbourhood Development Framework, Executive, 14<sup>th</sup> December 2016
- Eastlands Regeneration Framework, Executive, 8<sup>th</sup> March 2017
- Eastlands Development Framework, Executive, 13<sup>th</sup> December 2017
- Eastlands Regeneration Framework: Update (Part A), Executive, July 2018

## 1.0 Introduction

- 1.1 The regeneration of East Manchester has been a long term priority for the City Council. Over the last 25 years the Council has sought to transform the physical, economic, social and environmental fortunes of the area.
- 1.2 At the heart of the renaissance of East Manchester has been the Etihad (formerly the City of Manchester) Stadium and the complex of sporting assets on the Etihad Campus developed for the hosting of the 2002 Commonwealth Games. The Stadium has acted, and still acts, as the beacon of the economic transformation of East Manchester, a symbol of change and improvement in the fortunes of the area.
- 1.3 In the twenty-year journey of transformation the Eastlands area, and specifically the Etihad Campus, has been consistently viewed as a major economic driver in its own right within a city region and national context. Successive Regeneration Frameworks have consistently identified the Campus as a place to drive forward the development of a globally competitive sport, leisure and recreation offer.
- 1.4 In December 2017, Manchester City Council approved a further version of the Eastlands Regeneration Framework (ERF 2017) in order to guide the next phases of identified projects and development activity in and around the Etihad Campus as well as the westward expansion of activity along the Ashton Canal Corridor, joining up with the eastward expansion of the City Centre taking place in Ancoats and New Islington.
- 1.5 Over the 24 months since that Framework was developed, consulted upon and subsequently approved the economic growth momentum in the city has continued to grow at a pace not predicted by any forecast, with 10 to 15 years of employment growth likely to be delivered in half that time. The impacts of that positive economic dynamic are now clearly flowing into east Manchester and, in particular, the area between the Etihad Stadium and Great Ancoats Street. Such impacts present opportunities and challenges for the existing Eastlands Regeneration Framework. These include:
  - A significant demand for new commercial floorspace reflecting the potential to widen and deepen the business and employment base in the area. Such demand is driving rising equity values and rents for commercial floorspace;
  - Employment growth across the city is also fuelling the demand for new homes in the area, driving rising residential land values and the creation of higher value homes in both sale and rental terms. This dynamic requires a need to widen and deepen the housing offer in the area to ensure that there is a sufficient supply of new affordable homes to enable residents to share in the success of the area's ongoing transformation; and

- The profile of Manchester, the Etihad Campus and, in particular, the long held ambition to develop the Campus as a place with a globally competitive sport, leisure and recreation offer, is now attracting significant interest from investors wanting to develop a 21<sup>st</sup> century sport, leisure and recreation offer of national scale.

- 1.6 These drivers have reshaped the commercial and residential prospects of the area not only between the Stadium and Great Ancoats Street but also radiating eastwards beyond the Etihad Stadium. As such this new Eastlands Regeneration Framework has embraced a wider geography than its predecessor along with a broader ambition reflecting the opportunities and challenges arising from the growth of the city.
- 1.7 Attached to this report in Annex 1 is a draft of a new Eastlands Regeneration Framework. Subject to the comments of, and the endorsement of, Executive it is intended that this Framework will be the subject of consultation with residents, businesses, landowners and other stakeholders who are affected by the proposals set out in the framework with the view of reporting back the outcomes of that consultation to a future meeting of the Executive.

## **2.0 Eastlands: the Partnership Context**

- 2.1 Since March 2010 the City Council has been working in partnership with the owners of Manchester City Football Club, the Abu Dhabi United Group (ADUG) to develop a transformational plan for East Manchester focused on the area in and around the Etihad Stadium. This work has been guided by the Eastlands Regeneration Framework that was approved by the City Council's Executive in July 2011. The development of this Framework, and the activity which has flowed from it, has been overseen by the Eastlands Strategic Development Company Ltd, a partnership between the City Council and ADUG.
- 2.2 In 2014 ADUG expanded their interests Manchester through the establishment of a new commercial partnership with the City Council with the purpose of helping to deliver the Council's wider residential strategy. A joint venture company - the Manchester Life Development Company Ltd (MLDC) - was established between ADUG and the City Council to deliver predominantly new homes in an eastward expansion of the city centre, with the focus of investment initially being in the Ancoats and New Islington neighbourhoods but with the ability in the medium to longer term to expand further eastwards from these neighbourhoods out towards the Stadium.
- 2.3 Over the last five years, and in particular the last two years, the positive macro economic environment has underpinned a resurgent city in development terms. This significant momentum, and the very strong interest in the opportunity to create a new leisure and recreation offer on the Etihad Campus on the development platform that has established there has led the Eastlands Strategic Development Company Ltd to encourage the development of a new planning framework to respond to this interest and to the wider changes references in the previous section of this report.



### 3.0 Eastlands: the Strategic Context

- 3.1 Eastlands is at the heart of East Manchester, which has been the focus of a consistent, long-term strategy for regeneration. This area of the city was once home to traditional manufacturing industries on which the wealth of Manchester was founded. In the second half of the twentieth century, much of the area's economic base was decimated by successive economic recessions and intensive competition from increasingly global markets. This left the area with a significant amount of brownfield land, vacant and underused buildings along with a low-value, low demand housing market in a poor physical environment.
- 3.2 Successive Strategic Regeneration Frameworks (SRFs) set out a long-term, integrated regeneration strategy for East Manchester. The City Council along with other public and private sector partners focused on the physical, economic, and social transformation of the area, delivering an agenda for restructuring the local economy and supporting the community so that East Manchester and its residents could make a more effective contribution to the economy of the wider city region.
- 3.3 Over the last 20 years the East Manchester area has experienced significant population growth, new homes have been delivered and the area's economic base has undergone a transformation with much of the traditional manufacturing base now closed and replaced by new industries and new employment opportunities. Above all the confidence of the area's communities and the confidence in East Manchester as a place to live, work and invest in has returned.
- 3.4 Over the last fifteen years the Etihad Stadium (previously the City of Manchester Stadium) has acted as the beacon of regeneration for east Manchester. The area in and around the Etihad Stadium – the "Eastlands" area has been a strategic priority for the City Council. The 2011 Eastlands Regeneration Framework has shaped and guided in excess of £400m of private and public investment, helping to realise the overall ambitions for area that were set out over five years ago in that Framework, including:
- Confirming and expanding Eastlands's role as a national and international destination;
  - Strengthening the area's focus on sports and recreation;
  - Increasing community access to sports facilities; and
  - Providing a full range of employment opportunities;
- 3.5 All of this £400m investment in the Eastlands area has been guided by the partnership between Manchester City Council and the Abu Dhabi United Group (ADUG). The transformation of the Eastlands area has been led by this partnership via the Eastlands Strategic Development Company Ltd, the joint venture between the two parties. The £400m of investment has delivered:
- the Indoor BMX Arena opened in 2011;

- a major remediation scheme completed in 2011 made all of the land to the east of the Etihad Stadium developable;
  - the Velopark Mountain Park trails which opened in 2013;
  - City Football Group completed their City Football Academy in 2014;
  - the first phase of expanding the spectator capacity of the Etihad Stadium was completed in 2015 by City Football Group; and
  - a collection of new community education, sports and leisure facilities were completed in early 2016 in a transformed Beswick financed by the City Council, Sport England, the Education Funding Agency and City Football Group.
- 3.6 Guided by the Ancoats and New Islington Development Frameworks the Manchester Life Development Company, since June 2014, has secured planning consent for almost 1,500 new homes in two phases of development. They have completed 690 homes so far, with a further 325 to be finished by July this year, completing Phase One. Two of their three Phase Two schemes are also now on site.
- 3.7 In terms of the properties that are rented Manchester Life offer a minimum tenancy term of one year up to a maximum of three years. The initial take up has predominantly been limited to one year tenancies however over 80% of the tenants renewing for a subsequent term are electing to take longer tenancies up to 3 years at renewal. The average age of residents is within the 27 -34 age range with the youngest tenant aged 18 and the oldest 50 plus. The tenants represent a huge range of occupations from administrative roles, shop workers, solicitors, doctors, architects, teachers and retired downsizers.
- 3.8 In terms of broadening and deepening the housing offer in the Ancoats and New Islington area Manchester Life has recently announced that it will be working with the Register Social Landlord Great Places on future masterplanning in Ancoats and New Islington, to help Great Places to identify sites and to deliver new affordable homes in the area.
- 3.9 In addition to the delivery of a significant number of new homes in the area Manchester Life has sought to foster a collaborative approach over the last five years to placemaking by working with other developers, landowners and other stakeholders in Ancoats and New Islington. An important part of the placemaking strategy has been to target local and independent operators for the portfolio of ground floor units. This has been a successful strategy, resulting in a range of independent bars, cafes and restaurants now in operation and attracting residents and visitors to the area.
- 3.10 In respect of the Etihad Campus the December 2017 meeting of the Executive gave approval to a revised Eastlands Regeneration Framework. That meeting of the Executive approved the westward extension of the Etihad Campus to embrace the Edwin Road Industrial Estate that would form part of a new Sports and Innovation Zone on the Campus. That report also confirmed the intent of the Manchester Metropolitan University to establish the “Manchester Metropolitan Institute of Sport” in the Sports and Innovation Zone. In July 2018 the Executive were also informed that the Rugby Football League had

confirmed their intentions to consolidate its existing offices in Leeds and Salford onto the Etihad Campus within the Sport and Innovation Zone.

- 3.11 Finally, since the December 2017 meeting of the Executive good progress has been made in terms of engaging with all of the major landowners in the Eastlands area with a view to working together on a collaborative basis to regenerate the area. In addition One Manchester, the area's largest Registered Social Landlord has begun the process of engaging with its tenants and other residents, businesses and other organisations within the Beswick area with a view to bringing forward plans to regenerate this neighbourhood and, in doing so, provide new affordable homes.

#### **4.0 The Draft 2019 Eastlands Regeneration Framework**

- 4.1 The draft Eastlands Regeneration Framework (see Annex 1) sets out a future vision for Eastlands that builds on the extensive and successful investment in sports facilities and neighbourhood regeneration undertaken in east Manchester since the 2002 Commonwealth Games, and in particular those developments from 2010 onwards in the Eastlands area and those driving the eastward expansion of the city centre. It represents further guidance for the next generation of private and public investment that will realise the overall ambitions for Eastlands and the wider east Manchester area.

##### The Etihad Campus

- 4.2 There is a need to respond to the increasing interest from national and international investors who are evaluating the Etihad Campus as a location for new entertainment and leisure offers.
- 4.3 The proven resilience of the Etihad Campus' transport capability, the increasing proliferation of sports based activities and the growing global recognition and success of Manchester City Football Club have become powerful influences on a number of international entertainment operators and investors who have now identified the Etihad Campus as an option for creating new facilities to respond to what they indicate are strong market opportunities to further serve the City and the wider region.
- 4.4 The draft Framework highlights one such opportunity for a new large indoor arena (with a capacity in excess of 20,000). International investors and operators see Manchester as one of the few cities in Europe with the ability to successfully host more than one large arena. It is known that these investors are evaluating locational options and are addressing the detailed business case for such an investment with a view to selecting a site and bringing forward detailed development proposals later this year.
- 4.5 This and other facilities including a multiplex cinema, an expanded food and beverage offer, and hotel development are seen by investors and operators as being potentially viable propositions given the changing and growing market for entertainment activities.

- 4.6 While the provision of an arena in particular could add significantly to the regeneration and local employment potential of the Etihad Campus, and to the wider priorities for East Manchester, it is recognised that the Etihad Campus must be judged against the consideration of other sites depending upon availability and suitability within the City Centre.
- 4.7 The draft Framework emphasises that a robust case for any Arena proposition must be made in planning, transportation and wider sustainability terms. Of paramount concern will be the need to protect and enhance amenity in adjacent neighbourhoods to the Etihad Campus. If proposals for facilities are brought forward which are likely to generate significant increased demands on the transport network it will be essential that detailed proposals are also brought forward for the implementation of a residential parking scheme with a coverage to be agreed by the Council following consultation with residents, businesses and other stakeholders along with a clear commitment that the costs of provision and operations of any car parking zone are underwritten by commercial third parties other than directly by the Council.
- 4.8 Subject to the above considerations which will require detailed appraisal and analysis the draft Framework seeks to accommodate the opportunity for an arena within Manchester based at the Etihad Campus, along with the provision of other entertainment facilities, as part of the next phase of new development opportunities on the Campus.

#### Other Commercial Development

- 4.9 There is an opportunity to build upon the sporting success of the Etihad Campus which now includes the City Football Academy, and the range of other sports-based organisations and facilities in the area including the Manchester Institute of Health and Performance (MIHP). This will strengthen even further the Etihad Campus offer; underlining the area's huge sporting strengths.
- 4.10 With the planned investment by the Manchester Metropolitan University the Etihad Campus will become a home of global and national sports organisations where "sports centres of excellence" can thrive and develop global best practice alongside the active promotion of new business and employment opportunities can be secured in a new Sports Tech cluster within the defined Sport & Innovation Zone.
- 4.11 These new business opportunities should be embraced by the wider area. The Ancoats, New Islington and Holt Town neighbourhoods are becoming increasingly established as locations for small creative and tech-based companies. There are emerging demands for space within the area not only for small businesses throughout the creative technology sector but new demand from which can sustain large developments and new live / work models. The Framework proposes that the Eastlands area should now be planned to take this business growth further by supporting activity in these neighbourhoods, in particular building upon the emerging MXM scheme being brought forward on Pollard Street, and, delivering further commercial

development at scale elsewhere with the former Central Retail Park being the most immediate opportunity. The commercial strategy will reflect the needs of existing businesses within the area and ensure that different price points are facilitated. But the drive for further diversification must be renewed.

- 4.12 The Framework also proposes that new workspace products should also be planned for which are different to traditional models of floor space reflecting what young people and new businesses increasingly demand thus widening even further the range of business types to be found in the area – there is a need to create the framework for a dynamic ecosystem of employment, enterprise and opportunity for all to flourish. This includes opportunities for residents to access jobs through training and apprenticeships wherever possible. Over the next decade there is the capacity to create places where people generally and young people in particular not only want to live and visit but also work in increasing numbers – turning a full circle from where the East Manchester journey started.

#### New Homes in the Eastlands Area

- 4.13 Employment growth across the city is fuelling the demand for new homes in the area, driving rising residential land values and the creation of higher value homes in both sale and rental terms. This dynamic requires a need to widen and deepen the housing offer in the area to ensure that there is a sufficient supply of new affordable homes to enable residents to share in the success of the area's ongoing transformation. As such delivering the widest possible housing choice for a growing and changing population is a priority in the new Eastlands Regeneration Framework.
- 4.14 There exists the opportunity to continue to broaden and deepen the housing offer, providing both affordable homes (including homes for social rent) for those households on very low, low and below average incomes along with higher value homes to promote the diversity every successful place requires. Opportunities for new affordable housing in areas such as Beswick, Riverpark Road, Clayton, Miles Platting and New Islington must be secured to provide the opportunities for all residents to fully capture the benefits of growth to be found in the Eastlands area and the wider City.

#### Summary of the Key Proposals

- 4.15 In summary the vision for the Etihad Campus within an Eastlands and city context is to develop a place that can successfully host a globally competitive sport, leisure and recreation economic offer. As such the Etihad Campus will be:
- The home of global and national sports organisations where sports 'centres of excellence' can thrive and develop global best practice in sport along with promoting new business and employment opportunities in a new SportsTech economic cluster on the Campus within the Sport and Innovation Zone;

- The home of the Manchester Institute of Sport that will deliver a wide range of undergraduate and postgraduate sports related academic courses and which will partner with other global leading academic institutions on sports related research and innovation;
- The home of a new leisure destination complex where residents and visitors will come to spend their time on leisure and recreation related activities; and
- The home of a Manchester exemplar in seeking to achieve zero carbon outcomes, stimulating a change in behaviours towards the zero carbon agenda, creating employment opportunities for local people and driving innovation and economic growth across the city.

4.16 Looking beyond the immediate environs of the Etihad Campus across the wider Eastlands area the draft Framework seeks to:

- Promote new commercial led mixed use development opportunities, along with providing opportunities for new homes, in Ancoats, New Islington, and Holt Town to capture the wider benefits of economic growth within the core of the conurbation and of the new growth being promoted in and around the Etihad Campus; and
- Promote a diverse range of new homes in the area ensuring that affordability is at the heart of new developments. New affordable housing in areas such as Beswick, Clayton, Riverdale Park, Miles Platting and New Islington will be promoted to provide the opportunities for residents to fully capture the benefits of the new growth at the core of the conurbation.

4.17 In delivering these proposals everything that is done must focus on the following:

- Ensuring that Manchester City Council, through the management of its estate within the Eastlands area, as well as adoption of a strong leadership role in influencing the behaviour of its partners and residents, delivers its commitment for Manchester to be zero carbon by 2038;
- Maximising opportunities to enhance the city's green and blue assets and improve the quality of life;
- Creating employment opportunities for local people and driving innovation and economic growth;
- Putting residents at the heart of the plans and proposals – ensuring they are able to share in the benefits of success, that their interests are safeguarded where necessary and that they participate in the overall success of the City; and



- Creating Partnerships between the Council and all those who want to play a part in the continued regeneration journey which will be the key to long term success of the area.

#### Delivering the Ongoing Transformation

- 4.18 Success will be increasingly determined by the widening range of partnerships that can be developed to sustain investment in the area. Manchester Life (the partnership between Manchester City Council and the Abu Dhabi United Group (ADUG)) has played a significant role in shaping the residential market in the area and has the investment capacity to support other changes in the future.
- 4.19 Partnerships between Manchester City Council and other institutions such as Manchester Metropolitan University must be extended to cover the fullest range of housing and commercial investors and developers including Registered Housing Providers and Homes England who have a significant role in helping to deliver our vision for the area through their investment in affordable housing and in supporting innovation in the way new live & work models are brought forward.

### **5.0 Next Steps**

- 5.1 In parallel with the consultation processes that will be embarked upon to establish the support for the proposals set out in the draft Eastlands Regeneration Framework officers will undertake the following steps in order to ensure that the potential of the Eastlands area can be successfully unlocked. This will include:
- Continuing discussions with key landowners and developers to explore how their land interests can be aligned to support the delivery of the vision and ambition set out in the draft Framework;
  - Continue to support the development of robust proposals for extending the range of developer and investor participation in the transformation journey that is now very evident on the eastern side of the city centre;
  - Work with landowners and businesses focussing in particular on sites which are seen to be strategically important in progressing the transformation journey and to establish the reasons why development is being delayed. This analysis will address what role the Council can play in facilitating development in accordance with the final agreed Framework, including the case for deploying the Council's compulsory powers of acquisition.
- 5.2 Progress on all of these issues will be reported back to the Executive in due course when the consultation processes associated with the draft Eastlands Regeneration Framework are concluded.

## 6.0 Concluding Remarks

- 6.1 The scale, nature and ambition of the opportunities that can be brought forward in the Eastlands area now, offers real and tangible prospects of securing much wider regeneration benefits for East Manchester. The opportunities that flow from the next generation of investment at Eastlands will make significant impacts on the lives of East Manchester residents and contribute to the delivery of the long term regeneration of the East Manchester area. This draft Eastlands Strategic Framework has been prepared to guide development and investment activity in the area, and subject to the outcome of the public consultation exercise, will provide the essential robust framework to enable planning applications to be determined
- 6.2 It is the intention that the draft Eastlands Regeneration Framework will undergo a period of public consultation with residents, businesses, landowners and other key stakeholders during the spring of 2019. The outcomes of that consultation will be evaluated submitted to Executive in early Summer 2019.
- 6.3 Detailed recommendations appear at the front of this Report.

## 7.0 Contributing to the Manchester Strategy Outcomes

### **(a) A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities**

- 7.1 The proposals contained within the Eastlands Regeneration Framework seek to deliver the Sports & Innovation Zone on the Etihad Stadium anchored by the Manchester Institute of Sport but also new opportunities to develop a new leisure and recreation offer with that can drive forward the growth of a sport, leisure and recreation economic cluster across the Eastlands area. The Framework seeks to promote the creation of new commercial development that will contribute to the creation of jobs within the area.

### **(b) A highly skilled city: world class and home grown talent sustaining the city's economic success**

- 7.2 The Eastlands area will provide direct employment opportunities and the wider area will also now provide for a range of affordable and higher value homes to support the needs of the wider city.

### **(c) A progressive and equitable city: making a positive contribution by unlocking the potential of our communities**

- 7.3 The Eastlands Regeneration Framework offers the potential to help deliver the targets set out within Manchester Residential Growth Strategy and the Housing Affordability Strategy to meet the growing demand for new homes in the City. In relation to the creation of new residential led neighbourhoods in the Eastlands area these will include the provision of new social infrastructure

such as schools and new amenity space that will be accessible to the local community.

**(d) A liveable and low carbon city: a destination of choice to live, visit, work**

- 7.4 The Eastlands Regeneration Framework will support the delivery of new development using technologies to deliver a zero carbon footprint and create neighbourhoods with a range of amenities to support its residents.

**(e) A connected city: world class infrastructure and connectivity to drive growth**

- 7.5 Eastlands will create a strong connection between the City Centre and the neighbourhoods of East Manchester, contributing to the vibrancy and attractiveness of these areas.

**8.0 Key Policies and Considerations**

**(a) Equal Opportunities**

- 8.1 The Eastlands Regeneration Framework will be consulted on with a wide range of stakeholders, enabling all interested parties to engage in the process.

**(b) Risk Management**

- 8.2 Not applicable

**(c) Legal Considerations**

- 8.3 Subject to Executive approval, a further report will be brought forward after the consultation exercise, setting out the comments received and any changes to the final version of the framework. If the SRF is approved by the City Council, it will become a material consideration for the Council as Local Planning Authority.

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# Eastlands Regeneration Framework: A 2019 Update

March 2019



March 2019

# Contents

- 1. Introduction
- 2. A Vision for Eastlands
- 3. Eastlands: The Strategic Context
- 4. Eastlands: The Planning Context
- 5. Eastlands: The Regeneration Journey
- 6. Ambitions for East Manchester
- 7. Eastlands: A Revised Strategic Framework
- 8. Eastlands: Proposed Development Principles
- 9. Eastlands: New Opportunities
- 10. Implementation and Delivery

March 2019

# 1 Introduction

Few areas better demonstrate the transformation of a city than East Manchester. Once the powerhouse of the Industrial Revolution and a hugely significant focus for manufacturing and production for the wider region, the area's economy collapsed in the 1970s and 1980s as globalisation changed trade and investment patterns leaving industrial dereliction and communities left behind on an unprecedented scale.

Today, after three decades of strong civic leadership, with the support of successive Governments and through the active support of key stakeholders and private sector partners, the East Manchester area has been transformed. A platform has been created for further investment that can drive a further phase of transformation in East Manchester to deliver physical, social and economic benefits for existing and future residents as a whole. As has been successfully achieved in the past this new phase of growth needs to ensure that the area's success impacts on everyone's life so that all East Manchester residents are positively encouraged to reach their full potential and have every opportunity to do so.

At the heart of the renaissance of East Manchester has been the Etihad (formerly the City of Manchester) Stadium and the complex of sporting assets on the Etihad Campus (formerly Sportcity) that were developed for the 2002 Commonwealth Games. The Stadium has acted, and still acts, as the beacon of the economic transformation of East Manchester, a symbol of change and improvement in the fortunes of the area.

In the thirty-year journey of transformation of East Manchester, the Etihad Campus has consistently been a major economic driver in its own right within a city region and national context. Successive Regeneration Frameworks have identified the Etihad Campus as a place to drive forward the development of a globally competitive sport, leisure and recreation offer. Over the last ten years' significant new investment has been made to deliver new facilities that benefit the community with new local leisure and educational developments being part of an integrated approach to the transformation of the area.

In December 2017, Manchester City Council approved a further version of the Eastlands Regeneration Framework (ERF 2017) in order to guide the next phases of identified projects and development activity in and around the Etihad Campus as well as the westward expansion of activity along the Ashton Canal Corridor, joining up with the eastward expansion of the City Centre taking place in Ancoats and New Islington.

Since that Framework was developed, consulted upon, and subsequently approved by the City Council, the economic growth in the City has continued at pace, with up to fifteen years of employment growth now likely to be delivered in half that time. The impacts of this growth trajectory are now clearly flowing into East Manchester and, in particular, the area between the Etihad Campus and Great Ancoats Street. Such impacts present new opportunities and challenges for the existing ERF 2017. These include:

- A significant demand for new commercial floorspace reflecting the potential to widen and deepen the business and employment base in the area. Such demand is driving rising equity values and rents for commercial floorspace;
- Employment growth in the area and across the City is also fuelling the demand for a range of new homes in the area driving rising residential land values and the creation of higher value homes for both sale and rent. A key objective must also be to ensure that the housing offer (in terms of type, tenure and value) in the area is broadened. Within such an approach to housing growth a defined strategy to increase in the number of affordable homes is now required in order to enable residents on very low, low and below average incomes to share in the long-term success of the area's ongoing transformation; and
- The profile of Manchester, the Etihad Campus and, in particular, the long-held ambition to develop the Etihad Campus as a place with a globally competitive sport, leisure and recreation offer, is now attracting significant interest from investors who are anxious to explore both the development of a 21<sup>st</sup> century sport, leisure and recreation offer of national scale along with an associated cultural and entertainment offer.



These drivers have the capacity to re-shape and deepen the commercial and residential prospects of the area not only between the Etihad Stadium and Great Ancoats Street but also further eastwards beyond the Etihad Stadium. As such this new Eastland Regeneration Framework has embraced a wider geography than its predecessor along with a broader ambition.

## 2 The Vision for Eastlands

The broad vision for Eastlands has remained consistent for nearly twenty years – it is to become a place which is attractive for people to live, work and to visit; an area which builds upon its assets to provide a distinctive contribution to the overall success of the city region; and crucially to be a place where all residents are able to share in the long term success of the area.

### The Etihad Campus

Central to the long term vision for the Etihad Campus and the wider area has been the ambition to establish it as a place to drive forward the development of a globally competitive sport, leisure and recreation offer. Over the last 15 years the loss of the opportunity for Manchester to host the first Regional Casino aligned with the deep economic recession of 2008 and 2009 thwarted any opportunity for the Etihad Campus to fulfil that long term ambition to host a globally competitive leisure and recreation offer.

The pace of economic growth within Manchester over the last ten years along with the ongoing investment from the City Council, the Abu Dhabi United Group and other partners, such as Sport England, has strengthened the focus of the Etihad Stadium and its environs as a focus for new investment and job growth in East Manchester.

The proven resilience of the Etihad Campus' transport capability; the increasing proliferation of sports based activities on the Etihad Campus; the scale of the Etihad Campus and the availability of land for development; along with the growing global recognition and success of Manchester City Football Club have all become powerful influences on a number of entertainment operators and investors. They have now identified the Etihad Campus as an option for creating new recreation and leisure facilities to respond to what they view are strong market opportunities to further serve Manchester, the rest of the city region, the north of England and beyond.

One such opportunity is for a new large indoor arena with a capacity in excess of 20,000 spectators. It is known that investors are currently evaluating locational options and are addressing the detailed business case for such an investment with a view to selecting a site in Manchester. As such the Etihad Campus as a potential location must be judged against the consideration of other sites depending upon the availability and suitability of sites within the City Centre.

**The Etihad Campus has the capacity to respond to and host significant new opportunities for a globally competitive leisure and recreation offer. If secured this would deliver key benefits to residents through investment and jobs. In promoting any such opportunity, it recognised that there must be robust transport planning and mitigation for residents living in the area to protect their amenity. Any proposal would also require detailed analysis to satisfy not only the planning process but also that the regeneration priorities of the area will be met.**

### Other Commercial Development

On the 200 acre Etihad Campus further opportunities exist to build upon the City Football Academy, and the range of other sports-based organisations and facilities in the area including the Manchester Institute of Health and Performance (MIHP). These facilities have strengthened even further the Etihad Campus offer associated with elite and community sport.

**The Etihad Campus should now be planned in order to become the home of global and national sports organisations which can thrive and develop global best practice. In doing so the Etihad Campus can become the home to new sports related businesses in a new "Sports-Tech" cluster for the city-region.**

Looking beyond the environs of the Etihad Campus the pace of economic growth with the core of the conurbation along with the significant growth in new business start-ups is driving significant demand for new commercial floorspace. As such the Ancoats, New Islington and Holt Town neighbourhoods are becoming increasingly established as locations for small, medium and large scale creative, digital and tech-based companies. There are emerging demands for space within the area not only for small businesses throughout the creative technology sector but new demand from larger businesses which can sustain new commercial development in the Eastlands area.

The growth that the area will experience in the coming years will require a commercial development strategy that reflect the needs of existing businesses within the area and ensure that different price points are facilitated. Sustaining those businesses and the employment within them is key to a successful transformation of the Eastlands area.

**The Eastlands area, particularly those neighbourhoods between the Etihad Stadium and the City Centre, should now be planned to meet this demand for commercial floorspace from creative, digital and tech orientated businesses. New opportunities for additional commercial floorspace for such businesses should be provided for in the Ancoats, New Islington and the Holt Town areas. The former Central Retail Park in New Islington is the most significant development opportunity and a commercial led mixed used development should be an immediate priority to capture new employment in the City and the Eastlands area.**

**New workspace products should also be planned for which are different to traditional models of floor space reflecting what new start up and maturing businesses increasingly demand thus widening even further the range of business types to be found in the area – there is a need to create the framework for a dynamic ecosystem of employment, enterprise and opportunity for all to flourish. Embedding opportunities for local residents to access jobs through training and apprenticeships will be a central component of the delivery of this business growth strategy.**

### **New Homes in the Eastlands Area**

Within the Eastlands area delivering the widest possible housing choice for a growing and changing population has to run side by side with the opportunities to expand new employment in the area. By 2025, over 600,000 people are forecast to be living in Manchester with an even stronger pattern of young people who are attracted to stay in and to come to the City because of the range of educational, leisure, creative and tech-based jobs now to be found in East Manchester and the wider City. Over the next decade there is the capacity to create places where people generally and young people in particular not only want to live and visit but also work in increasing numbers – turning a full circle from where the East Manchester Journey started.

**There exists the opportunity to continue to broaden and deepen the housing offer, providing both affordable and higher value homes to promote the diversity every successful place requires.**

**Opportunities for new affordable housing in areas such as Beswick, Riverpark Road, Clayton, Miles Platting and New Islington must be captured to provide the opportunities for all residents to fully capture the benefits of growth to be found in the area and the wider City. Integrating the demand for commercial space new models of live and work accommodation must be developed which are affordable to everyone who wants to play a part in East Manchester's success.**

### **Delivering the Vision for Eastlands**

In delivering these proposals everything that is done must focus on the following:

- Ensuring that Manchester City Council, through the management of its land assets, as well as adoption of a strong leadership role in influencing the behaviour of its partners and residents, delivers on the City Council's commitment for Manchester to be zero carbon by 2038;
- Maximising opportunities to enhance the City's green and blue assets and improve the quality of life;
- Creating employment opportunities for local people and driving innovation and economic growth;

- Putting residents at the heart of the plans and proposals – ensuring they are able to share in the benefits of success, that their interests are safeguarded where necessary and that they participate in the overall success of the City; and

Creating partnerships between the Council and all those who want to play a part in the continued regeneration journey which will be the key to long term success of the area.

Success will be increasingly determined by the widening range of partnerships that can be developed to sustain investment in the area.

Manchester Life (the partnership between Manchester City Council and the Abu Dhabi United Group (ADUG)) has played a significant role in shaping the residential market in the area and has the investment capacity to support other changes in the future.

**Partnerships between Manchester City Council and the Abu Dhabi United Group must be extended to cover the fullest range of housing and commercial investors and developers including Registered Providers of social housing (RPs) and Homes England who have a significant role in helping to deliver our vision for the area through their investment in affordable housing and in supporting innovation in the way, for example, new live and work models are brought forward and our zero carbon ambitions can be delivered.**

### **The Vision for Eastlands: A Summary**

In summary the vision for the Etihad Campus within an Eastlands and City context is to develop a place that can successfully host a globally competitive sport, leisure and recreation economic offer. As such the Etihad Campus will be:

- **The home of a new destination leisure and recreation complex where residents and visitors will come to spend their time on leisure and recreation related activities;**
- **The home of global and national sports organisations which can thrive and develop global best practice. In doing so the Etihad Campus can become the home to new sports related businesses in a new "Sports-Tech" cluster for the city-region; and**
- **The home of a Manchester exemplar in seeking to achieve zero carbon outcomes, stimulating a change in behaviours towards the zero carbon agenda, creating employment opportunities for local people and driving innovation and economic growth across the City.**

Looking beyond the immediate environs of the Etihad Campus across the wider Eastlands area the draft Framework seeks to:

- **Promote new commercial led mixed use development opportunities, along with providing opportunities for new homes, in Ancoats, New Islington, and Holt Town to capture the wider benefits of economic growth within the core of the conurbation and of the new growth being promoted in and around the Etihad Campus; and**
- **Promote a diverse range of new homes in the area ensuring that affordability of these homes is at the heart of residential growth and a broadening of the area's housing offer. New affordable housing in areas such as Beswick, Clayton, Riverdale Park, Miles Platting and New Islington will be promoted to provide the opportunities for residents to fully capture the benefits of the new growth at the core of the conurbation.**

### 3 Eastlands: The Strategic Context

#### Manchester - A Growing City

With a diverse population of close to 600,000 people, the City of Manchester is located at the heart of Greater Manchester, the largest conurbation outside of London.

The regeneration already secured at the Etihad Campus is a remarkable success and sits within the wider thirty-year programme of transformation which Manchester has undergone to become recognised as one of Europe's most exciting and dynamic cities.

Manchester is one of the fastest growing cities in Europe; by 2025, almost 650,000 people are expected to live in the City, with the wider City Centre population growing to 100,000 as expected new apartment-led residential development adds further capacity<sup>1</sup>.

Manchester has experienced an exceptional increase in its population since the late 1990s and is the leading example in both Europe and the UK of a major urban centre reversing long-term population decline. While this level of population growth is exceptional, the City is still some way below its historical peak population of 766,311, achieved in 1931. New high quality and high-density development will allow Manchester to continue to increase its population without impinging on highly valued community and green space.

The Greater Manchester sub-region, which has a resident population of over 2.78 million and a combined GVA of over £62.8 billion, accounts for around two fifths of the North West's economic output<sup>2</sup>. In 2016, almost one third of the £62.8 billion of GVA generated in Greater Manchester was produced in the City of Manchester<sup>3</sup>. Employment growth of 8.9% is forecast in Manchester between 2016 and 2025 (and 14.1% in the period 2016 to 2036). This growth rate is forecast to add 35,200 jobs to the Manchester economy, taking the total employment level towards 430,000 in 2025. In addition, a significant proportion of forecast employment growth is expected to occur in sectors with higher than average GVA. GVA is expected to increase by 21.8% to 2025, with a 45.2% change forecast from 2016 to 2036. During this period, GVA across Greater Manchester is forecast to rise by an average of 1.74% per year, increasing to over £82.8 billion by 2036<sup>4</sup>.

Manchester's enhanced economic performance has been underpinned by a move from its traditional manufacturing and industrial role towards a more knowledge intensive service-based high-growth economy. Manchester's economy is continuing to strengthen and diversify with strong high added value growth forecast in Business, Financial and Professional Services, Science and Innovation, and Creative and Digital, as well as Sports and Culture, Leisure and Tourism sectors<sup>5</sup>.

<sup>1</sup> Manchester City Council Forecasting Model 2018

<sup>2</sup> Office for National Statistics, *Regional Gross Value Added (Income Approach) tables (released 20 December 2017)*, <https://www.ons.gov.uk/file?uri=/economy/grossvalueaddedgva/datasets/regionalgrossvalueaddedincomeapproach/current/gvaireferencetables2.xls>. Accessed 11 January 2018.

<sup>3</sup> Office for National Statistics, *ibid*.

<sup>4</sup> Greater Manchester Combined Authority, *Greater Manchester Forecasting Model: Summary of outputs (2017 update)*, [http://www.manchester.gov.uk/downloads/downloads/id/253330/14\\_greater\\_manchester\\_forecasting\\_model\\_2017\\_-\\_manchester.pdf](http://www.manchester.gov.uk/downloads/downloads/id/253330/14_greater_manchester_forecasting_model_2017_-_manchester.pdf). Accessed 11 January 2018.

<sup>5</sup> Manchester City Council, *State of the City Report 2018*, [https://www.manchester.gov.uk/downloads/downloads/6964/state\\_of\\_the\\_city\\_report\\_2018\\_whole\\_document](https://www.manchester.gov.uk/downloads/downloads/6964/state_of_the_city_report_2018_whole_document) Accessed 22 February 2018.



Manchester's current and future competitive position is underpinned by a number of key economic assets as set out below. East Manchester can make a distinctive contribution to the City's long-term economic success given its focus on world-class sport and tourism, and its capacity to accommodate thousands more homes and millions of square feet of commercial floorspace in a place where aspirational young people and families want to live.

#### Manchester - A Thriving City Centre

Over the last twenty years, Manchester City Council has driven the physical and economic renewal of the City Centre through the development and implementation of strategic frameworks for sustained regeneration, investment and service improvement to ensure that Manchester maintains its position as the nation's leading City Centre location. The success of this approach sees Manchester successfully compete as an international investment location and visitor destination today.

Given Manchester's economic growth, its universities and buoyant leisure and cultural sector, it is not surprising that the largest population increases are within the age bands that are typically considered to fuel economic growth. Across Greater Manchester, the 2011 Census identified that the 20-24 age band experienced the greatest level of growth, with the 25-29 age band also witnessing a significant increase of just fewer than 30,000 over the same period<sup>6</sup>.

Growth in this population cohort has resulted in demand for new lifestyle choices that offer access to City Centre employment, amenities and transport networks, together with well-managed accommodation built for that purpose. Consequently, Manchester has emerged as having the second largest concentration of Build to Rent homes, with circa 5,000 units either under construction or recently completed and over 4,000 more with planning permission, according to recent figures supplied by JLL. Designed to meet the housing and lifestyle choices of the City's working population, this growth is a clear indicator of the City's success. East Manchester will be a key part of this development, and central to ensuring the retention of this cohort via an expanded and balanced portfolio of housing opportunities.

#### Manchester – Encouraging the Growth of a Dynamic Private Sector

With a thriving private sector, the City is a leading business location and remains a top place in Europe for foreign direct investment outside of London<sup>7</sup>. Sixty-five FTSE 100 companies now have a presence in Greater Manchester, and around 40% of the North West's Top 500 companies are based in the City<sup>8</sup>.

Increasingly businesses are looking for benefits from agglomeration. Business sectors which are influenced by agglomeration (where entrepreneurs, companies, new start-ups and talented workers from disparate economic growth sectors are keen to cluster in locations which can provide business and networking opportunities) are attracted to locations where there are deep labour markets offering an exceptional range of highly qualified and skilled staff.

Manchester's existing business base ensures that it is in prime position to attract such companies that benefit from clustering. This is particularly prevalent in the digital and creative industries, as well as life sciences and advanced manufacturing.

<sup>6</sup> Manchester City Council, *Public Intelligence 2011 Census*, [http://www.manchester.gov.uk/downloads/download/5154/public\\_intelligence\\_2011\\_census](http://www.manchester.gov.uk/downloads/download/5154/public_intelligence_2011_census). Accessed 20 December 2017.

<sup>7</sup> Ernst and Young (EY), *European Investment Monitor 2017*, cited in *EY UK Attractiveness Survey (May 2017)*, [http://www.ey.com/Publication/vwLUAssets/2017-UK-Attractiveness-Survey/\\$FILE/EY-UK-Attractiveness-Survey-2017.pdf](http://www.ey.com/Publication/vwLUAssets/2017-UK-Attractiveness-Survey/$FILE/EY-UK-Attractiveness-Survey-2017.pdf). Accessed 11 January 2018.

<sup>8</sup> Savills, *Spotlight: Manchester Office Market (September 2013)*, <http://pdf.euro.savills.co.uk/uk/office-reports/manchester-office-market-spotlight---sept-2013.pdf>. Accessed 12 January 2018.

### Manchester - A City of Sport

Manchester's globally-renowned pre-eminence in football is due to the presence of two world leading teams, with Manchester City Football Club based at the Etihad Campus.

Manchester's prowess in sport extends well beyond football. The City is home to the HSBC National Cycling Centre, which hosts the British Cycling Team. Additionally, the National Squash Centre has developed as a global centre of excellence, the GB Water Polo Team uses the pool facilities at Beswick, and the GB Taekwondo team is based at Ten Acres Lane. With world leading facilities, the recently opened Manchester Institute of Health and Performance (MIHP) in Beswick is the home of the English Institute of Sport. Other major sports, such as rugby league, rugby union and cricket, have a significant presence across the conurbation.

### Manchester – A Culture, Leisure and Tourism Destination

Manchester's cultural, leisure, and tourism offer plays a pivotal role in shaping the City's identity and supporting its international profile. Its importance continues to rise and today Manchester increasingly attracts a wide range of regional, national, and international events. The City's major venues (including sports stadia, concert venues, galleries and exhibition spaces) have underpinned this offer. Driving major regeneration programmes, they ensure Manchester continues to attract people to live and work in the City, alongside attracting major investment. The Etihad Campus and wider East Manchester regeneration journey to date is a prime example of this.

The culture, leisure and tourism economy is increasing and its offer is diversifying, enhancing the significance of the City's asset base. In recent years, this has been further boosted by substantial investment in new globally recognised world class facilities and events, such as the Whitworth Art Gallery and the forthcoming Factory in St John's (which will become a permanent home for the Manchester International Festival).

Such investments have sustained and opened new domestic and overseas markets, giving Manchester its status as the third most visited city in the UK by international visitors (after London and Edinburgh), with the City experiencing a 21% rise in the number of international visits since 2005<sup>9</sup>. This growth in the visitor economy has been underpinned by, and acted as a catalyst for, a significant increase in the supply of visitor accommodation within the City Centre over the last decade.

### Manchester - A Growing Digital and Creative Sector

The Digital and Creative economy is an increasingly important feature of the City's economy, with a significant core hub of businesses clustered in the centre, East Manchester and Salford Quays.

Manchester's business growth in this sector can be seen in take-up figures during 2017, with the city continuing its strong performance with circa 1.2 million sq. ft of workspace transacted. Within that figure, Digital and Creative was the most dominant sectors:

- 416,534 sq. ft was let to Digital & Creative businesses during 2017;
- 25% of the total workspace take-up during 2017 was from the Digital sector; and
- 10% of the total workspace take-up during 2017 was from the Creative sector.

<sup>9</sup> Manchester City Council, *Report to the Economy Scrutiny Committee: Manchester's Visitor Economy (12 October 2016)*, [http://www.manchester.gov.uk/download/meetings/id/21584/6\\_manchesters\\_visitor\\_economy](http://www.manchester.gov.uk/download/meetings/id/21584/6_manchesters_visitor_economy). Accessed 20 December 2017.

The popularity of Ancoats and the Northern Quarter as a location for Tech and Creative sector occupiers is of particular relevance to this regeneration framework given its geographical proximity.

#### Manchester - A Mobile and Skilled Workforce

The city region offers a high quality and growing workforce of some 7.2 million people within a one hour commute of the City<sup>10</sup>. There is access to a pool of skilled people across a wide range of industries, and over 99,000 students in four universities across Greater Manchester<sup>11</sup>.

A feature of the City's economy and its employment growth has been the ability to attract an international workforce from Europe and beyond. International migration has contributed to economic growth in both the high skilled occupations, such as health and digital, and also in the leisure and care economies. The residential property market has a considerable effect in making the City an attractive destination. Its success has seen an increased birth rate of international migrants' families, which has further contributed to employment growth and housing demand.

Whilst new purpose-built student accommodation is now a feature of the residential property market in the City Centre, a considerable number of international students are using the high quality private rented sector for accommodation, increasing demand in new developments.

#### Manchester – National, Regional and City Region Connectivity

Manchester has continued to invest significantly in its transport infrastructure, delivering major improvements in terms of accessibility to and within the Regional Centre. This increases the City's capacity of its travel to work area (and therefore its pool of labour), and enhances connectivity between businesses. It also makes the City Centre easier to get around and a better place to live.

At the western end of the ERF area is Manchester's principal railway hub and Metrolink interchange at Manchester Piccadilly Station. In the future, this will be significantly extended through the development of a new integrated station to accommodate High Speed 2 (HS2) and Northern Powerhouse Rail (NPR).

East Manchester is connected to the City Centre via five Metrolink stops. The majority of this Framework area is within an 800 metre radius (or 10 minutes walking distance) of a Metrolink stop. This provides access to the regional market, as well as national and international destinations via mainline rail and the airport. The City Centre and Manchester Piccadilly Station are 10 minutes by tram from the Etihad Campus.

In addition, accessibility improvements in terms of enhanced infrastructure to promote walking and cycling, continue to be delivered as part of major regeneration programmes. This enhances connectivity to jobs, education and recreational opportunities for the local workforce and residents.

#### Manchester - International Connectivity

Manchester International Airport is the third largest airport in the UK and is the primary gateway for the north of England. It serves 26 million passengers a year and connects to over 200 destinations worldwide. Direct flights serve all of Europe's major cities and the airport provides multiple long haul routes to North America, the Middle East, Asia and Australasia. The Airport is currently embarking on a £1 billion transformation programme of investment and improvement, with its number of passengers forecast to rise to 45 million by 2030.<sup>12</sup>

<sup>10</sup> Invest in Manchester, *Workforce*, <https://www.investinmanchester.com/why-manchester/workforce>. Accessed 11 January 2018.

<sup>11</sup> Invest in Manchester, *Universities in Manchester*, <https://www.investinmanchester.com/why-manchester/education/universities>. Accessed 20 December 2017.

<sup>12</sup> Manchester Airport Group, 'Secretary of State for Transport sees work begin on Manchester Airport's £1 billion transformation programme' (21 July 2017), <http://mediacentre.manchesterairport.co.uk/secretary-of-state-for-transport-sees-work-begin-on-manchester-airports-1-billion-transformation-programme/>. Accessed 11 January 2018.

## Manchester - the Wider Policy Context

### Our Manchester Strategy 2016-25

The Our Manchester Strategy 2016-25 was adopted by Manchester City Council in January 2016 and sets the ambitions for the City for the next decade. The Strategy sets out a vision for Manchester to be in the top flight of world-class cities by 2025, when the City will:

- have a competitive, dynamic and sustainable economy that draws on our distinctive strengths in science, advanced manufacturing, culture, and creative and digital business – cultivating and encouraging new ideas;
- possess highly skilled, enterprising and industrious people;
- be connected, internationally and within the UK;
- play its full part in limiting the impacts of climate change;
- be a place where residents from all backgrounds feel safe, can aspire, succeed and live well; and
- be clean, attractive, culturally rich, outward-looking and welcoming.

The Our Manchester Strategy also commits to giving the local community and other stakeholders the opportunity to be involved in decision making, with a primary focus on a continuous approach to engagement.

The 'Our Manchester' approach seeks to build a different relationship with residents and communities, recognising that this also means undertaking a different approach to engagement; engagement that is sustainable and driven by the City's communities. This is based on the following essential principles<sup>13</sup>:

- Better lives – it's about people;
- Listening – listen, learn and respond;
- Recognising strengths of individuals and communities – starting from strengths; and
- Working together –building relationships and creating conversations.

### Manchester's Green and Blue Infrastructure Strategy

Manchester City Council recognises that green and blue infrastructure is an essential part of creating a successful, livable city. Parks, river valleys, gardens, street trees, green roofs, canals and many other components all form part of a rich network that is integrated with the built environment in the world's most popular cities.

Manchester's green and blue infrastructure has been part of the City's success for a number of years. Five river valleys, three canals, over 160 parks, street trees, woodland, private gardens, and other areas of natural environment are familiar and well-used parts of the City's landscape. As the City

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<sup>13</sup> Manchester City Council (2016). *Our Manchester Framework*, [http://www.manchester.gov.uk/download/downloads/id/24983/our\\_manchester\\_framework.pdf](http://www.manchester.gov.uk/download/downloads/id/24983/our_manchester_framework.pdf), Accessed 20 December 2017.

continues to grow over the next decade, existing and new high quality green and blue infrastructure will need to continue to be an integrated part of this growth, particularly in the City Centre which has a distinct lack of publicly accessible green space compared with other cities of a similar size.

The vision for green and blue infrastructure in Manchester over the next ten years is that by 2025 high quality, well maintained green and blue spaces will be an integral part of all neighbourhoods. The City's communities will be living healthy, fulfilled lives, enjoying access to parks and green spaces and safe green routes for walking, cycling and exercise throughout the City. Businesses will be investing in areas with a high environmental quality and attractive surroundings, enjoying access to a healthy, talented workforce. New funding models will be in place, ensuring progress achieved by 2025 can be sustained and provide the platform for ongoing investment in the years to follow.

Manchester's Green and Blue Infrastructure (G&BI) Strategy, together with its Stakeholder Implementation Plan, was approved in July 2015. The strategy is founded on the basis that attractive, multi-functional green and blue infrastructure is a key component of shaping and delivering the quality of life people expect and enhancing the City's global image as a place in which to live, work and invest. It also recognises the vital role it plays in terms of sustaining a healthy and biodiverse City which is flood and climate resilient, has good air quality and accessible opportunities for recreation and exercise. As such, the strategy was adopted to ensure that the City as a whole, including the Council, residents, the private and volunteer sectors, developers and other stakeholders could maximise opportunities to enhance the City's green and blue assets and improve the quality of life.

The strategy and implementation plan are based around the following four objectives:

1. Improving the quality and function of Green and Blue Infrastructure to maximise the benefits it delivers;
2. Using appropriate Green and Blue Infrastructure as a key component of new developments to help create successful neighbourhoods and support the City's growth;
3. Improving connectivity and accessibility to Green and Blue Infrastructure within the City and beyond; and
4. Improving and promoting a wider understanding and awareness of the benefits that Green and Blue Infrastructure provides to residents, the economy and the local environment.

The 3 year review notes the significant achievements and progress against the strategy that has been delivered, however, of most importance to the ERF is the continued relevance of the four objectives identified above and in particular the emphasis placed on the future priority of: "Continued progress towards enhancing the quality of GI within new developments through the planning process and the ongoing delivery of SRFs, particularly Mayfield, the Northern Gateway, **Eastern Gateway** and Medieval Quarter."

Playing our Full Part on Climate Change

There is increasing evidence of global temperature rises and the prospect therefore of increasing incidences of extreme weather as well as risk of water and food shortages and flooding, all causing increasing insecurity. Whilst Manchester may not feel these effects as severely as other areas globally, there is an identified urgent need for all cities to consider what they need to do to play their full part in addressing climate change.

In November 2018, Manchester City Council made a series of commitments, informed by the Manchester Climate Change Agency's (MCCA) work with the world renowned Tyndall Centre for Climate Research based at University of Manchester.

The key commitments are as follows:

- To becoming zero carbon by 2038, significantly accelerated from the original target of 2050;
- To adopt a carbon budget and emit only a maximum of 15 million tonnes CO<sub>2</sub> for the period 2018-2100. This has been transposed from a global carbon budget which has been calculated as "likely" to maintain global temperature change within 2°C as agreed in the Paris Agreement;



- To achieve a 13% year-on-year reduction in citywide CO<sub>2</sub> emissions from 2018 to achieve this carbon budget. As well as addressing its own emissions, the Council's role will be to take a significant leadership and influencing role across a number of thematic areas, promoting behavioural changes:
  - Industry and Commercial: Supporting schools and businesses to reduce their emissions wherever possible, developing planning policy, influencing contractors through procurement and commissioning.
  - Domestic: Partnership working with social housing providers across the City to improve social housing properties, working with the Greater Manchester Combined Authority (GMCA) to develop energy efficiency programmes to support private renters and owner occupiers.
  - Transport: Partnership working with TfGM, continuing to promote modal shift from the private car to public transport, cycling and walking by investing in sustainable transport infrastructure, ensuring new developments are close to transport nodes.
- A draft Manchester Zero Carbon Framework has been developed which sets out the City's overarching approach to meeting its science-based climate change targets over the period 2020-38 and draft action plans for the period 2020-22 are being developed by the Council and other strategic organisations and sectors.

#### Manchester's Residential Growth Strategy and Housing Affordability Framework

Recognising the critical relationship between housing and economic growth, Manchester City Council approved a Residential Growth Strategy in March 2016 which sought to deliver a target of 25,000 new homes in a ten-year period between 2015 and 2025.

Key aspects of this policy framework include: ensuring that there is the right quality, mix and type of housing in the right locations to meet demand and changing demographics; developing neighbourhoods of choice; and, the requirement to improve equality amongst the City's residents in terms of housing choice, quality and affordability in order to develop strong communities.

The Residential Growth Strategy report was accompanied by an Action Plan which set out the key actions to be delivered during the first year of the Strategy (2016/17).

In December 2016, the Residential Growth Strategy was further strengthened and refined by the development of the Council's Housing Affordability Policy Framework. This Framework defines affordable housing as homes that cost no more than 30% of gross household income for those at or below the City's then average income of £27,000. The Council subsequently agreed at its Executive in May 2018 that no Manchester resident should have to spend more than 30% of their household income on accommodation - and ideally less. In June 2017, the Council's Executive received and approved a Residential Growth Update report that included a Five-Year Action Plan covering the period 2017 – 2022 which identified key priority areas and key actions to be progressed.

In October 2017, 4 areas across the City where the Council has significant land interests were identified as potential Housing Affordability Zones. In addition to Wythenshawe Town Centre and Central Estates in North Manchester, two of these areas relate to the ERF area, namely:

- Clayton (including land at Eccleshall Street and Ilk/Alpine Streets);
- Beswick (including land at Grey Mare Lane).

These two areas will add scale and focus to delivery and the Council will invest directly into the provision of additional affordable homes, over and above existing Homes England Affordable Homes Programme. Manchester's proposed Housing Affordability Fund will provide subsidy for new and existing homes that are affordable to Manchester residents on or below the City's average household income. In December 2018, the Council's Economy Scrutiny

Committee and the Executive received a report from the Executive Member for Housing and Regeneration which set out a number of policy proposals in relation to the delivery of the City Council's Affordable Housing Strategy. This included a revised Residential Growth Strategy target of 32,000 homes (including 6,400 i.e. a 3,000 increase, in affordable homes) for the ten-year period ending in 2025.

Further work is being undertaken to assess the challenges and external factors that pose a risk to the Council's ability to deliver against its residential growth ambitions, and to identify the actions and opportunities that will ensure that the City delivers the aligned objectives of sustained economic and residential growth including the provision of affordable housing.

In this regard, the Residential Growth Strategy will continue to ensure:

- that the right mix of new housing is delivered in the areas that can accommodate growth and that new homes are connected to new and existing employment opportunities;
- new housing supports the retention and attraction of a highly skilled and economically active population;
- the growing demand for high quality new housing in the City is met, which meets the needs of existing and future residents;
- new residential growth opportunities support the delivery of sustainable neighbourhoods with excellent pedestrian and transport connections including the use of low carbon construction methods and technologies; and,
- that the master-planning of new neighbourhoods and residential developments will include infrastructure and traffic and transport planning ensuring that various modes of transport (car, bus, rail, Metrolink, cycle, and walk) are provided for.

#### Manchester Residential Quality Guidance (2016)

The Manchester Residential Quality Guidance document was endorsed in December 2016 and aims to ensure that high quality, sustainable housing that meets the needs of the City and its communities will be built.

Prospective developers and their design teams bringing forward sites for residential development must demonstrate that the scheme will deliver accommodation of the very highest quality that complies with the guidance. Proposals that do not comply with this guidance must provide a compelling justification, based on evidence and options analysis, in order to avoid refusal. This approach underpins the Council's aspiration to encourage the delivery of the highest quality range of residential development, which will contribute to sustainable growth and help establish Manchester as a world class city.

### **Greater Manchester - the Wider Policy Context**

#### The Greater Manchester Strategy

The Greater Manchester Strategy (GMS) is Greater Manchester's overarching strategy which has set the strategic framework for policy development across Greater Manchester since 2009. As the context for how Greater Manchester operates had altered significantly since the last refreshed 2013 Strategy, the GMS was subsequently updated in October 2017. This is the third GMS and it builds on the substantial progress made since the first was published in 2009 and the most recent refresh in 2013. The strategy was refreshed to reflect the change in the economic and political climate, particularly:

- the substantial devolution that is now underway in Greater Manchester;
- the Mayoral election in May 2017 and the Mayor's manifesto commitments; and
- the changing economic and political climate, particularly the vote to leave the EU.

The GMS sets out a very clear vision for the City Region. It states that:

*"Our vision is to make Greater Manchester one of the best places in the world to grow up, get on and grow old: A place where all children are given the best start in life and young people grow up inspired to exceed expectations; A place where people are proud to live, with a decent home, a fulfilling job, and stress-free journeys the norm. But if you need a helping hand you'll get it; A place of ideas and invention, with a modern and productive economy that draws in investment, visitors and talent; A place where people live healthy lives and older people are valued; A place at the forefront of action on climate change with clean air and a flourishing natural environment; A place where all voices are heard and where, working together, we can shape our future."*

The strategy for achieving this vision is structured around ten priorities, reflecting the life journey:

- Priority 1: Children starting school ready to learn;
- Priority 2: Young people equipped for life;
- Priority 3: Good jobs, with opportunities for people to progress and develop;
- Priority 4: A thriving and productive economy in all parts of Greater Manchester;
- Priority 5: World-class connectivity that keeps Greater Manchester moving;
- Priority 6: Safe, decent and affordable housing;
- Priority 7: A green city-region and a high-quality culture and leisure offer for all;
- Priority 8: Safer and stronger communities;
- Priority 9: Healthy lives, with quality care available for those that need it; and
- Priority 10: An age-friendly city-region.

The GM approach to delivering these priorities is underpinned by five key enablers:

- Enabler 1: Communities in control;
- Enabler 2: People at the heart of everything we do;
- Enabler 3: An integrated approach to place-shaping;
- Enabler 4: Leadership and accountability; and
- Enabler 5: Taking control of our future.

The priorities set out within the updated GMS continue to build on the twin themes of 'People and Place in GM' which formed the basis for previous versions of the document. It sets out to achieve the vision contained within the document through new approaches which are shaped and driven by communities themselves. By harnessing the strengths of Greater Manchester's people and places, the GMS aims to create a more inclusive and productive city region where everyone, and every place, can succeed. It builds on the work that has been done in previous strategies around reforming public services and growing the economy, with an increased focus on ensuring that the people of Greater Manchester can all benefit from economic growth and the opportunities it brings throughout their lives.

The GMS is also the blueprint for the future of public services in the city region, setting out how public bodies – including the ten councils and the Mayor, the NHS, transport, police and the fire service – will work alongside local people to take charge of the future. It addresses education and skills, health, wellbeing, environment, work and economic growth simultaneously in the belief that this is the best way to bring about change and make a real difference to the lives of real people.

The GMS provides the high-level framework for action based on a robust evidence base and the results of public consultation. More detailed plans, developed and led by city region-wide partnerships, set out the specific actions, interventions and investment required to deliver the Greater Manchester strategic priorities and achieve the Greater Manchester vision.

In addition to the GMSF which has already been referenced, these plans include:

- The **Greater Manchester Investment Strategy**, which supports the implementation of the GMS through investment to create and safeguard jobs, primarily through loans to support recycling, to maximise the impact of investment over several funding cycles;
- The establishment of a second **GM Transport Fund** to underpin an integrated whole-system approach to the management of the Greater Manchester transport network and the delivery of strategic transport priorities;
- The **Climate Change and Low Emissions Implementation Plan (2016-2020)**, which sets out the steps that will be taken to become energy-efficient and investing in our natural environment to respond to climate change and to improve quality of life;
- **Springboard to a Green City Region**, setting out the plans for making Greater Manchester one of the leading green city regions in the UK and Europe, was produced following the Greater Manchester Green Summit held in March 2018;
- The **Greater Manchester Work and Skills Strategy and Priorities 2016-2019**, setting out the Greater Manchester approach to delivering a work and skills system that meets the needs of Greater Manchester's employers and residents
- The **Northern Powerhouse Strategy (2016)**, which identifies skills, science and innovation and the development of a collaborative approach to promoting the Northern Powerhouse to foreign investors as priorities for further work by Northern Cities and Government; and
- The **HS2 Growth Strategy** set within the context of the above plans and demonstrates how opportunities such as HS2 and NPR will be maximised for the benefit of businesses and residents around Manchester Piccadilly and Manchester Airport.

## 4 Eastlands: The Planning Context

### The Manchester Core Strategy (2012)

Manchester adopted its Core Strategy in 2012 and this is the key overarching Development Plan Document (DPD) within the Local Plan. The Core Strategy sets out the City Council's vision for Manchester to 2026, along with the planning policies that provide the framework for delivering that vision.

East Manchester has the potential to contribute strongly to a number of Manchester's key strategic policy objectives, including policies which make specific reference to the ERF area. These are summarised below:

**Policy SP1 Spatial Principles:** The ERF area falls within the Regional Centre - the focus for economic and commercial development, retail, leisure and cultural activity, alongside high-quality city living.

The Regional Centre, with Manchester City Centre at its core, is the economic driver of the city region and has greatest potential to drive its continued economic growth, and to do so with the least environmental costs. New development will maximise the potential of the City's transport infrastructure, in particular promoting walking, cycling and use of the public transport.

**Policy EC1 Employment and Economic Growth:** identifies key locations for major employment growth, including the following sites within the Regional Centre which fall within this Framework Area:

- Eastlands
- Ancoats and New Islington (City Centre Fringe)

The policy notes that the Council will support other significant contributors to economic growth and productivity including health, education, retailing, cultural and tourism facilities and other employment generating uses mainly in the City Centre and Eastlands, and specifically recognises the ERF area as a growing destination, with further opportunities for sports and leisure uses.

A key tenet of Policy EC1 is to improve access to employment for communities experiencing some of the highest levels of deprivation in England. East Manchester, as a growing employment destination, is ideally located to provide improved access to jobs for the communities both within and immediately adjacent to the ERF area.

**Policy EC3 The Regional Centre:** Within the Regional Centre development for employment generating uses will be encouraged. The Regional Centre is an appropriate location for large scale leisure uses, for which City Centre sites are unsuitable.

The supporting text to Policy EC3 notes that there is also potential for leisure development which has a regional-scale catchment at Eastlands, which offers an extremely accessible location with land available to support large scale development. This, allied with the existing sporting and leisure infrastructure already present at Eastlands, provides a clear focus for additional development of a similar type in this location.

**Policy EC5 East Manchester:** East Manchester is expected to provide approximately 80-85ha of employment land over the Plan period. The majority of this provision will be within the Regional Centre, including a major leisure visitor destination with ancillary retail and offices at Eastlands and within the City Centre Fringe (along Great Ancoats Street) to provide an extension to City Centre employment opportunities, supporting a mix of employment uses and integrating East Manchester neighbourhoods with the City Centre.



**Policy EC7 Eastlands Strategic Employment Location:** Eastlands Strategic Employment Location will accommodate 40-45 ha. of new development and is suitable for a major sports and leisure visitor destination with complementary commercial, retail and hotels. Proposals will be expected to show how development of the area will:

- Support the continued social, economic and physical regeneration of East Manchester;
- Place design at the heart of any scheme delivering a flagship building;
- Consider wider design and layout objectives, taking advantage of important frontages such as Alan Turing Way and Ashton New Road;
- Set out the scale of land uses proposed as part of the comprehensive development of the proposal;
- Ensure the site is accessible to the East/ North Manchester communities by a choice of sustainable and public transport provision;
- Take advantage of the existing infrastructure on site and proposed improvements such as Metrolink and digital infrastructure;
- Ensure opportunities to employ residents from the local community are established with key partners;
- Use waterways and canals such as the Ashton Canal to create a sense of place and attract investment, in line with Policy EN1; and,
- Have regard to flood risk through the Manchester-Salford-Trafford SFRA.

The vision is to broaden the activities within Eastlands to ensure development opportunities secure the wider regeneration of the surrounding area and deliver maximum benefits for the community.

Policy EC7 identifies two sites as a focus for development. The first is land around the City of Manchester Stadium, including the "Collar Site" to the east and further land to the north and west. The "Collar Site" provides an opportunity for a leisure, recreation and entertainment visitor attraction of national significance. Developments that are predominantly tourism/ leisure based, including hotels and food and drink will be appropriate together with ancillary retail required to support the principal uses. On the development sites to the north and west of the stadium, development of complementary commercial uses will be supported, particularly to accommodate economic activities associated with the growth of Manchester City Football Club.

The second site identified is Openshaw West, which the policy outlines as suitable for the development of a large facility incorporating football and community uses, linked to the operation of Manchester City Football Club. The regeneration of this site has been delivered through the completion of the City Football Academy to expand the Etihad Campus, accompanied by new community sports, education, health and sports performance facilities.

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

**Policy CC1 Primary Economic Development Focus: City Centre and Fringe:** Ancoats and New Islington (including Central Retail Park) is identified by Policy CC1 as forming part of the City Centre Fringe<sup>14</sup>.

The City Centre Fringe is expected to accommodate 25ha of office or similar employment development and will be considered a suitable location for the consideration of high-density building and commercially led mixed use schemes. A variety of high-quality accommodation types, sizes and footplates will be encouraged to boost investment by local, national and international businesses.

<sup>14</sup> The Manchester City Centre Strategic Plan 2015-2018 (2016) included an extended City Centre boundary to include Ancoats and New Islington to respond to the rapidly evolving economic geography of the City Centre and to recognise the contribution of former 'fringe' areas and their relationship with the city centre.

The supporting text acknowledges that the City Centre Fringe areas have emerged due to their potential to provide well-connected City Centre extensions to meet development demand. This process has begun, notably in parts of Ancoats and through the Co-op development, and the City Centre Fringe will become increasingly significant over the life of the Core Strategy. In addition, the Fringe area can offer accommodation to businesses which may suit the central location in policy and operational terms but would struggle to access City Centre accommodation due to cost.

**Policy H2 Strategic Housing Location:** The key location for new residential development throughout the plan period will be within the area to the east and north of Manchester City Centre identified as a strategic location for new housing, including Holt Town and the Lower Medlock Valley. Land assembly will be supported in this area to encourage the creation of large development sites or clusters of sites providing the potential for significant regeneration benefits.

**Policy H4 East Manchester:** East Manchester, over the lifetime of the Core Strategy, will accommodate around 30% of new residential development, with priority given to family housing and other high quality, high value development. Within those areas falling within the regional centre, located adjacent to the City Centre (including Ancoats, New Islington and Holt Town), high density residential development will be permitted.

**Policy T2: Accessible areas of opportunity and need:** The Council will actively manage the pattern of development to ensure that new development is located to ensure good access to the City's main economic drivers (including the regional centre) and is easily accessible by walking, cycling and public transport.

Particular priority will be given to providing all residents access to strategic employment sites including links within East Manchester to employment locations (Eastlands in particular).

**Policy EN12 Area priorities for Open Space, Sport and Recreation:** East Manchester is outlined as one of the priority areas for sport and recreation and the Council supports proposals to enhance existing facilities and provide new spaces and facilities in accessible locations.

## Other Material Planning Considerations

### National Planning Policy Framework (2018)

The National Planning Policy Framework (NPPF) is a material consideration in the determination of planning applications and sets out the Government's planning policies for England and how these are expected to be applied. It sets out the Government's requirements for the planning system only to the extent that it is relevant, proportionate and necessary to do so.

At the heart of the NPPF is a presumption in favour of sustainable development; the golden thread running through plan-making and decision taking. The NPPF notes that there are three dimensions to sustainable development:

**An economic objective** – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

**A social objective** – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and,

**An environmental objective** – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

These dimensions are considered to be mutually dependent with the NPPF, in its entirety, defining sustainable development.

#### *The Draft Greater Manchester Spatial Framework*

The Draft Greater Manchester Spatial Framework (GMSF) has been published for its first round of consultation in January 2019. This document sets out Greater Manchester's plan for homes, jobs and the environment for the whole of the city region.

Draft GMSF priorities are fully aligned with the longstanding regeneration strategy for Eastlands and include: the use of brownfield land; delivering higher densities of land use within the most accessible locations; facilitating employment development; and, maximising the potential of national and international assets through focussing development in key locations.

Eastlands falls within one of these key locations, referenced as the 'Core Growth Area.' The draft GMSF seeks to focus development within the Core Growth Area, improving visitor facilities in the City Centre, Quays and Manchester Airport, and at international and national sporting assets and promoting economic and housing growth. The delivery of housing to meet local needs is also an important focus of the document.

Policy GM-E 6 is of relevance and seeks to protect and enhance sports and recreational facilities in Greater Manchester, enabling the continued development of major sports facilities and events, which can further enhance Greater Manchester's international sporting reputation.

Objective 4 identifies the need to maximise the potential arising from Greater Manchester's national and international assets and Policy GM -P.1 identifies the area stretching from the Ethad Campus through to the City Centre, as a key growth location, where international competitiveness should be maximised.

The Draft GMSF also promotes improvements to sustainable transport and seeks to ensure development is located in the most sustainable locations, reducing the need for car travel, and maximising residential densities around transport hubs.

#### **Manchester - Local Planning Frameworks**

In addition to the Eastlands Regeneration Framework (2017), the following, fully endorsed Neighbourhood Development Framework, will remain relevant and fully endorsed in respect of the ERF boundary, until such time as it is refreshed.

##### *Ancoats and New Islington Neighbourhood Development Framework Update (2016)*

The 2016 Ancoats and New Islington Neighbourhood Development Framework (NDF) Update identifies that Ancoats and New Islington has all the attributes to act as a major focus for population growth over the next ten years. This includes reference to the area's proximity to the thriving City Centre, its exceptional transport connections, its natural and man-made character (and the place-making potential those features present) as well as delivered/committed investment in infrastructure.

The positive regeneration of this neighbourhood has and will continue to happen on the basis of residential, commercial, leisure and community uses, each combining to create a distinctive sense of place and neighbourhood, ensuring life and vitality on weekdays and evenings.

## 5 Eastlands: The Regeneration Journey

### The East Manchester Regeneration Journey

East Manchester grew and developed in the nineteenth and early decades of the twentieth century as home to traditional manufacturing industries on which the wealth of Manchester was founded. It was also home to the large workforces required by these industries. In the second half of the twentieth century, much of area's economic base, and the employment that accompanied it, was decimated by successive economic recessions and intensive competition from increasingly global markets.

Between 1970 and 1985 some 60 per cent of its economic base was lost, leading to the loss of over 33,000 jobs in that period, along with a collapse in the skill base, the area's population and the demand for housing. The decline continued beyond 1985, albeit less dramatically. Over a fifty year period the area's population fell from 164,000 in 1951 to 62,000 in 2001. This combination of employment and population loss left the area with significant amount of brownfield, vacant, and underused land and buildings along with a low value, low demand housing market operating in a less than ideal physical environment. The impacts on the communities and those who could not exercise a choice to leave was profound with high levels unemployment, poor service provision and significant levels of crime and anti-social behaviour prevalent across this part of the City.

Over the last 20 years the regeneration of East Manchester has been a long term regeneration priority for the City Council. New East Manchester (NEM) Limited, established in October 1999, was charged with leading the regeneration of the area. It was a partnership vehicle tying together national government inputs via English Partnerships, regional governmental structures via the North West Development Agency and the City Council. The core objectives set out for New East Manchester in 1999 were:

- to create sustainable communities through making the area an attractive place to live and work with a range of facilities and services that the local community needs, and through making sure that economic benefit is secured for local people; and
- to ensure that East Manchester maximises the contribution it can make to the regional, national, and global economy.

The regeneration strategy pursued from 1999 onwards, enshrined in the first Strategic Regeneration Framework for the area - "**New East Manchester: A New Town in the City**", recognised the need to tackle a broad range of inter-related issues – social, environmental and economic – that had a negative impact on the area.

The approach to regeneration critically recognised, however, that the origins of the multi-faceted deprivation which East Manchester was experiencing at that time lay in the serious decline of the area's manufacturing base over the latter half of the 20<sup>th</sup> Century. The most fundamental component of the strategy to transform East Manchester was the restructuring and diversification of the area's economic base to attract businesses in the City's economic growth sectors which offered the best prospects for future job growth and to ensure that this growth was accompanied by a range of measures to secure benefit – particularly employment – for all local people.

The first Strategic Regeneration Framework for East Manchester set out a very clear and ambitious template for the transformation of the area. Over and above the range of social, environmental and economic interventions needed to transform East Manchester the Framework delineated a set of comprehensive Neighbourhood Development Frameworks that sought to shape the physical transformation of a series of neighbourhoods and guide principally public and private sector investment to create sustainable places to live, work and visit.

The successor Regeneration Framework - "**The East Manchester Strategic Regeneration Framework 2008 – 2018**" - broadened and deepened the approach to regeneration adopted by its predecessor. That Framework refined the focus of the regeneration effort encouraging the public and private sector to:

- Work within a wider sub-regional context and focus energy on encouraging those businesses within competitive economic sectors to locate into and remain within East Manchester;
- Renew the physical landscape of East Manchester so that it explicitly supported the development of a new economic base and new residential neighbourhoods through, for example, world class public realm, high-quality amenity space, iconic buildings, and a modern tram and associated public transport system;
- Champion the need to drive up education standards in East Manchester schools as part of a wider strategy of attracting and retaining working families who were regarded as an essential foundation of economic prosperity, financial vitality and neighbourhood stability;
- Implement strategies to enable residents to enhance their skills and secure employment within the City and the wider city region; and
- Establish "neighbourhoods of choice" that can attract and retain working households recognising that neighbourhoods function best when they contain families and households with a broad mix of incomes.

The two East Manchester Strategic Regeneration Frameworks clearly set out a long-term, integrated regeneration strategy for East Manchester. The City Council, through New East Manchester, focussed on the physical, economic and social transformation of the area. This delivered an agenda for restructuring the area and supporting the community so that the area and its residents could make a more effective contribution to the economy of the wider city region. With the withdrawal of National Government funding in 2011 New East Manchester was effectively wound up. To sustain the regeneration momentum, the Council recognised the need to develop a range of partnering structures that could take the area forward through the national economic recession and the challenges to sustain what have been achieved over the previous decade.

### **The Etihad Campus: An Economic Driver**

At the heart of the economic transformation of East Manchester was the investment made to deliver the Etihad (formerly the City of Manchester) Stadium and other sports facilities as part of delivering the 2002 Commonwealth Games. Following the successful hosting of the Games there has been a consistent approach pursued to establishing the area around the Stadium (now known as the Etihad Campus) as a major sports and leisure destination complex. At the heart of this strategy has been the recognition of the role that the Stadium and its environs play in creating the sense of place which can help change the perceptions of investors of East Manchester as a place to invest.

The occupation of the Stadium by Manchester City Football Club, to become the principal occupant in 2003, has enabled the sports led regeneration of the area to be progressed much further than was originally envisaged when developing the assets for the 2002 Commonwealth Games.

In January 2007, following a national competition, Manchester was recommended as the location for a Regional Casino by an independent Casino Advisory Panel reporting to Government. At that time there was a very clear and compelling argument that a Regional Casino on the land immediately adjacent to the Stadium would make a significant contribution to the regeneration of East Manchester. In March 2008 the Government took the decision not to pursue with the licensing of a Regional Casino.

The 2008 acquisition of Manchester City Football Club by the Abu Dhabi United Group (ADUG) was the beginning of a major new phase of regeneration in the east of the City. The club's new owners and the City Council formed a partnership in 2010 based on a shared commitment to continue the regeneration of the area. The immediate priority was to transform the 200 acres Etihad Campus that hosted the Etihad Stadium, to accelerate the regeneration of East Manchester, thereby increasing the area's economic contribution, driving further employment and economic growth throughout the City and beyond, and critically, helping to develop hope and aspiration in the communities of East Manchester.

The vision and ambition of the partnership between the City Council and ADUG for the 200 acres at the Etihad Campus was set out in the 2011 Eastlands Regeneration Framework. This framework shaped and guided in excess of £400m of private and public investment, helping to realise the overall ambitions for the area that were set out the 2011 Framework. This included:



- Confirming and expanding the Etihad Campus' role as a national and international destination;
  - Strengthening the area's focus on sports and recreation;
  - Increasing community access to sports facilities; and
  - Providing a full range of employment opportunities.
- Specifically, the £400m of public and private investment delivered:

- the Indoor BMX Arena and offices for British Cycling at the National Cycling Centre which opened in 2011;
- a major remediation scheme completed in 2011 which made all of the land to the east of the Etihad Stadium developable;
- the Velopark Mountain Park trails, which opened in 2013;
- The City Football Academy transforming 75 acres of reclaimed land into the world's leading training ground and expanding the Etihad Campus. The project has delivered jobs and training opportunities for local residents and is accompanied by a new community hub incorporating sports and education facilities, in addition to the Manchester Institute of Health and Performance (MIHP), which is a world-class centre for scientific research, analysis and treatment;
- the first phase of expanding the spectator capacity of the Etihad Stadium, which was completed in 2015 by City Football Group; and
- a collection of new community education, sports and leisure facilities completed in early 2016 in a transformed Beswick financed by the City Council, Sport England, the Education Funding Agency and City Football Group.

In addition to this £400m of investment the opening of the Metrolink Phase 3a East Manchester tramline in 2013 provided five tram stops in East Manchester, three of which would serve the Etihad Campus: the Etihad Campus, the Velopark and the Clayton Hall stops.

The Eastlands Regeneration Framework was further reviewed in 2017 seeking to build on the very significant progress made in and around the Etihad Campus since 2011 but also to help drive forward the regeneration momentum spreading eastwards from Great Ancoats Street into Ancoats, New Islington and along the Ashton Canal Corridor.

The focus of the 2017 Eastlands Regeneration Framework was to guide the next phase of investment at the Etihad Campus recognising that there was a significant opportunity to capitalise upon the existing elite and community sports facilities, the presence of a global football brand, the array of leading edge sport National Governing Bodies (NGBs) along with the talent that both trains and works for all of these organisations. The Framework recognised that taken together, these assets could provide Manchester with the ability to build on their presence and to develop new commercial development opportunities centred around businesses that could form a new sport, leisure and recreation economic cluster for the City and the north of England.

Bringing such a new economic focus to the Etihad Campus, and developing what in effect will be a business park anchored by a sport, leisure and recreation economic cluster, would be unique. As such "Sport" would be the economic, educational and community driver for the Etihad Campus and surrounding area.

A central component of unlocking this vision was a recognition of the need to encourage the development of a leading higher education presence onto the Etihad Campus. Such a presence would not just be about delivering a learning environment geared around skills development. The Framework stated that the unique asset base within the Etihad Campus, and those other sports assets across Greater Manchester and beyond, offered a significant opportunity to connect talent to the business of sport, leisure and recreation and at the same time integrating the wider health and well-being agendas being delivered by Greater Manchester and Sport England. Such an academic platform on the Etihad Campus would be an economic driver in itself attracting the best students and the best academic talent to the City. A competitive university sports offer would be pivotal to unlocking the creation of a global sports, leisure and recreation centre of excellence, and creating a new opportunity for associated commercial development activity centred on this economic driver.

The vision for the area in and around the Etihad Campus that the 2017 Framework set out was to develop a place that could successfully host a leading higher education presence that can drive forward the development of a globally competitive sport, leisure and recreation economic cluster. As such the Framework envisioned that the Etihad Campus would be:

- Home to global and national sports organisations where sports 'centres of excellence' can thrive and develop global best practice in sport;
- The home of a leading Higher Education Institution that delivers a wide range of undergraduate and postgraduate sports related academic courses and which seeks to partner with other global leading academic institutions;
- A destination where residents and visitors will come to spend their time on leisure related activities; and
- Creating employment opportunities for local people and driving innovation and economic growth across the City.

#### *Progress from 2017 onwards*

Since 2017 the next phases of development on the Etihad campus have commenced. Projects that are being progressed include:

#### **The Manchester Institute of Sport** - a facility which will seek to combine Science, Business and Culture of Sport;

**House of Sport** - a facility which will cater for a range of National Governing Bodies (NGBs), either already located in facilities across the Etihad Campus, as a legacy of the 2002 Commonwealth Games, or, wishing to relocate. The proposals for the next phase of development across the Etihad Campus, has generated significant interest from NGBs across the country.

A 14-acre extension of the Etihad Campus westward has been endorsed by the City Council and is being assembled to create a **Sports and Innovation Zone**. There is an opportunity to create a safe and vibrant student campus which combines student accommodation to meet the needs of the Manchester Institute of Sport and athlete's accommodation required by the NGBs. It will also provide workspace which is capable of meeting demand and successfully contributing to an entire ecosystem of occupiers from start-ups, including those linked with research activity at the proposed Manchester Institute of Sport, to more established businesses.

#### **The Transformation of East Manchester beyond the Etihad Campus**

The two East Manchester Strategic Regeneration Frameworks, the two Eastlands Regeneration Frameworks and a series of other Neighbourhood and individual site-led Development Frameworks have all sought to set the strategic and neighbourhood related context within which to guide the regeneration effort and frame the deployment of public and private sector resources to deliver the ongoing transformation of the wider East Manchester Area.

The delivery of the East Manchester Metrolink line in 2013 and other infrastructure, as well as the long term focus on regeneration, has seen neighbourhoods in East Manchester re-energised. This has resulted in the creation of new workplaces and the establishment of new housing markets which respond to the lifestyle choices of those wanting to stay and migrate into the City. This has also contributed to a positive change in the demography of the City, from an ageing one into one of the youngest and most dynamic cities in Europe.

Over the last twenty years new business parks, new industries and a significant number of new homes have been created in East Manchester. Every part of the area has benefited from the renewed confidence in the area. A number of factors have acted as a catalyst this transformation: the success of the Etihad Campus; the long term investment in infrastructure and land assembly; the retention and better use of the area's natural and man-made assets; and, its other significant locational advantages. The Ancoats and New Islington neighbourhoods have been a tangible beneficiary of these factors being located close to the City core. However, other neighbourhoods such as Beswick, West Gorton, Openshaw and Miles Platting have gone through, and still are going through, very major transformational regeneration change.

### Manchester Life

Ancoats and New Islington on the eastern edge of the City Centre are two neighbourhoods that have been the subject of two long term regeneration programmes since the late 1990s/ early 2000s. The economic recession of 2008 / 2009 had a significant impact on the delivery of these programmes with commercial and residential development stalling for a number of years due to the lack of availability of finance from lending institutions.

In 2014, ADUG expanded their interests in Manchester through the establishment of a new commercial joint venture with the City Council with the purpose of playing a part in the Council's wider residential strategy for these neighbourhoods. Manchester Life Development Company Ltd (Manchester Life) was established to deliver predominantly new homes in an eastward expansion of the City Centre, with the focus of investment initially being in the Ancoats and New Islington neighbourhoods, and with the ability in the medium to longer term to expand further eastwards towards the Ethihad Campus.

Manchester Life combines the best of public and private sector expertise to set a new benchmark for residential property development in Manchester by planning, financing, developing and managing a portfolio of high-quality homes for private rent and private sale. The Company was established to expand the lifestyle choices available to existing and new Manchester residents, meeting a need for centrally located, stable, well-managed rental accommodation in addition to apartments and town houses for sale.

New planning frameworks for Ancoats and New Islington have been developed, place-creation has been championed, along with new place management arrangements which are now being instigated. Manchester Life has worked closely with the City Council and other local developers to foster a collaborative approach to placemaking. An important part of the placemaking strategy has been to target local and independent operators for the portfolio of ground floor units. This has been a successful strategy, resulting in a range of independent bars, cafes and restaurants now in operation and attracting people to the area. These activities have all been coordinated and choreographed to underpin the expansion of the City Centre eastwards with the clear objective of creating successful mixed use residential led neighbourhoods

Since the completion of Manchester Life's first scheme, Cotton Field Wharf, in late 2017, the pace of change in this area has been rapid. To date, Manchester Life has delivered 659 build to rent homes and 31 homes for sale and is on site with a further 565 homes across four schemes. Manchester Life's investment, including the conversion of two listed buildings, has transformed this area and cemented Ancoats and New Islington as neighbourhoods of choice. In terms of the properties that are rented, Manchester Life offer a minimum tenancy term of one year up to a maximum of three years. The initial take up has predominantly been limited to one year tenancies; however, over 80% of the tenants renewing for a subsequent term are electing to take longer tenancies up to 3 years at renewal. The average age of residents is within the 27 -34 age range with the youngest tenant aged 18 and the oldest 50 plus. The tenants represent a huge range of occupations from administrative roles, shop workers, solicitors, doctors, architects, teachers and retired downsizers.

Manchester Life's success alongside others means the time is right to look at the mix of housing that is appropriate for the next phase of development, including what proportions of social affordable and high value housing are needed to underpin a balanced and self-sustaining community. Manchester Life has recently entered into a Memorandum of Understanding with Great Places Housing Group to collaborate on master planning and land assembly to deliver affordable housing in a range of different ways and tenures. This will help to ensure further phases continue to play a key role in meeting the City Council's housing policy objectives, particularly around affordability

### Progress from 2017 onwards

Since 2017 a number of key opportunities that were identified within the 2017 Eastlands Regeneration Framework have progressed. These include:

- Manchester City Council completing the acquisition of the highly prominent and strategically positioned 10.5-acre former **Central Retail Park** on Great Ancoats Street within New Islington in early 2018. Demolition of this site will be completed by the spring of 2019.
- Using land predominantly owned by the City Council and TfGM between Pollard Street and to the Ashton Canal Corridor, bisected by the East Manchester Metrolink line, and incorporating the New Islington tram is now being brought forward for commercial development. A scheme known as **MXM**, has

been developed by General Projects, which encapsulates the latest thinking in providing a range of flexible workspaces for businesses which have been identified as drivers of the new economy, such as creative, technological and scientific.

- **Holt Town** has experienced significant growth in the reuse of existing mill and light industrial space to support the growth and expansion of businesses who operate within the creative, digital and tech sector. The pricing of these buildings has been key to attracting these businesses.
- Community consultation has taken place and master planning work is underway led by the largest Registered Social Landlord operating in East Manchester - One Manchester - to establish a transformational programme for the **Beswick** estate in and around Grey Mare Lane. This work is principally focused on reviewing capacity and decant / demolition options for a predominantly residential scheme which will provide new affordable home, raises quality, includes open space, revised traffic circulation and amenity uses as well as making a more efficient use of land. The latter issue will help increase the area's provision of new affordable homes.

## 6 Ambitions for East Manchester

The Vision for East Manchester presented in Chapter 2 of this report is focused on building on the platform created by the successful investment in sports facilities, infrastructure and neighbourhood regeneration and capitalising on the eastward expansion of the City Centre.

This is consistent with the principal aims for the East Manchester area over twenty years of regeneration focus and will continue to accelerate and deepen the East Manchester regeneration journey and support inclusive growth.

Underscoring the East Manchester vision are a number of strategic ambitions which have consistently guided the ERF journey and continue to be applicable today. These are summarised and updated below:

### **Bringing sport, education and commerce together**

The business of sport is one of the fastest growing sectors in the UK and across the world, outstripping national GDP rates. This is being driven by a diversifying sport, leisure and recreation market, combined with the rapid growth of the associated education sector. The combined strength of excellence, reputation and infrastructure in both sports and education provides a unique opportunity for Manchester to compete internationally amongst the world's top universities.

The opportunity has been identified and continues to be applied in terms of attracting new business partners, drive forward start-ups, attract new world leading sports organisations and forming a new sport, leisure and recreation economic cluster for the City and the north of England. There continues to be an opportunity to build on the presence of a leading higher education offer, existing elite and community sports facilities, the presence of a global football team and NGBs of sport, and the talent that both trains and works with those organisations.

In addition, there is potential to accelerate delivery of new commercial development that can exploit the presence of higher education and a strong research base along with Manchester's track record in industry, craft and making. Key to this requirement will be the availability of high-quality workspace which can meet a spectrum of end user requirements, as part of a commercial ecosystem.

### **Expand a world-class sports destination**

The cluster of world class assets at the Etihad Campus continues to drive the opportunity to create a global exemplar. In line with established policy, this should also ensure:

- the greatest possible community access to sports facilities compatible with high performance training functions;
- expansion of opportunities for the training of high-performance athletes; protection of the long term expansion potential of the Etihad Campus; and,
- support for the retention of existing and attraction of new leading-edge sports events (spectator and participation) to East Manchester.

### **Destination leisure and recreation facilities**

The development of leisure and tourism attractions has always been viewed as a key component of securing comprehensive development of the Etihad Campus. In this regard, attractions should be internationally distinctive and set new standards in terms of content, scale and customer experience. The facilities should be:

- differentiated from, but complementary to, the offer in the City Centre; offer new experiences and cater for all;
- offer an exciting experience that caters for all, including families, underpinned by a unique vision;
- generate a significant number of additional visitors to the Etihad Campus, per annum;



- offer a mix of world-class content that will animate the site all year round throughout the day and night time;
- maximise the opportunity for local people to benefit from the future success of the site; and,
- consolidate the Ethihad Campus' role as a destination of national and international significance.

### **Capitalise on the regeneration investment made**

The last twenty years' sustained regeneration programme has yielded measurable social, economic, educational and health benefits.

Over the next decade, there is an opportunity to capitalise on this success and the investment that has been secured to create places where people not only want to live and visit but work in increasing numbers - turning a full circle from where the East Manchester journey began.

In this regard, there is an opportunity to add significantly to the economic role of the area and provide new employment opportunities that will be accessible to East Manchester residents, growing skills development, connecting talent to jobs, supporting graduate retention and the attraction of talent to the City.

There is an opportunity to spread the effects of introducing higher education, into the Ashton Canal Corridor, helping to underpin the investments in sports, leisure and recreation through complementary commercial development, facilities and student accommodation.

There is an opportunity to introduce a wider choice of housing, underpinned by good schools, social and cultural facilities in order to create a successful and vibrant urban neighbourhood. Consultation is underway with existing residents in the Beswick neighbourhood around Grey Mare Lane, led by One Manchester, around the way in which the local community would like to see their area develop and improve. This could include additional new social and affordable homes across a range of property types to meet the needs of the local community.

### **Support Manchester's Green City initiatives**

The comprehensive development of East Manchester will contribute significantly to Manchester's Climate Change Call to Action and commitments as well as its 'Green City' ambitions. An Environmental Sustainability Framework has been developed to support the vision for East Manchester. Consistent with the themes and objectives set out in the framework, development in East Manchester will continue to:

- reinforce the health and fitness focus of the Ethihad Campus and its environs through facilitating cycling and pedestrian movement and community access to sports and recreation facilities;
- enhance the accessibility and utilisation of the area's blue and green infrastructure, in accordance with the aims and objectives of Manchester's Green and Blue Infrastructure Strategy;
- promote use of public transport;
- showcase best practise in green design and technology in the built environment;
- introduce energy efficient technology; and,
- lead in areas of environmental quality and natural resource stewardship.

The Ethihad Campus also has the potential to lead in the provision of innovative waste management, water and energy strategies. New development should prioritise the establishment of coordinated strategies for minimising waste and conserving resources. The implementation of infrastructure that will support longer term objectives for waste and resource management at both site-specific and area-wide scales should be considered in the planning and delivery of projects.

Recognising that in November 2018, the Council committed to achieving Zero Carbon by 2038 and the important role that existing and new housing can play in delivering this commitment, an Action Plan will be developed later in 2019 to identify how the Council can support developers of market sale/ rent and those delivering affordable housing to work towards this goal.

### **Create a distinctive sense of place**

The area covered by this Framework encompasses a unique collection of neighbourhoods. Particular development principles should include a unique mix of employment and residential uses to continue the transformation of the area, complemented by a full range of ancillary and appropriately scaled retail uses.

Particular development principles should include the following:

- a) A high quality and multi-functional public realm network that defines a distinctive character for both the Etihad Campus and the surrounding communities.
- b) Create a high-quality place with appropriate landscaping and street scape works to provide a competitive environment for offices and employment space.
- c) Celebrate the area's history and heritage, including the historic mills, Ashton Canal, the River Medlock, Philips Park and Clayton Vale promoting new green linkages throughout the area where opportunities exist.
- d) Establish a clear urban movement hierarchy capable of supporting new uses while sensitively incorporating parking and existing road and rail infrastructure.
- e) Focus on developing the immediate environs of Metrolink stations as high-quality places promoting a higher density of development.
- f) Ensure the area's regeneration acts as a catalyst for the ongoing regeneration of surrounding districts.
- g) Introduce public art to reinforce the Etihad Campus' unique identity within East Manchester and Manchester as a whole. It should reflect the importance of its history and as a place for community and sport.
- h) Developing creative solutions for addressing infrastructure challenges, such as the proximity of the gasholders, associated pipelines and existing road and rail infrastructure.

### **Deliver improved social and economic outcomes**

A fundamental objective of the ERF will be its approach to securing improved social and economic outcomes across East Manchester. The reach and impact of the next phases of physical transformation and investment will be profound, contributing very significantly to the long-term task of considerably reducing the long-term impacts of the social and economic decline, which affected East Manchester in the latter half of the 20<sup>th</sup> Century.

This will be delivered through an implementation plan which encompasses the following:

- Empowerment of existing community and third sector organisations to drive and lead service delivery that will improve economic and social outcomes for East Manchester residents.
- Connecting local schools and local residents to the high-quality sports and leisure offer in order to improve health and well-being outcomes.
- New local employment and active recruitment and training initiatives and apprenticeships which deliver enhanced pathways to new jobs.
- Utilise local procurement and authentic, sustainable supply chains.

- Providing a high quality vocational and academic offer which caters for the needs of all young people and use sports and education to reach disengaged groups.
- Increasing and linking green space across East Manchester.
- Retention of existing residents whilst attracting new working households to live in the wider East Manchester area.
- Ensuring that new development is accompanied by robust proposals to protect and improve adjacent residential areas including robust transport proposals.
- Where needed in the area an unambiguous commitment to fund, independently to the Council and residents, the capital and revenue costs of a residential parking scheme.

## 7 A Strategic Framework for East Manchester

The ERF 2019 covers an extraordinary area with an ongoing opportunity to build on the vibrancy and success of the Etihad Campus, to continue the westward expansion of activity along the Ashton Canal Corridor, joining up with the eastward expansion of the City Centre and, critically to stretch the regeneration momentum eastwards beyond the Campus.

Its boundary remains largely consistent with that identified in 2017. This area stretches between the Etihad Campus, Beswick, Croft Street and Philips Park to the east and the City Centre to the west via the Ashton Canal, River Medlock and Metrolink corridors through New Islington, Ancoats, Holt Town and the Lower Medlock Valley.

The only variations relate to the incorporation of two significant sites on the eastern side of the Etihad Campus. The first site, the Riverpark Trading Estate that is home to the former Manchester Abattoir, lies to the north of Philips Park and Riverpark Road and to the north east of the Etihad Campus Commercial Zone (the northern part of that zone). Outline Planning Permission has recently lapsed on this site and it is therefore considered to be appropriate and necessary to recognise it as a next phase future opportunity. The inclusion of that area allows that opportunity to be considered as part of the comprehensive planning and regeneration of the wider ERF.

The second new area of opportunity is the Eccleshall Street site that is bounded by Clayton Lane, Ashton New Road, Crabtree Lane and the Aston Canal. The City Council has significant ownerships in this area. As such it has been already incorporated into the Clayton Housing Affordability Zone.

The Etihad Campus itself and in those neighbourhoods to the west and to the east of the Etihad Campus will have common themes based on assigning appropriate land uses across the area, to ensure a vibrant character of complementary development delivering:

- a new destination leisure and recreation complex on the Etihad Campus where residents and visitors will come to spend their time on leisure and recreation related activities;
- a home to new sports related businesses in a new “Sports-Tech” cluster for the city-region anchored at the Etihad Campus;
- world-class sports and leisure facilities on and off the Etihad Campus promoting positive health outcomes for residents;
- new commercial development opportunities that capture the wider benefits of economic growth within the core of the conurbation and of the new growth being promoted in and around the Etihad Campus;
- a diverse range of new homes in the area ensuring that affordability of these homes is at the heart of residential growth and a broadening of the area's housing offer;
- a distinctive urban form; and
- a high quality public realm.

This update to the ERF, also recognises that the Etihad Campus sphere of influence extends beyond its current boundaries. This recognises and clarifies that the clear commitments of this ERF, to fully understand and mitigate the effects of major proposals as well as maximise the beneficial effects of the Etihad Campus' success for local communities, are considered and applied across the full extent of its local sphere of influence.

The ERF area's success over twenty years of regeneration, the enhanced attributes it now possesses and the strong growth trajectory of the City all position it as the 'right place at the right time' to support positive added value growth.

To be successful however the City will need to provide a housing offer that continues to grow in order to accommodate this economic growth as well as meeting the needs of existing residents. It also needs to grow in a manner that deepens and broadens the tax base of the City.

It is envisaged that the ERF area will accommodate a significant number of new homes over the next 15 years, for existing and future residents, to provide a range and mix of residential accommodation which includes both affordable and higher value homes to attract and retain residents at this end of the market.

In respect of the issue of affordability of homes for East Manchester residents and the residential strategy for the ERF area must ensure that the nature and form of new housing provision takes account of this situation – delivering a balanced range of housing types and tenures that operate at all price points and meet the needs of Manchester and its residents in the short, medium and long term.

In guiding that future growth over the next decade, the overall area should be considered as one in respect of the overarching strategy, land uses, critical infrastructure and phasing. However, each opportunity requires to be considered in terms of approach, depth of design, planning resolution and delivery.

Fundamentally every scheme must make a positive contribution to create a world class, sustainable place which all Mancunians can benefit from, with the requirement to make appropriate contributions to on-site and offsite objectives around a range of related topics including transport, remediation, affordable housing and infrastructure provisions, as referenced in Chapter 8 of this report.



## 8 Eastlands: Proposed Development Principles

Whilst the ERF covers a broad range of city environments, from existing housing and industry, underused and derelict land, world-class sports facilities, listed parks as well as historic mills and canals, it has been possible to identify an overall approach and a set of ongoing and overarching Development Principles which have been consistently applied. These are set out and refreshed in the remainder of this section and all future development proposals within the ERF area will be expected to contribute fully to the implementation and costs of delivering projects which fully align with these development principles.

**Close working with local communities** whilst the process of change and development proceeds. This relies on the buildings and places created being entirely relevant to those who will occupy them. It also acknowledges that regeneration is about people not just buildings. This aspiration applies to a broad spectrum of needs from young to old, buyers to renters, families to the elderly and single, employer and employee.

**Creating excellent, sustainable neighbourhoods** comprising: high quality homes, work places and other buildings; exciting and stimulating public facilities; and, spaces that engender a strong sense of place, community pride and longevity.

Wherever possible restoring, reusing and thereby **realising the huge potential of the remaining historic buildings, canals and river, streets, and parks** in order to create a future urban environment that is distinctive and characterful and will underpin a sense of place and community longevity. Proposals should work with these assets in order to increase their visibility and accessibility.

**Responding to place**, with particular regard to East Manchester's iconic assets and places including its historic mills, Ashton and Rochdale Canals, the River Medlock, Etihad Stadium, Philips Park, Clayton Hall as well as numerous local streets, places, industrial structures and other features that will help to define distinctive neighbourhoods and local relevance.

Deliver **high quality contemporary buildings** and places to enable the best of urban living and ensure the potential of local communities is realised. The use of contemporary design and construction techniques will also allow flexible buildings and high performance with regard to energy and operation.

Design solutions are necessary for creating an **enhanced street image** and for establishing an efficient and **attractive network between facilities** for vehicles, cyclists and pedestrians.

Alan Turing Way represents a highly visible frontage to the Etihad Stadium, the City Football Academy and other investments on the Etihad Campus which front this road. This should further develop through high quality architecture, public realm and tree planting in and around the Etihad Campus. Future development should consider inviting points of entry, and well considered visual and physical connections through the area.

To continue to support **high quality desirable places and destinations**, the ERF area must also continue to overcome problems caused by large isolated facilities, with large surface parking provision, and, ensure that an appropriate network and hierarchy of streets is created.

**High quality community resources, surgeries, schools, shops entertainment and culture and public realm** which reflects a growing population and needs and underpins a diverse community and economy. New schools and health facilities will be required, as will additional local retail, and other quality services along with high quality management of the place.

Create **spaces for all that are safe and secure**, that encourage community interaction, but also provide retreat and quiet from busy urban life.

**Sustainable and resilient design** which is fully **accessible and inclusive** and includes zero carbon homes with low energy and resource demand as part of the process of making housing affordable in the long term, creating cities of the future and delivering on Manchester's zero carbon and carbon budget commitments. The area should benefit from extensive **tree planting** and landscaping to emphasise the green character of the area.

Encourage **sustainable transport** through a range of measures including; car charging, bicycle facilities, well-lit streets and paths and access to the tram and other forms of public transport.

**Resilient infrastructure** with power, dark fibre and flexible energy sources that will ensure smart management of homes, businesses and neighbourhoods and flexible land use and occupation.

**Varied massing and density** responding to the local context:

- a) The dominant mill buildings will set the tonal height and massing for structures in Holt Town;
- b) The city centre fringe's scale of development with a density and massing that facilitates vibrant activity and a multiplicity of uses; and
- c) The tram system as an enabler of density and permeability and reducer of car usage.

There is an opportunity to create a **diverse, balanced mix of housing** across the ERF area. This will include broadening the values of new housing to include both higher value housing and also affordable housing, including provision that is accessible to those on low or lower incomes. New housing should meet the needs of both existing and future residents, support economic growth and support the delivery of sustainable neighborhoods where people want to live, work and spend leisure time.

**Residential quality** as a fundamental and an all encompassing foundation of stable and buoyant neighbourhoods, delivered in accordance with the Manchester Residential Quality Guidance.

**A diverse workplace offer** – from commercial development aligned to the new technology and sports, leisure and recreation cluster at the Etihad Campus, and elsewhere co-working, live-work spaces, serviced offices, traditional offices, light industrial space for manufacturing and processing, all accommodated within mixed-use environments in an appropriate neighbourly manner. This will be underpinned by an economic and demographic analysis.

This builds on the 2017 ERF formed around a number of consistently applied strategies:

Section 3 of this document has already outlined the City Council's Blue and Green Infrastructure Strategy, and the identified the important role that Manchester's Eastern Gateway will play in relation to enhancing the City's green and blue assets and improving quality of life. **The Medlock Valley and Philips Park** are core recreational spaces for East Manchester as well as the backbone for critical strategic footpath and cycleway provision. Philips Park is a listed open space with a high-quality environment and range of recreational facilities. It links directly to green spaces to the east that run in an unbroken chain to the Pennines along the Medlock. To the west, the green link is broken by the Etihad Campus and when it re-emerges, the quality is more urban and reduced. This section – the Lower Medlock Valley – is a key undeveloped asset, and one that can provide valuable direction for establishing a new character for the district and critical connections to the City Centre which will increase its use and perception as a city-wide asset.

The four objectives set out in the Council's Green and Blue Infrastructure will be applied to new development. In addition, three further specific goals are set for the transformation of the Valley:

- The appropriate ecological restoration of the river as an aquatic and terrestrial habitat.
- The attraction of increased people activity through the extension of continuous pedestrian and cycling trails connecting to the City Centre and the Etihad Campus and the creation of appropriate activity along the valley.
- The use of the improved valley lands as a 'front' for new development.

The improvement of the valley should be undertaken primarily for environmental and recreational purposes, and to enhance a natural asset, recognising that this can provide improved property value, provide an 'address' and a consistent sense of place deep into the Ashton Canal Corridor extending to the City Centre and through the Ethiad Campus to Philips Park and beyond.

The development of the HS2/ Northern Powerhouse Rail station at Piccadilly will have a transformative impact on the City, opening up new business and development opportunities. Delivery of the Council's HS2 SRF will restructure road and open space patterns in the area, between the new station and Great Ancoats Street, improving the connection between the Ashton Canal Corridor and the City Centre. Specifically, the new road patterns will provide the potential for a clear and attractive route between the Lower Medlock Valley and Holt Town to the City Centre which does not exist today.

Future development should be designed to engage with Philips Park and the Medlock River Valley. This will ensure a close relationship with the new neighbourhoods. An overarching strategy for the Medlock River Valley would ensure the best of the valleys potential is realised for existing and new residents and that landowners understand their obligations in contributing to the creation of an enhance park system. **The Ashton Canal** mirrors the route of the tram and is a primary route through the historic core and high-density neighbourhoods of the ERF area. It is another critical spine of the public realm structure, tying pedestrian and cycle routes east to west. The density of the canal corridor demands a significant upgrade in public realm adjacent to the canal – high quality lighting, security systems, additional bridges and access points as well as new links to neighbourhoods, both north and south.

New development should:

- Promote connectivity to the canal through additional access points down to the canal towpath;
- Provide activity and natural surveillance;
- Improve the quality of the canal towpath to increase the effective width for pedestrians and cyclists; and
- In addition, there are important opportunities at the Beswick Street and Carruthers Street bridges for café style activity to animate these sections of the canal;

The canal routes should be treated as key linkages as well as leisure and amenity resources. They are a character feature and opportunity to create a special setting for new buildings.

Where the Ashton Canal crosses into the Ethiad Campus, a landscape design could improve the connections to the Lower Medlock Valley and New Viaduct Street and provide an attractive setting for the dramatic confluence of canal, river and road that occurs there. The extent of works required will require a comprehensive use and design strategy, an implementation strategy that clearly sets out the contributions required of landowners and developers, and a management and maintenance strategy that deals with the upkeep of the public realm and waterways.

**Impact on the Community** – a fundamental principle of the ERF is to ensure that new development areas are fully integrated with existing communities. This is both in terms of physical connections and the creation of inclusive and accessible buildings and places, as well as functional connections including employment and training initiatives, all as part of an overall requirement to maximise benefits for local communities. As part of planning applications, the potential impacts of new development on existing communities will need to be fully assessed and commitments to requisite levels of mitigation identified.

**Parking & Transport** - transport proposals will be required which demonstrate the robustness of all plans, and these will include an unambiguous commitment to fund, independently of either the City Council or residents, the capital and revenue costs of an enhanced residential parking scheme.

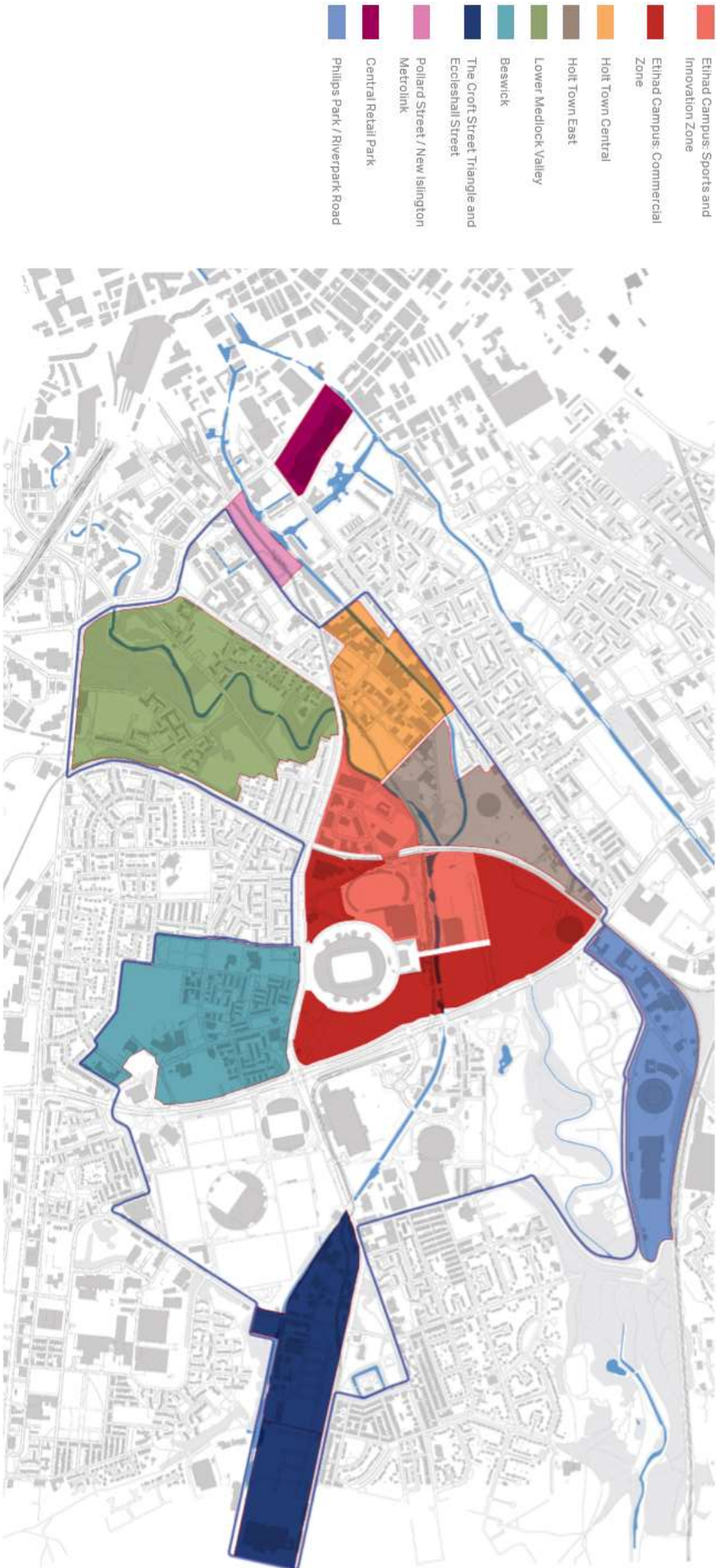
**Utility Infrastructure** - considerable investment in supporting infrastructure is required across the area. In particular, upgrades to the electrical supply system to provide for development and a growing population will need to be implemented.

**A range of power solutions** - will establish a robust power supply network, including a micro grid across key areas. Sustainable infrastructure solutions will anticipate developments in low carbon supply.

9 Eastlands: New Opportunities

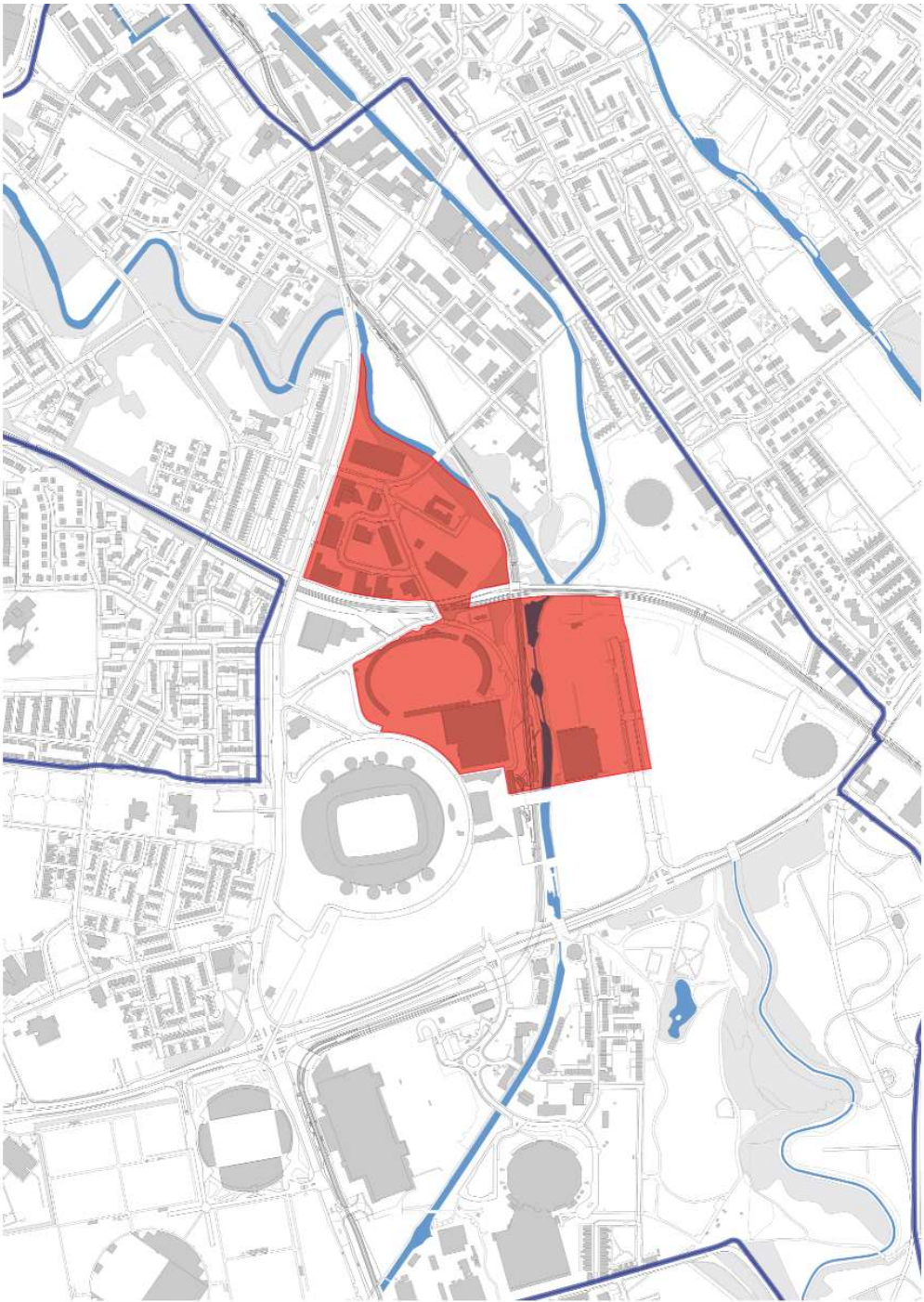
This section of the report describes the areas of focus for the next phases of regeneration across the ERF area and considers key issues and opportunities that will be key to the consideration of proposals as they come forward. Together with the guidance set out in previous sections of this report, it also provides a basis upon which more detailed Development Frameworks and associated masterplans can be prepared for strategic sites, in partnership with those landowners and developers who will actively promote development.

Figure 9.1: Eastlands: New Opportunities - Key Sub-Areas





**The Etihad Campus Sport & Innovation Zone**



The Etihad Campus Sport and Innovation Zone is centred to the north and south of the Ashton Canal to the north west of the Etihad Stadium adjacent and encompasses the existing Regional Athletics Centre, the indoor training centre, the National Squash Centre and the Regional Tennis Centre. The Sport and Innovation Zone spans across the existing railway line into the Edwin Road Industrial Estate, connected via an existing bridge. This part of the Etihad Campus can accommodate new higher education and support facilities, new student accommodation and a diverse range of commercial workspace and office requirements.

This area will be home to the Manchester Institute of Sport, a new higher education institution promoting learning, research, development and innovation in the world of sport that will attract the best academic, graduate and post-graduate talent in this field. The Council is working with a range of local, national and international partners and Manchester Metropolitan University, to realise a compelling Academic Vision for the Manchester Institute of Sport, which will include post-graduate and research activities as well as providing a range of undergraduate programmes.

The Manchester Institute of Sport will embed students, graduates, apprentices and executive learners amongst world-leading facilities at the Etihad Campus to benefit from the best available practice-led education and research. In order to ensure that innovation and research activities from the Institute of Sport can be translated into opportunities for young people and entrepreneurs to develop their own businesses, products and services, affordable incubator and small-scale workspace should be developed within this campus environment with appropriate access to business-support services to allow viable propositions to develop.

Separately, the identified need to accommodate additional office space for NGBs who wish to relocate to the Etihad Campus, has identified land adjacent to the National Squash Centre as a potential location. A number of existing NGBs are located in facilities across the Etihad Campus as a legacy from the success of the 2002 Commonwealth Games, which has built up the City's elite talent base (including the HSBC National Cycling Centre, National Taekwondo Centre, National Speedway Stadium and Regional Basketball, Squash and Tennis Centres).

Recently, following a competitive bidding process, Rugby Football League (RFL) has decided to relocate its HQ to the Etihad Campus. There were several reasons for the RFL's decision to relocate, including the ability to work closely with existing and future sporting organisations at the Etihad Campus together with proximity to the MIHP and the future Manchester Institute of Sport.

The Etihad Campus partners have explored the appetite from other key NGBs and sports organisations from across the country to have a presence on the Etihad Campus. There is a real opportunity to create a flexible office base at the Etihad Campus which may either be used as a hub or on an ad-hoc basis by partner NGBs. This proposal is supported by Sport England which understands the importance of collaboration amongst its organisations and will enhance the vision for the Etihad Campus of being the epicentre of sport in the UK.

As part of the development of the Sport and Innovation Zone, there is the opportunity to improve and enhance National Squash Centre and the Regional Athletics Arena. Some key works include the renewal of the running track and improvement to changing and spectator facilities for the Outdoor Arena.

In addition, the Sport and Innovation Zone will provide the following:

- Accommodation which is inspirational for young people and sports professionals.
- The Institute of Sport and NGBs with shared use of existing sporting facilities, underpinning the viability and use of existing facilities.
- Shared meeting, workspace and catering facilities to facilitate knowledge-sharing and partnering in a 'where sports meet' hub.

A draft framework masterplan for the Sport and Innovation Zone sets out a number of options for the future development of the Edwin Road Industrial Estate area to provide up to 1,000 student accommodation bed spaces together with the potential for providing a modest amount of accommodation for athletes, subject to further consultation with existing and future NGBs. The proximity of the student accommodation to the Manchester Institute of Sport will provide a safe and attractive campus environment and the intention is for the area to have priority for pedestrians and cyclists. The options show a variety of traffic calming proposals, all of which include a proposal to stop up New Viaduct Street to create a safe link between the academic and sports facilities around the Etihad Stadium to the student village area.

In order to ensure that innovation and research activities from the Manchester Institute of Sport can be translated into opportunities for young people and entrepreneurs to develop their own businesses, products and services, affordable incubator and small-scale workspace should be developed within the

Sports and Innovation Zone, with appropriate access to business-support services to support business growth, talent retention and the development of a dynamic eco-system.

There is significant scope to deliver an integrated scheme centred on both high quality, affordable accommodation for students and young people along with managed workspace which supports spin-out and start-up businesses. This will underpin the shared ambitions for the Etihad Campus, ensuring that the Manchester Institute of Sport will be globally competitive attracting the best academics and students.

Conventional models of live and workspace are changing, and the Sport and Innovation Zone should be at the forefront of new thinking so that innovative live and work developments which remain affordable, especially for young people, can be developed. There is an opportunity here to partner with progressive RSLs to ensure that new provision is made for affordable accommodation which will be attractive to young people from all backgrounds creating new opportunities for business incubation and diversification of the local economy.

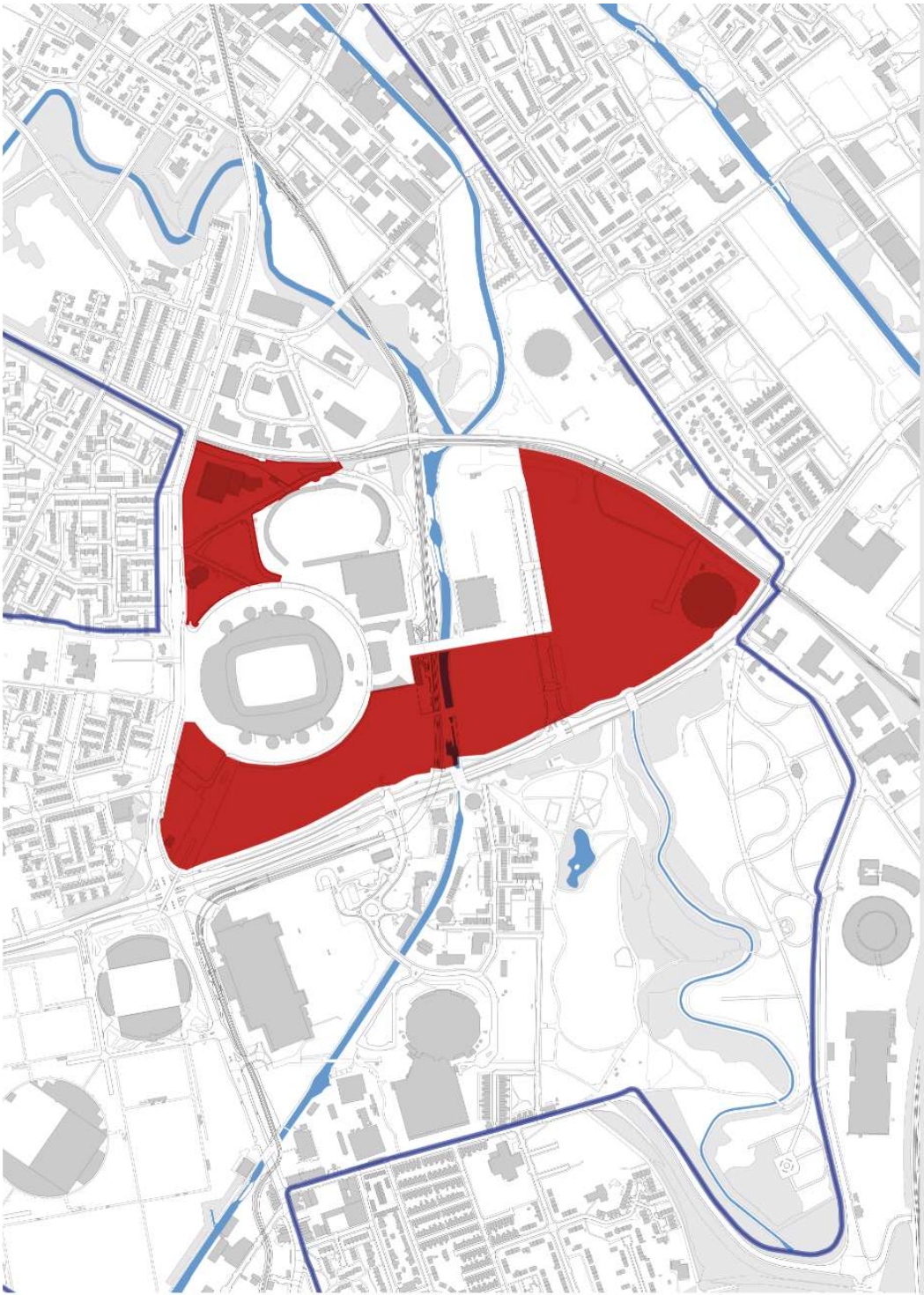
A Development Framework for the Sport and Innovation Zone will be established, building on the options set out in the framework masterplan. The Development Framework should ensure that new facilities will be accessible to residents and visitors from the wider region and easily accessible from the tram stops at the Etihad Campus and adjacent areas.

The development of the Sport and Innovation Zone will deliver an improved environment along this section of the recreational route, enhancing the green and blue links from the Etihad Campus into Holt Town and through to the City Centre. The Development Framework will identify desired traffic calming measures, including proposed road closures, particularly to New Viaduct Street, which will improve the safety and environment of the proposed Sport and Innovation Zone.

Development on the north side of the canal should establish a new level of activity to this part of the Ashton Canal and help animate this area throughout the year and on non-match/ event days. This may require the relocation of the gas supply network that traverses the site and remediation is likely to be required to bring this development forward.



**The Etihad Campus Commercial Zone**



A consistent long term strategic ambition for the Etihad Campus which has been articulated in successive strategies has been the need to diversify the pattern of uses on the Etihad Campus, create a wider profile of activity day by day and all the year round and fully exploit the latent economic capacity of the Etihad Campus as a whole. This would maximise the destination role of the Etihad Campus and drive investment and job creation not only for East Manchester but for the City as a whole.

The changing economic and demographic profile of the area has led the Etihad Campus partners to consider the potential for commercial offices to the east of the Etihad Stadium, whilst maintaining vistas to the iconic Etihad Stadium.

This is likely to be based upon:

- Creating a specification of product which is attractive to sports-related occupiers who are drawn to the Etihad Campus by anchors such as City Football Group, the Manchester Institute of Sport and NGBs;
- An emphasis on the development of a sports eco-system which provides shared services, amenity facilities and an active management approach to develop tenant communities;
- Attraction of an initial significant occupier to complement the presence of the Institute of Sport and the existing and future sports and entertainment organisations located at the Etihad Campus;
- Securing an investor with a patient approach to capital investment with rental yields likely to increase over the medium term; and
- A robust and compelling branding and marketing strategy which establishes the Etihad Campus as a centre of national and international significance for sports and entertainment related businesses and organisations.

The ERF should continue to allow for commercial space to come forward in this location and allow for the opportunity for sports-based businesses to locate here particularly when the Manchester Institute of Sport is completed.

In addition to providing new commercial development opportunities on the Etihad Campus to provide the opportunity to develop a new Sport Tech cluster for the City there has also been a long term ambition to deliver a destination leisure and recreation offer as part of a diversified pattern of economic uses on the Campus. This ambition, now aligned with the proven resilience of the Etihad Campus' transport capability, the increasing proliferation of sports based activities and the growing global recognition and success of Manchester City Football Club have become powerful influences on a number of international entertainment operators and investors who have now identified the Etihad Campus as an option for creating new facilities to respond to what they indicate are strong market opportunities to further serve the City and the wider region.

One such opportunity is a new large indoor arena (with a capacity in excess of 20,000 spectators). International investors and operators see Manchester as one of the few cities in Europe with the ability to successfully host more than one large arena. It is known that these investors are evaluating locational options and are addressing the detailed business case for such an investment with a view to selecting a site and bringing forward detailed development proposals later this year.

This and other facilities including a multi-plex cinema, an expanded food and beverage offer, and hotel development are seen by investors and operators as being potentially viable propositions given the changing and growing market for entertainment activities.

The trends show that live entertainment has seen significant growth over the last few years. Most if not all forecasts show continuing and significant growth in live music and entertainment. To put this into perspective, across 69 venues surveyed in Europe, over 32 million people attended arena shows in 2016. The UK and Ireland led this figure, making up over 11m attendances alone.<sup>15</sup> Of these, almost 40% were attending music concerts, with sports as the next leading category with 31.7% of tickets.

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<sup>15</sup> IQ Magazine (2017)



The live music industry in the UK is also growing. In 2016 the sector was worth £80m in exports and £1bn in total GVA contribution.<sup>16</sup> This was up on 2015 when the sector was worth £57m in exports and £904m in GVA contribution.<sup>17</sup> Employment figures also grew from 25,150 people in 2015<sup>18</sup> to 28,538 people in 2016.<sup>19</sup> In the UK, major events (those with crowds of over 10,000) generated £2.2bn and supported over 21,000 jobs during the four years after the 2012 Olympics.<sup>20</sup>

Manchester as a music industry centre underlines this potential. There is also very strong international interest in the UK market for sports and entertainment-based activities (including Manchester). Experience elsewhere also suggests that if Manchester is to fully achieve its potential as a world class entertainment venue it will require facilities with the necessary flexibility to be able to embrace different venue configurations for live events including sports music and family shows; as well as facilities which respond to new hospitality demands and a requirement to meet changing visitor and artist expectations.

While the provision of an arena could add significantly to the regeneration and local employment potential of the Etihad Campus and to the wider priorities for East Manchester, it is recognised that the Etihad Campus will be judged against the availability and suitability of other sites.

It is also recognised that any planning proposals will need to be accompanied by a detailed Business Case explaining the overall benefits and market case. It will be for the promoters of a scheme to bring forward the detailed evidence to demonstrate the realism and sustainability of such an investment as well as the robust case underpinning the location all of which will be at the heart of a detailed and balanced assessment of the planning and development case which would need to be undertaken at the appropriate time by the Local Planning Authority.

Similar criteria, in accordance with the requirements of planning policy, will apply to other entertainment facilities coming forward for the Etihad Campus which may become the subject of a planning application.

Any such planning applications would have to address detailed transport impacts and would need to be accompanied by detailed proposals for the management of the network (and any necessary modifications) to sustain the demands for different facilities cumulatively and at different times of the day. There would also need to be detailed consideration given to the development of a new operational platform for the Etihad Campus not only to fully maximise efficiencies and functionality but to create an integrated approach to programming.

Of paramount concern to the Council and residents will of course be the need to protect and enhance amenity in adjacent neighbourhoods to the Etihad Campus. If proposals for facilities are brought forward which are likely to generate significant increased demands on the transport network it will be essential that detailed proposals are also brought forward for the implementation of a controlled parking scheme with a coverage to be agreed by the Council following consultation with residents and businesses and with the costs of provision and operations underwritten by commercial third parties rather than directly by the Council.

Subject to the above it is considered that the opportunity for an indoor arena within Manchester based on the Etihad Campus, along with the provision of other entertainment facilities should be allowed for in the next phase of development opportunities subject to detailed appraisal and analysis.

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<sup>16</sup> UK Music (2017)

<sup>17</sup> UK Music (2016)

<sup>18</sup> Ibid.

<sup>19</sup> UK Music (2017)

<sup>20</sup> London and Partners (2016)

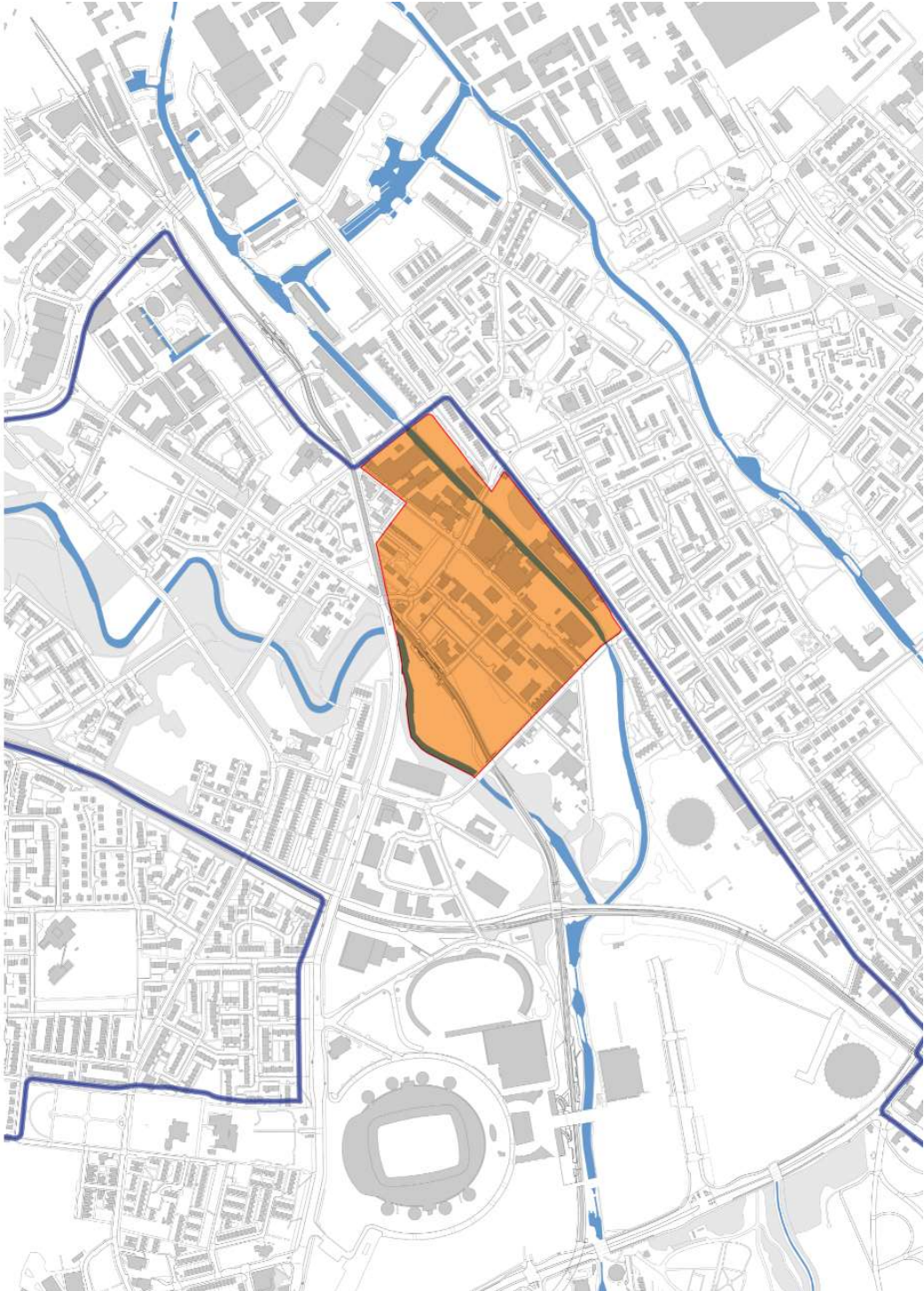
In addition to the above opportunities, this area already benefits from an extant planning permission, granted in February 2014, to extend the Etihad Stadium and increase capacity from 47,670 to 62,170 on matchdays, and up to 63,834 for concerts. To date, the south stand extension has been delivered increasing capacity by 6,250.

The introduction of committed and proposed developments could, subject to further analysis, transform the vibrancy of the Etihad Campus on non-match and Stadium event days.

This could also bring about the opportunity for Manchester City Football Club to review its requirements for an expanded and improved retail store facility (in line with requirements from a new sponsor partner) combined with an improved visitor attraction 'City Experience' sales base and refreshed customer services centre.

In terms of open space, the River Medlock Valley runs right through the site and development of the car park area north of the stadium will provide an opportunity for a strong green pedestrian and cycle linkage as well as acknowledge, in landscape terms, the buried river in the culvert below.

**Holt Town Central**



The Holt Town Central area is located between, and connects, the Etihad Campus and the Ancoats and New Islington neighbourhoods. As such, it has long been regarded as the “missing link” in the regeneration of the Ashton Canal Corridor from the City Centre to the Etihad Campus.

The Ashton Canal runs through this area and the River Medlock valley is located immediately adjacent - two major assets that can both frame and link together new development.

There is huge potential to improve the canal and the surrounding environment to enable greater links from the Etihad Campus into Holt Town and through to Manchester City Centre. Additional canal towpath access for cyclists and pedestrians is required, together with security and lighting improvements. New development has the potential to increase natural surveillance and add activity to the streetscape and towpath.

The East Manchester Metrolink extension has made Holt Town a highly accessible location. The Holt Town Metrolink stop provides a public transport gateway into the area and its introduction has already acted as a catalyst for regeneration and enhanced levels of activity and development interest.

The Holt Town Central site also benefits from an established road network and connections to important highways. Pollard Street and Merrill Street provide main routes through the wider Holt Town area, connecting the Etihad Campus to the City Centre and the surrounding area and there are ten bus routes within 400m of the site, which provide further sustainable transport options.

Density should be concentrated along the canal corridor and surrounding the Holt Town Metrolink stop in order to encourage sustainable transport choices, maximising upgraded connections to the City Centre and the Etihad Campus via the Ashton Canal towpath and the wider green and blue infrastructure network.

Density of development should be similar to that in the Ancoats area, allowing the existing mill buildings to be the dominant urban form. New development will not be allowed to exceed the 8 storeys datum without a planning and townscape justification discussed and agreed with the Local Planning Authority. Development should bring natural surveillance and new activity to the streetscape and towpath and should build on the existing gridded network of streets to re-establish Holt Town's urban grain and support a critical mass of new development around the canal and its listed buildings.

The ERF 2017 set out Holt Town as a mixed-use neighbourhood anticipating higher density residential uses including family homes across a range of price points and tenures, employment space for a wide variety of businesses from "makers" to tech entrepreneurs, with local retail and services to support the wider area, making maximum use of the proximity to the Holt Town Metrolink stop.

Existing businesses compatible with a mixed-use neighbourhood who wish to invest in their premises and expand their workforce will be encouraged and supported.

Consideration will need to be given to the location of facilities such as health-care, schools and retail to support the existing and growing community in the Holt Town neighbourhood.

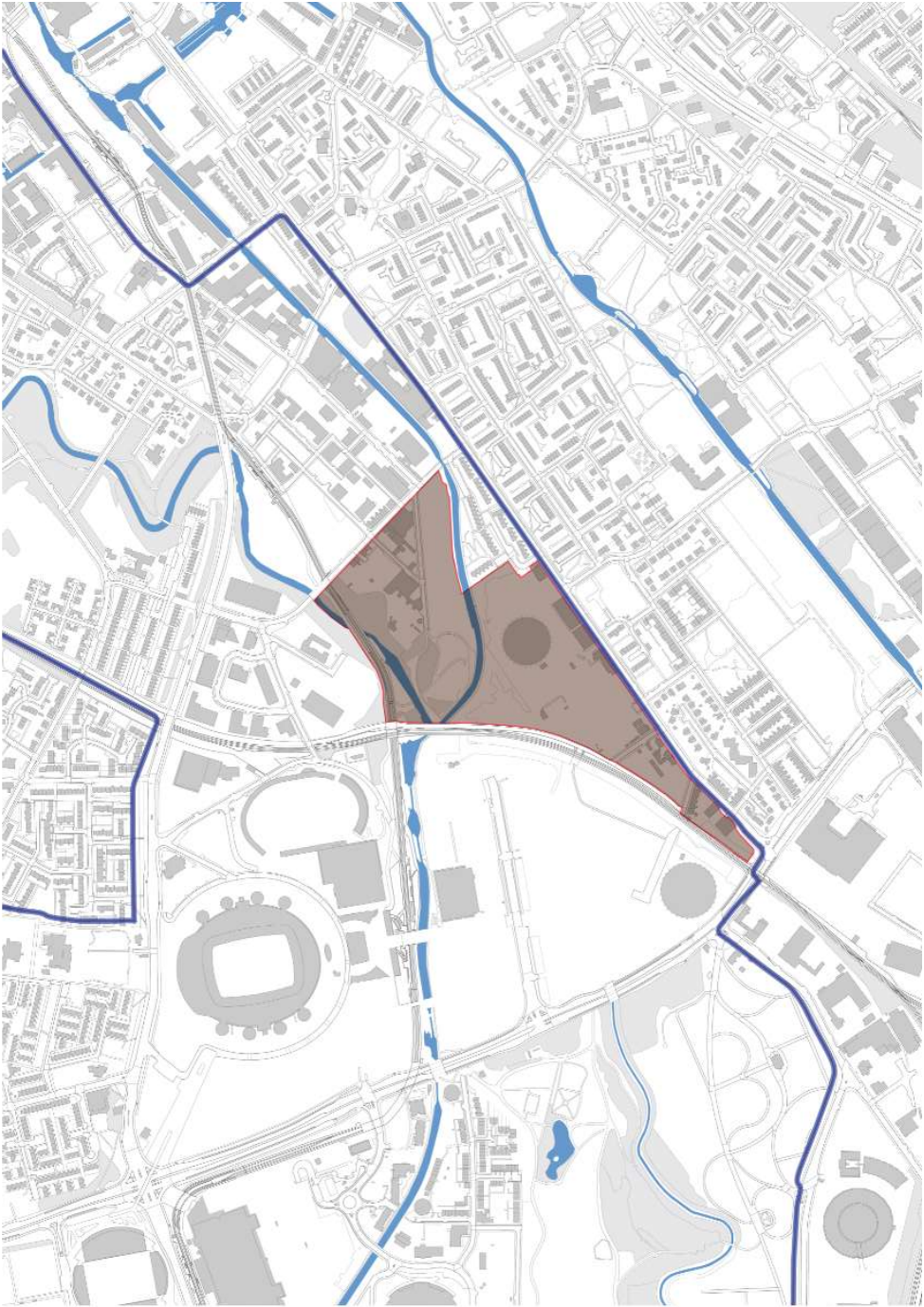
The extraordinary listed former mill buildings offer significant potential for commercial, residential and cultural uses, creating a neighbourhood of character, similar to Ancoats, which is now well established as a residential and commercial neighbourhood of choice.

Additional canal and towpath access for cyclists and pedestrians is required, together with security and lighting improvements. Regeneration of the area will be underpinned by the reuse and preservation of historic mill buildings fronting onto the canal. Infill developments on adjoining sites should be of a scale and character to complement these buildings, reinforcing the respective identities of the old and the new. Development should bring natural surveillance and new activity to the streetscape and towpath, and should build on the existing gridded network of streets to re-establish Holt Town's urban grain and support a critical mass of new development around the canal and its listed buildings.

Significant interventions will be needed to create the right context for investment in the creation of sustainable mixed-use neighbourhoods. It will require collaboration between landowners as ownership is fragmented, and there is a risk of inappropriate, piecemeal development. It is critical that comprehensive and coherent approaches are taken to create development opportunities of appropriate scale that will contribute to place-making and provide adequate solutions to issues such as car parking and amenity space. The Council will play a central role in ensuring a coherent approach is brought forward to the development of this part of the Eastlands area. Given the fragmented ownerships within Holt Town area the City Council will consider using its Compulsory Purchase powers should they be required. The use of such powers would be the subject of a separate approval by the City Council.



**Holt Town East**



Where the Ashton Canal meets the Ethihad Campus, the land is owned by a limited number of landowners, including the Council, and Transco National Grid. Discussions with both Transco and other significant private landowners is ongoing and have been prioritised in order to inject pace into the land assembly process.

It is critical that comprehensive and coherent approaches, which may involve collaboration between adjacent landowners, are taken to create development opportunities of appropriate scale that will contribute to place-making and provide adequate solutions for issues such as amenity space. The significant areas of open space should be sensitively developed to create additional residential-led mixed-use development.



Existing residential areas should be sensitively integrated into the new development areas. Poor neighbour land uses will be required to be relocated and much of the land in the area remediated. As such significant decontamination costs and costs associated with business relocation or extinguishment of bad-neighbour uses are anticipated. Costs associated with bringing forward development will need to be shared by the parties if they are to participate in development going forward or reflected in the price agreed for any transactions.

Additional canal towpath access for cyclists and pedestrians is required, together with security and lighting improvements.

**Lower Medlock Valley**

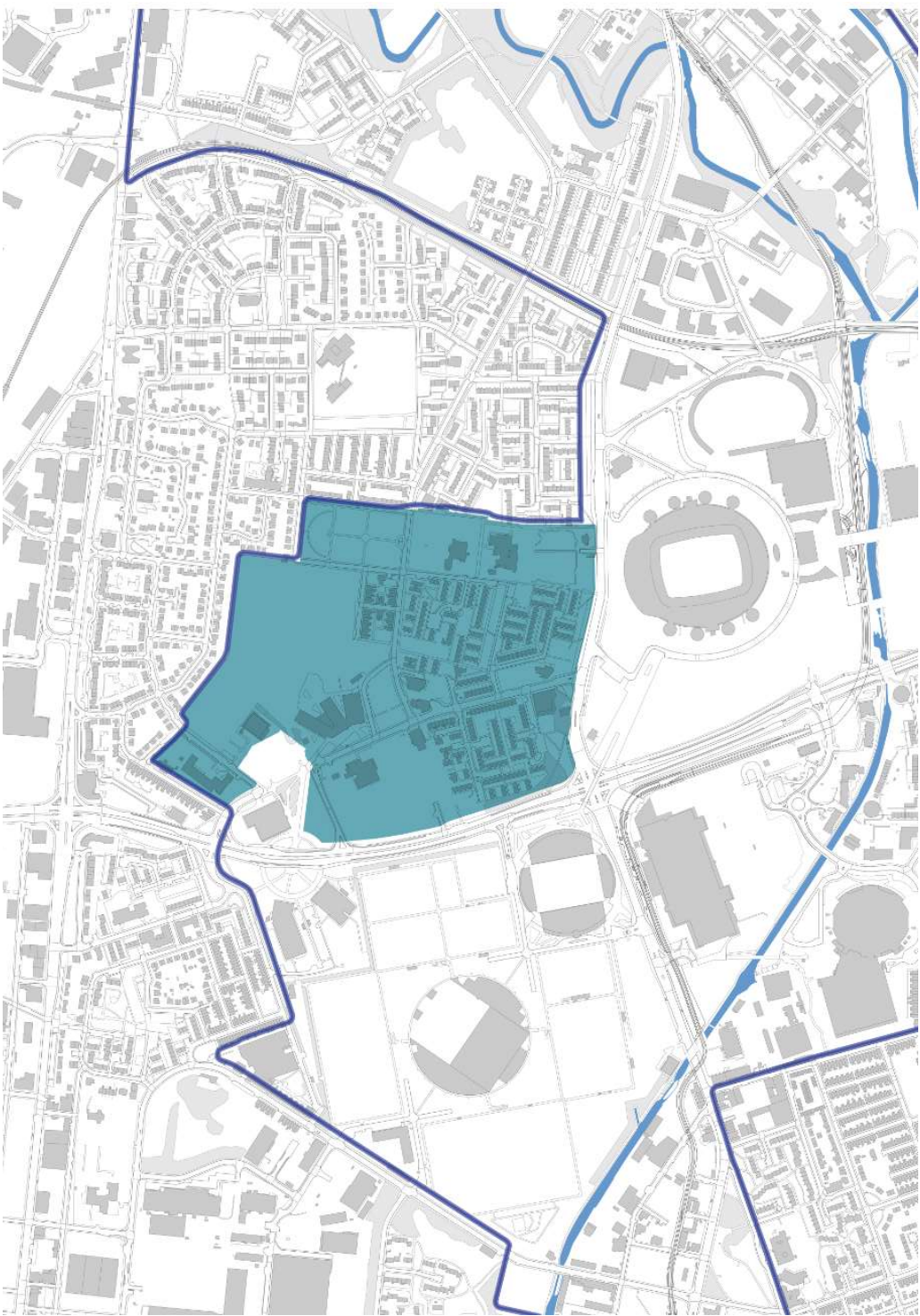


Sitting in close proximity to Piccadilly Train Station, which in itself is anticipated to benefit from the arrival of HS2 and Northern Powerhouse Rail (NPR) over the next 15 to 20 years, the Lower Medlock Valley offers the opportunity to create a new residential district, rejuvenating the river valley environs. In the context of the expanding city centre, and the arrival of HS2 and NPR, the land to the west of the River Medlock should come forward as primarily higher density family residential mirroring the typology found in the recent Ancoats developments. An urban feel to the street patterns and materials will recognise the proximity to the City Centre.

New residential development should seek to create a new urban setting for the River Medlock Valley and to extend the scale and density of development currently found north of Every Street. It is proposed to achieve this by developing on land between Every Street and Palmerston Street, with priority on residential development that combines a range of housing types, including townhouses and apartments.

The transformation of the Lower Medlock Valley into a highly valued new neighbourhood will entail a full appraisal of its existing ecological and environmental assets and an understanding of the water and flood management considerations. Interventions into the area will include new access routes and pathways (including pedestrian bridges) and other measures to create a safe and highly valued neighbourhood.

**Beswick**



Grey Mare Lane is a principal route and spine road within this area. In recent years the southern end of Grey Mare Lane has already been transformed through a programme of community education, sports and leisure facilities.

Moving north along Grey Mare lane, the area is characterised by largely residential development, infill sites and community uses. It has the potential for further investment both in the improvement of existing homes and the delivery of new affordable homes or additional local facilities through the better



utilisation of vacant or underused sites. This would increase the range of residential development, including opportunities for local people to stay through provision of sufficient social rented accommodation as well as other forms of affordable housing for sale and rent, whilst also significant enhancing residential amenity and the quality of place within this area.

In October 2017, the Council's Executive agreed to establish four Housing Affordability Zones, including Beswick, which have the potential to bring forward a significant number of affordable homes. There is also an opportunity to develop Grey Mare Lane as a 'High Street' with new homes, community facilities and shops, bars, cafes and restaurants (with licensing hours suitable for a residential neighbourhood)

The 2017 ERF suggested that One Manchester, the principal landlord for the Beswick estate, should be encouraged to take the lead in establishing a transformational programme for the neighbourhood in and around Grey Mare Lane. This work is now underway with master planners appointed to review options for a predominantly residential led scheme focussing on affordable homes.

This followed early consultation with local residents during 2018 to gather the views of local communities about the regeneration of the area and to inform future master planning options. The intended focus of the One Manchester work is to look at a mix of dwelling types including well planned apartments, town houses and family homes, with the design of the residential community planned around clear and safe pedestrian and cycle routes with parking carefully managed to maximise the quality and extent of shared landscaping spaces and play areas.

The former Greater Manchester Police HQ remains at the southern end of Grey Mare Lane. This site was identified for commercial office space with the ERF 2017. However, with the emergence of commercial office opportunities around the Etihad Stadium (identified within the Etihad Campus Commercial Zone section above), and within the Sport and Innovation Zone, appropriate uses would now be those which support the existing facilities in Beswick as a Sports Participation Hub, for use by the community, education and sports organisations and NGBs. Redevelopment of this site should strengthen the quality of uses and footfall within this area and support wider regeneration objectives.

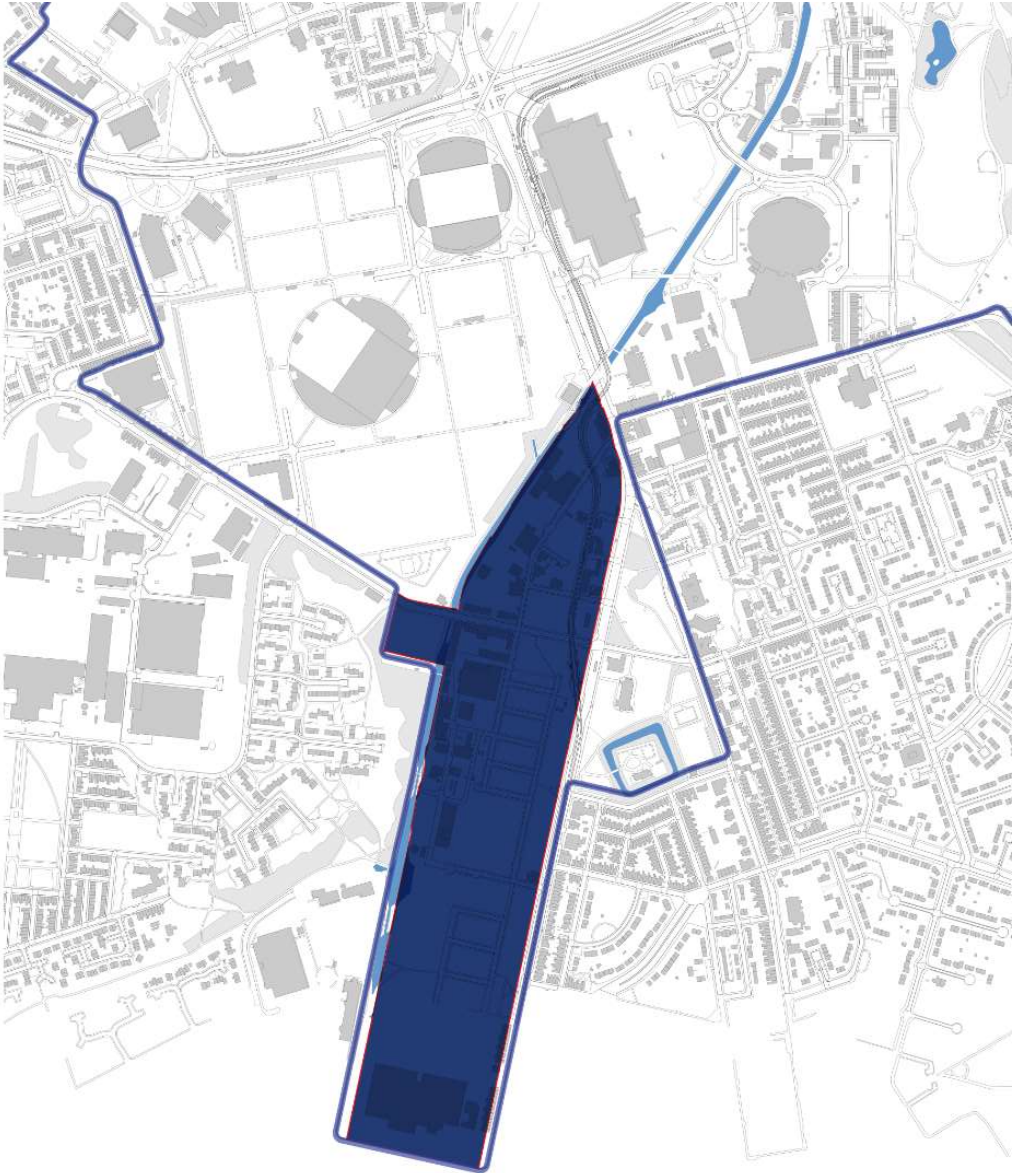
In addition, there are two playing pitches to the rear of The East Manchester Academy (TEMA) which are likely to see some investment to accommodate increased usage by the Rugby Football League. The community access to these pitches will be maintained, with improved changing facilities included in the scope of works.

As density and population increases, any new proposals will need to carefully consider the capacity of, and access to existing social infrastructure including health, education and other community facilities, and ensure that appropriate provision continues.

Measure will be taken to protect and enhance the amenity of the existing and future population. As referenced in other sections of this document, this will include ensuring that residents parking and visitor parking is adequately provided for and that appropriate restrictions are applied on matchdays and other event days.



**Croft Street Triangle and Eccleshall Street**



This area extends eastwards from the Etihad Campus. Ashton New Road forms its northern boundary, a main arterial route into the City and the area is further bisected by Eccleshall Street and Oldfield Street which run east to west through the area. The Ashton Canal forms the southern boundary to the area.

Land uses within this area comprise a number of cleared, previously developed sites running north and south of Eccleshall Street predominantly and employment/ industrial uses, particularly to the west and lying adjacent to the canal.

As the area comes forward, it will be delivered as a predominantly residential neighbourhood, delivering a balanced mix and type of housing of the right quality. It has also been identified as one of the four Housing Affordability Zones areas in the City (as identified in section 3). Overall, a key requirement, in line with the Council's Residential Growth Strategy and the designation of this land within the Housing Affordability Zone, will be to improve equality amongst the City's residents in terms of housing choice, quality and affordability in order to expand the Clayton neighbourhood.

The area immediately adjacent to the Clayton Lane Metrolink Tram Stop presents the opportunity for medium density development housing, local retail and other services taking advantage of the tram stop and ease of access to the City Centre. The south facing canal frontage creates the opportunity for high quality, medium density housing, while the high-profile frontage to Ashton New Road also will encourages similar type of development. New residential development will not be allowed to exceed the 4 storeys datum without a planning and townscape justification discussed and agreed with the Local Planning Authority.

Clayton Park and Hall provides local amenity value as does the easily accessible Philips Park. Existing poor neighbour uses will be relocated freeing up the canal frontage to form a high-quality setting for residential uses and public realm.

**The Manchester Abattoir / Riverpark Road Trading Estate**



The former Manchester Abattoir is located on the Riverpark Trading Estate. The Trading Estate is located immediately to the north of Grade II listed Philips Park and the Grade 1 listed Philips Park Cemetery, immediately beyond Riverpark Road. It comprises a variety of buildings and uses - principally employment uses - offices, light industrial uses and warehouses (B1, B2 and B8 uses), and former buildings associated with an abattoir. The perimeter of this land is secured by railings with access points taken from Riverpark Road. The railway line bounds the site to the north which is the main route connecting Manchester Victoria and Huddersfield and Ten Acres Lane forms the eastern boundary of the site.

Briscoe Lane lies to the west of the Riverpark Trading Estate and is characterised by a variety of commercial uses and has multiple land ownerships. Beyond the Briscoe Lane area to the west is Alan Turing Way which forms the key interface between the site and the northern part of the Etihad Campus Commercial Zone.

The Riverpark Trading Estate is an eight-hectare site in a single ownership. The size of the Riverpark Road site, its proximity to the Etihad Campus and the City Centre, and its relationship to Phillips Park means that is a site of strategic importance within the context of East Manchester. In November 2015, this site secured outline planning permission for 340 residential dwellings, a proposal which represented a departure from adopted Development Plan policy which remains in place today. This scheme has not come forward and has not been implemented and as such, the planning permission lapsed in November 2018. The previously consented residential proposals were focused on a family housing offer for private sale, at a relatively low density of approximately 40 dwellings per hectare. No affordable housing was provided as part of the scheme.

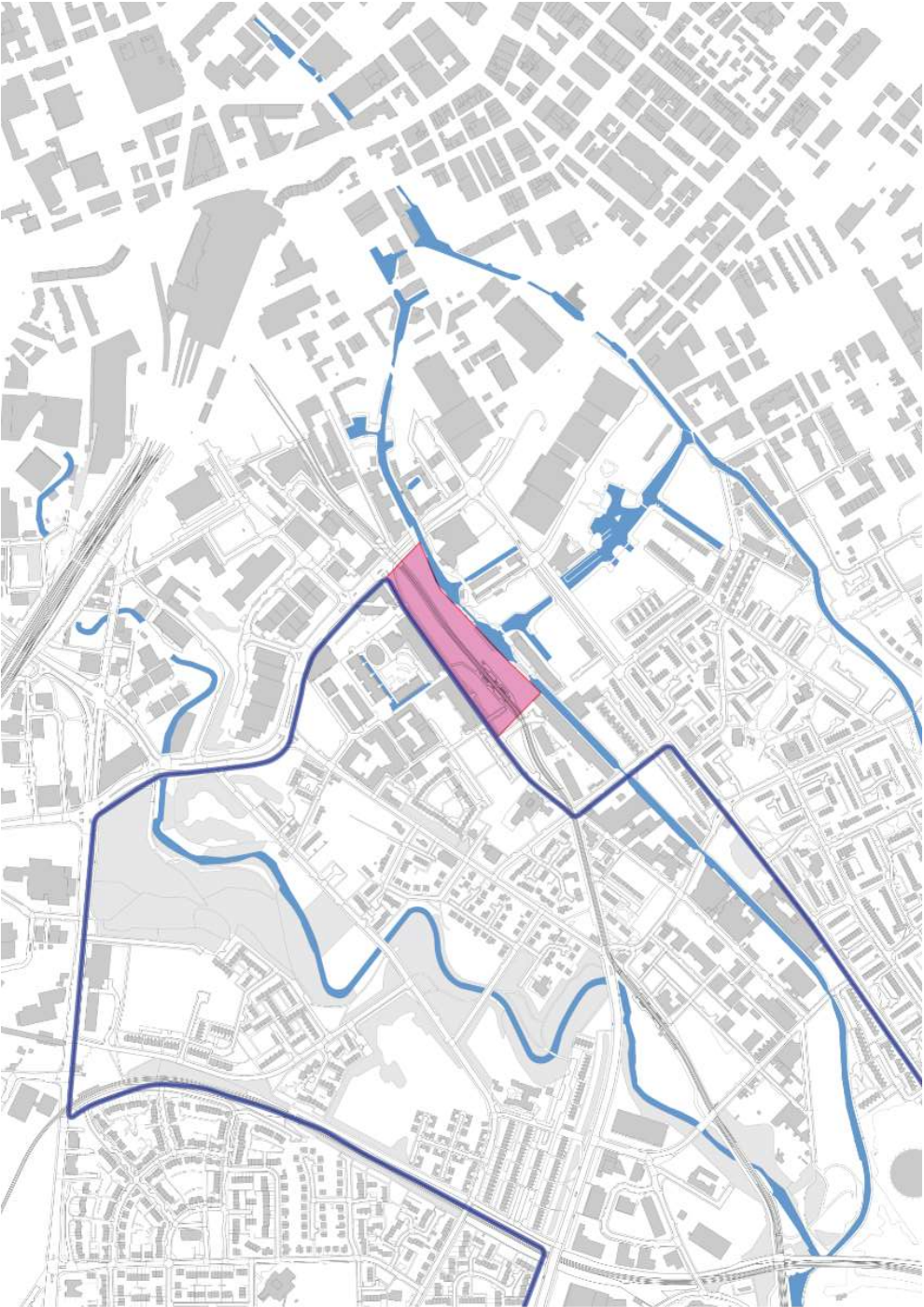
It is considered that this site offers a residential opportunity. In this regard, there has been ongoing interest from residential delivery partners in the site. The focus today is to ensure that the broadest range of housing choice is made available across the ERF area. This means there is an expectation that housing will be affordable to local people, whether that be for private sale, shared ownership, affordable rent and social rent. Developing this site in partnership with RSLs should be part of any future proposals that come forward. As part of this offer, there is an opportunity for proposals to come forward which explore opportunities to increase density, whilst remaining residential quality. This is given that the site falls within the Regional Centre, as defined within the Core Strategy, and has a sustainable location close to public transport and District Centre amenities.

Critically, any development should promote excellent accessibility to Phillips Park and also ensure that the north boundary of the Park is activated in order to promote better utilisation of the Park as a resource and to improve natural surveillance. This scenario would be in sharp contrast to the fenced off boundary treatment on Riverpark Road which currently characterises the site. Development adjacent to the Grade II Listed Park and Cemetery must also respect and enhance the setting of this important heritage asset and utilise the presence of this key piece of green infrastructure to maximise and support its own sense of place.

Development on the Etihad Campus commercial zone should consider how linkages across Alan Turing Way can be provided to encourage use of the Park and Cemetery. Any future work to the National Cycling Centre should seek to maximise visibility and appropriate use of the green space.



**Pollard Street**



This area relates to undeveloped land adjacent to Pollard Street, which is bisected by the Metrolink line and incorporates the New Islington tram stop with some frontage onto Great Ancoats Street to the south. It forms part of the Ashton Canal Corridor with Ancoats, the New Islington Marina and Central Retail Park located within close walking distance.



The land is within public ownership, with the majority owned by Manchester City Council; however, some of the land was purchased to enable the construction of Metrolink. This land includes residual land following the construction of the Metrolink route and station which remains within the ownership of TfGM.

The tram stop opened in 2013 and since then, the immediately surrounding land has remained undeveloped. There are currently no streets provided within the site, however, there are a number of informal desire lines across the site, from the New Islington Marina and surrounding pedestrian routes, towards the tram stop.

Adjacent development is sited adjacent to the Ashton Canal and the two canal arms stretching north from the canal to Old Mill Street. These developments comprise new and existing residential buildings including:

- Islington Wharf Locks (under construction), providing a mix of for sale town houses and apartments.
- Vesta (under construction) - a for sale Manchester Life development providing apartments and townhouses facing the Ashton Canal and the Ashton Canal arm.
- Lampwick – built to rent apartment scheme by Manchester Life, scheduled to commence construction in Spring 2019
- Chips - Urban Splash apartment scheme delivered in 2009.

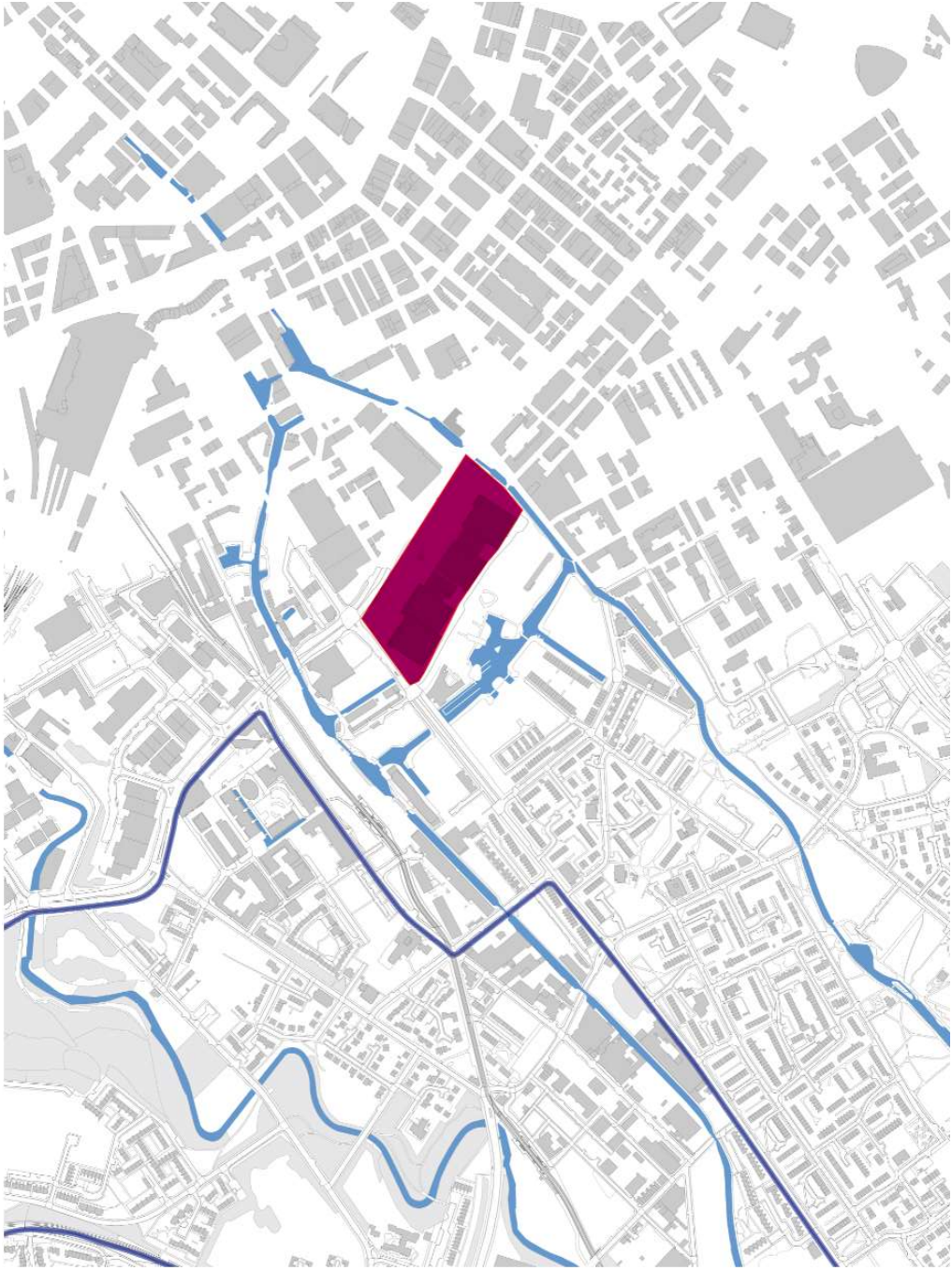
Other prominent residential developments in this area are the Hat Box and Milliners Wharf scheme to the north of Mundy Street.

Adjacent to the site on the other side of the Ashton Canal is Stubbs Mill, a former industrial building that was converted to commercial use by Urban Splash in 2016. The building provides 27,500 sq. ft of B1 office floorspace and is let to Fanatics, a global online sports e-commerce brand.

The site's access to public transport and proximity to the City Centre and the Etihad Campus, as well as the market analysis presented in this document, means the site has been identified as suitable for employment or employment-led, mixed-use development. In this regard, a specific scheme has been identified and is coming forward for the site.

The scheme, known as MXM, has been developed by General Projects, which encapsulates the latest thinking in providing a range of flexible workspaces for businesses. This could have particular focus on Manchester's key growth sectors, including creative and media, technological and scientific industries. The scheme could be delivered over two or three phases providing circa 200,000 sq. ft. made up of a likely combination of maker space, incubators, co-working, Creative/ TMT, office, 'life support' (Food and Beverage offerings and shared facilities), and arts & culture (exhibition, event space).

**Central Retail Park**



The acquisition of the 10.5-acre former Central Retail Park site by Manchester City Council provides the opportunity for a significant intervention in this key area of Manchester.

The former Central Retail Park is strategically located on the eastern side of the City Centre between the Etihad Campus and the two principal rail gateways into Manchester: Piccadilly and Victoria Train Stations. It is immediately adjacent to Ancoats and the Northern Quarter and is 10 minutes' walk from the City's main retail area, and a 15-minute walk from the Civic Quarter and the Oxford Road Corridor.

The site is highly prominent with an extensive frontage to Great Ancoats Street, which lies immediately to the south and forms part of the Inner Ring Road. To the north of the site is Cotton Field Park and the New Islington Free School and Health Centre. To the west of the site is the Rochdale Canal and associated listed lock structures. Old Mill Street forms the eastern boundary of the site.

The site had been a retail destination in the City since the late 1980s. However, following a notable decline in recent years in the performance of the retail park, it is now vacant. This decline has been made all the more visible by the ongoing regeneration of this part of the city, which is bringing significant investment, activity and environmental improvement to the surrounding area. The site acts as a significant barrier into Ancoats and New Islington and the appearance of the estate contrasts sharply with the enhanced environment and sense of place being created around it.

The strategic acquisition of the site by the Council was aimed at ensuring its development respects the historical frontage to the Rochdale Canal on Redhill Street and complements activity promoted by Manchester Life both in terms of residential development and place making. Work has taken place to analyse trends and growth opportunities for this area of the City.

Ancoats and New Islington have become established residential neighbourhoods, with new developments including both build-for-rent apartments, and for sale homes, many aimed at owner occupiers. The neighbourhood has been identified as having the opportunity to provide new homes targeted at markets which are currently not well provided for in Manchester.

The neighbourhood is increasingly a destination of choice for office occupiers, particularly for businesses in the TMT sector. These organisations are attracted to the character of the area and are seeking a different type of office offer to the traditional Grade A office space, instead looking for flexible spaces with more character, tenant facilities and amenities.

The adjacency of the Northern Quarter, which is also popular with parts of this sector, but has limited space to accommodate such occupiers, is a key benefit. These new types of office spaces encourage agile and collaborative working, creating spaces that aim to contribute to the wellbeing of the workforce. Existing stock tends to be 'characterful' because it is old and raw with limited facilities – the former Central Retail Park presents the best opportunity to work up a model which attracts this sector into new purpose-built spaces close to the workforce talent it needs. It is anticipated that in excess of 500,000 sq. ft. of this type of space could be accommodated on this site, and initial market advice supports this assessment. Further masterplanning and market analysis will define an appropriate mix, phasing and scale of development

New development on this site should face the canal and Cotton Field Park, in contrast to the existing retail park building form which backs onto these assets. Opportunities for public space that complements and connects to the neighbouring park, marina and canals should be identified. Creating safe and attractive walking and cycling routes through the site is important as well as opportunities to create or strengthen key linkages north/ south – particularly from Piccadilly station through to Cotton Field Park, and also east/ west between Ancoats Urban Village centre and the New Islington Metrolink stop. As part of any mixed-use development, the site could also accommodate residential retail and leisure facilities, which service the development.

## 10 Implementation and Delivery

### Phasing

The ERF identifies a series of opportunities which will strengthen and deepen the regeneration journey achieved in East Manchester to date. The comprehensive development of the ERF area will require robust phasing and commercial plans to be put in place and the objective should be to have these available as soon as possible following the endorsement of this document by the City Council, and for this to be the subject of periodic review.

### Maximising the Benefits

The opportunities outlined in this document have been identified on the basis that they have the potential to accelerate and complete another round of investment in large-scale, strategically significant development opportunities. The impacts of each initiative must be carefully managed to ensure optimal outcomes for the ERF area, and for all of Manchester.

Every scheme will be required to make a positive contribution to create a world class, sustainable place which all Mancunians can benefit from, and will include the requirement to make appropriate contributions to on-site and offsite transport, remediation, public realm investment, affordable housing, neighbourhood management, community and social infrastructure, as well as employment and training initiatives through the construction and operational phases of development. Where necessary, these will be secured through the use of Planning Obligations.

### Next Steps: Directions for Action

This ERF update establishes an overall vision and approach for moving forward with the next stages of transformational major investments and development in East Manchester.

This refreshed ERF 2019 provides the basis for consultation, debate and ultimately, it is hoped, endorsement.

The consultation process will be open, inclusive and robust, ensuring that the Local Planning Authority, who will use the ERF 2019 in the future as a material consideration in the determination of planning applications, have absolute confidence that consultation has been properly carried out.

The consultation process will raise awareness of the plans for the ERF area among key audiences, including existing residents and businesses within the area but also a wider audience across the City. Feedback will be gathered to help refine and finalise the ERF. Following completion of this process, a final version will be put before the Council's Executive for consideration. Following endorsement of this document by the City Council, the following steps will be undertaken in order to ensure that the potential of the ERF area can be successfully unlocked, and their beneficial impacts optimally directed:

- Continuing discussions with all significant landowners within the ERF area to explore how their respective land interests, combined with the City Council's land interests, could be aligned to support the delivery of the vision and ambition set out in this ERF and be prepared to take steps to secure control over the ownership of key landholdings where support for the strategy set out in the ERF 2019 is not available.
- Complete the land assembly and master planning of the Edwin Road Industrial Estate site in order to deliver an extended Etihad Campus Sports and Innovation Zone and maximise the opportunities for education, research, business, enterprise, sport and new innovative models of living and working, accessible to young people.
- The continued development of the Manchester Life pipeline beyond current phases to underpin its development programme for the next five years.

- Continued support for the development of robust proposals for extending the range of developer and investor participation in accelerating the transformational journey that is now very evident on the eastern side of the City Centre. This includes continued discussions with international operators and investors who have now identified the Etihad Campus as an option for creating new facilities.
- Using the Council's land assets to shape outcomes, in line with the residential and commercial strategies presented in this document, and in order to ensure that the benefits of East Manchester's success is translated to all Mancunians.
- As an extension of this point, the development of a series of co-ordinated masterplans for the opportunity areas coming forward across the ERF area.
- Working with landowners and businesses on sites considered strategically important in progressing the ERF journey to establish the reasons why development is being delayed. This analysis will address what role the Council can play in facilitating development, including the case for utilisation of CPO powers of land acquisition which will be deployed in cases where voluntary means of acquisition have been exhausted.



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## Manchester City Council Report for Resolution

**Report to:** Executive – 13 March 2019

**Subject:** Plot E Birley Fields (Land at Greenheys Lane West, Old Birley Street)

**Report of:** Strategic Director (Development)

### Summary

This report seeks approval for the disposal of the land at Market Value by way of a 250 Year agreement for lease and development lease to UK Fast Properties Ltd for the expansion of their business operations.

### Recommendations

The Executive is asked to:

1. Approve the proposal to dispose of land at Plot E Birley Fields under a 250-year lease to UK Fast Properties Ltd for the expansion of the business operations on the main terms outlined in the body of this report.
2. Delegate Authority to the Strategic Director (Development) in consultation with the Leader and the Deputy Leader with the Corporate Property portfolio to negotiate and agree the detailed final terms of the transaction.
3. Authorise the City Solicitor to complete the necessary paperwork to give effect to the proposal.

**Wards Affected:** Hulme

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 expanded business will help support the continued regeneration of this area whilst creating a wide range of new employment. On completion the proposed development will offer around 300 additional highly skilled jobs.
A highly skilled city: world class and home grown talent sustaining the city's economic success	UK Fast business' positively promote in house training and offer free space and support for independent incubation of small new business'
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	UK Fast have wide and varied links with local organizations and actively support various community initiatives.

A liveable and low carbon city: a destination of choice to live, visit, work	UK Fast have a robust environmental policy and strive to achieve 100% carbon neutrality for its business operations.
A connected city: world class infrastructure and connectivity to drive growth	UK Fast is a Provider of managed dedicated server and cloud hosting services to business and public sector

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

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### **Financial Consequences – Revenue**

The Proposal will remove the liability of the ongoing grounds maintenance of the site.

### **Financial Consequences – Capital**

The proposed terms represent a disposal at Market Value. A capital receipt in the region of £2,450,000 including Council fees will be paid on drawdown of the long leasehold interest in the land.

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## **1.0 Introduction**

- 1.1 This report seeks approval for the disposal of the land to UK Fast Properties Ltd, as adjoining owners, in order to expand their business operations
- 1.2 This expansion will allow UK Fast to maximise the potential and connectivity of the wider site by creating a campus style development as they aim to deliver 300 additional jobs. These jobs are related to the initial phase. Further expansion could follow in future phases.

## **2.0 Background**

- 2.1 This is the final site within the Birley Fields area. The site had been intended for an employment use and tentatively reserved for Manchester Science Park use. Officers have had various approaches over the years however these were not considered acceptable for reasons including low employment numbers.
- 2.2 Arising from regular discussions from UK Fast, as a rapidly expanding business in Manchester, they were given the opportunity to explore the viability of expanding their existing HQ to meet their growth aspirations here in Manchester as opposed to seeking space elsewhere. They have consulted with planning colleagues and have provided officers with an outline scheme which will deliver 30,000 square feet of office accommodation, an energy centre and additional car parking. There may be future proposals to include a subterranean data centre if required. This scheme would be completed in two phases with a potential for a third should they manage to negotiate the acquisition of further adjoining land in the future.

### **Land Deal**

- 2.3 Heads of Terms have been provisionally agreed and the proposed transaction comprises of an Agreement for Lease followed by a 250-year Lease on satisfaction of usual pre-development conditions relating to satisfactory funding, planning, appointment of contractors, ground surveys etc. There will also be a requirement under the agreement for lease for UK Fast Properties Ltd to fence and maintain the land in the interim. We have agreed a premium around £2.45 million which represents Market Value and Best Consideration. The lease will include strict time-scales for the phased development in order to ensure delivery along with provisions to ensure the return of the land to the Council if the development does not proceed.

## **3.0 Contributing to the Manchester Strategy Outcomes**

### **(a) A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities**

The expanded business will help support the continued regeneration of this area whilst creating a wide range of new employment. The proposals will offer around 300 additional skilled jobs in all areas of the business.

**(b) A highly skilled city: world class and home grown talent sustaining the city's economic success**

UK Fast business positively promote in house training and offer shared space, support and mentoring for independent incubation of start-ups and small new businesses under the umbrella of Tech Manchester.

**(c) A progressive and equitable city: making a positive contribution by unlocking the potential of our communities**

UK Fast have wide and varied links with local organizations and through partnerships, actively support various community initiatives. They strive to improve digital literacy through a partnership with The Dean Trust and have worked with around 57,000 pupils within Greater Manchester.

**(d) A liveable and low carbon city: a destination of choice to live, visit, work**

UK Fast have a robust environmental policy and strive to achieve 100% carbon neutrality for its business operations and strive to ensure all of its building achieve green building status.

**(e) A connected city: world class infrastructure and connectivity to drive growth**

UK Fast's primary business is delivering technological infrastructure and connectivity. They construct, provide and manage dedicated server and cloud hosting services to major business and public sector organisations both locally and nationally.

#### **4.0 Key Policies and Considerations**

**(a) Equal Opportunities**

- 4.1 As an established business UK Fast Properties Ltd will be required to comply with all relevant legislative Equal Opportunities policies both through the development and construction phases to the end use of the buildings delivered. Manchester City Council have a long established relationship with UK Fast in respect of their Social Value commitment and delivery.

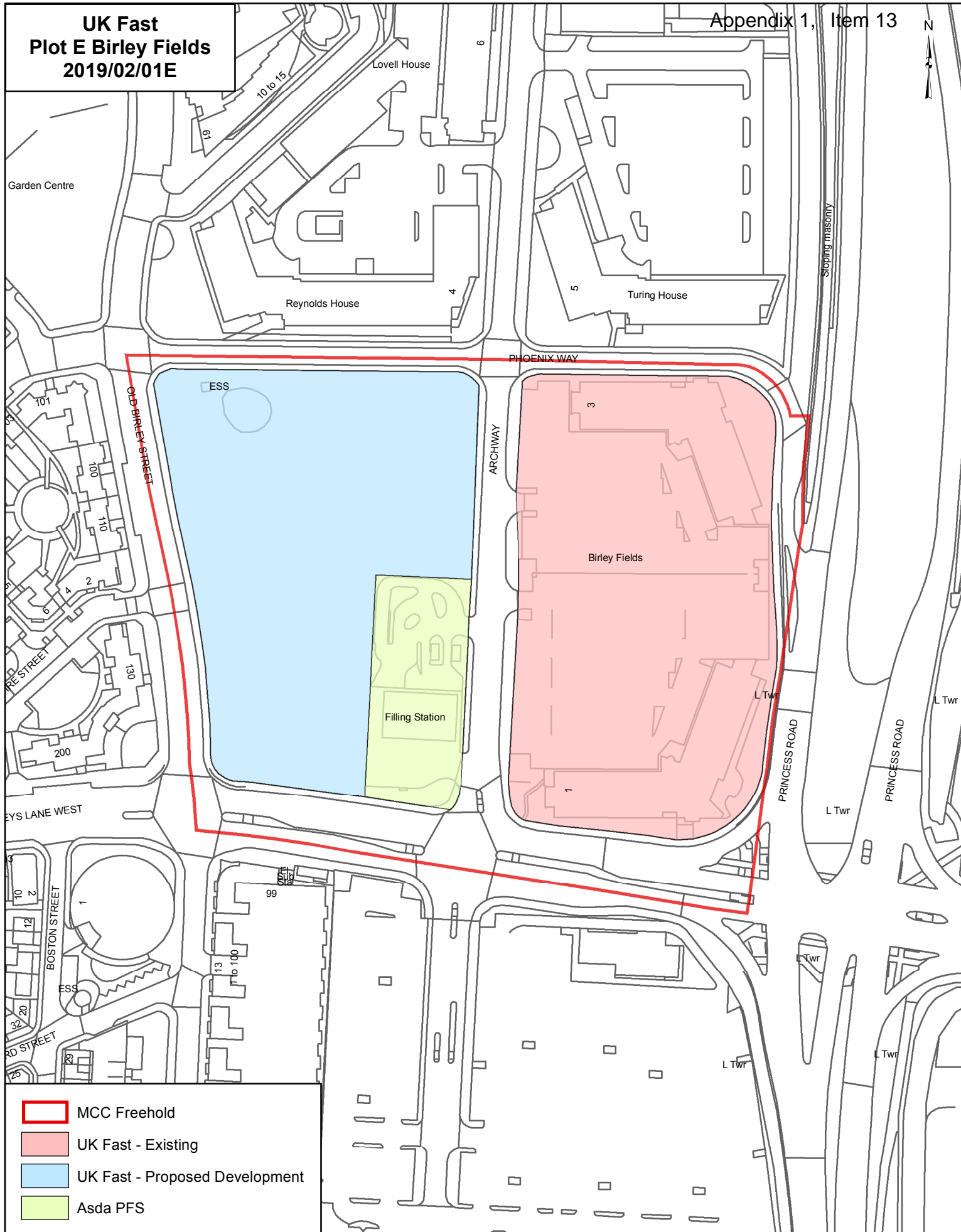
**(b) Risk Management**

- 4.2 The terms of the proposed lease will ensure that should the development not progress as planned, the City Council will retain the option to buy back the land. This will be dealt with through the provisions in the legal documentation.

**(c) Legal Considerations**

- 4.3 Given that this land is currently open space, the intention to dispose been advertised and approval granted. The Head of Development will sign of the transaction as Best Value for the Council.





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