

**Manchester City Council
Report for Information**

Report to: Executive – 15 September 2021

Subject: Development Strategy for the Back of Ancoats - Progress Update Report.

Report of: Director of City Centre Growth & Infrastructure

Summary

The purpose of this report is to update the executive on the activities to bring forward investment and development in the next phases of Ancoats. Since the preparation of a Neighbourhood Development Framework (NDF) in July 2020, there has been significant work underway to prepare for further phases of sustainable growth. This report highlights progress across a range of activities which together form the next significant, strategic phase of development in Ancoats.

This report also highlights where key recommendations for delivery will be brought back to future meetings.

Recommendations

The Executive is recommended to:

1. Note the progress being made to bring forward sustainable development at the Back of Ancoats.
2. Note the progress made to gain planning permission and complete site assembly to support the realisation of the Ancoats Mobility Hub (AMH). A further report will be brought to the Executive in due course that sets out proposals for the delivery and operation of the AMH.
3. Note progress towards the preparation of a public realm strategy integrated with the next phases of development. The draft strategy will be brought back to the Executive in 2021 prior to undertaking stakeholder consultation.
4. Note that £4.7 million is being sought from the Brownfield Land Fund administered by the Greater Manchester Combined Authority to undertake public realm works in the Back of Ancoats. Furthermore, to agree delegation for approval of the funding agreement to the City Treasurer.
5. Endorse the on-going collaboration with landowners to support delivery of the sustainable place making vision of the Back of Ancoats.
6. Note that a number of remaining land and property acquisitions are still required to achieve the overall vision of the NDF.

7. Note that if the City Council is unable to secure the voluntary acquisition of outstanding land interests required for the delivery of the overall development programme a future report will be brought to Executive to seek authority to make a Compulsory Purchase Order.

Wards Affected: Ancoats and Beswick; Miles Platting and Newton Heath.

Environmental Impact Assessment - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city

The Ancoats and New Islington NDF recognises that future development within the area will need to respond to the City Council's objective of achieving a zero-carbon target and will be expected to move towards this aspiration through the active utilisation and deployment of leading building technologies.

The City Council will use its land interests in the area to deliver this outcome and this will be integrated into all aspects of the development strategy.

The AMH in particular is a key component in delivering a more liveable city. It will directly reduce car trips and fly parking in this part of the city. It will contribute to delivering the vision for a highly sustainable neighbourhood, promoting modal shift towards cycling and walking, public transport and enabling an accelerated take up of electric vehicles. AMH will provide cycle storage, a car club and electric vehicle charging points. There is also the potential for bike hire and a logistics hub which would include a central location for parcel deliveries with final delivery by electric vehicles.

Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Development at the Back of Ancoats to expand the city centre boundary as a sustainable mixed-use neighbourhood including new jobs and employment opportunities and access to the regional centre economy.
A highly skilled city: world class and home-grown talent sustaining the city's economic success	The Back of Ancoats will help meet the demand for housing and a quality of life from residents who wish to live close to the skilled employment opportunities located in and around the regional centre.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Development of the Back of Ancoats offers the potential to deliver on the objectives of the Manchester residential growth strategy and meet the growing demand for high quality new housing in the city close to employment opportunities and accessible without reliance on the use of private cars.

A liveable and low carbon city: a destination of choice to live, visit, work	Responding to climate change is at the heart of the development framework for the Back of Ancoats. This will drive quality from both new buildings, open spaces and the unifying public realm approach to streets and other infrastructure. The AMH in particular, and the approach to development reaffirms the Council's commitment to deliver zero carbon growth. This will be a step change in modal shift and in the take up of electric vehicles. It will also improve air quality in the area.
A connected city: world class infrastructure and connectivity to drive growth	The approach to integrating the planning of development sites, traffic and transport planning will ensure that various modes of transport from cycling walking and car use will be integrated. The approach will also facilitate a modal shift away from dependency on private cars in the longer term.

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

- Equal Opportunities Policy
- Risk Management
- Legal Consideration

Financial Consequences – Revenue

Financial Consequences – Capital

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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.

Previous council reports:

- Ancoats and New Islington Neighbourhood Development Framework, report to Executive 29 October 2014.
- Refresh of the Ancoats and New Islington Neighbourhood Development Framework, report to Executive 14 December 2016;
- Refresh of the Ancoats and New Islington Neighbourhood Development Framework, report to the Executive 12 February 2020;
- Manchester Zero Carbon 2018 – Manchester City Council's Commitment, Executive, 13th March 2019;
- Council Resolution on Declaring a Climate Emergency, Executive, 24th July 2019;
- Eastlands Regeneration Framework, Executive, 24th July 2019;
- Revised City Centre Transport Strategy, Executive 16th October 2019 and City Centre Transport Strategy Engagement Outcomes, Executive 12th February 2020;
- Draft City Centre Transport Strategy, September 2020
Report to the Executive 11 November 2020. Mobility Hub proposal Back of Ancoats.
Ancoats and New Islington NDF. Poland Street Zone. July 2020.

Agenda for Planning and Highways Committee, 29th July 2020

1.0 Introduction and Background.

- 1.1 This report sets out progress towards the further development of the area known as the Back of Ancoats. (See attached plan). Ancoats and New Islington has already become one of the most sought-after neighbourhoods in Manchester and even the U.K. Its transformation has become a powerful symbol of Manchester's urban renaissance. It offers 21st century urban living amongst some of the city's most iconic heritage and canal side environments whilst adjacent to the regional centre's employment and cultural heart.
- 1.2 The city continues to grow and plan for a mixed neighbourhood. Further sustainable growth at the Back of Ancoats is underway. This next phase of investment and development will create a forward looking, low carbon neighbourhood for aspirational young people and families along with balanced approaches to providing a mix of tenure. The sequenced programme will help to meet the comprehensive needs of a changing resident and working population in east Manchester, adjacent to the regional centre with all of its employment and cultural attractions.
- 1.3 This has been a 30-year journey to success, with Manchester City Council and its numerous partners in the area endorsing a consistent and long-term set of key objectives for sustainable growth.
- 1.4 In July 2020, the Executive approved the refreshed Ancoats and New Islington NDF for the Poland Street zone (this area is also referred to as the Back of Ancoats). It is bounded by Bengal Street to the west, Oldham Road to the north, the Rochdale Canal (with some areas off Woodward Place) to the south and Rodney Street to the east.
- 1.5 Over the past 18 months the Poland Street zone has become the focus for developer interest and as a consequence of this an illustrative masterplan for the area was commissioned and resourced by the four major landowners in the area (Manchester City Council, Manchester Life, Urban Splash and Northern Group). This document provided an aspirational guide to the further development of the area based on the principles of the 2016 NDF. In order to ensure that the NDF reflected these aspirations, a further review and update of the NDF Poland Street Zone was undertaken in 2020, and this was endorsed by the Executive in July 2020.
- 1.6 This review and update took account of updated City Council strategies and adopted planning policy and provides a robust framework to ensure that compatible residential and commercial development opportunities are realised, and that connectivity and public amenity opportunities are enhanced and maximised. The document proposes the delivery of up to 1,500 homes in the area. The Poland Street zone refresh encompasses a number of key strategic drivers that include:
 - the provision of high-quality public realm that ensures safe connectivity through and across the area.

- reconfiguration and enhancement of green space that supports the health and wellbeing of communities and meets the demands of a changing and growing demographic.
- ensuring that the public realm strategy contributes to the City's policy to be carbon neutral by 2038.
- a stronger focus on active travel and a reduction in vehicle movements with a consequent strategic approach to the hierarchy of streets required to deliver this.
- a greater focus on where and how parking is provided with reference to off street centralised parking facilities to ensure that calmer and more pedestrian and cycle friendly environments can be provided.

1.7 The AMH is a key component in delivering the built environment to support the next phase of sustainable development. The concept is designed to meet the parking requirements of residential and commercial development in the next phase of growth in Ancoats, and also to provide other logistical functions to support a more sustainable approach. Fundamentally, this is achieved through the removal of parking from individual schemes in a future-proofed way and locating them into a centralised facility, which will enable a radical change to the function of the existing highway network serving the Back of Ancoats area.

1.8 Further sustainable development in Ancoats with the AMH as a critical component of the transport infrastructure will facilitate the move to a net zero carbon city as it delivers faster and more reliable journeys using entirely sustainable modes of transport. The AMH is a pioneering project in the move to a net zero carbon city that can be replicated across the city region and the country.

2.0 Progress on the Development Pipeline

2.1 In spite of challenges during the COVID 19 pandemic, there has been significant progress in terms of partners bringing forward schemes. A number of schemes in Ancoats gained planning consent at Planning and Highways Committee on 29th July 2021. This demonstrates progress on a number of components of the strategy as follows:

Land at Poland Street, Ancoats, Ancoats Mobility Hub

2.2 The AMH is required to meet the immediate parking and logistics requirements of 1,500 new homes within the Back of Ancoats. This innovative scheme aims to increase the uptake of sustainable modes of transport and enhance the spatial integration of the city centre. It represents a significant move away from traditional inclusion of parking in individual developments, using digital technology to help transform mobility choices for the existing and new populations. The project unlocks housing through releasing land otherwise used for parking and by addressing logistics and transport requirements.

2.3 The AMH has the potential to integrate with and enhance the improvements proposed as part of Manchester's ambitious walking and cycling schemes. For example, the Northern and Eastern Gateway cycling and walking route will

help reduce traffic dominance and create safe and attractive conditions for cycling and walking. The recently completed Great Ancoats Street highway improvements have also reduced the severance impact of Great Ancoats Street to the south of the site. The integration of the AMH with the proposed Northern and Eastern Gateway route and the enhanced crossing points over Great Ancoats Streets, woven together by the proposed public realm improvements within the Poland Street zone, has the potential to create a highly accessible site from the east, south and west for pedestrians and cyclists.

2.4 In addition to this, the AMH has the potential to create a sustainable parcel logistics system for the Back of Ancoats, which would be centred on a smart parcel hub and last mile delivery via sustainable modes.

2.5 The following facilities are proposed at the AMH:

- Up to 410 car parking spaces over around 6 levels; including.
- Up to 25% EV spaces (with up to 75% of total spaces being EV enabled).
- 6% accessible spaces.
- Up to 150 secure cycle parking spaces.
- Up to 7 EV car club spaces.
- Up to 5 e-scooter and e-bike spaces.
- A parcel delivery hub.
- A cycle hub (including changing facilities and showers).
- A cycle café; and
- Place-based digital infrastructure will be developed to enable access to the wide range of facilities at the AMH.

2.6 A further report will be brought forward in due course on the proposed strategy for the delivery of the AMH.

2.7 The Mobility Hub Executive report of 11 November 2020 authorised the establishment of a costed relocation strategy for the relocation of tenants on the site. Securing vacant possession of the required site at Poland Street is well advanced with a target date of Spring 2022 for the relocation of the Council's aids and adaptations service to Edwin Road Industrial Estate.

Eliza Yard

2.8 This residential scheme by Manchester Life will start the regeneration of the Poland Street Zone by delivering 118 new homes through a mix of one, two and three-bedroom apartments for sale on the corner of Jersey Street and Poland Street, along with commercial and workspaces on the ground floor.

2.9 Disabled parking and secure cycle storage will be included in the development, with all further parking and mobility options provided by the AMH. Building massing and materials are designed to tie into Ancoats' historic buildings and connect the Poland Street zone into the heart of Ancoats, and the scheme has been designed to sit within the emerging public realm strategy.

Land at Downley Drive

- 2.10 A residential scheme at Downley Drive will be delivered by the “Great Places Housing Group”. The encompasses 68 affordable homes, a mixture one and two bed apartments and 23 three- and two-bedroom houses. All 45 of the proposed apartments will be offered for social rent, with 12 of the houses available for shared ownership and 11 for affordable rent.

Ancoats Dispensary, Old Mill Street

- 2.11 Another “Great Places” scheme will see the redevelopment of the Ancoats Dispensary for a mixture of 39 one and two bed apartments which will be available for affordable rent. The plans enable the long-term protection of the heritage and legacy of the building and incorporate elements of what remains of the dispensary structure while providing much-needed affordable homes in the area.
- 2.12 The design focuses on preserving the Old Mill Street/ Lampwick Lane facades. The plans also look to complement Great Places’ existing homes and its ongoing commitment to the development of this growing and vibrant neighbourhood.

“This City” Delivery Vehicle

- 2.13 A wholly owned Council housing delivery vehicle is in the process of being established called “This City”. The intention is to create a company which would provide new supply rented homes which would offer a blend of market rented units as well as homes to let at or below Local Housing Allowance (LHA) levels. The business case is in the process of being finalised, with this being presented to a future meeting of the Executive.
- 2.14 Work is underway to outline a potential design solution, including unit numbers, costs and how the scheme could deliver zero carbon ready homes. Any proposal would complement other strategic proposals for the area, including the emerging public realm strategy currently being developed. Once the site assessment has been completed, consultation with key stakeholders and the local community will take place.

3.0 Placemaking and Public Realm

- 3.1 Following the approval of the NDF, it was recognised that a public realm strategy for the Poland Street zone was required to support and facilitate future development and integrated traffic management and movement in the area of Ancoats between Bengal Street, Butler Street, Oldham Road, and the Rochdale Canal.
- 3.2 The establishment of a public realm strategy will contribute to the creation of a new neighbourhood in this part of Ancoats that complements and reinforces the work that has been achieved to date in the core of the Ancoats conservation area and New Islington, ensuring approaches to traffic

management and parking in the surrounding neighbourhoods are reflected in the proposals for this area. This create a seamless connection between the three areas and the surrounding neighbourhoods of east Manchester and the city centre. The Back of Ancoats presents opportunities for some existing green spaces to be improved, introduce new planting and trees into streets and also integrate walking and cycling routes with historic canal environments.

- 3.3 To support the delivery of the vision that has been articulated through the NDF, the City Council required a complementary public realm strategy. The creation of high-quality public realm that keeps pace with and underpins development activity and supports the delivery of the AMH in the area is key. Engagement with landowners and developers to secure appropriate contributions will ensure the provision of high quality, appropriately maintained public realm.
- 3.4 The public realm strategy will be required to respond directly to the development and urban design principles already established as part of the NDF by providing detailed design guidance, costing for implementation and a strategy for delivery that will assist the local authority, landowners, and developers.
- 3.5 The strategy will clarify land ownership boundaries, promote deliverable solutions for open space and identify opportunities to deliver the aspirations of the NDF.
- 3.6 Earlier this year a multi-disciplinary consultancy team were selected to develop the strategy. Work commenced at the beginning of June 2021. Key landowners have been engaged in the process from the start. This will ensure a fully integrated approach to placemaking and will enable the alignment of timescales for development to ensure that the strategy complements and supports the aspirations of developer partners.
- 3.7 The first draft of the strategy will be completed and brought back to Executive for approval to consult on the draft strategy later in the year.
- 3.8 Once finalised the strategy aims to:
 - Provide a clear and cohesive approach to the public realm in the area that articulates and reinforces the vision and core principles of the NDF and illustrative masterplan.
 - Provide design guidance and costings for implementation to support delivery of a high-quality public realm that keeps pace with development activity.
 - Provide a specification of materials that are appropriate and easily maintainable and build on the existing character of the area and contribute to the placemaking identity of the neighbourhood.
 - Facilitate engagement with developers through the planning process to inform design and advise on development proposals.
 - Provide a robust evidential basis for the Local Authority in securing appropriate developer contributions; outside of the S278 contributions to

ensure the delivery of the wider public realm aspirations for the Poland Street zone.

- Provide evidence to assist in securing additional external funding sources for public realm or infrastructure works to keep pace with and support development activity.

4.0 Overarching Delivery Strategy

- 4.1 A range of development proposals linked to the AMH and a wider public realm strategy are all being progressed as set out above. Other sites in a mix of ownerships are being prepared for future development. Planning consent has already been gained for key components of the plan, but further land assembly will be necessary to achieve the required comprehensive approach. The public realm strategy integrated with further land assembly will be required and co-ordination of transport and movement interventions will deliver the next high quality, sustainable phase of neighbourhood development in Ancoats.
- 4.2 Collaboration between key landowners and stakeholders is essential to achieve success and is advancing through negotiations. If, however, the Council is unable to secure the acquisition of outstanding land interests required for the delivery of the overall comprehensive development programme, then a future report will be brought to Executive to seek authority to make a Compulsory Purchase Order to support this strategic approach.
- 4.3 The delivery of the critical public realm strategy will also require land assembly. Brownfield Land Funding of £4.7million is being sought through GMCA and the detailed funding agreement is close to completion. This funding is an important component of the overarching development for the Back of Ancoats. Collaboration between landowners is key to ensure we can deliver high quality public realm, quality urban design and significant housing growth. Together with the AMH, these are all interdependent components of the strategy to bring forward the successful delivery of place. Land acquisition to achieve public realm goals is eligible activity for this funding.

5.0 Communications

- 5.1 A Communications strategy and protocols for keeping residents, businesses and visitors updated about construction programmes, traffic changes and related activity is being prepared. This will focus on the longer-term vision and benefits of sustainable growth and also the practical communication of information to protect businesses operations in the Back of Ancoats.

6.0 Contributing to a Zero-Carbon City

- 6.1 The Ancoats and New Islington neighbourhood development framework recognises that future development within the area will need to respond to the city council's objective of achieving a zero-carbon target and will be expected to move towards this aspiration through the active utilisation and deployment of leading building technologies.

- 6.2 The City Council will use its land interests in the area to deliver this outcome and this will be integrated into all aspects of the development strategy.
- 6.3 The AMH in particular is a key component in delivering a more liveable city. It will contribute to delivering the vision for a highly sustainable neighbourhood, promoting modal shift towards cycling, public transport car, car clubs and walking and enabling an accelerated taker with electric vehicles through the provision of cycle storage and hub, electric vehicle charging points, car club location. There is also the potential for bike hire and a logistics hub which would include a central location for parcel deliveries with final delivery by electric vehicles.

7.0 Contributing to the Our Manchester Strategy

A thriving and sustainable city

- 7.1 Development at the Back of Ancoats expand the city centre establishing a sustainable mixed-use neighbourhood including new jobs and employment opportunities and access to the regional centre economy.

A highly skilled city: world class and home-grown talent sustaining the city's economic success

- 7.2 The Back of Ancoats will help meet the demand for housing and a quality of life for residents who wish to live close to the skilled employment opportunities located in and around the regional centre.

A progressive and equitable city

- 7.3 Development of the Back of Ancoats offers the potential to deliver on the objectives of the Manchester residential growth strategy and meet the growing demand for high quality new housing in the city close to employment opportunities and accessible without private cars. A mix of tenures is proposed.

A liveable and low carbon city

- 7.4 Responding to climate change is at the heart of the development framework for the Back of Ancoats. This will drive quality from both new buildings, open spaces and the unifying public realm approach to streets and other infrastructure. The Ancoats Mobility Hub in particular, and the approach to development reaffirms the Council's commitment to deliver zero carbon growth. This will be a step change in modal shift and in the take up of electric vehicles. It will also improve air quality in the area.

A connected city

- 7.5 The approach to integrating the planning of development sites, traffic and transport planning will ensure that various modes of transport from cycling walking and car use will be integrated. The approach will also facilitate a

modal shift away from dependency on private cars in the longer term.

8.0 Key Policies and Considerations

Equal Opportunities

- 8.1 The preparation of the Neighbourhood Development Framework enabled many diverse, interested parties to engage. Further consultation on the Public Realm Strategy will be undertaken with stakeholders and groups across the area.

Risk Management

- 8.2 Not applicable at this stage

Legal Considerations

- 8.3 Land assembly strategies and delivery arrangements for the AMH are in preparation and the City Solicitor supports the team in taking forward proposals to ensure compliance with all relevant legislative and constitutional requirements.



Back of Ancoats Boundary

Downley Drive Site