

Manchester City Council Report for Resolution

Report to: Executive – 17 November 2021

Subject: The Regeneration of the Grey Mare Lane Estate - Beswick, East Manchester

Report of: Strategic Director, Growth & Development

Summary

Over the past few years One Manchester Housing Association has been working in partnership with the City Council to develop proposals for the transformation and regeneration of the Grey Mare Lane Estate in Beswick, East Manchester. Having undertaken consultation with tenants, residents and other community stakeholders, One Manchester has now prepared a Masterplan for consideration by the Council's Executive. Subject to endorsement at this meeting, the Masterplan will act as a guide and point of co-ordination for the delivery of a multi-phased regeneration programme, which will create significant opportunities for improved and new affordable homes, provide improved public spaces, together with a new Community Hub and high street along Grey Mare Lane itself.

The successful implementation of the proposals set out in this Masterplan will require the use of several land parcels currently in the ownership of the City Council. This report also seeks approval in-principle for this land to be disposed of to One Manchester for development, subject to the achievement of agreed milestones.

Recommendations

The Executive is recommended to:

1. Note the progress made to date by One Manchester in developing proposals for the regeneration of the Grey Mare Lane estate:
2. Endorse the Masterplan for the Grey Mare Lane Estate, which from this point forwards, will act as a point of co-ordination for future regeneration activity, including the submission by One Manchester of detailed planning applications on a phased basis.
3. Approve in-principle the disposal of land shown in Appendix 2 and as set out in the body of the report; the timing of such disposals being subject to the successful achievement of milestones including the receipt of relevant planning consents and the re-provision of a new Community Hub to replace the current Grange Centre.
4. Delegate authority to the Strategic Director Growth and Development and the Deputy Chief Executive & City Treasurer, in consultation with the Executive Member for Housing and Economy and the Statutory Deputy Leader, to finalise the terms of specific land disposals as and when necessary, to

facilitate the regeneration and housing outcomes as set out in the body of the report.

5. Authorise the City Solicitor to complete the legal documentation required to put these recommendations into effect.

Wards Affected: Ancoats & Beswick

Environmental Impact Assessment - the impact of the issues addressed in this report on achieving the zero-carbon target for the city
<p>Proposals for the regeneration of the Grey Mare Lane Estate include the retrofit of 160 mixed tenure homes through grant obtained by the City Council from the Department of Business, Energy and Industrial Strategy (BEIS) Social Housing Decarbonisation Fund Demonstrator. Under this project retained homes on the estate will receive fabric improvements to increase insulation levels and reduce heat loss. One Manchester is also offering to remove the gas supply to properties and replace it with renewable energy as part of its decarbonisation of its homes in the City.</p> <p>The new build affordable homes will similarly exceed the MCC planning requirements for fabric efficiency and performance. One Manchester no longer fits gas to new homes and will be designing these homes to meet the 2025 Future Homes Standard which will deliver homes that are zero-carbon ready.</p>

Our Manchester Strategy outcomes	Summary of how this report aligns to the OMS
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Delivery of the proposals set out in the Master Plan will provide employment and training opportunities via related construction activities as well through the development of community - based facilities and local enterprises in a newly developed high street along Grey Mare Lane leading to the Etihad Campus and new Co-op Live Arena development.
A highly skilled city: world class and home-grown talent sustaining the city's economic success	Implementation of proposals will lead to training and employment opportunities in the construction and low carbon sectors, which will be targeted at local residents. Opportunities for improved partnership working between key agencies, contractors and developers will deliver local labour initiatives and improved educational attainment. One Manchester's Construction Academy will match opportunities to local residents

<p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p>	<p>Creation of an inclusive place for all will mean enhancing and maintaining the strong sense of community and local identity; improving connectivity with safe, secure and active routes with recreational space; improving public spaces including green routes through the estate; providing local employment opportunities and supporting sustainable community-based facilities and social enterprises.</p>
<p>A liveable and low carbon city: a destination of choice to live, visit, work</p>	<p>Proposals contained within this report will deliver 150 retrofitted homes and 290 new homes creating an energy efficient and low carbon mixed tenure neighbourhood, together with improved public realm creating an attractive green neighbourhood. Delivery of a high quality scheme has the potential to make a major contribution to transforming Grey Mare Lane into a neighbourhood of choice. This will encourage local people to stay in the area and attract people and local businesses from outside the boundary.</p>
<p>A connected city: world class infrastructure and connectivity to drive growth</p>	<p>The vision is to develop a new digital community hub and collaborative workspace for local residents and businesses to drive growth through and beyond Grey Mare Lane</p>

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

There are no immediate revenue consequences at this stage of the process.

Financial Consequences – Capital

There are no immediate Capital consequences at this stage of the process. However, it should be noted that delivery of the Masterplan for the Grey Mare Lane estate will result in the disposal of land in the Council’s ownership. The nature of the development envisaged is likely to result in land values of a nominal nature, which will consequently reduce or eliminate any capital receipts that might otherwise be generated if the Council were to seek to dispose of the land for housing development on the open market without setting restrictions on tenure mix.

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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 Executive 13th December 2017 - Eastlands Development Framework
- Report to Executive 16th October 2019 'Disposal of Land at Blackrock Street to One Manchester Housing Association'
- Report to: Economy Scrutiny Committee - 5 September 2019 Executive - 11 September 2019: Delivering Manchester's Affordable Homes to 2025

1.0 Introduction

- 1.1 In September 2019 the Executive received a report entitled “Delivering Manchester’s Affordable Homes to 2025” that, in part, referenced work being undertaken in conjunction with One Manchester Housing Association (OM) with a view to significantly improving the existing Grey Mare Lane housing estate.
- 1.2 The purpose of this report is to update Executive Members on progress made to date in developing proposals for a comprehensive regeneration programme for the Estate and to seek endorsement of a Masterplan that has been formulated following consultation with tenants, residents and other community stakeholders to guide and co-ordinate future development activity. The report also sets out the next steps that will be undertaken to deliver the redevelopment of the Estate.

2.0 Background – Grey Mare Lane Estate

- 2.1 The Grey Mare Lane Estate in Beswick was originally built by the City Council some 50 years ago as part of a programme undertaken to replace poor quality pre 1919 terraced housing with new council houses and flats.
- 2.2 The Estate was subsequently included in housing stock that was transferred from the City Council to Eastland Homes in 2003. Eastland Homes merged with another stock transfer Housing Association – City South – in 2015 to form One Manchester (OM). OM own and manage over 12,000 affordable homes in east, south and central Manchester including 978 homes in the wider Beswick area of varying age, construction type and condition.
- 2.3 The southern end of Grey Mare Lane has been transformed through a programme of community education, sports and leisure facilities including the East Manchester Leisure Centre and East Manchester Academy. The Etihad Campus including the Etihad Stadium and associated training facilities lie immediately to the north and east of the Estate, together with commercial uses including the large ASDA Eastlands Supercentre. The Metrolink Velopark station is also close by providing excellent connectivity to the city centre and wider conurbation.
- 2.4 The northern part of Grey Mare Lane is dominated by the Grey Mare Lane estate, laid out on a “Radburn” style, including walk-up flats and maisonettes fronting Grey Mare Lane, with low rise terraced housing on a series of Walks and Closes sitting on either side of Grey Mare Lane.
- 2.5 For the purposes of this exercise the Grey Mare Land estate is being defined by the plan attached as **Appendix 1**, bounded by Ashton New Road to the north, the footpath alongside the Church of the School of Resurrection & the western boundary of The Grange leading to Albert Street to the west, Alan Turing Way to the east and Albert Street to the south.

- 2.6 Although the estate was only built some 50 years ago, the de-industrialisation of East Manchester that followed shortly thereafter led to significant reductions in employment and population in the area and selective demolition of both former residential and commercial uses has left a number of vacant sites within and on the edges of the estate.
- 2.7 Over a 25 year period, the City Council has worked in collaboration with public and private sector partners to revitalise the East Manchester area. However, in 2017, public consultation undertaken as part of the update of the Eastlands Regeneration Framework, identified the Grey Mare Lane estate as being “left behind”. The December 2017 meeting of Executive agreed that the City Council should work with OM to identify how respective land holdings could be utilised to deliver improvements to existing stock, plus new housing development of significant scale. The City Council owns a number of land parcels around the Grey Mare Lane estate and the collaborative exercise undertaken identified that ideally this land would need to be invested in a wider scheme to allow regeneration proposals of appropriate scale to be brought forward.
- 2.8 OM was identified in the Eastlands Regeneration Framework as the appropriate lead agency to develop a transformative programme for the Grey Mare Lane estate. As a result, OM’s Board agreed to progress ‘sustainable and inclusive growth that OM, its customers and partners can be assured is both financially viable and deliverable for the benefit of the community’.

3.0 Creating the Platform for Regeneration

- 3.1 In 2018 OM undertook early consultation with residents to gather their views about the potential regeneration of the area and to inform future master planning options. OM also carried out surveys that identified properties within the estate that have been constructed on a non-traditional, Wimpey no-fines basis. The flats and maisonettes concerned have several issues such as persistent water ingress and the homes suffer from significant heat loss issues due to their design. Feasibility work undertaken also indicated the potential for new homes to be built in and around the estate but that the acquisition of a number of key sites would be critical to the progression of any major regeneration activities.
- 3.2 On this basis, OM purchased the former petrol station site and vacant Manchester One pub on Grey Mare Lane in 2019 as strategic acquisitions for regeneration purposes. Initial master planning exercises were undertaken which identified options for the regeneration of the estate based upon the selective demolition of a number of residential blocks and The Grange community centre, which is housed in a former primary school building on a large plot of land on Albert Street. New housing would be built on development sites created by demolition, together with the bringing back into use of sites that are currently vacant. Retained housing would be subject to significant improvement. The requirement to re-provide community facilities within the area as a result of using The Grange for housing development was identified. Proposals for new build were based around a mix of dwelling types including

well planned apartments 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.

- 3.3 In January 2020 third party land assembly was completed with the final leasehold flat being purchased by OM, allowing Initial Demolition Notices to be served on 123 households. With support from the City Council, the planned retrofit of existing homes is proceeding at speed to take full advantage of BEIS Social Housing Demonstrator funding secured in partnership with MCC.

4.0 Community Consultation

- 4.1 OM has worked with local tenants, residents and other stakeholders to get an understanding of issues that needed to be taken into account in the development of proposals to improve and regenerate the Grey Mare Lane estate. Community engagement on the specific proposals to be included within a Masterplan began in earnest in 2019 with a number of drop - in events and information days held. Unfortunately, the outbreak of the Covid pandemic in the spring of 2020 slowed the progress of engagement considerably but OM responded to lockdown restrictions with the development of a comprehensive website and digital engagement hub.
- 4.2 Although “virtual” engagement provided a means of maintaining some momentum, OM recognise that access to on-line material is more limited in East Manchester than in other areas and it is only with the easing of Covid restrictions that OM have been able to fully re engage with residents and progress the whole masterplan.
- 4.3 A series of resident and stakeholder events recommenced over the summer months of 2021 running into late September, presenting both the retrofit proposals and progress with the Masterplan. OM have opened a community room on Newcombe Place where residents can drop in and look and feedback on plans as they emerge.
- 4.4 Executive Members can review the OM Grey Mare Lane website area to see all communications, material and latest news via the following link - <https://www.onemanchester.co.uk/building-future/grey-mare-lane-estate>
- 4.5 OM are progressing the engagement of local residents in employment and training initiatives. OM will work collaboratively with contractors through a Construction Academy model which will provide placements, shared apprenticeships. OM is maximising opportunities to train officers and residents in green retrofit skills.

5.0 The Masterplan for the Grey Mare Lane Estate

- 5.1 As set out above, OM has taken the lead in exploring the potential for delivering a transformational regeneration programme for the northern part of the Grey Mare Lane neighbourhood.

5.2 OM have appointed a professional external team to support the process, with the lead Master Planner being Buttress, a well established Manchester architect's practice. Planit-IE have been appointed to provide landscape design input.

5.3 The Masterplan is attached as **Appendix 2**. A summary of proposals contained is set out below: -

- The demolition of 124 existing social rented dwellings inclusive of 108 maisonettes, walk-up & cottage flats & 16 houses.
- The construction of 124 new social rent low carbon homes to replace properties demolished.
- The construction of 166 additional mixed tenure homes on demolition sites and existing vacant sites including new affordable rent and shared ownership properties.
- The retrofit of 150 existing homes inclusive of over-cladding, re-roofing, new windows and doors to improve energy efficiency and thermal comfort.
- The demolition of the existing Grange Community Centre to create a site for new housing development.
- The provision of a new Community Hub on Grey Mare Lane developed in partnership with the operator of the Grange Centre, 4CT, as a key stakeholder.
- A new community led high street on Grey Mare Lane including scope for ground floor community café, local business units, and community enterprise units.
- Neighbourhood wide landscaped public realm and environmental enhancements.
- Environmental and traffic calming improvements proposed to Grey Mare Lane subject to funding support.

New Housing

5.4 Table 1 below summarises the mix of new housing that is proposed.

Table 1: New housing units – type & tenure

Tenure	Apartments		Houses			Total No.
	1 bed No.	2 beds No.	2 beds No.	3 beds No.	4 beds No.	
Social Re-Provision	78	29	11	6	0	124
Additional Provision	0	20	57	71	17	166
TOTAL	78	25	57	61	17	290

5.5 All existing tenants in the demolition area have been guaranteed a new home at their current rent in Grey Mare Lane although residents are also eligible for rehousing owing to the service of Initial Demolition Notices by OM in January 2020. There are currently 90 households that will move directly into these homes.

- 5.6 The additional provision will be primarily a mixture of affordable rent, shared ownership and potentially rent to buy and Homes England funding will be sought by OM for the additional homes.

Open Space

- 5.7 The emerging vision for the landscape and public realm is to develop an holistic, sustainable, and durable low maintenance solution built on the neighbourhood's already existing assets for the enjoyment and pride of the residents – young and old.
- 5.8 Adding more opportunities for play, recreation, dwelling and fun would enrich the existing greenspaces. Existing streets have the potential to be downgraded to more habitable environments through traffic calming measures, making them safer for pedestrians and cyclists.
- 5.9 A new neighbourhood heart is envisioned along Grey Mare Lane, anchored by a new community hub.
- 5.10 The vicinity of Etihad Stadium and the amount of people already passing through the neighbourhood on match days cannot be ignored - the improvements along Grey Mare Lane would take that into consideration, accommodating this regular influx of people and making the most out of it for the benefit of the residents.

Connectivity & permeability

- 5.11 The key internal routes - Grey Mare Lane and Albert Street will remain unchanged. There is an opportunity to reduce the width of Grey Mare Lane, making it more pedestrian and cycle focussed. There are currently cycle lanes in place along Ashton New Road & Albert Street and there is great potential to link Grey Mare to this network. Minor amendments are proposed to the internal roads to assist with masterplan development.
- 5.12 Where possible the redevelopment will enhance existing permeable routes through the neighbourhood along primary routes, such as Grey Mare Lane and Albert Street. The east-west pedestrian link along Hornsea Walk, Hopedale Green & Corley Walk will also be improved creating a positive and inviting route through the neighbourhood and connecting to the wider Beswick area.
- 5.13 Enhanced streets will improve natural surveillance within the area and discourage anti-social behaviour. Improved lighting and way finding will be integrated into the wider landscape strategy.

Public realm, car parking

- 5.14 Grey Mare Lane is located in a sustainable travel location and the use of public transport will be encouraged. The use of electric cars will be

encouraged with the provision of electric charging points integrated within the new build developments.

- 5.15 Provision of cycle lane on Grey Mare Lane to connect into the wider Bee Network and safer walking and cycling routes through the estate will be provided. The parking strategy is currently in development with MCC.

Community Facilities

- 5.16 OM have offered to develop options for the delivery of a new Community Hub on Grey Mare Lane working in partnership with local charity 4CT, who currently operate the former primary school building, The Grange, under a short lease from the City Council.
- 5.17 OM's current vision is for the new Hub to be a place to meet, connect with others in person and via digital technology, get involved in activities, be signposted to community and other services and have fun. It will provide support to the locality, for residents and for local organisations, existing businesses and new start-ups. This vision will be refined subject to further engagement with the local community and key stakeholders including 4CT prior to planning. OM will seek funding to help ensure the sustainability of the new hub, with the intention that the hub will eventually be self-funded. OM are committed to the provision of new facilities in advance of The Grange site being redeveloped. The current Master Plan shows an indicative location for where the Community Hub will be delivered but OM will work with the City Council, 4CT and other stakeholders to review other potential options to the south of the Master Plan area, where the East Manchester Leisure Centre, East Manchester Academy and Beswick Library are located.
- 5.18 Along Grey Mare Lane itself, some of the ground floor frontage of proposed apartment blocks will be planned as retail/commercial space targeted at local businesses and social enterprises. OM have launched a campaign to attract "Meanwhile space" usage on current empty sites and it is hoped that some of these local enterprises may turn into permanent uses and help create a community focussed high street.

6.0 Contributing to a Zero Carbon City

- 6.1 The City Council and OM have been and will continue to work together to ensure that the redevelopment of the estate contributes to the City's declared objective of achieving zero carbon development. Through this joint working OM have already been awarded funding via the Department of Business, Environment and Industrial Strategy's (BEIS) Social Housing Decarbonisation Fund. Under this national demonstrator project, 150 retained homes on the estate will be offered fabric improvements to increase insulation levels and reduce heat loss thereby improving the comfort and well-being of residents, as well as reducing carbon emissions and reducing energy costs for residents. At the same time OM is offering to remove gas to their properties and replace this with renewable energy as part of the decarbonisation of its homes in the City.

6.2 The new build affordable homes will similarly exceed the MCC planning requirements for fabric efficiency and performance. OM is no longer fitting gas to new homes and will be designing these homes to meet the 2025 Future Homes Standard which will deliver homes that are zero-carbon ready. Homes built under the Future Homes Standard should produce 75-80% less carbon emissions compared with current levels and become net zero as the electricity grid continues to decarbonise.

7.0 Funding the Masterplan & Land Disposal

- 7.1 The regeneration of Grey Mare Lane is being led and funded by OM. As the scheme involves the re-provision of 124 existing homes as well as new build, the gross development cost of the scheme far exceeds the value that can be attributed to the new build element of the scheme, and for which OM may be able to attract funding from Homes England). OM will be required to underwrite overall investment to an estimated value of £70m.
- 7.2 Before OM can proceed with the preparation of planning applications for the scheme, its Board requires confirmation that the Council will dispose of its land interests as identified in **Appendix 1** so that the objectives of the proposed initiative can be delivered.
- 7.3 Heads of Terms for the disposal of this land will be agreed with OM. The terms will take account of development appraisals that will establish a residual value for the land interests, taking account of development costs and sources of funding for the scheme at the point of disposal. Given the nature of development that will be delivered (i.e. affordable housing) it is anticipated that the disposal to OM - a Registered Provider (RP) - might constitute a sale at an under value (i.e. the value of the land concerned if it was to be disposed of on the open market for housing development without restriction on the forms of tenure to be made available). A sale at an undervalue may require the prior consent of the Secretary of State unless the proposed disposal is covered by a General Consent. Separate reports will be brought to future meetings of Executive if approval for the disposal of any land at an under value is required.
- 7.4 It is proposed that land will be disposed of by way of a long lease with the user clause to be restricted for use for the approved masterplan scheme (subject to an approved planning consent) subject to the inclusion of such other terms and conditions as are appropriate and are in accordance with the usual requirements of the City Council when entering into this type of arrangement. The timing of such disposals / drawdown of development plots will be subject to the successful achievement of agreed milestones for example the receipt of relevant planning consents and the re-provision of a new Community Hub to replace the current Grange Centre.
- 7.5 It should be noted that in the event that the Council's land is not made available to support the project, then the regeneration outcomes will not be delivered. It is the scale of additional housing that is being proposed that allows an element of cross subsidy across the scheme and funds the

improvements across the estate to the public realm, the streetscape and environment, the new community hub and transformation of Grey Mare Lane itself into a liveable, attractive community high street. Sustainable and inclusive growth opportunities for existing and future residents will not be realised if this land is not included.

- 7.6 Without the Councils' land OM will need to scale back the proposal to a purely residential project based upon land solely within its control. This would realise a small scale residential infill on the former petrol station site together with the replacement, or if technically practical, the retrofit of walk-ups and maisonettes also fronting Grey Mare Lane. There would be no improvements to the public realm, streetscape, environment, community hub nor transformation of Grey Mare Lane itself.

8.0 Delivery & Phasing Strategy

- 8.1 Owing to the requirements of the BEIS funding that has been secured by OM via the City Council, the first phase of works is the retrofitting to existing homes. Work to three empty pilot houses has commenced with the main works programmed to follow in the Autumn and be completed in summer 2022.
- 8.2 Subject to the approval of this report by members then a planning application detailing the masterplan of the estate will be submitted in late 2022 with the first phase of newbuild works commencing in 2023. The first new build phase comprises of the re-provision homes and new community hub and community high street frontage centred around vacant land on Grey Mare Lane.
- 8.3 Upon completion of these first phases in 2025, residents subject to planned demolitions will move only once into their new homes releasing further plots including the Grange site for the additional residential development and public realm and highways regeneration phases.
- 8.4 A construction plan for the new build spanning 5 years is projected. **Appendix 3** indicates the new build phasing plan.

9.0 Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

- 9.1 Delivery of the proposals set out in the Master Plan will provide employment and training opportunities via related construction activities as well through the development of community - based facilities and local enterprises in a newly developed high street along Grey Mare Lane leading to the Etihad Campus and new Co-op Live Arena development.

(b) A highly skilled city

- 9.2 Implementation of proposals will lead to training and employment opportunities in the construction and low carbon sectors, which will be targeted at local

residents through OM's Construction Academy. Opportunities to link the initiative with educational and careers activities at local schools will be actively pursued by OM.

(c) A progressive and equitable city

- 9.3 Creation of an inclusive place for all will mean enhancing and maintaining the strong sense of community and local identity; improving connectivity with safe, secure and active routes with recreational space; improving public spaces including green routes through the estate; providing local employment opportunities and supporting sustainable community-based facilities and social enterprises.

(d) A liveable and low carbon city

- 9.4 Proposals contained within this report will deliver 150 retrofitted homes and 290 new homes creating an energy efficient and low carbon mixed tenure neighbourhood, together with improved public realm creating an attractive green neighbourhood. Delivery of a high quality scheme has the potential to make a major contribution to transforming Grey Mare Lane into a neighbourhood of choice. This will encourage local people to stay in the area and attract people and local businesses from outside the boundary.

(e) A connected city

- 9.5 The regeneration of the Grey Mare Lane estate is intended to tackle the perception that the area has been "left behind" – through improvements to housing, layout, public realm etc. The reinvigoration of Grey Mare Lane into a community focused high street, with new Community Hub, will provide better integration and connections with the wider Beswick Neighbourhood.

10.0 Key Policies & Considerations

(a) Equal Opportunities

- 10.1 The Grey Mare Lane Masterplan will help drive forward the regeneration of the Beswick neighbourhood, providing a significant number of new good quality affordable homes alongside new community facilities and commercial development. This will both meet increasing levels of demand for affordable housing for Manchester residents and create new employment opportunities.

(b) Risk Management

- 10.2 The risks associated with the project will primarily be managed by OM, working in conjunction with the City Council via a suitable Programme Board arrangement. Risks will be managed in line with standard practices that the Council establishes for governance structures of this nature, with any Council related risks subject to escalation and decision making if and when required.

(c) Legal Considerations

- 10.3 The successful delivery of the Masterplan will require the disposal of land to OM, on a phased basis, subject to agreed milestones being met, and such disposals being in line with the Council's constitution. The City Solicitor will advise on the issues referred to in paragraph 7.0 of this report which will include the provision of advice on the proposed Heads of Terms and also on the issues associated with the disposal of any land at an undervalue (for example the need for any government consents and on subsidy). The City Solicitor will establish and put into effect legal agreements as required to deliver the objectives of the Masterplan and as set out in the agreed Heads of Terms.