

**Manchester City Council
Report for Resolution**

Report to: The Executive – 13 September 2023

Subject: Manchester Piccadilly SRF Addendum: East Village Central Framework

Report of: Strategic Director (Growth & Development)

Summary

This report informs the Executive of the outcome of a public consultation exercise with residents, businesses and stakeholders, on the draft East Village Central Framework. This is an addendum to the Manchester Piccadilly Strategic Regeneration Framework (SRF). The report also seeks the Executive’s approval of the East Village Central Framework.

Recommendations

The Executive is recommended to:

- (1) Note the outcome of the public consultation on the East Village Central Framework.
 - (2) Approve the East Village Central Framework, as an addendum to the Manchester Piccadilly SRF, and request that Planning and Highways Committee take the framework into account as a material consideration when considering planning applications for the area.
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Wards Affected: Piccadilly

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

All future development proposals within the East Village Central area would need to be carefully considered in order to ensure that they contribute towards meeting the City’s zero-carbon target. All construction would be required to meet the highest standards of sustainable development. Given East Village Central’s highly accessible location within the city centre, near to national rail and regional Metrolink services at Piccadilly Station, and local bus services, it is inherently considered as a highly sustainable location for regeneration and development, with minimum car access anticipated.

The framework sets out proposals that seek to create a new mixed use commercial development, supporting the creation of a sustainable and accessible city centre neighbourhood. The development would secure a significant piece of high-quality public

realm, improving the ability of existing and future local communities to prioritise active travel modes.

All these factors are important contributions to acting on the climate change emergency declared by Manchester City Council, helping to reduce carbon emissions in line with policy aspirations to become a zero-carbon city by 2038.

Equality, Diversity and Inclusion - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments

The addendum outlines proposals to review the sites of Stocktons and Presbar Diecastings and how the area of land can be repurposed in a manner that maximises its contribution to the growth of the city centre.

The development of this site is capable of providing significant new commercial and residential space, creating jobs and opportunities open for all residents. The site would likely include leisure opportunities to create a sense of place and destination for new residents, workers, visitors and existing surrounding communities. The site would be made highly permeable, connecting neighbouring streets and communities with high quality and fully accessible open spaces and public realm.

Any future development proposals, such as development plots indicated in the draft framework, would be considered through future planning applications with full public consultations.

It is considered at this stage that the proposals do not impact any protected or disadvantaged groups.

Manchester Strategy outcomes	Summary of how this report aligns to the Our Manchester Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The comprehensive redevelopment of the East Village Central site would provide a major focus for new investment within the area. The draft framework would support direct employment opportunities through the creation of new commercial space and would underpin future economic growth via the provision of high-quality new homes within a distinctive neighbourhood. The development would support further population and jobs growth and assist in the attraction and retention of the talent required to support Manchester’s growth across a range of economic sectors. It could potentially provide 3,500 jobs for local people. The development would also act as a catalyst for further investment in the Piccadilly area and support investment in the wider Eastern Gateway.
A highly skilled city: world class and home grown talent sustaining the city’s economic success	The regeneration of the whole Piccadilly area would contribute towards the continuing economic growth of the city, providing

	<p>additional job opportunities, at a range of skill levels, for local residents.</p> <p>The redevelopment of the East Village Central area would provide direct employment opportunities and meet housing demand from residents who wish to live within the regional centre. Development would also see the delivery of new high-quality areas of public realm, providing an enhanced environment for those living, working and visiting in the city.</p>
<p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities.</p>	<p>The proposals set out within the draft East Village Central Framework would support and stimulate regeneration within the wider Manchester Piccadilly SRF area and adjoining neighbourhoods including Ancoats and New Islington, the Ashton Canal Corridor, Holt Town and Lower Medlock Valley. The SRF proposals would assist in delivering the Manchester Housing Strategy and meet the growing demand for new homes in the city.</p> <p>The draft framework proposals would provide new public realm and public spaces, through high quality design, and uses that would provide positive amenity that local residents and adjoining neighbourhoods can benefit from.</p>
<p>A liveable and low carbon city: a destination of choice to live, visit, work</p>	<p>The Manchester Piccadilly Strategic Regeneration Framework (SRF) provides an overall vision and framework for the regeneration of the Piccadilly area as a key gateway to the city, with a unique sense of place. Providing new, high quality commercial and residential accommodation and the public amenities including public realm, retail, and leisure opportunities, would create a desirable location in which to live, work and visit.</p> <p>Consistent with the Manchester Piccadilly SRF, the draft East Village Central Framework would support the delivery of a commercially-led, mixed use development. The site is extremely well served by public transport options given its city centre location and the creation of a new permeable layout and street pattern would focus on prioritising active travel modes such as walking and cycling, including enhancing links through the city centre to Central Retail Park and Eastlands. New</p>

	development would incorporate energy efficient technologies to reduce the carbon footprint of the city and create a neighbourhood that supports its residents through the delivery of high-quality public realm and a range of amenities.
A connected city: world class infrastructure and connectivity to drive growth	<p>The East Village Central area has exceptional accessibility to public transport due to its city centre location. In addition, the development would create and enhance access to safe active travel connections linking existing adjacent communities in Manchester Piccadilly, Central Retail Park and Eastlands, and the city centre's diverse range of uses and functions.</p> <p>The city's plans for the Piccadilly area, set out within the Manchester Piccadilly SRF, are to provide a world-class transport interchange that can act as a gateway to the city and city region.</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 financial implications arising directly from this report. The Council has some land-holdings within the draft East Village Central Framework area and at this stage the Council are not seeking to dispose of its land within this area.

Financial Consequences – Capital

There are no financial implications arising directly from this report.

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above:

- Report to Executive 11 September 2013 - High Speed 2 (HS2) Consultation and Manchester Piccadilly Strategic Regeneration Framework (SRF)
- Report to Executive 18 December 2013 - High Speed 2 (HS2) Manchester Piccadilly and Mayfield Strategic Regeneration Framework (SRF) Consultations
- Manchester Piccadilly Strategic Regeneration Framework (January 2014)
- Report to Executive 8 March 2017 - Manchester Piccadilly SRF Update: Portugal Street East Masterplan
- Report to Executive 7 March 2018 - Manchester Piccadilly Strategic Regeneration Framework Update 2018
- Manchester Piccadilly Strategic Regeneration Framework 2018
- Report to Executive 14 December 2022 - Manchester Piccadilly SRF Addendum: East Village Central Framework

1.0 Introduction

- 1.1 On 14 December 2022, the Executive endorsed, in principle, the proposals set out in the draft East Village Central Framework, which is an addendum to the Manchester Piccadilly Strategic Regeneration Framework (SRF) and requested that the Strategic Director for Growth & Development carry out a public consultation exercise on the addendum with local stakeholders. This report summarises the outcome of the public consultation.

2.0 Background

- 2.1 The Manchester Piccadilly SRF is a high-level document, covering a significant area, intended to offer a framework and set of principles, within which more detailed sub-area guidance and planning applications could come forward.
- 2.3 The site identified in the draft East Village Central Framework is centrally located within the Piccadilly SRF area. As well as contributing to the overall objectives within the Piccadilly SRF, the draft framework proposals have been developed to ensure that they will complement the wider economic priorities and regeneration strategy for the city centre.
- 2.4 The framework is being promoted by Stocktons, one of the key landowners. The Stockton's site is likely to be the first phase, with further development expected to come forward in line with the principles of the draft framework.

3.0 The Consultation Process

- 3.1 The consultation on the East Village Central Framework ran for 6 weeks from 14 February until 24 March 2023. The delay between the end of the public consultation and the SRF being brought before the Executive for approval has been necessary to enable some of the underlying design work in relation to the proposed first phase of development covering the site of Stocktons Furniture to be refined and discussed with the MCC planning team.
- 3.2 Consultation letters and emails were sent to 989 addresses. This included:
- Local residents living within the study area consultation boundary plans, as well as businesses in the area.
 - Local ward councillors.
 - Key local organisations, including landowners, community or services groups and key occupiers.
 - Statutory bodies.
- 3.3 An updated East Village Central Framework consultation webpage was hosted on the Council website, providing details of the addendum and download links to relevant documents.
- 3.4 Consultation letters and emails provided the weblink to the consultation page as well as details of how feedback could be provided, which included an email and postal address.

4.0 Consultation Comments

- 4.1 The consultation has received 7 responses. The breakdown of which includes:
- One person who describes themselves as a key stakeholder.
 - One person who describes themselves as from a national charity.
 - One person who describes themselves as from a statutory body
 - Four people who describe themselves as local residents, with one of these people stating that they represent the agreed views of 72 local residents, providing addresses for those residents.

- 4.2 The main points raised in response to the consultation are summarised below.

Name change and accessibility

- 4.3 A national charity asked for an urgent name change, as “East Village” is similar to the neighbouring “Manchester’s Gay Village”, also commonly known as “The Village”. The charity also expressed concerns around the accessibility of this new development to people with protected characteristics. A request was also made for an extension to the consultation date.

Use & Design

- 4.4 One local resident expressed concern relating to the addition of more commercial development in this location, highlighting that there is space in the area that is currently not being used. A request was also made for more public amenities, including greater choice of supermarkets.
- 4.5 A further resident expressed concern about the location of the commercial development and stated that the proposed residential accommodation should be for local people.
- 4.6 The response submitted by a local resident, on behalf of themselves and other residents, expressed general support for the principle of development and the need for regeneration, including the provision of commercial, retail and green space. However, they felt that greater consideration should be given to the preservation of historic assets, particularly the Victorian facades along Store Street and expressed concern about the location of the 40-45 storey tower, in relation to the Oxygen Tower. Specifically:
- The scale of the tower would not be in keeping with the character with Piccadilly, Ancoats or New Islington, which is mostly low-rise or at least generally below 15 storeys. Whilst acknowledging that the Oxygen Tower is 32 storeys.
 - The narrowness of Store Street resulting in the building being very close to the Oxygen Tower, causing loss of light and privacy and noise nuisance; in addition to significant disruption throughout construction.
 - Design should consider reducing the height of the tower and setting it further back within the site, to create some separation from the Oxygen Tower.

Green space

- 4.7 One resident respondent requested that more green space be included within the proposals.

Key Stakeholder Response

- 4.8 The key stakeholder has a significant interest in the site and is currently providing mixed-use facilities on a temporary basis. They object to the current proposals based on the following reasons:
- The lack of engagement with MCC which meant they were unable to feed into the development of the SRF.
 - The SRF does not interrogate the long-term regeneration prospects of the area.
 - The 50:50 split of commercial and residential uses is overly prescriptive and is difficult to understand how the proposed 50:50 land use across the area might best be achieved.
 - Where there are significant level changes, four pedestrian routes from Store Street to Ducie Street have been identified which would require significant groundbreaking to deliver in an accessible and equitable manner. No comprehensive assessment of connectivity across the area has been undertaken.

Statutory Consultee – United Utilities

- 4.9 United Utilities highlighted that any proposals should consider any impacts on their assets, the incorporation of surface water management and the integration of efficiency measures. They requested they be consulted and engaged as the development moves forward. Specific points included:
- The need to consider landscaping proposals, including level changes and proposed crossing points with their assets (which will need to be agreed).
 - Avoiding planting new trees and landscaping too close to their assets
 - Explore opportunities to integrate Shooters Brook culvert.
 - The need for further detail on, and full consideration of, flood risk.
 - How water efficiency measures can be incorporated into the future detailed design of the site.

5.0 Response to Comments

Name change and accessibility

- 5.1 East Village Central is the name given to the area in the Manchester Piccadilly SRF, which has already been consulted on and agreed. It will be different in character and purpose to the Village, centred on Canal Street. It is, therefore, felt that it is appropriate to keep this name for the purposes of the SRF.

Use & Design

- 5.2 Despite the recent COVID-19 Pandemic, Manchester City Centre remains a strong business destination. The city centre is the region's economic hub, providing a strategic employment location, with a significant growing population. Businesses continue to be attracted to the city - over 1m sq ft of office space was let in Manchester in both 2021 and 2022 (close to the amount let in 2019 before the pandemic).
- 5.3 Intelligence from office agencies highlights that business are increasingly seeking new, high quality (Grade A) office space, with the highest environmental credentials, which can provide the best working environment for their staff. There is currently a shortage of new, Grade A office space, highlighted by the fact that office vacancy rates have reduced to around 3%. Additional new, quality office space is, therefore, needed for Manchester to remain competitive as an attractive location for businesses, and to attract new jobs and growth to the city, particularly crucial in the current economic climate.
- 5.4 The proposals for this site include a broad mix of uses including commercial and office space. Introducing new commercial developments to the site will generate a variety of job, training and apprenticeship opportunities that will benefit local residents. During both construction and operational phases, these opportunities are projected to create approximately 3,500 jobs on this site.
- 5.5 Detailed proposals for the development of the site would be subject to a comprehensive planning application which would be accompanied by a suite of assessments which would consider issues such as overshadowing, privacy and construction impacts. Some of the effects could be designed out and others could be addressed using tried and tested forms of mitigation (such as Construction Environmental Management Plans in relation to the construction phase) to avoid or minimise the effects of the development. The acceptability or otherwise of the detailed proposals would also be considered by statutory consultees and/or Council officers in the determination of the application.
- 5.6 Detailed proposals would be subject to extensive testing in respect of wind microclimate to ensure that no unacceptable effects resulted. The conclusions of the testing would be presented as part of the planning application and assessed by officers in the determination of the application. Suitable mitigation would be required if necessary and could be secured by condition.
- 5.7 The SRF is intended to guide future delivery of the SRF area and is not intended to be overly prescriptive. A design analysis has taken place to inform aspects of the design such as height and it reflects the context provided by the Oxygen Tower but more detailed consideration will take place in the context of the preparation of a planning application for future development and a robust justification for all aspects of the design will need to be provided with the application. This will enable officers to consider the acceptability of the height and other important design considerations.

- 5.8 The vision for the site in the SRF complements the regeneration proposals to Central Retail Park, located on the opposite side of Great Ancoats Street. The Central Retail Park SRF provides for a new commercial district, with the ability to attract new businesses and talent to Manchester, to support the ongoing growth of the city centre, along with a new park and public realm and a range of amenity uses to serve the local community.
- 5.9 There is a strong rationale for development of greater height being concentrated along Great Ancoats Street, a wide street fronted by buildings of significant mass and scale, to enable the development at an appropriate density at an inherently sustainable location, whilst stepping down towards Ducie Street, an area characterised by an established tight urban grain and buildings of less significant scale.
- 5.10 The SRF recognises that two of the buildings that make up the Stockton's Furniture Store site, which front on to Store Street, have heritage value and are identified as non-designated heritage assets. Any proposals for this area of the site would be subject to a full Heritage Statement as part of the planning process.
- 5.11 The SRF establishes a 50:50 split between commercial and residential development, which will provide a very significant residential opportunity in the area, helping to meet significant demand in the city. The mix of residential offer will be subject to future planning applications.

Green Space

- 5.12 In response to the request to develop more green space, the Council is committed to investing in significant new public realm across the city centre, as well as a number of established city centre parks and gardens. New quality public realm space is being included within new developments, as well as the more significant construction of new public parks, both in the local neighbourhood and more widely across the city centre. A key objective of the draft East Village SRF is to provide a substantive quantum of accessible public and green space surrounding the development.
- 5.13 Proposals for Central Retail Park, located on the opposite side of Great Ancoats Street, include the provision of a new central green space, creating a green corridor through the site. These proposals will significantly expand the green space provided by Cotton Field Park and better link it to Great Ancoats Street and the East Village Central area.
- 5.14 The new Mayfield Park is within walking distance of the East Village Central area, providing 6.5 acres of green space alongside the River Medlock. The wider Piccadilly SRF also includes aspirations for a new station forecourt on London Road, a major new park at the eastern end (to complement Mayfield Park) and a sequence of pocket parks within the Piccadilly area. The Boulevard, alongside the new High Speed Station is also envisaged as a linear green space.

Key Stakeholder Response

- 5.15 The SRF has been promoted by the owner of the Stockton's Furniture site. The freehold owner of the building where the stakeholder has a lease interest was consulted on the SRF. The freehold owner made no comment on the proposals within the SRF.
- 5.16 The proposed distribution of development is intended to guide future delivery of the SRF area. It is not intended to be overly prescriptive but nevertheless is the product of design analysis of the SRF area, with particular focus on defining the appropriate structuring principles for the area and identification of opportunities for different height expressions. It is important to define the mix and approximate proportionate quantum of commercial and residential uses to set a clear framework to ensure that the principles of the SRF can effectively inform future proposals as they come forward.
- 5.17 The SRF is inherently flexible in not seeking to be prescriptive about which uses will be accommodated in which areas. The SRF area presents a major regeneration opportunity for the city, which requires a mixed-use approach if the benefits of the development are to be maximised.
- 5.18 The development will need to respond positively to its different boundaries, including Great Ancoats (to the northeast) which presents a very different interface compared with Ducie Street (to the north west). The latter is characterised by an established and tight urban grain and buildings of a lower scale, including buildings of historic interest. Great Ancoats Street is a wide street, forming part of the inner ring road and fronted by buildings of significant scale and massing by contrast.
- 5.19 There is a strong rationale for the development stepping down to Ducie Street, which is more sensitive to height, with greater height concentrated along Great Ancoats Street in order to ensure, overall, the SRF area's density is optimised to reflect the inherent sustainability of the location.
- 5.20 In relation to level changes, the full technical details will need to be developed through future planning applications. The routes referenced are considered to be important in achieving permeability and accessible public realm for future occupiers of the site and wider area. Whilst there may be differing costs associated with delivering these elements, this is no different from many large-scale redevelopment schemes involving multiple landowners.

Statutory Consultee – United Utilities

- 5.21 The detailed design process will include a full assessment of the impact on utility assets and water management, in terms of flood management, landscaping and building designs. Further engagement will take place with United Utilities as part of this, process. Surface water management and inclusion of sustainable drainage is a policy requirement and will be addressed as part of the landscaping strategy and delivered via each planning application. All development proposals will be assessed in accordance with

adopted policy and up to date guidance.

- 5.22 United Utilities will be consulted in respect of individual development proposals and opportunities to minimise water uses and enhance drainage will be considered in respect of individual scheme feasibility and viability.

6.0 Conclusions

- 6.1 The East Village Central Framework responds to the opportunity to review how this strategically significant site can be repurposed and redeveloped in a manner that maximises its contribution to the growth of the city centre. The new commercially-led, mixed use neighbourhood would support the creation of new jobs, homes and public realm in the city centre, for both existing and new residents. The development would be highly connected, functionally and physically, to the wider city centre and adjoining regeneration priority areas and will complement the arrival of HS2 and NPR.
- 6.2 Given the increasing need for new high quality commercial development space, the draft framework would complement the proposed commercial development at Central Retail Park. It will also add further momentum to the development of the Piccadilly SRF, building on the ongoing delivery at Portugal Street East and Mayfield.

7.0 Legal Considerations

- 7.1 If the draft East Village Central Framework is approved by the City Council, as an addendum to the Manchester Piccadilly SRF, it will not form part of the Council's Development Plan but would be a material consideration for the Council as a Local Planning Authority when determining any applications within the East Village Central Framework area.

8.0 Recommendations

- 8.1 The recommendations are set out at the front of this report.