

**Manchester City Council
Report for Resolution**

Report to: Executive – 13 March 2019

Subject: Former Boddingtons Brewery Site – Strategic Regeneration Framework (SRF) Addendum

Report of: Strategic Director (Development)

Summary

This report presents the Executive with a draft addendum report to the Strategic Regeneration Framework (SRF) for the former Boddingtons Brewery site, and requests that the Executive approve the addendum report in principle, subject to a public consultation on the proposals.

Recommendations

The Executive is recommended to:

1. approve in principle the Strategic Regeneration Framework addendum for the former Boddingtons Brewery Site;
 2. request the Chief Executive undertake a public consultation exercise on the document with local stakeholders; and
 3. request that a further report be brought forward, following the public consultation exercise, setting out the comments received.
-

Wards Affected

Piccadilly & Cheetham

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	Development of the former Boddingtons Brewery site area will facilitate the delivery of substantial commercial, retail and leisure space. These uses will create a significant number of new jobs through both construction and end use. The Manchester College campus will create 500 construction jobs and provide a range of training and apprenticeship opportunities. The College will also play a key role in offering training and education within some of the city's key growth sectors.

	<p>Regeneration of the area will provide a major focus for new investment, and will contribute towards a growth in employment opportunities and the economic performance of the wider city centre.</p>
<p>A highly skilled city: world class and home grown talent sustaining the city's economic success</p>	<p>The new Manchester College campus will create an innovative, sustainable and functional educational facility which will be at the forefront of education and vocational training.</p> <p>The campus will facilitate the provision of skills and learning in a range of both national and regional key growth sectors, including media, performing and visual arts, computing and digital media. In addition, the building will respond to employer and local business needs.</p> <p>Alongside the provision of the Manchester College campus, development of the former Boddingtons Brewery site will also deliver flexible commercial space, and the introduction and development of new businesses in a range of key growth sectors will support the city's drive for high calibre talent attraction and graduate retention.</p>
<p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p>	<p>The former Boddingtons Brewery Site SRF has been developed to align with adjacent strategic regeneration frameworks to ensure it is complementary, and takes an holistic view of a key gateway into the city centre from the north. These frameworks include the original former Boddingtons Brewery SRF (2015), Great Ducie Street, NOMA, and the Northern Gateway which will collectively transform the northern side of the city centre.</p> <p>The framework details the addition of high quality public realm space, with a primary focus on enhancing connections and routes within the SRF area and links to the city centre. This will help to ensure the area is a popular neighbourhood of choice to study, visit and work.</p>
<p>A liveable and low carbon city: a destination of choice to live, visit, work</p>	<p>The delivery of an educational campus alongside commercial office space and retail development will create a unique destination in the city and build on a key opportunity at the city centre's periphery.</p>

	<p>The Strategic Regeneration Framework Addendum sets out the priorities for place-making activity, including new public realm, within the specific sites included in the SRF area.</p>
<p>A connected city: world class infrastructure and connectivity to drive growth</p>	<p>The delivery of a world class educational facility will serve the further education and vocational skills training needs of Manchester and the city region. The site benefits from excellent access to public transport, which will be critical in enabling students to access education provision. These strong transport links include Victoria Rail and Metrolink stations within a 5 minute walk and Shudehill Bus Interchange a further 5 minutes' walk. This aligns with the city's transport strategy, encouraging a modal shift towards more sustainable modes of transport.</p> <p>The introduction of active frontages is identified as a priority for new development across the former Boddingtons Brewery site. These uses will be of increasing importance together with pedestrian routes and key public spaces. At present the area experiences little footfall beyond those using the surface car park, however, development of the neighbourhood's amenities will see a significant increase in the number of people visiting and spending time in the area.</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

None directly from this report.

Financial Consequences – Capital

None directly from this report.

Contact Officers:

Name: Eddie Smith
Position: Strategic Director
Telephone: 0161 234 5515
E-mail: e.smith@manchester.gov.uk

Name: Dave Roscoe
Position: Planning Development Manager
Telephone: 0161 234 4567
E-mail: d.roscoe@manchester.gov.uk

Name: Pat Bartoli
Position: Head of City Centre Growth & Regeneration
Telephone: 0161 234 3329
Email: p.bartoli@manchester.gov.uk

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 officers above.

- Former Boddingtons' Brewery Site Strategic Regeneration Framework – April 2015
- Report to the Executive – Strategic Regeneration Framework for the Former Boddingtons Site – 3 June 2015
- Report to the Executive – Strategic Regeneration Framework for the Former Boddingtons Site – November 2015
- Report to the Executive – The Manchester College – New Campus – July 2018
- Report to the Executive - Great Ducie Street SRF – February 2018
- Report to the Executive - Great Ducie Street SRF – November 2018
- Great Ducie Street Strategic Regeneration Framework – January 2019

1.0 Introduction

- 1.1 The growth and regeneration of the city centre has brought wide-ranging benefits to the city-region, and the city centre continues to play a crucial role in the long term success of the wider regional economy. The Council continues to facilitate high quality, mixed use development aimed at maintaining a balance between residential, commercial, retail and leisure uses, which in turn will ensure the long term success of the city centre as a destination of choice for those wishing to live, work, invest or spend leisure time in the city.
- 1.2 The former Boddingtons Brewery is located at a key gateway on the north side of the city centre. It represents a large strategic site that has long been a regeneration priority of the Council. The 2.75 hectare site is bounded by New Bridge Street, Great Ducie Street, Dutton Street and Francis Street and has extensive frontages on all sides. It is in close proximity to a number of key regeneration projects including NOMA, the Northern Gateway and New Victoria and also the Salford City border.
- 1.3 Redevelopment of the site presents an opportunity to create a new, mixed use and vibrant destination as part of an extended city centre. As well as commercial, leisure and residential uses, it will deliver a high quality educational campus critical to supporting the long term growth of the city and city region economy. As a gateway site, the uses, form and quality of development will also support the delivery of the aspirations for land to the north, as outlined in the Great Ducie Street Strategic Regeneration Framework which was approved by the Council in 2018.

2. Former Boddingtons Brewery Site – Background and Context

- 2.1 The site has historically been used to provide surface car parking, with planning permission supporting this temporary use. For the eastern part, the temporary permission lapses in May 2019. For the western part it lapses on 21 August 2019.
- 2.2 Previous Strategic Regeneration Frameworks (SRFs) have been prepared for the whole former Brewery site in 2007 and in 2015. Since the 2015 SRF was approved by the Council, a planning application has been submitted (by the developers Prosperity) on an eastern portion of the site for 556 residential units and for 37,500 sq ft. of commercial floor space.
- 2.3 The proposals set out in both the 2015 SRF and this proposed addendum are aligned with the Great Ducie Street Strategic Regeneration Framework (November 2018), which sets out the aspiration to develop a mixed use neighbourhood including commercial development, new city centre homes, a multi-storey car park, new active frontages comprising retail and leisure uses, and high quality public realm to transform the environment, and improve pedestrian connectivity.
- 2.4 The proposals are not intended to be a comprehensive revision of the 2015 SRF document and so are presented as an addendum to the SRF. The SRF

addendum is intended to be read alongside the approved 2015 Framework and does not seek to replace it.

3.0 Former Boddingtons Brewery SRF Addendum

- 3.1 This 2019 SRF addendum addresses the opportunity that has arisen for the Manchester College to build its new city centre campus on the site. This follows the report to the Executive in July 2018, which set out plans for the Manchester College to develop a new city centre campus as part of their 2017 – 2022 Estates Strategy. It promotes educational use on the western part of the site, principally to form the new Manchester College Campus. The campus forms a critical part of the College's estate strategy, and will make an essential contribution to the delivery of the skills strategy for the city and the city region. The proposals within the amended SRF are in line with the College's Estates Transformation Fund, and will support the achievement of its objectives including maximising the potential of the site.
- 3.2 Ownership of the 2.75 hectare site comprises: Manchester College 1.36 hectares; Prosperity 1.13 hectares; and Deansgate Securities 0.26 hectares. The College took legal ownership of the majority of the western part of the site in February 2019. This excludes the site identified in the 2015 Framework for a multi-storey car park (MSCP) and land identified for extensive public realm, linking to Trinity Way that formed part of Prosperity's recent planning application.
- 3.3 The new Manchester College campus will create an innovative, sustainable and functional educational facility which will be at the forefront of further and higher education provision in the UK. It will deliver creative curricula such as media, performing arts and visual arts, computing and digital media, and provide commercially recognised business and professional courses responsive to local business needs and the service industries.
- 3.4 The delivery of a world class educational facility will serve the further education and vocational skills training needs of Manchester and the city region. The site provides excellent access to a range of public transport facilities, critical to enabling students to access education provision. The location will facilitate partnership working between the college, its staff and students and city centre employers. This is seen as essential to the future enhancement of work relevant skills that are essential to the continued, sustainable growth of the city region economy.
- 3.5 Within the College's strategy, around £100 million of construction expenditure will create approximately 500 construction jobs, and provide training and apprenticeship opportunities. The College will deliver programmes to support these opportunities which will be targeted at Manchester residents.
- 3.6 The consolidation of the Manchester College's campus would facilitate the release of their surplus sites elsewhere in the city, which could provide land for new homes across a range of values and tenures; as well as the potential to provide office, hotel and other uses as part of mixed-use schemes. These

surplus sites will also provide opportunities for community infrastructure including new school places and enhanced sports facilities.

3.7 The 2015 SRF identified the potential to provide a multi storey car park on the site. This position is not impacted by this addendum. The preferred location remains on the northern part of the site with access from Francis Street. This is an essential component of the SRF and will be required to service the Old Brewery Gardens residential development, as well as to offset the loss of surface parking on the site which is currently well used by commuters and shoppers.

3.8 The proposals above are consistent with the SRF in that:

- The development of the College campus will provide jobs in a highly accessible location;
- The campus will make a much broader economic contribution, playing a key role in the delivery of the GM Skills Strategy, supporting economic activity and growth and helping local people to access the new employment opportunities being created in the city;
- The campus will provide access to a wide range of facilities including theatres and restaurants available to the community beyond students and staff;
- The commitment to provide high quality public space is maintained;
- The desire to provide car parking spaces is maintained. These will be modern, fit for purpose spaces, supporting the Council's city centre car parking strategy; and
- There is opportunity, subject to the College's long-term plans, to support the development of further higher quality residential units (and/or other commercial uses) to meet continuing strong demand in the city centre.

4.0 Delivery and Phasing

4.1 Redevelopment of the whole of the former Boddingtons Brewery site needs to be achieved comprehensively in line with the principles of the 2015 SRF. The eastern part of the site will be developed for residential use by Prosperity. The Manchester College will deliver its new campus on a phased basis. Reality Estates will continue to be responsible for the delivery of the multi storey car park.

4.2 The Manchester College campus will be built in two phases. The College has secured commitment to deliver the first phase. Phase 2 will follow this subject to both demand and in part, funding support. As illustrated within Appendix 1 (figure 1), phase 1 is located on the southern end of the SRF area, bound by Great Ducie Street and Trinity Way, with phase 2 positioned to the north of but

adjacent to phase 1.

- 4.3 If the College does not require all of the land being acquired, alternative uses will be brought forward in due course, in line with the 2015 SRF. These could include residential, hotel, commercial or car parking uses, all of which are appropriate uses. The remainder of the site will be properly laid out prior to redevelopment, and could be subject to temporary uses as set out in paragraph 4.5.
- 4.4 The first phase of campus delivery will consist of 215,000 sq. ft., with phase 2 expected to include a further 107,600 sq. ft., dependent on the College's longer term needs and requirements. It is anticipated that the College building will be between 6 and 8 storeys, lower than the buildings shown on the illustrative 2015 SRF.
- 4.5 It is important that the building offers a secure and welcoming environment for students and the intention is that some private space will be created at the heart of the new campus. Early iterations of the design have looked at creating a college building arranged around a central courtyard, or atrium, which will provide a secure space within which learners can gather and socialise. Access to amenity spaces on the roof of the College buildings will also be considered, although the design of these spaces will need to be carefully thought through in relation to both the privacy of adjacent residential developments and the safeguarding of College students.
- 4.6 The first phase of College development will be located to the south western edges of the Boddingtons SRF site, improving the Great Ducie Street and New Bridge Street frontages. The entrance to the College campus will be located on the New Bridge Street/Great Ducie Street corner of the site, connecting to the major public transport hubs. The proposed site design provides an opportunity to create a distinctive identity for the College, positioned on a major approach to the city centre. This will provide the opportunity to maximise potential 'shopfronts' on Great Ducie Street and New Bridge Street and create active frontages occupied by the College's training restaurant and hair and beauty salon.
- 4.7 With a phased approach to development expected, the College may promote temporary uses on part of the site, including a continuation of the current car parking uses. There is also potential for "pop up" or other short-term uses.

5.0 Public Realm and Connectivity

- 5.1 The SRF addendum supports the provision of high quality public space, consistent with the 2015 SRF. The College campus offers a unique opportunity to provide something new, and bringing a mix of learners into the city centre. It is vital that the design of the public realm within the area reflects this, creating a distinctive destination and 'sense of place'.
- 5.2 Linking a landscaping scheme that creates a positive and welcoming character, with a site wide public realm strategy to create spaces that can be

used by learners, residents and visitors to the area, will be critical. This approach will create an environment attractive to students as well as residential and commercial occupiers.

- 5.3 The College building will have a considerably larger footprint than the office and residential buildings shown in the 2015 SRF, which does have an impact on the public realm proposals. The overall provision of public spaces across the whole site is shown in Figure 2 (Appendix 1). It is estimated that there is scope to provide some 0.8 hectares of public open space, which compares with the approximate 1.1 hectares indicated by the 2015 document. Wider public access will be provided by the College campus to offset this. Phase 1 of the College development includes a central courtyard, which will be publically accessible to those attending events and performances.
- 5.4 However, the SRF addendum proposes setting the College building back from Great Ducie Street, creating a widened 'plaza' which acts as an entry point not only for the College but for the SRF area as a whole. This new public space will help to deliver the ambitions of the Great Ducie Street SRF - to create improved pedestrian links east to west from the River Irwell to the River Irk via a network of high quality public spaces. It provides an arrival and orientation point for pedestrians approaching the site from the city centre/Victoria Station underneath the railway viaducts along Victoria Street. New pedestrian routes will connect this public space directly to new public spaces alongside the River Irwell, and at the heart of the former Boddingtons SRF area, and from there, via the tiered steps approved as part of the Old Brewery Gardens residential scheme, to Dutton Street and to potential new public spaces further to the north west around Park Place proposed under the Great Ducie Street framework.
- 5.5 Development will retain the focus of introducing high quality frontages with attractive uses to encourage full integration of the SRF area with the rest of the city centre.

6.0 Conclusions

- 6.1 The 2015 Boddingtons SRF, the addendum to this framework and the Great Ducie Street SRF, all seek to create opportunities to deliver a range of complementary uses that will combine to create a distinctive neighbourhood, with a clear sense of place, activated during the working day, evenings and weekends.
- 6.2 The new Manchester College city centre campus will significantly increase the scale and quality of learning provision, with an increased emphasis on key growth sectors. By 2024/25, across the whole of the modernised Manchester College estate learner numbers will have increased to: 6,400 16-18 year olds; 6,600 adult learners; and 2,000 higher education learners. This will need a consequent increase in capacity in the Post-16 sector, to accommodate the growing number of school children in the City, many of whom are now half way through high school. Over a ten year period the impact on the economy of this additional provision will be central to Greater Manchester delivering

sustainable economic and employment growth.

6.3 Subject to the agreement of the Executive, the draft former Boddingtons Brewery SRF addendum will be subject to public consultation. The outcome of the consultation will be reported to a future meeting of the Executive.

6.4 Recommendations appear at the front of this report

7.0 **Key Policies and Considerations**

(a) Equal Opportunities

7.1 The site has the capacity to create a significant number of new jobs, both through construction and end use. The proposals will provide new connections to surrounding neighbourhoods, providing improved access to the opportunities within the city centre. In addition, there is a commitment to ensure that design standards throughout the development will comply with the highest standards of accessibility.

(b) Risk Management

7.2 N/A

(c) Legal Considerations

7.3 Subject to Executive approval, a further report will be brought forward after the public consultation exercise, setting out the comments received and any changes to the final version of the SRF addendum. If the SRF addendum is approved by the City Council, it will become a material consideration for the Council as Local Planning Authority, alongside the original 2015 Strategic Regeneration Framework.