Manchester City Council
Report for Resolution

Report to: Executive - 13 March 2019
Subject: Eastlands Regeneration Framework
Report of: The Chief Executive

Summary

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

Recommendations

The Executive is recommended to:

i) endorse the draft 2019 Eastlands Regeneration Framework as a basis for a public consultation exercise;

ii) request the Chief Executive undertake a public consultation exercise on the Regeneration Framework with local stakeholders; and

iii) request that a further report be brought forward, following the public consultation exercise, setting out the comments received.

Wards Affected:

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

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<tr>
<th>Manchester Strategy Outcomes</th>
<th>Summary of the contribution to the strategy</th>
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**Full details are in the body of the report, along with any implications for:**

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

**Financial Consequences – Revenue**

None

**Financial Consequences – Capital**

There are no immediate capital consequences arising as a result of these proposals.
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Background documents (available for public inspection):

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

- East Manchester Strategic Regeneration Framework, Executive, 19th December 2007
- A Strategic Partnership with Manchester City Football Club, Executive, 24th March, 2010
- Eastlands, Executive, 16th March, 2011
- Partnership with Manchester City Football Club and East Manchester, Executive, 13th July, 2011
- Partnership with Manchester City Football Club and East Manchester, Executive, 14th March, 2012
- Eastlands, Executive, 29th May, 2013
- Eastlands Community Plan: Update, Executive, 8th April, 2014
- Ancoats and New Islington Neighbourhood Development Framework, Executive, 29th October 2014
- Refresh of the Ancoats and New Islington Neighbourhood Development Framework, Executive, 14th December 2016
- Eastlands Regeneration Framework, Executive, 8th March 2017
- Eastlands Development Framework, Executive, 13th December 2017
- Eastlands Regeneration Framework: Update (Part A), Executive, July 2018
1.0 Introduction

1.1 The regeneration of East Manchester has been a long term priority for the City Council. Over the last 25 years the Council has sought to transform the physical, economic, social and environmental fortunes of the area.

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

1.3 In the twenty-year journey of transformation the Eastlands area, and specifically the Etihad Campus, has been consistently viewed as a major economic driver in its own right within a city region and national context. Successive Regeneration Frameworks have consistently identified the Campus as a place to drive forward the development of a globally competitive sport, leisure and recreation offer.

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

1.5 Over the 24 months since that Framework was developed, consulted upon and subsequently approved the economic growth momentum in the city has continued to grow at a pace not predicted by any forecast, with 10 to 15 years of employment growth likely to be delivered in half that time. The impacts of that positive economic dynamic are now clearly flowing into east Manchester and, in particular, the area between the Etihad Stadium and Great Ancoats Street. Such impacts present opportunities and challenges for the existing Eastlands Regeneration Framework. These include:

- A significant demand for new commercial floorspace reflecting the potential to widen and deepen the business and employment base in the area. Such demand is driving rising equity values and rents for commercial floorspace;

- Employment growth across the city is also fuelling the demand for new homes in the area, driving rising residential land values and the creation of higher value homes in both sale and rental terms. This dynamic requires a need to widen and deepen the housing offer in the area to ensure that there is a sufficient supply of new affordable homes to enable residents to share in the success of the area’s ongoing transformation; and
The profile of Manchester, the Etihad Campus and, in particular, the long held ambition to develop the Campus as a place with a globally competitive sport, leisure and recreation offer, is now attracting significant interest from investors wanting to develop a 21st century sport, leisure and recreation offer of national scale.

1.6 These drivers have reshaped the commercial and residential prospects of the area not only between the Stadium and Great Ancoats Street but also radiating eastwards beyond the Etihad Stadium. As such this new Eastlands Regeneration Framework has embraced a wider geography than its predecessor along with a broader ambition reflecting the opportunities and challenges arising from the growth of the city.

1.7 Attached to this report in Annex 1 is a draft of a new Eastlands Regeneration Framework. Subject to the comments of, and the endorsement of, Executive it is intended that this Framework will be the subject of consultation with residents, businesses, landowners and other stakeholders who are affected by the proposals set out in the framework with the view of reporting back the outcomes of that consultation to a future meeting of the Executive.

2.0 Eastlands: the Partnership Context

2.1 Since March 2010 the City Council has been working in partnership with the owners of Manchester City Football Club, the Abu Dhabi United Group (ADUG) to develop a transformational plan for East Manchester focused on the area in and around the Etihad Stadium. This work has been guided by the Eastlands Regeneration Framework that was approved by the City Council’s Executive in July 2011. The development of this Framework, and the activity which has flowed from it, has been overseen by the Eastlands Strategic Development Company Ltd, a partnership between the City Council and ADUG.

2.2 In 2014 ADUG expanded their interests Manchester through the establishment of a new commercial partnership with the City Council with the purpose of helping to deliver the Council’s wider residential strategy. A joint venture company - the Manchester Life Development Company Ltd (MLDC) - was established between ADUG and the City Council to deliver predominantly new homes in an eastward expansion of the city centre, with the focus of investment initially being in the Ancoats and New Islington neighbourhoods but with the ability in the medium to longer term to expand further eastwards from these neighbourhoods out towards the Stadium.

2.3 Over the last five years, and in particular the last two years, the positive macro economic environment has underpinned a resurgent city in development terms. This significant momentum, and the very strong interest in the opportunity to create a new leisure and recreation offer on the Etihad Campus on the development platform that has established there has led the Eastlands Strategic Development Company Ltd to encourage the development of a new planning framework to respond to this interest and to the wider changes references in the previous section of this report.
3.0 **Eastlands: the Strategic Context**

3.1 Eastlands is at the heart of East Manchester, which has been the focus of a consistent, long-term strategy for regeneration. This area of the city was once home to traditional manufacturing industries on which the wealth of Manchester was founded. In the second half of the twentieth century, much of the area’s economic base was decimated by successive economic recessions and intensive competition from increasingly global markets. This left the area with a significant amount of brownfield land, vacant and underused buildings along with a low-value, low demand housing market in a poor physical environment.

3.2 Successive Strategic Regeneration Frameworks (SRFs) set out a long-term, integrated regeneration strategy for East Manchester. The City Council along with other public and private sector partners focused on the physical, economic, and social transformation of the area, delivering an agenda for restructuring the local economy and supporting the community so that East Manchester and its residents could make a more effective contribution to the economy of the wider city region.

3.3 Over the last 20 years the East Manchester area has experienced significant population growth, new homes have been delivered and the area’s economic base has undergone a transformation with much of the traditional manufacturing base now closed and replaced by new industries and new employment opportunities. Above all the confidence of the area’s communities and the confidence in East Manchester as a place to live, work and invest in has returned.

3.4 Over the last fifteen years the Etihad Stadium (previously the City of Manchester Stadium) has acted as the beacon of regeneration for east Manchester. The area in and around the Etihad Stadium – the “Eastlands” area has been a strategic priority for the City Council. The 2011 Eastlands Regeneration Framework has shaped and guided in excess of £400m of private and public investment, helping to realise the overall ambitions for area that were set out over five years ago in that Framework, including:

- Confirming and expanding Eastlands’s role as a national and international destination;
- Strengthening the area’s focus on sports and recreation;
- Increasing community access to sports facilities; and
- Providing a full range of employment opportunities;

3.5 All of this £400m investment in the Eastlands area has been guided by the partnership between Manchester City Council and the Abu Dhabi United Group (ADUG). The transformation of the Eastlands area has been led by this partnership via the Eastlands Strategic Development Company Ltd, the joint venture between the two parties. The £400m of investment has delivered:

- the Indoor BMX Arena opened in 2011;
• a major remediation scheme completed in 2011 made all of the land to the east of the Etihad Stadium developable;
• the Velopark Mountain Park trails which opened in 2013;
• City Football Group completed their City Football Academy in 2014;
• the first phase of expanding the spectator capacity of the Etihad Stadium was competed in 2015 by City Football Group; and
• a collection of new community education, sports and leisure facilities were completed in early 2016 in a transformed Beswick financed by the City Council, Sport England, the Education Funding Agency and City Football Group.

3.6 Guided by the Ancoats and New Islington Development Frameworks the Manchester Life Development Company, since June 2014, has secured planning consent for almost 1,500 new homes in two phases of development. They have completed 690 homes so far, with a further 325 to be finished by July this year, completing Phase One. Two of their three Phase Two schemes are also now on site.

3.7 In terms of the properties that are rented Manchester Life offer a minimum tenancy term of one year up to a maximum of three years. The initial take up has predominantly been limited to one year tenancies however over 80% of the tenants renewing for a subsequent term are electing to take longer tenancies up to 3 years at renewal. The average age of residents is within the 27-34 age range with the youngest tenant aged 18 and the oldest 50 plus. The tenants represent a huge range of occupations from administrative roles, shop workers, solicitors, doctors, architects, teachers and retired downsizers.

3.8 In terms of broadening and deepening the housing offer in the Ancoats and New Islington area Manchester Life has recently announced that it will be working with the Register Social Landlord Great Places on future masterplanning in Ancoats and New Islington, to help Great Places to identify sites and to deliver new affordable homes in the area.

3.9 In addition to the delivery of a significant number of new homes in the area Manchester Life has sought to foster a collaborative approach over the last five years to placemaking by working with other developers, landowners and other stakeholders in Ancoats and New Islington. An important part of the placemaking strategy has been to target local and independent operators for the portfolio of ground floor units. This has been a successful strategy, resulting in a range of independent bars, cafes and restaurants now in operation and attracting residents and visitors to the area.

3.10 In respect of the Etihad Campus the December 2017 meeting of the Executive gave approval to a revised Eastlands Regeneration Framework. That meeting of the Executive approved the westward extension of the Etihad Campus to embrace the Edwin Road Industrial Estate that would form part of a new Sports and Innovation Zone on the Campus. That report also confirmed the intent of the Manchester Metropolitan University to establish the “Manchester Metropolitan Institute of Sport” in the Sports and Innovation Zone. In July 2018 the Executive were also informed that the Rugby Football League had
confirmed their intentions to consolidate its existing offices in Leeds and Salford onto the Etihad Campus within the Sport and Innovation Zone.

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

4.0 The Draft 2019 Eastlands Regeneration Framework

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

The Etihad Campus

4.2 There is a need to respond to the increasing interest from national and international investors who are evaluating the Etihad Campus as a location for new entertainment and leisure offers.

4.3 The proven resilience of the Etihad Campus’ transport capability, the increasing proliferation of sports based activities and the growing global recognition and success of Manchester City Football Club have become powerful influences on a number of international entertainment operators and investors who have now identified the Etihad Campus as an option for creating new facilities to respond to what they indicate are strong market opportunities to further serve the City and the wider region.

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

4.5 This and other facilities including a multiplex cinema, an expanded food and beverage offer, and hotel development are seen by investors and operators as being potentially viable propositions given the changing and growing market for entertainment activities.
4.6 While the provision of an arena in particular could add significantly to the regeneration and local employment potential of the Etihad Campus, and to the wider priorities for East Manchester, it is recognised that the Etihad Campus must be judged against the consideration of other sites depending upon availability and suitability within the City Centre.

4.7 The draft Framework emphasises that a robust case for any Arena proposition must be made in planning, transportation and wider sustainability terms. Of paramount concern will be the need to protect and enhance amenity in adjacent neighbourhoods to the Etihad Campus. If proposals for facilities are brought forward which are likely to generate significant increased demands on the transport network it will be essential that detailed proposals are also brought forward for the implementation of a residential parking scheme with a coverage to be agreed by the Council following consultation with residents, businesses and other stakeholders along with a clear commitment that the costs of provision and operations of any car parking zone are underwritten by commercial third parties other than directly by the Council.

4.8 Subject to the above considerations which will require detailed appraisal and analysis the draft Framework seeks to accommodate the opportunity for an arena within Manchester based at the Etihad Campus, along with the provision of other entertainment facilities, as part of the next phase of new development opportunities on the Campus.

Other Commercial Development

4.9 There is an opportunity to build upon the sporting success of the Etihad Campus which now includes the City Football Academy, and the range of other sports-based organisations and facilities in the area including the Manchester Institute of Health and Performance (MIHP). This will strengthen even further the Etihad Campus offer; underlining the area’s huge sporting strengths.

4.10 With the planned investment by the Manchester Metropolitan University the Etihad Campus will become a home of global and national sports organisations where “sports centres of excellence” can thrive and develop global best practice alongside the active promotion of new business and employment opportunities can be secured in a new Sports Tech cluster within the defined Sport & Innovation Zone.

4.11 These new business opportunities should be embraced by the wider area. The Ancoats, New Islington and Holt Town neighbourhoods are becoming increasingly established as locations for small creative and tech-based companies. There are emerging demands for space within the area not only for small businesses throughout the creative technology sector but new demand from which can sustain large developments and new live / work models. The Framework proposes that the Eastlands area should now be planned to take this business growth further by supporting activity in these neighbourhoods, in particular building upon the emerging MXM scheme being brought forward on Pollard Street, and, delivering further commercial
development at scale elsewhere with the former Central Retail Park being the most immediate opportunity. The commercial strategy will reflect the needs of existing businesses within the area and ensure that different price points are facilitated. But the drive for further diversification must be renewed.

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

New Homes in the Eastlands Area

4.13 Employment growth across the city is fuelling the demand for new homes in the area, driving rising residential land values and the creation of higher value homes in both sale and rental terms. This dynamic requires a need to widen and deepen the housing offer in the area to ensure that there is a sufficient supply of new affordable homes to enable residents to share in the success of the area’s ongoing transformation. As such delivering the widest possible housing choice for a growing and changing population is a priority in the new Eastlands Regeneration Framework.

4.14 There exists the opportunity to continue to broaden and deepen the housing offer, providing both affordable homes (including homes for social rent) for those households on very low, low and below average incomes along with higher value homes to promote the diversity every successful place requires. Opportunities for new affordable housing in areas such as Beswick, Riverpark Road, Clayton, Miles Platting and New Islington must be secured to provide the opportunities for all residents to fully capture the benefits of growth to be found in the Eastlands area and the wider City.

Summary of the Key Proposals

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

- The home of global and national sports organisations where sports ‘centres of excellence’ can thrive and develop global best practice in sport along with promoting new business and employment opportunities in a new SportsTech economic cluster on the Campus within the Sport and Innovation Zone;
- The home of the Manchester Institute of Sport that will deliver a wide range of undergraduate and postgraduate sports related academic courses and which will partner with other global leading academic institutions on sports related research and innovation;

- The home of a new leisure destination complex where residents and visitors will come to spend their time on leisure and recreation related activities; and

- The home of a Manchester exemplar in seeking to achieve zero carbon outcomes, stimulating a change in behaviours towards the zero carbon agenda, creating employment opportunities for local people and driving innovation and economic growth across the city.

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

- Promote new commercial led mixed use development opportunities, along with providing opportunities for new homes, in Ancoats, New Islington, and Holt Town to capture the wider benefits of economic growth within the core of the conurbation and of the new growth being promoted in and around the Etihad Campus; and

- Promote a diverse range of new homes in the area ensuring that affordability is at the heart of new developments. New affordable housing in areas such as Beswick, Clayton, Riverdale Park, Miles Platting and New Islington will be promoted to provide the opportunities for residents to fully capture the benefits of the new growth at the core of the conurbation.

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

- Ensuring that Manchester City Council, through the management of its estate within the Eastlands area, as well as adoption of a strong leadership role in influencing the behaviour of its partners and residents, delivers its commitment for Manchester to be zero carbon by 2038;

- Maximising opportunities to enhance the city’s green and blue assets and improve the quality of life;

- Creating employment opportunities for local people and driving innovation and economic growth;

- Putting residents at the heart of the plans and proposals – ensuring they are able to share in the benefits of success, that their interests are safeguarded where necessary and that they participate in the overall success of the City; and
Creating Partnerships between the Council and all those who want to play a part in the continued regeneration journey which will be the key to long term success of the area.

Delivering the Ongoing Transformation

4.18 Success will be increasingly determined by the widening range of partnerships that can be developed to sustain investment in the area. Manchester Life (the partnership between Manchester City Council and the Abu Dhabi United Group (ADUG)) has played a significant role in shaping the residential market in the area and has the investment capacity to support other changes in the future.

4.19 Partnerships between Manchester City Council and other institutions such as Manchester Metropolitan University must be extended to cover the fullest range of housing and commercial investors and developers including Registered Housing Providers and Homes England who have a significant role in helping to deliver our vision for the area through their investment in affordable housing and in supporting innovation in the way new live & work models are brought forward.

5.0 Next Steps

5.1 In parallel with the consultation processes that will be embarked upon to establish the support for the proposals set out in the draft Eastlands Regeneration Framework officers will undertake the following steps in order to ensure that the potential of the Eastlands area can be successfully unlocked. This will include:

- Continuing discussions with key landowners and developers to explore how their land interests can be aligned to support the delivery of the vision and ambition set out in the draft Framework;

- Continue to support the development of robust proposals for extending the range of developer and investor participation in the transformation journey that is now very evident on the eastern side of the city centre;

- Work with landowners and businesses focussing in particular on sites which are seen to be strategically important in progressing the transformation journey and to establish the reasons why development is being delayed. This analysis will address what role the Council can play in facilitating development in accordance with the final agreed Framework, including the case for deploying the Council’s compulsory powers of acquisition.

5.2 Progress on all of these issues will be reported back to the Executive in due course when the consultation processes associated with the draft Eastlands Regeneration Framework are concluded.
6.0 Concluding Remarks

6.1 The scale, nature and ambition of the opportunities that can be brought forward in the Eastlands area now, offers real and tangible prospects of securing much wider regeneration benefits for East Manchester. The opportunities that flow from the next generation of investment at Eastlands will make significant impacts on the lives of East Manchester residents and contribute to the delivery of the long term regeneration of the East Manchester area. This draft Eastlands Strategic Framework has been prepared to guide development and investment activity in the area, and subject to the outcome of the public consultation exercise, will provide the essential robust framework to enable planning applications to be determined.

6.2 It is the intention that the draft Eastlands Regeneration Framework will undergo a period of public consultation with residents, businesses, landowners and other key stakeholders during the spring of 2019. The outcomes of that consultation will be evaluated submitted to Executive in early Summer 2019.

6.3 Detailed recommendations appear at the front of this Report.

7.0 Contributing to the Manchester Strategy Outcomes

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

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

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

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

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

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

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

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

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

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

8.0 Key Policies and Considerations

(a) Equal Opportunities

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

(b) Risk Management

8.2 Not applicable

(c) Legal Considerations

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