Manchester City Council
Report for Resolution

Report to: Economy Scrutiny Committee - 18 July 2019
Executive - 24 July 2019

Subject: The Eastlands Regeneration Framework

Report of: Strategic Director – Growth and Development

Summary

The purpose of this report is to seek the Executive's approval to the Eastlands Regeneration Framework following consultation with residents, businesses, landowners and other stakeholders.

Recommendations

The Economy Scrutiny Committee is recommended to comment on the report and, if minded to, endorse the recommendations to the Executive as detailed below.

The Executive is recommended to:

1. Note the summary of issues and comments received from residents, businesses and other interested parties set out in Section 3 to 5 of this report and approve the suggested amendments set out in these sections to the final version of the Eastlands Regeneration Framework;

2. Approve the proposed approach set out in Section 3 of this report in respect of new commercial led opportunities associated with the Pollard Street Sub Area;

3. Approve the proposed approach set out in Section 5 of this report in respect of new commercial led opportunities associated with the Etihad Campus Commercial Zone Sub Area;

4. Delegate to the Strategic Director – Growth & Development, in consultation with the Leader of the Council and the Executive Member for Housing & Regeneration, authority to approve the final version of the Eastlands Regeneration Framework, with the intention that, if approved, it will become a material consideration in the Council's decision making as a Local Planning Authority.

Wards Affected: Ancoats & Beswick; Clayton & Openshaw; Miles Platting & Newton Heath

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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	The proposals contained within the Eastlands Regeneration Framework seek to deliver the Sports & Innovation Zone on the Etihad Stadium and 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. Beyond the Etihad Campus the Framework seeks to promote the creation of new commercial development that will contribute to the creation of jobs within the area.
A highly skilled city: world class and home grown talent sustaining the city's economic success	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.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	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.
A liveable and low carbon city: a destination of choice to live, visit, work	The delivery of the Eastlands Regeneration Framework will embrace developments that will support the City Council's ambitions for Manchester to deliver a zero carbon footprint for the city by 2038.
A connected city: world class infrastructure and connectivity to drive growth	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.

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, 19 December 2007
- A Strategic Partnership with Manchester City Football Club, Executive, 24 March, 2010
- Ancoats and New Islington Neighbourhood Development Framework, Executive, 29 October 2014
- Refresh of the Ancoats and New Islington Neighbourhood Development Framework, Executive, 14 December 2016
- The Eastlands Regeneration Framework, Executive, 8 March 2017
- Eastlands Regeneration Framework, Executive, 13 December 2017
- The Eastlands Regeneration Framework: Update, Executive, 25 July 2018
- Eastlands Regeneration Framework, Executive, 13 March 2019

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. This is also reflected in the approved planning policy framework.

1.4 Over the last 15 years the opportunities to transform the Eastlands area have ebbed and flowed. The loss of the opportunity for Manchester to have the only Regional Casino License within the UK in March 2008, and with it the option of delivering a leisure and visitor destination of national significance on the Etihad Campus, aligned with the impacts of the economic recession of 2009 and 2010, have undoubtedly held back the pace of regeneration and transformation in and around East Manchester. These impacts have, in part, been offset by the commitment of Manchester City Football Club to invest into the Etihad Campus to underpin the ownership's ambitions for the Club and for East Manchester.

1.5 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.

1.6 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. This interest was market driven and not stimulated by the City Council.

1.7 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 the draft Eastlands Regeneration Framework embraced a wider geography than its December 2017 predecessor along with a broader ambition reflecting the opportunities and challenges arising from the growth of the city.

1.8 The March 2019 meeting of the Executive endorsed a draft Eastlands Regeneration Framework (See Annex 1) for consultation. This consultation was undertaken after the local and European Elections at the end of May 2019. This report sets out the feedback that the Council has received and proposes a response to the key issues that have been raised within the consultation process.

2.0 The Eastlands Regeneration Framework: The Public Consultation Approach

2.1 Following the endorsement of the draft Eastlands Regeneration Framework for consultation by the Executive in March 2019 a consultation process was conducted; this followed the May Local and European elections.

2.2 The consultation process ran from 31st May – 26th June 2019 and was managed by staff from the North Manchester Neighbourhood Regeneration Team in conjunction with officers from Strategic Development. The following consultation methods were used:

- Letters inviting residents and businesses to a consultation event were sent via email and post to circa 4000 residential addresses, landowners and local businesses in the area along with resident groups. The consultation event was also promoted via a press release in the local news media and also via the Council's social media feeds. The letter that was distributed provided details of the proposed drop in event and

also provided a link to provide comments on the draft Framework online;

- The drop in event organised for residents and local businesses was staffed by representatives from the City Council's North Neighbourhood Team and Strategic Development Teams along with representatives from One Manchester, the major Registered Social Landlord in the Eastlands area. The consultation event took place on the 6th June at Beswick Library;

- An Eastlands Regeneration Framework Consultation page was established on the Manchester.gov.uk website, which provided details of the draft Framework, with an opportunity to download the document and submit comments online. During the consultation period there were 2414 unique of the consultation website;

- An email briefing along with a copy of the draft framework document was sent via email to key public services and statutory providers and to elected members from the Bradford and Ancoats and Clayton wards. Elected Members from East Manchester wards were also invited to the City Council's meeting of the Economy Scrutiny Committee on the 1st March 2017 where a series of comments were received prior to the Framework being considered by the Executive on the 8th March 2017.

2.3 It should also be noted that in their submission to the City Council in respect of the draft Eastlands Regeneration Framework SMG (the operators of the Manchester Arena) state that they conducted a campaign to raise awareness of the proposed Arena in the Eastlands Regeneration Framework area. SMG commissioned a public relations agency Fleishman Hillard Fishburn (FHF) to help raise awareness of the consultation period, the arena proposal and the impacts it could have on the local community. The awareness campaign comprised:

- Canvassing at Eastlands ASDA on 14, 19, 20, 21 and 24 June;
- Distributing leaflets through door knocking in Miles Platting and the wider area on 19 June; and
- Distributing the leaflet to 5,700 households on 21 June across Clayton, West Bradford Road and Beswick.

2.4 The leaflet distributed encouraged those receiving it to submit their concerns and questions to the Council through the online portal with a link direct to the online page for responses. It did not provide a link to the draft Eastlands Regeneration Framework itself.

2.5 SMG have indicated that FHF communicated with in excess of 300 people at ASDA and at least another 150 through door to door knocking through estates in Clayton, Miles Platting and Beswick.

3.0 The Eastlands Regeneration Framework: Resident Consultation Outcomes and Responses

3.1 By way of comparison the previous version of the Eastlands Regeneration Framework that was approved by the Executive in December 2017 received a total of 39 responses following an eight week consultation period in the summer of 2017. The consultation that ran between the 31st May and the 26th June has stimulated 1445 unique responses onto the Council's website of which 492 responses are assessed to come from within the Eastlands Regeneration Framework area, 474 from other "M" postcodes; 355 from other Greater Manchester postcodes, 112 from outside GM and the remainder (12) did not give their postcode or location. In respect of the proposals for developing the land in and around the New Islington tram stop on Pollard Street this has stimulated an online petition of which, as of 4pm on the 8th July, 2607 individuals had signed electronically. Finally, the SMG awareness raising campaign generated 329 postcards.

3.2 In terms of the responses received there were two specific matters that drew a significant interest. These were:

(i) the proposals within the Etihad Campus Commercial Zone Sub Area for a second large indoor arena; and

(ii) the proposals to bring forward a commercial led scheme – MXM – on Pollard Street, in and around the New Islington tram stop.

3.3 This section will address the Etihad Campus Commercial Zone, Pollard Street and finally any other significant comments raised about other issues in the draft Eastlands Regeneration Zone area.

<u>The Etihad Campus Commercial Zone Sub Area</u>

3.4 The draft Eastlands Regeneration Framework indicated that the area in and around the Etihad Stadium - the Etihad Campus Commercial Zone – was attracting interest from a number of international entertainment operators and investors who were looking at this location for new facilities. One such opportunity being a large indoor arena with a capacity in excess of 20,000. This interest was market driven and not stimulated by the City Council.

3.5 Issues raised in the consultation process have undoubtedly been impacted by the SMG sponsored awareness campaign referenced in the previous section. A copy of the leaflet distributed is attached in Annex 2 of this report. It states, amongst other things, that ***"Manchester City Council want to build a new arena on your doorstep"***. It goes on to imply that this arena is being funded by the City Council stating, under a heading **"*Where Your Council's Investment Should Go"***, that **"*The funding of a damaging second arena redirects investment away from projects which would hugely benefit the community – affordable housing; improving public transport; reducing road congestion for residents; more funding for community and policing services; and protection from harmful congestion"***. The City Council has received no indication if these messages were repeated to residents at the

drop in events referenced or in any other verbal communications to residents and businesses in the area.

3.6 Suffice to say the leaflet distributed as part of the SMG awareness campaign is very misleading. The leaflet invites recipients to believe that the Council (and / or other public sector organisations) will deploy public resources to directly support the financing of a new arena thus diverting investment away from the delivery of local priorities. It is not unreasonable to conclude therefore, that in the light of the responses received via the Council website and the postcards which accompanied the distribution of the leaflet distributed by SMG's PR agency, that many residents believe that it is proposed that the Council intends to invest in a second arena at the Etihad Campus. This is not the case.

3.7 The draft Eastlands Regeneration Framework does not change the existing statutory planning framework which will be observed in light of any planning applications made. Section 5 of this report sets out in more detail the planning status of the draft Framework. However, it is important to note here that the revised draft Framework does not seek to allocate land for an arena. Any future planning application for an arena would be determined through the statutory planning process. Furthermore, Manchester City Council has not made any investment decision to support a new indoor arena in Manchester. If a second large indoor arena was to be brought forward then it would need to be funded in its entirety by the private sector with no use of City Council financial resources. The draft Eastlands Regeneration Framework makes no reference to Manchester City Council funding or part funding a second large indoor arena nor does it not identify the Council as a promoter or co-promoter of any new Arena.

3.8 In light of the above it is not surprising that the numbers of responses received on the City Council website were significant nor is it a surprise that there was a very significant weight of opposition to the proposals from local residents. Within the M4 postcode area in and around New Islington the focus of the responses was directed at the issue of the development of the Pollard Street Sub area. Of those 374 responses received in this area 33 were opposed to a second large arena. Within the M11 and M40 postcodes that cover the neighbourhoods in the immediate environs of the Etihad Campus the responses received take a negative position reflecting back the issues raised in the leaflet distributed on behalf of SMG. Of the 118 responses received from within these postcodes 93 expressed concerns and opposition to the second Arena opportunity.

3.9 Beyond the responses received from M4, M11 and M40 postcodes there were 474 responses received from other M postcodes. Of those responses received 312 responses were not supportive of the draft Framework with concerns associated with the opportunity to host a second Arena very strongly represented in those comments. Reasons for objections were primarily focussed on views that a second arena was not needed; there would be traffic congestion and parking problems; the impact on the city centre and that the investment should be used on other things. In other Greater Manchester postcodes and outside of Greater Manchester there were 459 responses with

399 expressing concern about the proposal for a second arena on the Etihad Campus. Again views were expressed that a second arena was not needed; there would traffic congestion and parking problems; the impact on the city centre and that the investment should be used on other things.

3.10 Notwithstanding the concerns that can be levelled at the leaflet distributed the following issues were raised by respondents.

3.11 **Feedback:** The issue of transportation to and from the Etihad Campus, traffic congestion, air pollution and the potential for car parking to become a significant neighbourhood issue were all raised as linked issues with a potential new large indoor arena.

3.12 **Response:** The Eastlands Regeneration Framework area will bear two separate pressures over the next ten to fifteen years. The continuing growth of the City Centre in residential and commercial terms, and the eastwards expansion of that growth, will continue to spill over and expand into this area. Separately the growth of the Etihad Campus as an all year round commercial, education and visitor / leisure destination will also place new demands on the Campus in respect of both the transportation infrastructure and the disruptive impacts of car parking on the wider area.

3.13 The draft Framework stresses that new development will continue to **"promote the use of public transport"**. The proposed Development Principles set out in Section 8 of the draft Framework, amongst other things, **"encourage sustainable transport through a range of measures including; car charging, bicycle facilities, well lit streets and paths and access to the tram and other forms of public transport"**.

3.14 In respect of any proposal for a second large indoor arena (and indeed any other destination use on the Etihad campus) the draft Framework is very explicit on the need for any application for such a proposal to "**to address detailed transport impacts and would need to be accompanied by detailed proposals for the management of the network (and any necessary modifications) to sustain the demands for different facilities cumulatively and at different times of the day."**

3.15 With regard to the disruptive impacts of car parking on the wider area the draft Framework is again very explicit. It states that **"of paramount concern to the Council and residents will of course 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 controlled parking scheme with a coverage to be agreed by the Council following consultation with residents and businesses and with the costs of provision and operations underwritten by commercial third parties rather than directly by the Council".**

3.16 **Feedback:** A new second large indoor arena will create an increase in littering and anti-social behaviour in the environs in and around the Etihad Campus.

3.17 **Response:** As already indicated the draft Framework recognises the **"need to protect and enhance amenity in adjacent neighbourhoods to the Etihad Campus".** The final version of the Framework will explicitly reference the need for the matters of littering and anti-social behaviour to be addressed if development is brought forward.

3.18 **Feedback:** A need for more Affordable Housing in the area.

3.19 **Response:** The draft Eastlands Regeneration Framework is very explicit in addressing the issue of affordable housing across the whole of the Framework area. Section 2 of the draft Framework "The Vision for Eastlands" states that **"opportunities for new affordable housing in areas such as Beswick, Riverpark Road, Clayton, Miles Platting and New Islington must be captured to provide the opportunities for all residents to capture the benefits of growth to be found in the area and the wider city"**. With the exception of New Islington, these named areas are all in the immediate vicinity of the Etihad Campus.

Pollard Street Sub Area

3.20 The draft Eastlands Regeneration Framework sets out a clear intent to bring a scheme forward – the MXM scheme. This proposal and ambition reflects the decisions previously made in respect of this area of land as set out in the Ancoats and New Islington Development Framework that was approved by the Executive in December 2016. The MXM scheme has been developed in line with the approved Ancoats and New Islington Development Framework. Amongst other things that Framework stated that "The New Islington Metrolink stop should be promoted as a threshold into the wider city and as a hub of activity within the area, including commercial, residential, retail and leisure uses...". The Framework that was approved in December 2016 by the Executive changed the previous Framework that was approved in October 2014 which promoted residential development on land in and around the New Islington tram stop.

3.21 A series of Character Area Principles were also set out within the Ancoats and New Islington Development Framework. Paragraphs 6.115 to 6.138 set out the approach to be adopted for the Ashton Canal Corridor that includes the land in and around the New Islington tram stop on Pollard Street. These principles, amongst other things, state that "the area has the potential to become a more effective and sustainable location for commercial activity" and that "at the confluence of key pedestrian routes within the heart of the character area, adjoining the Metrolink stop on the south side of the canal, there is an opportunity to create new green public space. This could be delivered as a larger space or a series of public spaces, with a variety of character and functions responding to the canal and intensity of use."

3.22 The development of this area, together with enhancements of the canal corridor is mirrored in a long held planning policy objective. This was initially set out in the early development plan for the city (the UDP) which identified the site for mixed use and is currently part of a wider city centre fringe

employment area in the Core Strategy.

3.23 **Feedback:** Within the M4 postcode 374 responses were received. The Pollard Street Sub area lies within that postcode area. Of those responses received 286 responses were opposed to development on the green space within the immediate environs of the New Islington tram stop on Pollard Street, with 259 of those responses citing the loss of and lack of green space in Manchester and 137 citing the loss of amenity use for local residents. A minority of responses were supportive of development.

3.24 **Response**: The draft Eastlands Regeneration Framework makes explicit reference to the undeveloped land adjacent to Pollard Street, which is bisected by the Metrolink line and incorporates the New Islington tram stop. It outlines that the site has been identified as suitable for employment or employment-led, mixed-use development and that **"a specific scheme has been identified and is coming forward for the site. The scheme, known as MXM, has been developed by General Projects, which encapsulates the latest thinking in providing a range of flexible workspaces for businesses.**

3.25 Since December 2016 proposals to bring forward this land have been progressed with General Projects for the MXM scheme. The inclusion of the Pollard Street area and the explicit reference to the MXM scheme was intended to highlight the intention to bring a development forward that delivers on the requirements set out within the 2016 approved Ancoats and New Islington Development Framework as set out in paragraphs 3.17 to 3.19.

3.26 It is anticipated that a planning application for the MXM scheme will be submitted in the Autumn of 2019. The overall ambition for this proposal is to help strengthen the employment creation capacity of this part of the city. The vision for the MXM scheme is to deliver a new creative workspace campus that will bring together small and medium sized enterprises (SMEs), Makers, growth companies and creative businesses into a new collaborative community. Over 220,000 sq ft of workspace will be delivered, this will include a mix of workshops, design studios and media-style office space, so as to attract a wide range of businesses. A mix of independent cafes and restaurants will sit alongside new space for craft manufacturing and making.

3.27 With regard to green public space the 2016 Ancoats & New Islington Development Framework is also very explicit. It states that:

> "at the confluence of key pedestrian routes within the heart of the character area, adjoining the Metrolink stop on the south side of the canal, there is an opportunity to create new green public space. This could be delivered as a larger space or a series of public spaces, with a variety of character and functions responding to the canal and intensity of use. This can establish yet another fantastic neighbourhood amenity; it can start to support higher density forms of development adjoining this key public transport and can significantly contribute to the creation of a real sense of place in this locality."

The proposals being developed for the MXM respond to the guidance set out above. The scheme that will be submitted for planning in the Autumn will create a new linear green park along the canal from Great Ancoats street all the way through to Milliners Wharf. The park will run over 300 meters in length, and measure over 35,000 sq ft. It will completely activate the canal and provide a very unique green space for the community to enjoy. In addition to this new asset a new central square adjacent to New Islington tram stop will also be created. This new public piazza will be the heart of the MXM scheme and connect Pollard Street with the canal. The square will measure circa 15,000 sq ft and be a mix of open green space and high quality public realm. The design will encourage it to be used throughout the week and on weekends as a focal point public space for New Islington. Finally, the MXM development will include a variety of incidental public spaces between buildings that can be enjoyed. Of the entirety of the site, over 2 acres will not be developed on and will remain fully publicly accessible every day and all day.

3.28 The proposals for the MXM are well advanced and, as indicated above, a planning application is expected to be submitted in the early autumn. This application will be based on the Ancoats and New Islington Development Framework approved by Executive in December 2016. In light of any submission for planning being made residents and other stakeholders will then have the opportunity to review the detail of the proposal and make further representations based on these detailed proposals. Given the information set out in this response the Executive are requested to encourage an application based on the 2016 Ancoats & New Islington Development Framework to be brought forward for consideration by the City Council's Planning & Highways Committee.

Other Issues Raised

3.29 **Feedback:** A number of comments were received concerning the future redevelopment of the former Central Retail Park site on Great Ancoats Street with views being expressed about the type of development and the facilities that should be provided on the site.

3.30 **Response:** A detailed set of proposals for the Central Retail Park are currently under preparation and it is expected that the Executive will consider those proposals in the Autumn of this year in advance of undergoing public consultation.

4.0 The Eastlands Regeneration Framework: Other Stakeholder Comments and Responses

4.1 Responses were received from the following organisations:

- A New Leaf
- Bridge 5 Mill
- Northern Group
- Evonic Chemicals Limited

- Lawn Tennis Association
- Manchester Active
- UK Sport
- The Manchester College
- The University Campus of Football Business (UCFB)
- The Canals & Rivers Trust
- Groundwork Manchester
- United Utilities
- Hope Mill Theatre

4.2 **A New Leaf** are a registered charity established to champion space in Manchester, deliver community greening projects and support others who share their vision for Manchester as a green city. The written submission clearly states their opposition to the proposed use of the land at Pollard Street for employment or employment led mixed use development.

4.3 A New Leaf welcome the proposals for new public space on the Central Retail Park that connects to Cottonfield Park in New Islington. They suggest that "the public realm should not only be high quality green space but that thought should be given as to the scale of this green space, noting that the tranquillity and character of the marina in part derives from the wide vistas, naturalistic tree planting, and limited high rise development". Support is also given to the proposal for safe and attractive walking and cycling routes through the site.

4.4 Finally in relation to the Lower Medlock Valley, A New Leaf appreciate the potential of new residential development to rejuvenate the river valley actively supporting proposals to improve the accessibility to the river corridor. They suggest, as they did for the Pollard Street area that ecological baselining is undertaken with a view to any development delivering a net gain in biodiversity.

4.5 **Response:** In respect of Pollard Street Paragraphs 3.19 to 3.27 of this report set out the City Council's position. The comments on the Central Retail Park are noted and will be considered as part of any proposals as referenced in Paragraph 3.29 above. Similarly, the comments received on the Lower Medlock Valley are noted.

4.6 With regards to a net gain in biodiversity on individual sites, this is a matter that will be addressed fully in any planning application. Ecology, biodiversity and impacts for green and blue infrastructure are all key factors for consideration in a development proposal. This is underpinned by a planning policy framework which supports strategic objectives in seeking an environmental uplift across the city. The draft ERF reflects this position.

4.7 **Bridge 5 Mill** is a not for profit organisation based in the Holt Town area. Their building is a conference and events venue with 16 tenants (small businesses, social enterprises and charities). They express concern that not enough emphasis has been placed within the Framework on local and regional investment into the area and that there is an over-emphasis on national and international investors. Bridge 5 Mill are not convinced there is a need for a

second Arena.

4.8 Bridge 5 Mill consider the plans to support the development of business premises for small, medium and large technology and creative industries at differing price points to be positive along with the proposals to support live-work space.

4.9 Finally, Bridge 5 Mill are broadly supportive of the proposals for Holt Town Central Sub Area but have concerns about the use of Compulsory Purchase Powers (CPO). They are keen to see residents and businesses connected into the development process in a genuine and active way – especially if there is a potential for CPO powers to be deployed by the Council.

4.10 **Response:** The views expressed on the source of investment are noted but the City Council are of the view that the future growth and success of the city is dependent on being able to stimulate local and regional investment along with national and international investment into the city. Limiting sources of investment as suggested would significantly curtail new homes being developed and new employment opportunities being created.

4.11 Section 5 of this report sets out the City Council's position on the opportunity for a new second Arena within the city.

4.12 The comments on the type of premises are noted as are those made in respect of Holt Town Central Sub Area. With regard to any possible CPO this would be an action of last resort and would only be taken forward by the City Council if there was a strong case in the public interest to do so. In arriving at that position the views of landowners, businesses and residents will be of paramount importance.

4.13 The **Northern Group** are a property company and local developer based in East Manchester. They hold several significant land interests, particularly around the Holt Town area.

4.14 The Company are generally supportive of the revised Framework and recognise the opportunity and needs contained within the document. In relation to the Holt Town area the Northern Group agree with the majority of the sentiments on this area within the ERF, however, they do not agree with the blanket height restriction of 8 storeys in this location. They state that opportunities must be given, especially along the canal side locations, to create new focal point buildings which commercially then enable some of the ambitious public realm improvements to take place. In addition, aside from Brunswick Mill, the Northern Group do not agree with the retention of other (non-listed) buildings in this area, in particular, Wellington House which they believe would severely restrict the development potential of Holt Town in a key canal side location.

4.15 **Response**: With regard to the specific comments about building heights, especially along the Ashton Canal, and those that relate to non-listed buildings in the area the draft framework sets out to establish some key guiding principles. The comments received from the Canal & River Trust regarding the height of development along the Ashton Canal (set out elsewhere in this

Section) should also be noted.

4.16 The existing mills along the canal corridor are an important feature in the area and together with the designated heritage assets provide the setting and context for further development. This includes re-establishing the historic urban grain. Any proposal which exceeds the guidance would need to be supported by a full planning, heritage and townscape justification. There are also potential ecological issues which could arise from overshadowing of parts of the canal.

4.17 **Evonic Chemicals Limited** (formerly Air Products) have indicated that they continue to trade successfully and have no plans for closure. As such they object to their site that fronts onto Gorton Lane and the Ashton Canal being designated for residential purposes within the Croft Street Triangle and Eccleshall Street Sub Area.

4.18 **Response:** The Council notes the current trading position of the Evonic Chemicals facility and welcomes the employment given to Manchester residents. The plans for this part of the Eastlands Regeneration Framework, like the other Sub Areas, set out intended uses of the land if, at some point in the future, the factory ceased to trade. The Council accepts that this situation may never arise.

4.19 The **Lawn Tennis Association** (LTA) are supportive of the draft Eastlands Regeneration Framework seeing the proposals as very exciting and showing an opportunity to really put Manchester at the heart of sporting excellence, participation, commercial sporting enterprise. The LTA are keen to continue to explore how they can support further the development of the indoor tennis centre on the Etihad Campus developing a high class performance programme, driving participation and developing young people.

4.20 **Response:** The continued support and commitment of the LTA to Manchester and the Etihad Campus is welcomed.

4.21 **Manchester Active** (MCRactive) provides leadership and a common narrative for sport and physical activity in Manchester, working with the whole sport and physical activity sector to activate all publicly accessible sport and leisure facilities that exist across Manchester.

4.22 MCRactive recognise that the large “collar site” on the Etihad Campus (to the east of the Stadium) clearly presents vast commercial opportunities and are to be welcomed where they are complimentary and add real value to the existing infrastructure and to partners’ on the Campus and in the city. MCRactive would encourage efforts to ensure that the community are connected wherever possible and that the any new opportunity on the Campus benefits local resident’s prospects and opportunities with a key focus on investment and employment. MCRactive would want to see time/use specified within any new agreements to deliver community events and activation with a particular focus on increasing levels of physical activity and wellbeing.

4.23 MCRactive also advocate the need for a clear car parking strategy for the

Etihad Campus that enables the continued use of the current sporting facilities - the plan should ensure continued accessibility and adequacy at no additional cost to both users and staff.

4.24 MCRactive also indicate that the current arrangements for estate management, given the complexity of facilities and organisations based on and around the Etihad Campus, have led to the creation of an efficiently well managed Estate Management model. Any new development on the Etihad Campus should be connected in a similar manner to ensure that the excellent communication and partnership working continues and that no negative impacts are experienced by existing occupiers on the Campus.

4.25 MCRactive are keen to see how cycling and walking routes in particular throughout the Campus could be incorporated into the future development - opening up the site and removing the current physical and virtual barriers.

4.26 MCRactive are supportive of bringing forward the opportunity of a large second arena on the Etihad Campus as it adds value to the existing facilities within East Manchester, will enable Manchester to secure additional major sporting events including those that the City are currently unable to host. In addition, it will provide a unique offering in that a major event can be held in a venue in very close proximity to a permanent sport specific facility that can be used for warm-up. MCRactive have stated that many major sporting championships require a competition venue alongside a warm-up facility and so the opportunity of an arena in East Manchester sat alongside the various national sporting centres is of real benefit which would attract events that Manchester can currently not secure.

4.27 **Response:** The comments from MCRactive in respect of the opportunity to deliver community events and activation with a view to increasing physical activity are noted as are the comments relating to securing local employment benefits.

4.28 The comments on car parking are noted but the issue of cost is a matter that will need to be carefully considered as part of any future strategy for on-Campus parking.

4.29 **UK Sport Elite Training Centre** works in partnership with National Governing Bodies (NGBs) through their UK Sport funded World Class Programme, English Institute of Sport (EIS) and Host (MCR Active) to "enable World Class Programmes (WCP), Host and Institute to deliver world leading hub environments to accelerate athlete performance". This is solely within UK Sport's remit to deliver medal success at Olympic and Paralympic Games.

4.30 In respect of the future development of the Etihad Campus and the wider Eastlands area the UK Sport ETC are keen to see opportunities taken to explore new sports technology enhancements to the current environment – for example a Wind Tunnel, for use by Cycling and EIS (to support other sports such as Skeleton, Wheelchair Racing, Alpine and others). They are also supportive of the need to support and invest in 'resident' WCPs (Cycling,

Taekwondo and Para Swimming) and the EIS to enable the current hub environments to continually improve and deliver world leading opportunities.

4.31 The UK Sport ETC submission also encourages the City Council and partners to continue to work in partnership with Sport England to ensure that any future developments meet not only the needs of elite but community and other users are also connected and enabled to benefit from the investments.

4.32 The UK Sport ETC submission also support the need for new venues to provide better provision to enable world class events to be staged in Manchester. In their view the current provision is limited to existing venues or hosting within busy / less than ideal venues across the city. In their view a new Arena on the Etihad Campus could add huge benefit.

4.33 **Response:** The City Council will work with Sport England and UK Sport to develop a robust set of investment proposals for new facilities and technologies based on the Etihad Campus that can meet our shared ambitions for elite and community sports development and improved health and well-being outcomes in east Manchester and the city along with strengthening the ambition to deliver a new "Sportstech" cluster on the Campus.

4.34 **The Manchester College** have welcomed the proposals in the draft Eastlands Regeneration Framework which they see aligning with their plans to transform The Manchester College estate which over the life of the new facilities will benefit more than one million students of Manchester and Greater Manchester, using skills and education to underpin personal success and economic futures for the Region's businesses over the next fifty years.

4.35 The vision for the College's educational learning strategy is to develop 'centres of excellence' in partnership with the Region's employers, and with a strong focus on the skills required by the region's growth sectors. The Openshaw campus, of particular interest in the context of the Eastlands framework, will be transformed with two Centres of Excellence. These plans include:

- a Centre of Excellence in Construction & Logistics and a Centre of Excellence in Sport, Health & Wellbeing, preparing students for careers and/or further learning in sectors with strong projected job growth and which are pivotal to Manchester's future economic success;
- An engagement curriculum for harder-to-reach learners of all ages including those furthest from the job market and those who haven't yet chosen an area of specialisation;
- A broader curriculum including pre-employment information, advice and guidance; and
- Welfare and wraparound support to help all learners achieve their goals, including SEND, care leavers/looked-after children, migrants, and mental health needs.

4.36 The College indicate that these plans and the development of the curriculum offer at Openshaw were specifically designed to align to the existing and planned sport developments at the Etihad. We need to ensure that the existing plans are linked to new proposals for the area. The College note that there is

no mention of the significant expansion plans of the Manchester College Openshaw site in the draft Framework.

4.37 The College would also welcome an opportunity to be part of the plans for the development of the Manchester Institute of Sport and the creation of a curriculum offer through to higher education.

4.38 The College also state that there are challenges currently in the movement of football traffic into the Eastlands area and they would welcome more detail on how other activities on the site could be accommodated without impact on the wider neighbourhood.

4.39 **Response:** The final version of the Eastlands Regeneration Framework will reference the Openshaw Campus, the plans the College have for its transformation, and how the College can support and deliver a wide set of educational outcomes for east Manchester and Manchester residents.

4.40 **The University Campus of Football Business (UCFB)** welcomes and endorses the vision set out in the Eastlands Regeneration Framework. Specifically, UCFB directly supports the plans set out in the Sports and Innovation Zone, Commercial Zone and Local Neighbourhoods. UCFB is ready and willing to build on the success they have achieved over the last few years as a resident organisation on the Etihad Campus and assist the exciting vision for Eastland's.

4.41 **Response**: Proposals for the Institute of Sport will be finalised in the coming year with the City Council, Manchester City Football Club and other partners such as UK Sport and Sport England determining the overall approach and the partnering arrangements needed to underpin the ambitions of these strategic partners.

4.42 The **Canal & Rivers Trust** is a charity entrusted with the care of over 2000 miles of canals, rivers, docks and reservoirs in England and Wales. Within the Eastlands Regeneration Framework area the Trust is responsible for the Ashton and Rochdale Canals, which are connected (for pedestrians) via New Islington.

4.43 The Canal & Rivers Trust welcome the many positive references to the canal throughout the ERF. They have provided a very detailed response setting out a series of suggestions in terms of design, towpath use, boater facilities, drainage and flood risk, ecology, sustainable development. The following provides a summary of the salient points:

4.44 In respect of the Etihad Campus Sport & Innovation Zone, the Etihad Campus Commercial Zone, Holt Town Central, Holt Town East, Lower Medlock Valley, Beswick, the Croft Street Triangle& Eccleshall Street, Pollard Street and Central Retail Park Sub Areas the Trust see significant opportunities for development to secure and to contribute to improvements to the blue infrastructure and to provide connections to such infrastructure. This will support, amongst other things, sustainable and active travel along with providing a community asset that can support other health and well-being

outcomes.

4.45 Specific comments on the height and massing of development are made in relation to the Holt Town Central and Holt Town East Sub areas seeking support to prevent development giving a “canyoning” effect along the Ashton Canal. They suggest introducing a variety of heights up to the 8 storeys suggested in the draft Framework.

4.46 Comments are also made about the opportunity to use the towpath as a sustainable walking/cycling route but that any potential impact on the unlisted assets of heritage value (bridges) will need to be considered.

4.47 Finally in respect of Pollard Street the Trust suggest that the existing lock crossing will need improvement or replacement to accommodate and mitigate the impact of planned development in the wider area.

4.48 **Response:** The advice submitted by the Trust will be taken into consideration in respect of new development along and adjacent to the blue infrastructure in the Framework area.

4.49 With regard to the suggestions that new development should secure and to contribute to improvements to the blue infrastructure and to provide connections to such infrastructure, the Framework should be amended to make that expectation clear. The comments regarding “canyoning” are noted and the Framework will be amended to mitigate against such an outcome. It is recognised that these are matters that would also be key considerations on future planning applications.

4.50 **Groundwork Manchester** have noted the transformational nature of the draft Framework and have commented that the Framework should make the role of the Voluntary, Community and Social Enterprise sector more explicit as a key partner to harness all the good work already happening within communities covered by the Framework.

4.51 **Response:** The final version of the Framework will emphasise the role of the Voluntary, Community and Social Enterprise sector as a key partner in ensuring that the Framework’s ambitions can be successfully secured.

4.52 **United Utilities (UU)** have commented that UU has water and wastewater infrastructure passing through the Eastlands Regeneration Framework area and that all UU assets will need to be afforded due regard in the masterplanning process and deliverability due to the location of such assets.UU encourage early dialogue in advance of any land transactions, and certainly prior to planning application stage, to explore options as early as possible.

4.53 **Response:** The City Council as landowner, a partner in a number of schemes and as an enabler of development in the Framework area will work with UU to ensure that the Framework ambitions can be successfully secured.

4.54 **Hope Mill Theatre** have requested a meeting with the City Council to discuss

the draft Framework.

4.55 **Response:** This meeting will be organised.

5.0 The Eastlands Regeneration Framework: Responding to Key City Centre Stakeholder Submissions

5.1 The draft Eastlands Regeneration Framework indicated that the area in and around the Etihad Stadium - the Etihad Campus Commercial Zone – was attracting interest from a number of international entertainment operators and investors who were looking at this location for new facilities. One such opportunity being a large indoor arena with a capacity in excess of 20,000. This interest was market driven and not stimulated by the City Council. As part of the online submissions a number of city centre organisations made representations. Submissions were received from: Aviva Investors (owners and asset managers of the Corn Exchange); Crowne Plaza (Manchester City Centre) / Holiday Inn Express Manchester Arena; Hard Rock Café Manchester; Harvey Nichols; Innside by Melia Manchester; Manchester Theatres.com; Vapiano Manchester; William Edwards – Street Trader outside the Manchester Arena. Each of these submissions made very similar comments - all were opposed to any second Arena at the Etihad Campus as the current proposal for a 20,000 capacity arena would directly compete with the Manchester Arena, reducing the number of events at the Manchester Arena with a consequential impact upon the city centre as a destination and leading to a reduction in footfall and trading performance.

5.2 In addition to the above, three substantive submissions have been made by representatives on behalf of SMG (Operators of the Manchester Arena**),** MJV who own the long leasehold interest of, and operate, the Manchester Arndale) and DTZ Investors (owners of the Printworks) all of whom have a clear interest in the existing Manchester Arena in the city centre. The issues raised by each party are set out below. As their concerns, to a degree, overlap a single response to these comments is then set out.

SMG's Comments:

5.3 SMG have made a detailed representation. The central argument set out in SMG submission is that, in their view, the underlying supply analysis of the UK arena market does not support another venue of this type to a Manchester market, which is already one of the most saturated markets in the UK. They argue, in their view, that there is no market case in terms of venue supply, and that a second Arena would compete directly for entertainment events with the existing Arena. In SMG's view the number of events required for both arenas to survive is not supported by the market so trade and spend will be drawn away from the City Centre, impacting on its economic function. As such SMG strongly objects to the introduction of a new 20,000+ capacity arena through the ERF 2019 Update.

5.4 The main arguments underpinning SMG's objection are set out below:

a) A non-statutory Eastlands Regeneration Framework (ERF) is not the correct vehicle to bring forward an allocation for major strategic development such as that proposed. It should be widely considered through a statutory development plan and subject to independent Strategic Environmental Assessment and Sustainability Appraisal.

b) Any such proposal should be subject to independent and objectively assessed need and widely consulted upon before it is proposed to be enshrined in adopted policy, after which the principle would carry material weight, even though it had not been tested. The City Council should devote time to allow this important work to be completed and not rush a proposal through into a policy document without a thorough and clear understanding of all the likely implications.

c) The consultation for the ERF does not meet the Council's own minimum standards set out in the Statement of Community Involvement (SCI). It has been too short a period (less than four weeks) and far too narrow in extent, with the City Council not consulting with businesses in the City Centre that will be directly affected by the proposals or a wide enough sample of local residents in the Eastlands area. It is unclear what other stakeholders have been consulted, but we would expect Greater Manchester Police, Transport for Greater Manchester, surrounding local authorities, the Greater Manchester Combined Authority and other statutory bodies to have a thorough and informed opportunity to assess the implications of this proposal.

d) There is no market for an additional 20,000+ capacity arena in Manchester, unless the aim is to remove the existing Manchester Arena venue from the market.

e) The city venue offer is, in any event, expanding through the provision of complementary facilities in better and more sustainable locations, such as at The Factory (6,500 capacity) and the recent proposal at Mayfield Depot (10,000 capacity). These diverse facilities add to the City's ecosystem and the transformation of Manchester Arena itself will keep Manchester City Centre at the forefront of global culture and entertainment.

f) SMG supports these complementary facilities although their full impact is not yet known and has always (and continues to) be supportive of the City Council in the regeneration of East Manchester at Eastlands, focused on a complementary sporting offer.

g) With a finite market for arena shows and no market evidence to suggest Manchester being able to attract an additional 140+ events, a new arena is likely to render the existing Manchester Arena unviable, with major knock on implications for the future of the complex at Victoria station, potential to frustrate development of nearby land, and material damage to the City Centre food, beverage, retail and hotel markets that the Arena programming supports.

h) This would inevitably lead to job losses in the City Centre, which would be a clear offset to any job creation at Eastlands, which is in a far less sustainable location. National and MCC's planning strategies have long sought to protect the function of the City Centre and this approach has been demonstrably successful. A new arena of the proposed capacity in an out of centre location brings into question the strategy and function for the City Centre as a whole.

i) Any employment associated with a new arena in East Manchester would simply be direct displacement and would have a negative impact on the eco-system that has grown in the City Centre.

j) If the objective was to transfer arena entertainment from the City Centre to Eastlands, the economic impact of the same operation out of town would be smaller given visitors' stated propensity to spend less and reduce destination leisure dwell time because they are not in the City Centre.

k) The existing transport network at Eastlands could not cope with introducing an average of three arena events per week, which could rise to five or even seven per week at peak times.

l) It would not be possible to avoid clashes with football fixtures or other events which often have a very short lead in time, which would add even greater strain to transport and police resources. Where major events have taken place in parallel previously (such as the One Love concert and Michael Carrick's testimonial), it took huge amounts of planning with multiple stakeholder groups. This would not be feasible on a weekly basis, or, as would likely be the case, more frequently than weekly. Revenue implications for policing and neighbourhood management have not been assessed.

m) Unlike Manchester Arena, Eastlands is not on a primary public transport node. It has only a very limited Metrolink service and bus routes. These routes are already populated by commuters leaving the City Centre at the same time as customers would be trying to travel to the new arena (rather than travelling in the opposite direction to commuters as is the current position with visitors to Manchester Arena).

n) These factors will inevitably result in a higher proportion of customers travelling to Eastlands by car, reducing economic impact, adding further congestion to the road network, with related impacts on air quality and on the Eastlands residential and business communities. In turn this will also result in far less associated spend on other food, beverage, retail and hotel outlets in the City Centre, which are so reliant on the trade driven by events at Manchester Arena.

MJV's Comments

5.5 The over-riding concern that has been raised in MJV's representation focusses on proposals in the draft Eastlands Regeneration Framework to

deliver a large out of city centre redevelopment opportunity outside of the development plan process and with no consideration of consequential impacts.

5.6 Concerns have also been raised as whether or not the draft Framework has supplementary planning document status (or is a non-statutory document to which weight is afforded). It is argued that neither approach would be the appropriate mechanism to introduce a major entertainment and leisure facility. MJV are of the view that allocations and land uses should be tested through the proper development plan process.

5.7 MJV's representation also comments that there is no evidence base assessing future needs and opportunities, testing impacts and setting out a preferred approach. Other than acknowledging 'market interest' MJV argue that there is no basis to allocate or seek to accommodate the opportunity for a major recreation/leisure development that is contrary to national guidance and that there is no evidence base to support social, economic and environmental implications.

5.8 MJV have serious concerns about the amount of retail, leisure and other main town centre uses envisaged. They argue that Manchester benefits from an existing 21,000 capacity arena which is an important component of the city centres entertainment offer indicating that has positive spin off benefits, food, beverage, hotel and retail. They state that events at the Arndale leads to an uplift in footfall within the Arndale.

5.9 MJV are of the view that a new recreational/leisure complex would provide direct competition with the city centre provision with consequential impacts on spin off benefits. They comment that the economic, environmental, social and transport impacts all need to be fully tested and scrutinised before proposals come forward in a Council supported document.

5.10 In summary MJV are of the view that it is premature to bring forward an opportunity/allocation within a City Council policy document as there has been no proper testing and a non-statutory framework is not the correct process to promote an allocation for major strategic development.

DTZ Investors's Comments

5.11 An objection to the draft Eastlands Regeneration Framework was made on behalf of DTZ Investors, owners of the Printworks who acquired the premises in 2017. The owners have a stated intention of progressing a significant investment in the Printworks to ensure it remains at the forefront of the leisure market with associated benefits for the city. The concerns largely mirror those raised by both SMG, the operators of the Manchester Arena, and MJV, the owners of a long leasehold and operators of the Manchester Arndale.

5.12 The concern put forward by DTZ Investors is that the scale of the additional leisure uses referenced in the ERF is significant and clearly comprises main town centre uses. The proposal to provide competing provision at Eastlands could be prejudicial to the on-going successful operation of the Printworks and

neighbouring businesses (notably the Corn Exchange). In their representation DTZ state that the introduction of a significant leisure offer at Eastlands, which replicates existing facilities, could therefore result in a significant adverse impact on the on-going operation of key attractions within the city centre.

5.13 The representation from DTZ is that large-scale proposals of strategic relevance should be considered as part of an independently tested development plan document. This would relate to objectively assessed need and be informed by a sustainability appraisal to meet legal requirements.

5.14 **Response:** A strategic regeneration framework, such as the Eastland's Regeneration Framework (ERF), sets out the broad vision for the regeneration of an area. It is not a planning policy document and it is not a site allocations document, nor is it a supplementary planning document (which would add further detail to the development plan). The draft ERF is a statement of ambition reflecting opportunities stimulated by market demand which if approved will become a material factor in the determination of any subsequent planning applications that fall within its scope. It will not (and cannot) be an overriding factor. Indeed if any development is pursued it will be necessary to determine such proposals through the statutory planning processes. This would include a full and robust assessment of those proposals in strict accordance with both national and local planning policy and any material considerations.

5.15 In light of this the draft Eastlands Regeneration Framework has not undergone a formal statutory consultation although it has been developed through a series of consultations with key stakeholders as outlined in Section 2. Although it does not have the status of planning policy, if it is approved it would be a material consideration in the determination of subsequent planning applications that fall within its scope.

5.16 The draft Eastlands Regeneration Framework reflects both interest that has been expressed to the city for new major visitor attractions, including a new Arena, to be brought forward in Manchester; and for these opportunities to be potentially hosted on the Etihad Campus. The draft Framework acknowledges this potential opportunity but if such development were to be pursued, each planning application would be subject to consideration in the usual way. As noted above this would include a full assessment of the proposals in accordance with both national and local planning policy and any material considerations.

5.17 The Unitary Development Plan for the City of Manchester (the UDP) was adopted by the Council on 21 July 1995 as the statutory document which set out guidelines for all development in Manchester and provided a framework from which to base decisions about planning applications. The key saved policy as it related to the development of the Etihad Campus is set out below:

"Sub-Area 7 – Sportcity [now the Etihad Campus]

Sportcity is located in the heart of the East Manchester regeneration area at the junction of Ashton New Road and

Alan Turing Way. Its reuse is integral to the regeneration of East Manchester, as it is key to connecting the areas of East Manchester. Its redevelopment for uses which create a focus of activity in East Manchester is pivotal to the regeneration of the wider area.

EM11

Sportcity including the District Centre is a major focus for regeneration activity on previously developed land. It is located in a strategic position at the heart of East Manchester with excellent infrastructure and proposed infrastructure links to the City Centre, adjacent areas and the national motorway network. Within Sportcity, development will be permitted which includes:

i. International sports facilities and mixed use development along Alan Turing Way;

ii. The District Centre within Sportcity as defined on the proposals map comprising retail A1, A2 and A3, residential, community facilities and mixed use development to create a vibrant district centre and High Street along Ashton New Road;

iii. Further commercial development to complement the nature and scale of facilities and their accessibility;

iv. Provision of pedestrian and cycle links to adjacent residential neighbourhoods, the Ashton Canal, Phillips Park and the Medlock Valley;

v. Residential and mixed use development adjacent to the Ashton Canal;

vi. Provision of public art in prominent locations;

vii. The provision of two Metrolink stops, one adjacent to the City of Manchester Stadium [now the Etihad Stadium] and the other on Ashton New Road adjacent to the District Centre.

The development of Sportcity has become a symbol of the renaissance of East Manchester with facilities to attract visitors from Greater Manchester, the region, and national and international locations. The infrastructure in place and proposed will create strong links between Sportcity and the City Centre, for example the proposed Metrolink from the City Centre to Ashton-under-Lyne with stops within Sportcity; the improvements to the Ashton Canal will provide a pedestrian and cycle path from the City Centre to Sportcity; and there is a high frequency of buses along

Ashton New Road. Sportcity is surrounded by major residential neighbourhoods, namely Beswick, Miles Platting, Newton Heath, Clayton and Openshaw, and will be accessible by foot to a large proportion of these communities.

The area is being developed as a major mixed use area with a defined district centre boundary stretching from the shops on Ashton New Road to the Alan Turing Way and the Ashton Canal. To the north of the district centre is the Velodrome and proposed housing which will abut the Ashton Canal and contribute to the activity and surveillance of the Ashton Canal, making use of this feature of the urban landscape and providing a waterside setting for new houses. To the west of the District Centre is the new City of Manchester [now Etihad] stadium, a National Institute of Sport, Tennis Centre, athletics facilities and other uses including employment and retail.

The area fronting the Alan Turing Way is suitable for a mix of uses including a hotel, leisure and other commercial uses.

Improvements to the Ashton Canal and the provision of a continuous link between the Lower and Upper Medlock Valley will contribute to improving the quality of the environment."

5.18 Manchester 's Core Strategy was adopted on 11 July 2012 which is the key Development Plan Document in the Local Development Framework (LDF). It replaced significant elements of the UDP as the document that sets out the long term strategic policies for Manchester's future development and has formed the policy framework that planning applications will be assessed against.

5.19 Policy EC7 of the Core Strategy (Pages 72 to 76) identifies:

"Eastlands (now the Etihad Campus) lies within East Manchester, the heart of which is the City of Manchester (now the Etihad) Stadium, the Eastlands District Centre and the Velodrome but also includes the Openshaw West site and surrounding environs, as shown in Figure 8.5. It is in excess of 80 hectares and will accommodate 40-45 hectares of new development. This location is suitable for a major sports and leisure visitor destination with complementary commercial, retail and hotels."

Policy EC7 identifies two sites as a focus for development, one of which is the land around the stadium including the "Collar Site" which **"provides an opportunity for a leisure, recreation and entertainment visitor attraction of national significance"**.

5.20 Policy EC7 reflects the vision set out in the 2008 – 2018 East Manchester Strategic Regeneration Framework, approved by the City Council in December 2007. Page 113 states that, amongst other things, Sportcity (now the Etihad Campus) should:

- **"Encourage an appropriate mix of retail, commercial, entertainment and residential uses to reinforce Sportcity (now the Etihad Campus) as a regionally significant district centre";**

- **"Continue to support the development of the Sportcity (now the Etihad Campus) site as a national sports, leisure and entertainment visitor destination"; and**

- **"Capitalise on the high profile areas along Alan Turing Way for high-quality commercial, leisure or entertainment development".**

5.21 Any planning application would be determined in accordance with the Core Strategy and saved policies of the UDP unless material considerations indicate otherwise. The draft ERF, if approved, would be one of a number of material considerations and it would be for the decision maker to decide the weight to be attributed to it.

5.22 For the avoidance of doubt, if the ERF is approved and a planning application was to be made for land covered by the ERF that was not in conformity with the ERF, this would not necessarily be refused. Equally, the ERF would not create any obligation or requirement that a planning application be made in the future for the types of development referenced in the document.

5.23 The objections from SMG, MVJ and DTZ Investors largely focus on the impact on the existing Manchester Arena should another large events venue be constructed within the City's boundaries. The concern is that the City cannot sustain two significant entertainment venues. This would lead to fewer events being staged at the Manchester Arena with a consequent loss of revenue to the city centre economy. The draft Eastlands Regeneration Framework considered by the City Council's Executive in March 2019 is very clear on the status of any proposed Arena.

5.24 The Eastlands Regeneration Framework, the ERF emphasizes that this is an opportunities focused document – related to the opportunity to continue the Eastlands regeneration journey, building on the transformation that has been achieved to date. In addition, the ERF is not a Supplementary Planning Document (SPD) or any other form of planning policy document and it will not be adopted by the Council as such. Specifically, the Introduction to the Framework will now be amended to state that:

> "**This Framework should not be considered or viewed as planning policy. It represents an opportunities paper, which has been the subject of public consultation and scrutiny. It provides guidance on key issues that will need to be addressed and which will be considered by the City Council**

when planning applications come forward within the Eastlands Regeneration Framework Area."

5.25 The descriptions in Section 9 of the draft Framework states that: "**This section of the report describes the areas of focus for the next phases of regeneration across the ERF area and considers key issues and opportunities that will be key to the consideration of proposals as they come forward."** The plans included within Section 9 are not allocations for particular land uses and the Framework does not have policy status, rather they reflect these areas of focus. In describing the opportunities, the key issues are made clear in the document, including the need to ensure that the requirements of existing planning policy are addressed. In relation to the references to a 'new large indoor arena.' it is made clear that **'investors are evaluating locational options…with a view to selecting a site and bringing forward detailed development proposals later this year.'**

5.26 In addition, the opportunity description further explains that, in relation to the Etihad Campus as a location, '**the Etihad Campus will be judged against the availability and suitability of other sites'**, which in the final version of the Framework will be clarified to state that should any planning application be brought forward for the Etihad Campus it will require a market assessment to underpin any proposals along with an evaluation of sequentially preferable sites within the city centre. Whilst not wishing to anticipate the outcomes of any market assessment for an additional arena within Manchester, the final version of the Framework will be amended to identify an opportunity for a medium or large indoor Arena, subject to that market assessment and the sequential test referenced.

5.27 The opportunity description in Section 9 – the Etihad Campus Commercial Zone Sub Area – clearly states that any promoters of a new arena, or other entertainment facilities, will need to address the requirements of planning policy in bringing forward planning applications. The text in Section 9 Page 46 of the draft Eastlands Regeneration Framework states:

> **'It is also recognised that any planning proposals will need to be accompanied by a detailed Business Case explaining the overall benefits and market case. It will be for promoters of a scheme to bring forward detailed evidence to demonstrate the realism and sustainability of such an investment as well as the robust case underpinning the location all of which will be at the heart of a detailed and balanced assessment of the planning and development case which would need to be undertaken at the appropriate time by the Local planning Authority.'**
>
> **'Any such planning applications would have to address detailed transport impacts and would need to be accompanied by detailed proposals for the engagement of the network and any necessary modifications) to sustain the demands for different facilities cumulatively and at different times of the day. There would need to be detailed**

consideration given to the development of a new operational platform for the Etihad Campus not only to fully maximise efficiencies and functionality but to create an integrated approach to programming.'

Of paramount concern to the Council and residents will of course 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 controlled parking scheme with a coverage to be agreed by the Council following consultation with residents and businesses and with the costs of provision and operations underwritten by commercial third parties rather than directly but the Council.'

5.28 In this regard, the Framework is clear that any future planning submissions for an Arena or any other leisure related activity will need to be supported by all of the necessary evidence to address the requirements of planning policy. For the avoidance of doubt this would include the need to submit an Environmental Impact Assessment (EIA) where appropriate.

Summary

5.29 The approach set out within the draft Eastlands Regeneration Framework reflects the long term ambitions that have been pursued by the City Council through the East Manchester Strategic Regeneration Framework and its Core Strategy to establish the area around the Stadium (now known as the Etihad Campus) as a major sports and leisure destination complex. The draft ERF also acknowledges the importance of the planning process to determine the specific development that will take place on the Etihad Campus in future.

5.30 The Council acknowledges the representations about competition with existing venues and the concerns about potential impact on the city centre economy if these venues were to see a reduction in footfall. The draft Eastlands Regeneration Framework, however, does not set out a policy position but recognises that there is interest and a possible opportunity for further investment in the city on the Etihad Campus. As the draft Eastlands Regeneration Framework clearly states, the manifestation of any opportunity would require a full and robust assessment against national and local policy, including associated social, economic and environmental impacts together with market assessment and a sequential sites assessment. The potential effects on the city centre of any development will be a critical component in any such assessment.

5.31 If proposals are brought forward for planning these applications will be the subject of public scrutiny and consultation with every opportunity made available for parties with potentially different perspectives to submit their considered views on all aspects of any proposals including the crucial issue of

market assessment which will be important factors in determining the robustness or otherwise of planning proposals. The final version of the Framework will be amended to clarify this as a response to the comments made on behalf of SMG, MJV and DTZ Investors.

6.0 Concluding Remarks

6.1 The scale, nature and ambition of the opportunities that can now be brought forward within the Eastlands Regeneration Framework area offers real and tangible prospects of securing much wider regeneration benefits for East Manchester. The interest in the Etihad Campus from investors who want to explore both the development of a 21st century sport, leisure and recreation offer of a national scale along with an associated cultural and entertainment offer on the Campus is to be welcomed as it reflects the Council's long held ambition to develop a globally competitive sport, leisure and recreation offer in this part of the city. The new employment opportunities that would flow from this next generation of investment across the Framework area could 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. The Eastlands Strategic Framework has been prepared specifically to help guide this new development and investment activity.

6.2 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 and 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. Beyond the Etihad Campus 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 delivery of the Eastlands Regeneration Framework will embrace developments that will support the City Council's ambitions for Manchester to deliver a zero carbon footprint for the city by 2038.

(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 Polices and Considerations

(a) Equal Opportunities

8.1 The Eastlands Regeneration Framework has been prepared and introduced following appropriate consultation, giving all stakeholders opportunities to engage in that consultation process.

(b) Risk Management

8.2 Not applicable.

(c) Legal Considerations

8.3 This final version of the Framework includes the results of a public consultation. Once approved, the framework will become a material consideration for the Council as Local Planning Authority.