

**Manchester City Council
Report for Resolution**

Report to: Executive – 11 November 2020

Subject: Mobility Hub Proposal – Back of Ancoats

Report of: Strategic Director Growth and Development

Summary

This report provides Members with details of an emerging concept for Ancoats Mobility Hub, to contribute to the delivery of a highly sustainable neighbourhood.

Recommendations

The Executive is recommended to:

1. Note the work being undertaken to establish Proof of Concept of Ancoats Mobility Hub as an innovative approach to contributing to the Council's Zero Carbon policy, and as a potential facility to support further residential and commercial development in Ancoats;
 2. Endorse further investigation into a Business Case, which will be brought back to a future meeting of the Executive for consideration.
 3. Authorise the Strategic Director Growth and Development, to establish a costed relocation strategy for tenants affected if the scheme is approved at a future date.
 4. Authorise the Strategic Director – Growth & Development to establish regulations which would be required to support the realisation of the vision for Ancoats Mobility Hub including further restrictions for on street parking in Ancoats.
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Wards Affected: Ancoats and Beswick; Miles Platting & Newton Heath

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

The revised Ancoats & New Islington Neighbourhood Development Framework recognises that future development within the area will need to respond to the City Council's objective of achieving zero-carbon target and will be expected to move towards this aspiration through the active utilisation and deployment of leading building technologies. The City Council will use its land interests in the area to deliver this outcome.

The Ancoats Mobility Hub will contribute to the vision of a highly sustainable neighbourhood, promoting modal shift towards cycling, public transport, car clubs and walking, and enabling an accelerated take-up of electric vehicles, through the provision

of cycle storage and hub, electric vehicle charging points, car club location. There is also the potential for bike and e-bike hire, and a logistics hub which would include a central location for parcel deliveries, with final delivery by electric vehicle.

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 refreshed Ancoats and New Islington Development Framework (NDF) offer the potential to bring forward mixed - use development that will contribute to the creation of jobs within the area and provide a range of residential accommodation for the growing population of the City. The Ancoats Mobility Hub will support further residential and commercial development in the area.
A highly skilled city: world class and home-grown talent sustaining the City's economic success	The further development of Ancoats will provide additional commercial space to meet demand from existing and newly established businesses, thus creating and sustaining employment opportunities within this area of the City Centre.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The proposals contained within the refreshed NDF offer the potential to help deliver the Manchester Residential Growth Strategy and meet the growing demand for new homes in a range of tenures that are close to quality amenity space and within easy access of employment opportunities. The creation of additional commercial space will help create new and sustain existing employment opportunities.
A liveable and low carbon city: a destination of choice to live, visit, work	The refreshed NDF reaffirms the Council's commitment to deliver zero carbon growth and sets out the intention of creating sustainable neighbourhoods with strong connections to public transport infrastructure; enhanced active travel routes and improved public realm and public open spaces. The Ancoats Mobility Hub will facilitate a step change in modal shift and in the take-up of electric vehicles. It will also improve air quality in the neighbourhood.
A connected city: world class infrastructure and connectivity to drive growth	The NDF will help guide and coordinate the eastwards expansion of the City Centre and create a seamless link to the neighbourhoods of East Manchester, contributing to the vibrancy and attractiveness of these areas. The Ancoats Mobility Hub will be integrated into the planned enhanced walking and cycling routes, the canal towpaths and the route to New Islington Metrolink stop.

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

- Equal Opportunities Policy
 - Risk Management
 - Legal Considerations
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Financial Consequences – Revenue

The proof of concept and business planning work to support the delivery strategy for the Mobility Hub will be undertaken by Manchester Life Strategic Development Company (MLSDC) and the costs are to be met from funds already committed for the masterplanning of the area.

Tenants in occupation of the Poland Street Industrial Estate in the back of Ancoats may seek to relocate for business reasons prior to the approval of the business plan. This may result in the commercial units being increasingly difficult to let, having a consequential impact on the Investment Estate.

Revenue consequences associated with the delivery of the scheme, including any costs associated with securing vacant possession of the development site and loss of revenue from the current tenants will be set out in detail in a future report to the Executive.

Financial Consequences – Capital

There are no direct financial implications for the City Council arising from this report.

Capital consequences associated with the delivery of the scheme will be set out in detail in a future report to the Executive.

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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.

- Ancoats and New Islington Neighbourhood Development Framework, report to Executive 29 October 2014.
- Refresh of the Ancoats and New Islington Neighbourhood Development Framework, report to Executive 14 December 2016;
- Refresh of the Ancoats and New Islington Neighbourhood Development Framework, report to the Executive 12 February 2020;
- Manchester Zero Carbon 2018 – Manchester City Council’s Commitment, Executive, 13th March 2019;
- Council Resolution on Declaring a Climate Emergency, Executive, 24th July 2019;
- Eastlands Regeneration Framework, Executive, 24th July 2019;
- Revised City Centre Transport Strategy, Executive 16th October 2019 and City Centre Transport Strategy Engagement Outcomes, Executive 12th February 2020; and
- Draft City Centre Transport Strategy, September 2020.

1.0 Introduction

- 1.1 The Ancoats and New Islington Development Framework (Poland Street Zone) was recently refreshed to reflect the updated planning policy context as well as the progress that has been made in the wider Ancoats and New Islington area since 2016. This refreshed NDF was subsequently endorsed by the City Council's Executive in July 2020. The back of Ancoats area is bounded by Oldham Road, Bengal Street, the Rochdale Canal and Butler Street/ Rodney Street.
- 1.2 The approved Poland Street Zone NDF ensures a co-ordinated and policy consistent approach to development within the area and steers the quality of design required to deliver the next stage of regeneration using a holistic approach. The NDF establishes that future development in Ancoats will be required to respond to the City Council's Zero Carbon policy, in both the design and delivery of buildings and infrastructure. The ambition is to deliver an attractive and sustainable neighbourhood of choice where increasing numbers of people choose to live, work and invest.

2.0 Background

- 2.1 Ancoats is made up of a number of distinctive mixed-use neighbourhoods, including New Islington, that sit on the north eastern edge of the City Centre. The neighbourhood formed the bedrock of Manchester's growth as an industrial power during the 19th and early 20th century, before falling into long term decline following de-industrialisation in the latter part of the 20th century. From the early 1990's onward, the City Council has worked in conjunction with Government Agencies, businesses, community stakeholders and developer partners to develop and deliver comprehensive regeneration strategies in the area.
- 2.2 The recession of the late 2000's threatened to seriously derail the momentum of regeneration that had been built up through significant public and private sector investment. However, the City Council, working in conjunction with Homes England, Manchester Life and other third-party developers has been able to re-energise development activity in recent years and since 2016 nearly 2,000 new homes have been delivered in the area, together with 227,410 sq. ft. of new commercial office/ workspace and 62 ground floor commercial/ retail units.
- 2.3 The redevelopment of the heart of the Ancoats Conservation area and the area adjacent to New Islington Marina is now largely complete or underway. Consequently, interest has extended into the back of Ancoats area. In order to ensure that the City Council has articulated a clear vision for this part of the neighbourhood to guide this renewed interest, a review of the Poland Street Zone area of the 2016 Neighbourhood Development Framework was undertaken to reflect the current market context and key issues including zero carbon and affordable housing.

2.4 Following a consultation process, the refresh of the Poland Street Zone NDF was endorsed by the Council in July 2020. One of the areas strengthened to reflect the consultation responses was a stronger focus on how and where parking in the area is provided to ensure a more pedestrian/ cycle friendly environment is created.

3.0 Ancoats Mobility Hub Concept

3.1 The endorsement of the revised NDF provides an opportunity to build upon previous success and further the evolution of Ancoats into a sustainable neighbourhood which can continue to attract an increasingly diverse population, including young families. It is considered that a key component in delivering the built environment to support this is the creation of a Mobility Hub, which is a concept to both meet the parking requirements of residential and commercial development in the next phase of the redevelopment in Ancoats, but also to provide other logistical functions to support a more sustainable approach. Fundamentally this is achieved through the removal of parking from individual schemes in a future-proofed way into a centralised facility, which will enable a radical change to the function of the existing highway network serving the Back of Ancoats area.

3.2 Within that lies an opportunity to build upon previous success and further the evolution of Ancoats into a sustainable neighbourhood, which can attract aspirational young people and families. Central to that evolution is the proposed Ancoats Mobility Hub. The proposal removes parking from individual schemes, freeing up scope for more homes and ensuring the developments are not hampered by obsolete parking in the future. It looks to deliver parking in a way which recognises future travel trends, minimises vehicle trips, and encourages modal shift towards other travel modes. Whilst it is proposed that the hub could be capable of accommodating between 350-400 parking spaces in the short to medium term, the aspiration is to develop more than a car park and for the facility to support progression towards a lower carbon future, in the ways outlined below.

3.3 The brief for the Mobility Hub is being designed to provide access to sustainable modes of transport including cycling and walking, public transport and car clubs and will be integrated into the enhanced cycling and walking routes proposed under the NDF for the area. Electric Vehicles (EVs) will be promoted by providing EV charging infrastructure where private car use is still required.

3.4 The Hub will promote a modal shift away from petrol/ diesel car ownership by providing the infrastructure which offers sustainable alternatives. In addition to the mobility offer, there is an aspiration to reduce delivery vehicle movements in the area, thus reducing local congestion and supporting Manchester's priority of clean air for the City Centre. This element of the vision will be fulfilled by creating a logistics centre to facilitate an aggregated parcel delivery function with electric or cargo bike last mile delivery. The mobility offer of the Hub will be underpinned by a digital platform to enhance useability and amenity.

3.5 It is recognised that the Mobility Hub would need to have active frontages at ground floor level where possible. The location of cycle facilities at the Hub may offer potential to activate the ground floor, perhaps with a cycle store and repair facility. Subject to the business case, it is envisaged a significant element of green façade and sustainability would be incorporated into the design of the building.

4.0 Policy Context

4.1 The update to the Poland Street Zone NDF sets out the potential for a further 1,500 new homes and 31,000 sq. m. of commercial space built on the remaining under-used brownfield land in the area.

4.2 The refreshed NDF states that: “In accordance with planning policy requirements there will need to be a consideration of parking requirements and how they can be accommodated in the wider area. Priority ought to be given to travel planning and investment in, and promotion, of, sustainable means of travel. Where parking is accommodated, it ought to be designed to integrate with the overall street environment and offer the ability to charge electric vehicles.”

4.3 The draft City Centre Transport Strategy for 2040, which has recently been out to consultation includes reference to the Ancoats Mobility Hub. It has been included as a proposal which has the potential to be delivered [by 2025] subject to prioritisation, funding and approval of a business case which demonstrates value for money. The project is referenced in relation to the development of travel hubs, with the Ancoats facility:

- Proposed to meet the parking requirements of residential and commercial development in the next phase of redevelopment in Ancoats, removing parking from individual schemes and promoting a modal shift away from car ownership by providing the infrastructure which offers sustainable alternatives.
- Designed to provide access to sustainable modes including cycling and walking, public transport and car clubs.
- Planned to be integrated with enhanced cycling and walking routes, including the canal towpaths and the route towards New Islington Metrolink stop.
- Planned to include secure cycle storage and cycle hub facilities to encourage cycling as a primary mode of transport.
- Support the promotion of EVs where private car use is required, with EV charging infrastructure provided.
- Utilising the latest digital technology to help customers plan how they use transport through interactive systems to book car clubs, EV charging and cycle facilities.
- A hub for a local car club which encourages flexible car sharing/ rental over car ownership, offering a range of vehicles to suit as many users as possible and visible to users via digital means such as an app.

- A hub for parcel deliveries including smart parcel lockers, with last mile deliveries to be arranged via EVs or cargo bikes.

5.0 Opportunity

- 5.1 The next phase of comprehensive development within back of Ancoats presents an opportunity to deliver a centralised solution to the transport and services to support this new part of the wider neighbourhood, the brief for the Mobility Hub will be designed to meet the objectives and aspirations as set out in the draft Transport Strategy, to ensure it provides access to sustainable modes of transport including cycling and walking, public transport and car clubs and it will be integrated into the enhanced cycling and walking routes proposed under the NDF for the area. Electric Vehicles (EVs) will be promoted by providing EV charging infrastructure where private car use is still required.
- 5.2 Current evidence from the sale of car parking spaces in Ancoats and New Islington demonstrates that demand for parking spaces remains strong. As a result, the scale of future development in the back of Ancoats area will require an appropriate policy-compliant solution to meet this demand whilst encouraging the use of more sustainable modes of transport.

6.0 Potential Location

- 6.1 A potential site has been identified within the area which could be suitable for the development of the Mobility Hub. The Industrial Estate within the back of Ancoats is a brownfield site which extends to 0.35 Ha with the freehold interest owned by the City Council.
- 6.2 The Industrial Estate comprises 14,292 sq. ft. of space across 12 units. Circa 7,500 sq. ft. plus mezzanine, across 7 separate units, is occupied by the Council's Adaptations Team (Adult Services) which delivers a City-wide aids & adaptations service to help vulnerable residents continue to live at home. If the Mobility Hub in this location is approved, the Council will need to identify an appropriately sized facility to relocate the service to, either from within the current MCC portfolio or in premises rented from a third party.
- 6.3 Of the remaining five units, one is vacant. Three of the other units are let to a single tenant which benefits from a protected tenancy. When fully let, the Estate yields circa. £85,000 rent per annum, plus associated business rates.
- 6.4 In parallel with the establishment of a feasibility study and business operating model for the Mobility Hub, the Council is preparing a strategy to support the delivery of vacant possession of the site, in line with the delivery of the first residential scheme(s) to be brought forward in the back of Ancoats area. This will include engagement with the current tenants and understanding their business needs in the context of redevelopment of the site. Initial discussions with the current tenants have now begun, to make them aware of the possibility of a future alternative use for the site.

7.0 Viability and Funding

- 7.1 In order to establish Proof of Concept and a viability assessment for the project, initial design work has been instructed together with cost consultants to establish the capital costs of the project, together with an estimate of operating costs. Discussions are also being held with potential service providers to understand the appetite for a facility of this type and the likely revenue which could be generated, together with the revenue which would be generated from the occupation of circa 350 car parking spaces.
- 7.2 This information will inform a Business Case for the Mobility Hub, together with a review of operating models. Assuming that a viable Business Case can be established, this will be brought forward to a future Executive meeting together with a recommendation for the ownership and operating structure of the facility.
- 7.3 Third party funding opportunities are being sought to contribute towards the capital costs of the project.
- 7.4 The operating model will be underpinned by the revenue generated from parking requirements which arise from future residential development in the area. It will be necessary therefore to ensure that landowners and developers bringing forward schemes in the back of Ancoats area are fully committed to the Mobility Hub model. Discussions with the identified major landowners in the area, including Manchester Life, Northern Group and Urban Splash, are underway to establish a mechanism to secure this approach.

8.0 Contributing to a Zero-Carbon City

- 8.1 As set out above, the Ancoats Mobility Hub proposal will respond to the City Council's Zero Carbon policy through the integration of sustainable forms of transport and a centralised parcel hub with last mile delivery completed by electric vehicles and bicycles. In addition, low carbon technologies and solutions in the design and delivery of buildings and infrastructure will be considered.

9.0 Contributing to the Manchester Strategy

(a) A thriving and sustainable city

- 9.1 This will facilitate the delivery of residential and commercial development that will support the city's economic and residential growth objectives and contribute to the continued growth of the local and regional economy.

(b) A highly skilled city

- 9.2 Ancoats will provide a pioneering commercial facility to meet demand from existing and newly established businesses, thus creating and sustaining employment opportunities.

(c) A progressive and equitable city

- 9.3 The Mobility Hub proposal would facilitate the delivery of Manchester's residential growth. It will also deliver high quality, state of the art and accessible facilities for the local community.

(d) A liveable and low carbon city

- 9.4 The Mobility Hub proposal will offer a range of sustainable modes of transport for residents and provide state of the art facilities to reduce commercial vehicle movements in the back of Ancoats area.

(e) A connected city

- 9.5 The proposals will provide a range of transport modes for residents to travel across the City and facilitate the continued development of Ancoats, thereby creating a seamless connection between the City Centre and the neighbourhoods of East Manchester.

10.0 Key Policies and Considerations

(a) Equal Opportunities

- 10.1 The Mobility Hub proposal will be consulted on with a wide range of stakeholders to enable all interested parties to engage in the process.

(b) Risk Management

- 10.2 Through the feasibility and business planning stages appropriate risk analyses will be undertaken to inform any future decision to progress the project.

(c) Legal Considerations

- 10.3 The City Solicitor will support the team with formulating the proof of concept and business case to ensure compliance with all statutory and regulatory requirements.