
**Manchester City Council
Report for Resolution**

Report to: Economy Scrutiny Committee – 18 July 2018
Executive – 25 July 2018

Subject: Northern Gateway - Draft Strategic Regeneration Framework

Report of: The Strategic Director (Development)

Summary

This report provides detail on the Draft Strategic Regeneration Framework that has been prepared for the Northern Gateway area; the largest and most ambitious residential led development opportunity that the city has taken forward in recent years and which has the capacity to deliver up to 15,000 new homes over a fifteen to twenty year period.

Subject to approval by the Executive, the Draft Strategic Regeneration Framework will form the basis for an extensive public consultation exercise with existing residents, businesses, landowners, developer partners, statutory bodies and other local stakeholders over the next few months.

A final version of the Framework, incorporating any necessary amendments as a result of the consultation exercise will be brought back to the Executive for approval in the autumn and from this point will provide a key point of co-ordination and guidance for development activity within the area and will act as a material planning document in the consideration of any planning applications brought forward.

Recommendations

The Executive is recommended to:

1. Endorse the draft Northern Gateway Strategic Regeneration Framework as a basis for public consultation;
2. Note that the outcomes of the consultation exercise will inform a final version of the SRF to be brought back to a future meeting of the Executive for approval and adoption;
3. Note that proposals for a first phase development area in Collyhurst will be consulted upon as part of the SRF consultation exercise with a formal planning application expected to be submitted within the next 12 months.

Wards Affected

Cheetham; Harpurhey; Miles Platting and Newton Heath; Piccadilly

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 Northern Gateway will expand the city centre in a northern direction establishing sustainable mixed use neighbourhoods including new jobs and employment opportunities.
A highly skilled city: world class and home grown talent sustaining the city's economic success	The Northern Gateway will provide direct employment opportunities and also meet the demand for housing from residents who wish to live close to the skilled employment opportunities located in and around the Regional Centre.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Development of the Northern Gateway offers the potential to deliver on the objectives of the Manchester Residential Growth Strategy and meet the growing demand for high quality new housing in the city.
A liveable and low carbon city: a destination of choice to live, visit, work	The Northern Gateway development opportunities will support the delivery of new residential developments using state of the art technologies and low carbon construction methods.
A connected city: world class infrastructure and connectivity to drive growth	The master-planning of new neighbourhoods within the Northern Gateway will include traffic and transport planning ensuring that various modes of transport (car, bus, rail, Metrolink, cycle, and walk) are provided for.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

There are no immediate revenue consequences at this stage of the process. However, the establishment of the proposed partnership for the Northern Gateway area will result in an increased focus of staffing resources and consequent revenue budgets to drive forward and deliver the significant residential growth and place-making opportunities that the partnership will seek to deliver. Further reports setting out detailed budgetary proposals will be brought to a future meeting of the Executive.

Financial Consequences – Capital

There are no direct capital consequences at this stage. Further reports seeking approval for capital expenditure to support this initiative will be brought to future meetings of the Executive and drawn up in line with the Capital Strategy checkpoint process.

Contact Officers:

Name: Eddie Smith
Position: Strategic Director (Development)
Telephone: 0161 234 3030
E-mail: e.smith@manchester.gov.uk

Name: Fiona Ledden
Position: City Solicitor
Telephone: 0161 234
Email: f.ledden@manchester.gov.uk

Name: Ian Slater
Position: Head of Residential Growth
Telephone: 0161 234 4582
E-mail: i.slater@manchester.gov.uk

Background documents (available for public inspection):

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

- The Northern Gateway – Progress Update, 7 March 2018
- The Northern Gateway – Driving Forward Residential Growth, 8 March 2017
- Housing Affordability in Manchester, 7 December 2016
- Manchester Residential Growth Strategy and Action Plan 2016/17, 2 March 2016
- Northern Gateway – Driving Forward Residential Growth on the Northern Edge of the City Centre, 9 September 2015

1.0 Introduction

- 1.1 The Northern Gateway is the single largest and most ambitious regeneration development opportunity in the city and, given its scale and transformative potential, is of national significance.
- 1.2 The Northern Gateway provides a unique opportunity to deliver approximately 15,000 new homes in a 155 hectare land area over the next 15-20 years making the most significant individual contribution to the City Council's and the Greater Manchester Combined Authority's (GMCA) strategies for Residential Growth.
- 1.3 The Northern Gateway comprises the adjacent neighbourhoods of Lower Irk Valley, New Cross and Collyhurst and extends from Victoria Station / NOMA in the City Centre to the Intermediate Ring Road (Queen's Road).
- 1.4 The Northern Gateway will build upon existing and past regeneration initiatives that have sought to deliver change in neighbourhoods and communities throughout the north eastern edge of the extended city centre and will integrate the area with the existing neighbourhoods of Ancoats and New Islington, Miles Platting, Monsall, Cheetham Hill and the Strangeways commercial district.
- 1.5 The Draft Northern Gateway Strategic Regeneration Framework (SRF) appended to this report has been prepared to guide and co-ordinate the redevelopment of the area.
- 1.6 The Draft SRF reflects the requirements of planning and regeneration policy and seeks to nurture the area's assets to capitalise on opportunities that are unique to the Northern Gateway and presents a Vision, Core Objectives, and a Development Framework to guide the future regeneration of the Northern Gateway over the next 15-20 years.
- 1.7 The Draft SRF will be subject to an extensive public consultation process and once comments made have been taken into account a Final version of the SRF will be brought back to the Council's Executive in the autumn for consideration. Once adopted the SRF will act as a key material planning document to underpin the delivery of a phased approach to development in the area.

2.0 Background and Context

- 2.1 Since 2001 Manchester's population has increased from 423,000 to 541,000 (using Office of National Statistics figures), a 27% increase. This growth is expected to continue, with the total population forecast to reach in excess of 600,000 in the next decade.
- 2.2 This growth is based upon both the retention and growth of the existing Manchester population and continued economic migration into the city as a result of continued forecast economic growth – with the Greater Manchester Forecasting Model predicting that an additional 37,000 jobs will be

accommodated in the city over the period 2016 – 2026.

2.3 To facilitate this level of continued population and economic growth the city needs to ensure a sustained residential development pipeline. The Northern Gateway will add 15,000 new homes to this development pipeline over the next 20 years. This demand is, in part, driven by a need for more affordable housing options for residents. Delivery at this scale, across a range of market segments, will contribute to meeting this demand and proving and the types and quantities of housing that the city requires.

2.4 This approach is supported by the City's Residential Growth Strategy which has been developed to meet the demands of the predicted increased population and to ensure that a lack of housing supply does not act as a constraint on future economic growth. The Northern Gateway initiative embodies this strategy as a location where significant residential growth can be accommodated and where the City Council can utilise its land assets to leverage private sector investment and establish public / private partnerships to accelerate development.

2.5 Previous reports to the Executive have set out the opportunity provided by the Northern Gateway area and the approach that has been taken to identify and appoint a private sector partner with the expertise and financial capacity required to work in conjunction with the City Council to deliver the residential led regeneration of this key location.

2.6 In April 2017, the City Council appointed Far East Consortium International Limited (FEC) as its selected investment and delivery partner to bring forward the regeneration of the Northern Gateway. Through a Joint Venture (JV) arrangement, the Council and FEC will deliver the regeneration of the Northern Gateway on land controlled by the investment partnership and work closely with other local stakeholders to ensure that a comprehensive and co-ordinated approach to development is taken across the piece; with the cornerstone of this co-ordinated approach being provided via the establishment of a Strategic Regeneration Framework (SRF). This model will facilitate and provide clarity to the delivery of planned development phases across the Northern Gateway area.

3.0 Draft Northern Gateway Strategic Regeneration Framework

3.1 The draft SRF has been prepared with full regard to national planning policy, Manchester's adopted Core Strategy and the suite of strategic and regeneration policies that are driving renaissance in the city. The draft SRF has been prepared as a basis for public consultation, following which a final version of the SRF will be brought back to a future meeting of the Executive for approval and adoption as a non-statutory planning document.

3.2 The SRF presents a Vision, Core Objectives and a Development Framework to guide the future regeneration of the Northern Gateway over the next 15-20 years. The document will be used to guide and co-ordinate future development activity brought forward by the JV, and any proposals on land in third party

ownership, and will replace the following existing non-statutory regeneration frameworks:

1. The Collyhurst Spatial Masterplan (2014);
2. The Lower Irk Valley Neighbourhood Development Framework (2016); and,
3. All elements of the New Cross Neighbourhood Development Framework Volumes 1 and 2 (2015) and New Cross Neighbourhood Development Framework Update (2016) - save for the Development Framework and Principles relating to Zone A which will be retained. All elements of the New Cross Public Realm Strategy (2017) will also be retained.

3.3 The SRF provides an illustrative masterplan in order to guide development proposals but it does not in itself perform the role of a formal masterplan. The purpose of the SRF is to establish the key principles that will guide development activity in forthcoming years – i.e. land use; transport, access and permeability; scale, density and form; public realm and public spaces; and the identification of locations for the provision of community and social infrastructure. It will not determine tenure forms or the geographical distribution of affordable housing at this point. These matters will be dealt with through the more detailed Planning process that will be undertaken as development phases are brought forward.

3.4 This is an important milestone in the implementation of the Northern Gateway initiative but it should be noted that is the beginning of a public consultation process; and each phase of the planning and development process will involve detailed public consultation.

3.5 Vision and Objectives

3.5.1 The Draft SRF sets out a vision for the Northern Gateway to deliver a series of vibrant, sustainable and integrated residential neighbourhoods as a natural extension of the City Centre northwards.

3.5.2 A mix of housing options will be provided in a high quality, well managed environment, with high levels of connectivity that link the growth of the city centre with surrounding Manchester communities.

3.5.3 The Northern Gateway SRF will support long-term population growth and promote economic, social and leisure uses to support the creation of high performing and sustainable new communities where people choose to live, work and invest.

3.5.4 To support the realisation of this vision the following area-wide objectives have been set out in Chapter 5 (Development Framework) of the SRF which will guide all future development in this part of the city. The objectives for the Northern Gateway are as follows:

- **Building Residential – led City Neighbourhoods:** The opportunity exists to create a series of dynamic, inter-connected and sustainable neighbourhoods that offer a balanced mix of housing types and tenures;

which are accessible to residents on a range of incomes, making the Northern Gateway a desirable and affordable place to live.

- **Delivering Social and Community Infrastructure:** Carefully planned social and community infrastructure is required to deliver sustainable and liveable neighbourhoods to support the population growth planned for the area. This will include:
 - **Education:** Existing educational institutions within the Northern Gateway form part of a network of education facilities that service the north and east of the city. There may be opportunities to relocate or expand existing primary schools within the area to meet projected demand and discussions with these schools have commenced and will continue throughout the consultation period and beyond. Secondary school provision may initially be served off-site through use of existing facilities and their future expansion. The exploration of new secondary school provision has begun to identify potential sites suitable for additional capacity, to serve the both the Northern Gateway and wider city centre community.
 - **Health:** The existing healthcare provision will not provide the quality or capacity of services needed to support a growing residential community if this scale. There is limited local GP provision, with existing services already experiencing higher than average patient-to-GP ratios. Discussions are underway with Manchester Health and Care Commissioning to explore the potential for a new high-quality integrated health hub to be located within Northern Gateway area.
 - **Parks, Sports and Leisure:** New green spaces for sport, play and recreation shall be provided within new and existing parks, streets and residential blocks. Facilities within new and enhanced school sites, will provide local level provision for formal sports within the Northern Gateway itself, and be easily accessible to new homes. With many significant existing sports facilities and city parks surrounding the site (such as Queens Park, Philips Park, the Etihad Campus, and Heaton Park further north) new development should strengthen pedestrian, cycle and public transport connections, to promote local access and ensure existing facilities become more sustainable.
 - **Retail:** The provision of retail and services/amenities will be planned in the context of the Northern Gateway neighbourhoods being a part of the extended city centre. Retail facilities will generally be located in the most visible and accessible locations throughout the neighbourhoods, supported by a denser form of development - enabling a critical mass to sustain varied uses - access to public transport; walking and cycling routes to and from adjacent neighbourhoods; open space; health facilities; and schools.

- **Developing a Sustainable Movement Framework and Improving Transport Connectivity across the Northern Gateway and Beyond:** It will be essential to ensure that neighbourhoods are well connected and served by good quality pedestrian, cycle and public transport routes. As the Metrolink line runs north – south through the heart of the district, with a gap of circa 1.5 miles between the Victoria Station and the next stops at either Queens Road or Monsall, there is an added opportunity to work with TfGM to explore the potential for a new Metrolink stop within the Vauxhall Gardens neighbourhood. If viable, this new Metrolink stop would provide opportunities for enhanced integration with other forms of public transport that serves the local area.
- **Creating Manchester’s City River Park and create a network of linked green open spaces:** By harnessing the natural assets of the River Irk and the Irk Valley the opportunity exists to create an exemplar series of connected green spaces from Angel Meadow to Queen’s Park – and linked across through Sandhills to Collyhurst Village. The creation of a River City Park will be an essential aspect of the regeneration of the Northern Gateway. It will form the green heart to the area and a unique destination for the city, promoting cycling, walking and active, healthy lifestyles around which the regeneration of the Northern Gateway is anchored. The nature of the valley will be drawn out and extended into all of the neighbourhoods through a series of green links which draw together the landscape principles of: ecological restoration, flood alleviation; water management; and enhanced public recreation.
- **Urbanising Rochdale Road:** Rochdale Road is a primary arterial route into and out of the city centre but it currently acts as a physical barrier restricting cross-movement and connectivity of pedestrians, cyclists and vehicles. There is limited active use at street edge and existing neighbourhoods turn their back to the road. Without compromising its role as a key route network there is the opportunity make improvements that create an urban boulevard that connects several neighbourhoods, routes and local centres, with an enhanced mix of land uses along Rochdale Road that provide animation and vitality. Improved public realm and provision for cyclists and pedestrians
- **Building on the best of what is already there:** The character of the Northern Gateway is profoundly influenced by the area’s existing assets: the post-industrial legacy of railway structures and the remaining buildings of significance and/or architectural quality: the topography and landscape of the site with the river valley running through it; and the character of the existing fragmented neighbourhoods. The creation of the place has been conceived by using these elements to generate a distinct character for the area as a whole and in each neighbourhood, with some neighbourhoods being particularly influenced by these existing features to inform new landscape, built form and movement patterns.
- **Promoting Place Management and Design Quality:** The neighbourhoods of the Northern Gateway will form an active part of the

extended city centre, with each reflecting their own distinct character and identity, and high quality public realm. Clear long-term management arrangements will be developed and put in place to ensure the quality, condition and uses of proposed public spaces are appropriately maintained.

- **Planning for a Low Carbon Future:** The Northern Gateway neighbourhoods should be enabled to thrive in Manchester's Zero Carbon future, in accordance with the ambition reflected in the Our Manchester Strategy and the Manchester Climate Change Strategy 2017-2050. Streets and public spaces in the Northern Gateway will be designed to maximise the adoption of active travel, including walking, cycling public transport, therefore minimising the need for use of private vehicles. Proposals will take into account the latest patterns of energy generation and opportunities for the integration and adoption of new technologies will be explored.

3.6 The Neighbourhoods of the Northern Gateway

3.6.1 The Draft SRF has broken the Northern Gateway geography into 7 separate neighbourhoods each with their own individual character and identity; but which are integrated into one functioning whole.

3.6.2 The 7 neighbourhoods have been given the working titles of:

- Collyhurst Village
- South Collyhurst
- Vauxhall Gardens
- Smedley Dip & Eggington Street
- New Cross
- New Town
- Red Bank

3.6.3 The names relate to how existing areas are known locally or draw upon the historical identities and characteristics of these areas.

3.6.4 Whilst residential-led in nature, the Northern Gateway SRF will aim to deliver truly vibrant, integrated and sustainable neighbourhoods which are supported locally by a mix of economic, social and cultural uses, located close to core employment, leisure and transport provision.

3.6.5 Improved access and connectivity is a key principle that runs throughout the Framework, with an emphasis on promoting walking and cycling through improved infrastructure and the sensitively designed public realm and open spaces.

3.6.6 The Draft SRF sets out Neighbourhood Development Principles Chapter for each of the 7 neighbourhoods. These principles are supported by the key aspirations within a consistent set of themes which are: Movement, including transport, accessibility and connectivity; Land Use; Scale, Density and Form;

and Public Realm and Public Spaces.

- 3.6.7 At this stage, the development aspirations for some of the neighbourhoods are more long-term and as such material in the SRF is less detailed than in some of the neighbourhoods with shorter-term aspirations where a higher degree of certainty can be reflected. Where these aspirations in a particular neighbourhood are more long-term, material in the SRF will be expanded upon through future updates to the SRF, subject to further consultation.

3.7 Scale and Density of Development

- 3.7.1 The ambition to deliver 15,000 homes provides an indication of the form and density that this area will take over of the next 15-20 years. While the approach to density will be different in each of the neighbourhoods, there will be opportunities to deliver high-density development and taller, landmark buildings in key locations influenced by their sustainable location adjacent to transport nodes, public spaces, main arterial routes and gateway squares/retail and service hubs.
- 3.7.2 The neighbourhoods towards the south of the area, adjacent to the city centre, will be predominantly high density neighbourhoods with opportunities for new landmark buildings and buildings of height. Whilst apartment-led developments will be the prevailing residential typology in these neighbourhoods, there are opportunities to provide a more balanced residential mix that includes townhouses and larger 3 and 4 bedrooled apartments to cater towards urban family living.
- 3.7.3 New development in the neighbourhoods further north from the City Centre shall incorporate opportunities for lower-rise, yet sensitively designed, low-medium density dwellings. The form of development will remain urban in nature throughout the entire Northern Gateway.
- 3.7.4 Social and community infrastructure including schools, health hubs, sport and leisure facilities and public transport connections will be located in visible, accessible location are where they can effectively meet the needs of local communities.
- 3.7.5 This scale of residential development will provide a significant contribution to the overall requirement for new housing across Greater Manchester. This overall requirement will be outlined in the revised draft Greater Manchester Spatial Framework (GMSF) due to be published for consultation later this year.
- 3.7.6 Updated population forecasts, carried out as part of the GMSF work, has identified that the population growth for Greater Manchester may be lower than previously anticipated. However, demand is unlikely to be reduced at the centre of the conurbation where there is an opportunity to deliver new housing at high densities, reducing the amount of greenbelt land for housing in other parts of the region.

3.8 Housing Mix and Affordability

3.8.1 The Northern Gateway presents an opportunity to deliver a variety of housing products that are affordable across a range of incomes. Delivering affordable homes, including homes for social rent, is a key priority for the Northern Gateway. Manchester's Housing Affordability Policy Framework, agreed by Executive on 14 December 2016 sets out that:

'Decent and secure housing that meets the needs of Manchester residents that are below the average household income for Manchester will be defined as 'affordable'.

3.8.2 It is on this basis that the intention that 20% of all new homes delivered within the Northern Gateway area will be affordable, in accordance with Policy H8 of the Council's adopted Core Strategy. In the early stages of delivery of the Northern Gateway, there is an opportunity to deliver affordable housing, including homes for social rent, in those areas that fall within the North Manchester Housing Affordability Zone.

3.8.3 Affordable housing delivered in the Northern Gateway will include a variety of affordability products to support wider access to low cost home ownership and affordable rental products. These will include: social rent; affordable rent; shared ownership; shared equity; and rent to buy.

3.9 Public Consultation and Adoption of a Final Version of the SRF

3.9.1 An extensive public consultation exercise will be undertaken over the summer with local residents, businesses, landowners, developers, statutory and non-statutory bodies and other local stakeholders.

3.9.2 The consultation process will be run in accordance with the guidance set out in the recently approved Statement of Community Involvement. The Council, along with the Northern Gateway Investment Partner, FEC will deliver a consultation process that is open, inclusive and robust, ensuring that the Local Planning Authority, who will use the SRF in future as a material consideration in the determination of planning applications within the Northern Gateway, have absolute confidence that consultation has been adequately carried out.

3.9.3 The consultation process will raise awareness of the plans for the Northern Gateway among key audiences, including existing residents and businesses within the area but also a wider audience across the city. Feedback will be gathered to help refine and finalise the SRF with an opportunity for concerns/issues relating to specific areas to be addressed and to consider new suggestions that enhance the draft proposals.

3.9.4 Given the forthcoming school holidays, it is intended that two sets of consultation events will be held – the first within a two week window in August, and the second in a one week window in September. This enables family-friendly events to be held in the school summer holiday period, along with providing opportunity for those who miss the August events to attend the

events in September. Consultation events will be hosted at a number of accessible venues in and around the Northern Gateway, with the views of local Ward Members sought in terms of the most suitable locations.

- 3.9.5 Once comments have been received and assessed a Final version of the SRF document, incorporating any necessary amendments will be brought back to the Executive for consideration and approval in the autumn
- 3.9.6 The adopted SRF will then act as a material document against which all future planning applications will be assessed.

4.0 An Initial Phase of Development in Collyhurst

- 4.1 As highlighted in the report to Executive of 7 March 2018, the regeneration of the Collyhurst Estate is a long-standing priority for the City Council. In line with this ambition, the JV intends to promote an initial phase of development in Collyhurst.
- 4.2 To support this proposal the City Council has been in dialogue with Government and Homes England regarding a Government funding contribution towards supporting this initial phase.
- 4.3 In March 2018 Government announced their commitment to providing £10.25m of support for Collyhurst which was to be included as part of the Greater Manchester Housing Package being made available to the Greater Manchester Combined Authority (GMCA). The Chief Executive is currently in dialogue with both the GMCA and the Ministry for Housing, Communities and Local Government (MHCLG) to secure the release of this funding to be received directly by the Council.
- 4.4 It is intended that this resource, together with Housing Revenue Account investment, will enable a first phase of development, comprising homes for market sale and up to 110 housing units for social rent to be delivered in Collyhurst.
- 4.5 Options for the location of this first phase are being drawn up for consideration by Elected Members in advance of detailed consultations being undertaken with local residents as part of the wider SRF consultation.
- 4.6 Once the precise funding package and location of the development phase have been agreed a more detailed report will be brought back to the Executive seeking approval to commit the relevant expenditure and implement the scheme.

5.0 Towards an Implementation Strategy

- 5.1 The Final version of the SRF that will be brought back to the Executive later in the year will include an Implementation Strategy. This Implementation Strategy will set out more detail in relation to the issues below: -

5.2 Initial Phases of Development and Land Assembly

5.3 Via the Northern Gateway JV, the Council and its Investment Partner, FEC, control approximately half of the land within the Northern Gateway with the remainder made up of a multitude of third party ownership.

5.4 Factors including infrastructure constraints and requirements, local housing markets and place-making will influence a phased approach to the delivery of development in the Northern Gateway.

5.5 It is the intention that development activity commences at both the northern and the southern ends of the geography. As set out in section 4.0 above the intention is that to the northern end, a first phase of housing, including homes for social rent, and affordable homes for sale, will be delivered within the Collyhurst area with a detailed planning application to be submitted within the first 12 months of operation.

5.6 To the south of the site, it is likely that a first phase of activity will be explored within the Red Bank and New Town neighbourhoods. This phase of development will be residential-led and has the potential to re-invigorate the Red Back Viaduct and the River Irk.

5.7 It should be noted that the intention will be to bring forward a comprehensive and coherent approach to development in these locations. Where necessary it may be necessary for land to be assembled for development purposes including the acquisition of third party land interests, where fragmented ownership means that coherent development plots or practical delivery arrangements cannot be established. Although the intention will be to acquire any necessary third party land by agreement, there may be circumstances where the delivery programme may need to be underpinned by the use of Compulsory Purchase Order powers.

5.8 Infrastructure Strategy and Place Making Investment

5.9 As has been communicated through previous reports brought to the Executive, the Northern Gateway will require significant investment in place-making and public infrastructure. This is an area of the size and scale of a new town, with similar-sized initiatives in other parts of the country having devolved powers (and budgets) through Mayoral Development Corporations.

5.10 The last time the Council undertook a residential-led development initiative of similar size and scale was through the New East Manchester venture in the early 2000s. The Northern Gateway is potentially the most ambitious and significant residential programme that the city has undertaken in modern times. Yet this is set against a Local Government landscape has changed significantly since this time which poses serious challenges when it comes to the funding and delivery of large scale public infrastructure works.

5.11 The City Council and FEC are committed to making major investment into the area and work has commenced on the establishment of a Phase 1

Infrastructure Investment Programme. However, given the scale of the initiative and the contribution that it could make to the residential growth agenda set out in the Greater Manchester Strategy: Our People Our Place, it will be important that the Northern Gateway area also is a focal point for investment in housing and infrastructure that flows through the Greater Manchester Combined Authority or directly via central Government and its agencies. To this end, the City Council has submitted a proposal for up to £50m of funding through the Ministry of Housing, Communities and Local Government's (MHCLG) Housing Infrastructure Fund. This proposal has been identified as meeting the criteria required to enter into a "Co-development Phase" of evaluation with Homes England and MHCLG with the outcome of this process likely to be known in the spring of 2019.

- 5.12 However, it should be noted that all development brought forward in the Northern Gateway will be required to make contributions towards the delivery of physical and social infrastructure through Section 106 contributions. However, the scale of the Northern Gateway and the huge amount of infrastructure works required to create a desirable place to live a true extension of the city centre mean that developer contributions alone will not provide anywhere near the level of appropriate funding to deliver the required interventions.
- 5.13 Further detail on the Phase 1 Infrastructure Investment Programme will be set out in the Executive report accompanying the Final version of the SRF.
- 5.14 Place Management
- 5.15 The successful implementation of this scheme will deliver a large quantum of new and enhanced public realm and new and enhanced public parks and open space. It will be imperative that robust financial arrangements are in place to ensure the onward management and maintenance of these new spaces. The Implementation Plan will need to set out a broad framework through which discussions between landowners/developers and the Local Planning Authority can agree suitable approaches to the long-term management and maintenance of public realm and open spaces. The Council will identify 'best practice' approaches and may seek to develop innovative new models of delivery.

6.0 Resourcing Delivery

- 6.1 As highlighted throughout this report, the size and scale of the Northern Gateway initiative will require a significant level of resourcing input from both the public and private sectors. FEC, as Investment Partner, have, since the JV was established in 2017, set up a Manchester office with a team of staff working on Northern Gateway activity.
- 6.2 On the Council side, the initiative is being driven by officers within the Strategic Development Directorate with support from other service areas across the Council including: Legal; Planning; The Neighbourhood Service, including Highways; Policy; Health; and Education.

- 6.3 A review of resource requirements to ensure the successful delivery of the initiative is being undertaken and once finalised will inform further reports to the Executive and Personnel Committee as required.
- 6.4 Outside of the JV; other statutory stakeholders will play a role in the delivery of the Northern Gateway, as well as those bringing forward development proposals. Throughout the preparation of the SRF engagement activity has taken place with a range of stakeholders who will play a part in the delivering the Northern Gateway, including the Environment Agency; TfGM; GMCA; United Utilities; National Grid, Electricity North West; Homes England; and MHCLG. This engagement will continue as infrastructure planning moves forward.

7.0 Concluding Remarks

- 7.1 The Northern Gateway is an unprecedented opportunity to deliver transformational regeneration and help fulfil Manchester's potential as a truly innovative, sustainable and world-class city. It has the potential to revitalise existing communities and provide a catalyst for the regeneration of neighbourhoods in the north of the city and extended city centre.
- 7.2 The publication of the draft SRF marks an important milestone for the Northern Gateway initiative. Subject to the agreement of the Executive the draft SRF will be consulted on over the summer with a final version brought back for approval in the autumn.
- 7.3 The provision of new affordable housing products, and sustained residential growth across a wide range of housing types and tenures, remains a key priority for the city. The Northern Gateway provides a significant opportunity to deliver new housing, at scale, over the next 20 years.

8.0 Contributing to the Manchester Strategy

(a) A thriving and sustainable city

- 8.1 The Northern Gateway will expand the city centre in a northern direction establishing sustainable mixed-use neighbourhoods including new jobs and employment opportunities.

(b) A highly skilled city

- 8.2 The Northern Gateway will provide direct employment opportunities and also meet the demand for housing from residents who wish to live close to the skilled employment opportunities located in and around the Regional Centre.

(c) A progressive and equitable city

- 8.3 Development of the Northern Gateway offers the potential to deliver on the objectives of the Manchester Residential Growth Strategy and meet the growing demand for high quality new housing in the city.

(d) A liveable and low carbon city

- 8.4 The Northern Gateway development opportunities will support the delivery of new residential developments using state of the art technologies and low carbon construction methods.

(e) A connected city

- 8.5 The master-planning of new neighbourhoods within the Northern Gateway will include traffic and transport planning ensuring that various modes of transport (car, bus, rail, Metrolink, cycle, and walk) are provided for.

9.0 Key Policies and Considerations

(a) Equal Opportunities

- 9.1 A key aim of the Northern Gateway is to deliver residential led development providing a significant number of high quality homes and alongside commercial development. This will both meet increasing levels of demand for housing within the regional hub and create new city centre employment opportunities.

(b) Risk Management

- 9.2 The risks associated with the project will be managed by the Strategic Development Team using the Manchester Method Project Management methodology. Risks will be escalated and decisions made in accordance within the agreed governance structure.

(c) Legal Considerations

- 9.3 The Executive will receive a final version of the Framework later in the year which will include the results of a public consultation. The SRF will become a material consideration for the Council as Local Planning Authority. The framework will have more weight after the consultation has concluded and the final document has been adopted by the City Council.



MANCHESTER
Northern Gateway

Draft Strategic Regeneration Framework
Presentation to the Economy Scrutiny Committee

July 2018

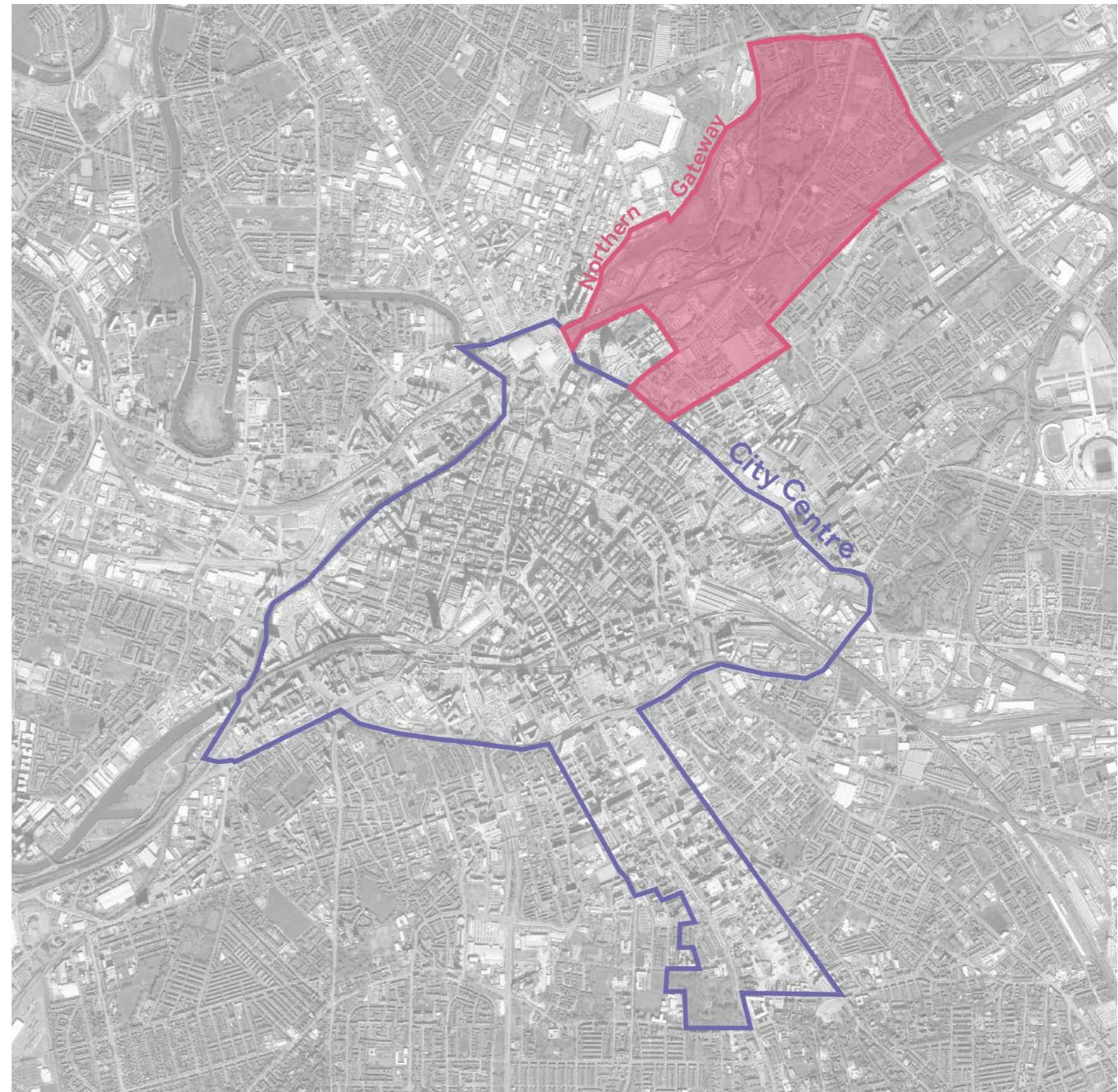
THE SCALE OF DEVELOPMENT

The Northern Gateway is an **unprecedented opportunity to deliver transformational regeneration.**

It will:

- Help fulfil Manchester's potential as a truly **innovative, sustainable and world-class city.**
- **Revitalise existing communities.**
- Provide **affordable housing** in the right locations and of the right type and form to ensure that homes are truly affordable for Northern Gateway residents.
- Provide a **catalyst for the regeneration** of neighbourhoods in the **north** of the city.
- Provide **significant new housing** that will positively contribute to Manchester's growth agenda and that of the wider city region.

The Northern Gateway will create over **15,000 homes** in the next **15 to 20 years.**



THE VISION

The Vision for the Northern Gateway is to deliver **a series of vibrant, sustainable and integrated residential neighbourhoods** within the extended city centre of Manchester including the delivery of **affordable housing** to ensure that residents on a range of incomes are accommodated in the Northern Gateway.

The Northern Gateway will provide **a mix of housing options in a high quality, well managed environment**, with high levels of **connectivity** that link the growth of the city centre with surrounding Manchester communities.

The Northern Gateway SRF will support long-term growth and **promote economic, social and cultural uses** to support the creation of high-performing and sustainable new communities where people choose to live, work, and play.



8 OBJECTIVES

1. Building Residential-led City Neighbourhoods;
2. Delivering Social and Community Infrastructure;
3. Sustainable Movement and Transport Connectivity;
4. Urbanising Rochdale Road;
5. Enhancing the Green and Blue Infrastructure and the Public Realm;
6. Creation of the Place;
7. Promoting Place Management and Design Quality; and,
8. Planning for a Low Carbon Future.

STRUCTURE OF THE DEVELOPMENT FRAMEWORK

SRF-wide design and development principles that will guide the future development of the Northern Gateway. The design and development principles are grouped into eight overarching themes.

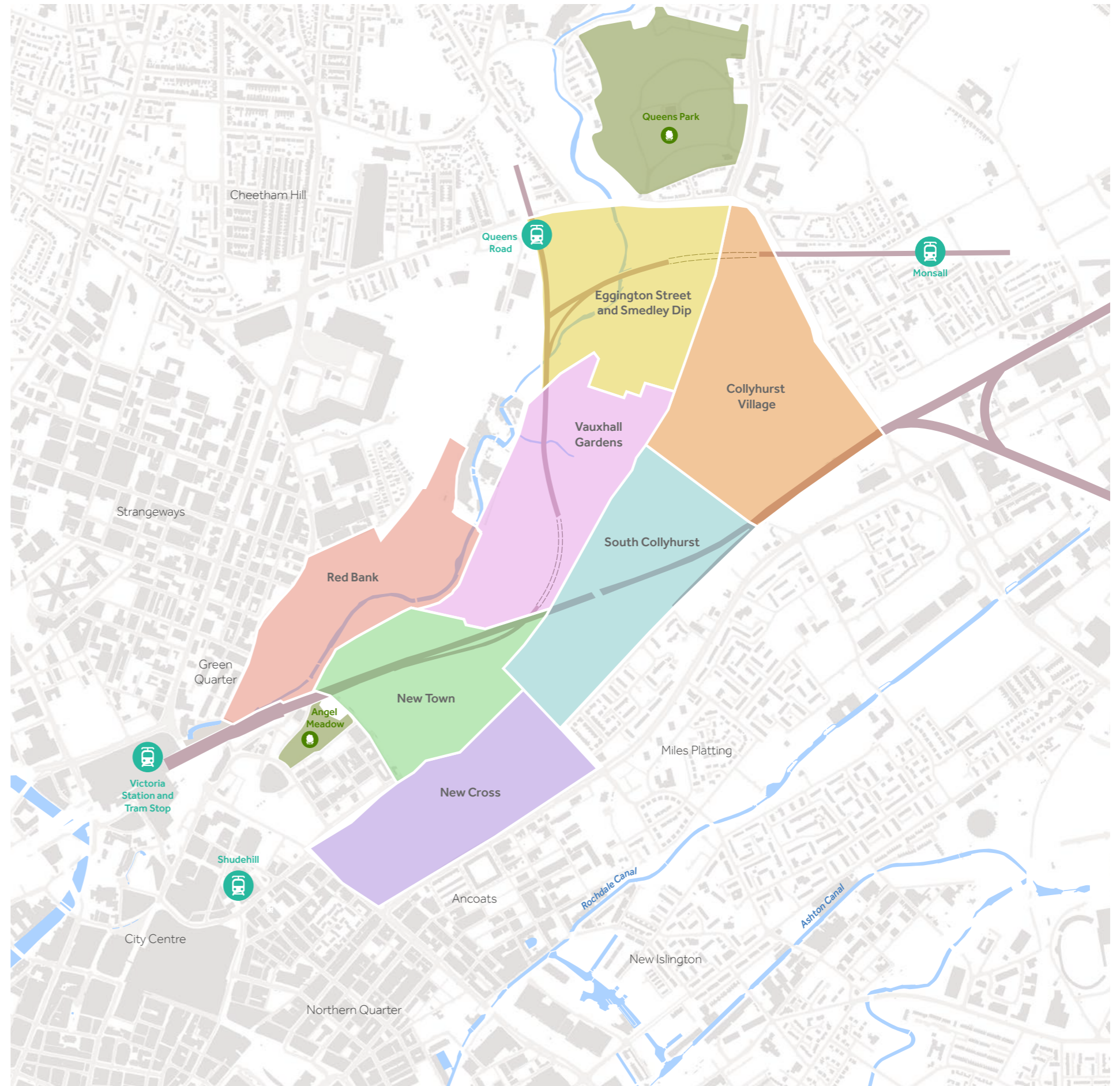
Neighbourhood design and development principles that will guide development in each of the neighbourhoods. These neighbourhood design and development principles are described in the following section.



THEME 1 BUILDING RESIDENTIAL-LED CITY NEIGHBOURHOODS

New development will **reinforce existing neighbourhoods** and establish a **series of dynamic, sustainable and integrated places** within Manchester's extended city centre. The creation of residential-led city neighbourhoods and the successful integration of existing communities will be achieved by:

- Supporting **diversity** and **social sustainability** by delivering a balanced **mix of housing types and tenures**.
- Enabling the delivery of **affordable housing** to ensure that residents on a range of incomes are accommodated in the Northern Gateway.
- Making the Northern Gateway a **desirable place for families** to live.
- **Improving north-south and east-west connections** through the Northern Gateway and between neighbourhoods.
- **Maximising development densities where possible and where appropriate**, across the Northern Gateway.
- Creating active residential communities through the **delivery of adequate social and physical infrastructure**.
- Supporting **an appropriate mix of non-residential uses** to support residential-led neighbourhoods.
- Delivering **high-quality, well-designed neighbourhoods with a strong sense of place**.



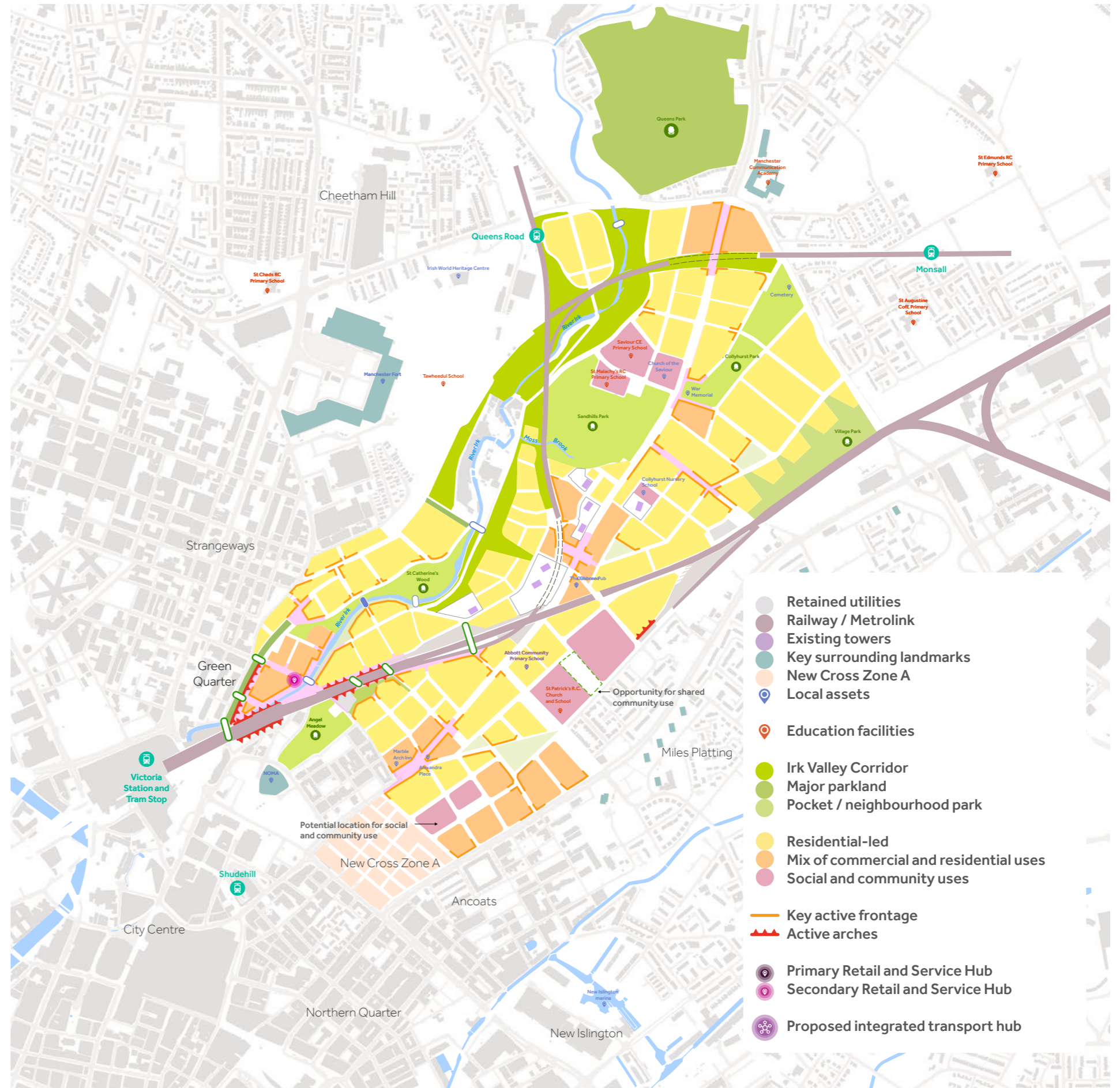
THEME 2 DELIVERING SOCIAL AND COMMUNITY INFRASTRUCTURE

Carefully planned social and community infrastructure will be **needed to deliver sustainable and liveable neighbourhoods**. Social and community infrastructure will contribute to the overall **health and well-being** of residents and will need to be strategically located.

Social and community infrastructure will enable **local employment opportunities** and provide facilities for wider community benefit throughout the Northern Gateway.

The delivery of social and community infrastructure will be achieved by:

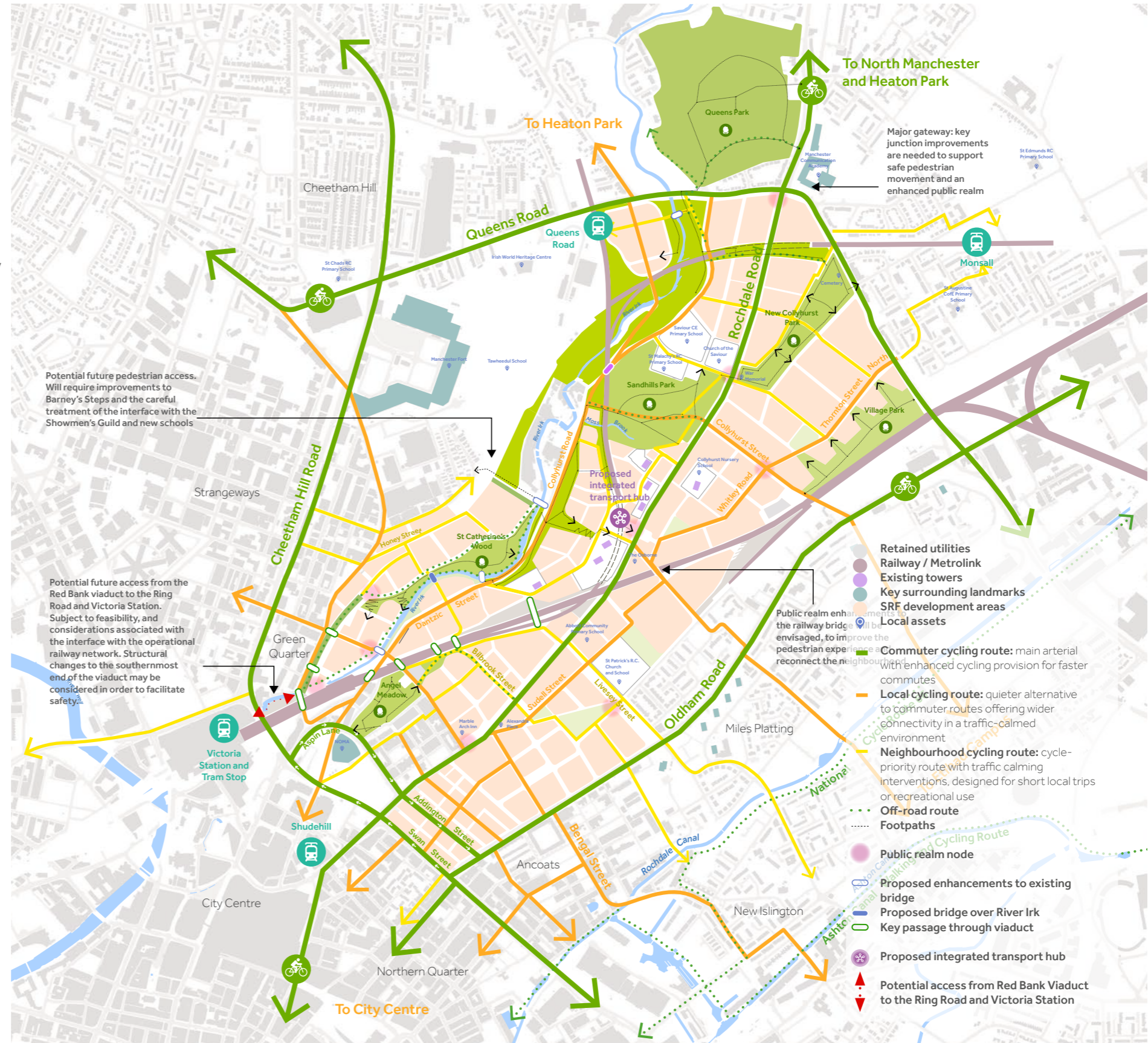
- Planning for adequate **education** provision.
- Delivering new **healthcare** facilities.
- Setting the framework for high-quality **public space** provision.
- Delivering **sports, play and recreation** facilities.
- Meeting the need for **leisure** facilities.
- Locating **retail and services** in locations which are easily accessible and will contribute to neighbourhood vibrancy.
- Ensuring that public spaces are **active throughout the day and evening**.



THEME 3 SUSTAINABLE MOVEMENT AND TRANSPORT CONNECTIVITY

The Northern Gateway will be a **walkable, cycle friendly environment** that supports a range of sustainable transport modes and minimises car reliance. Enhanced connectivity will **integrate and re-vitalise existing communities**, by positively addressing the physical barriers that exist and significantly improving movement and permeability.

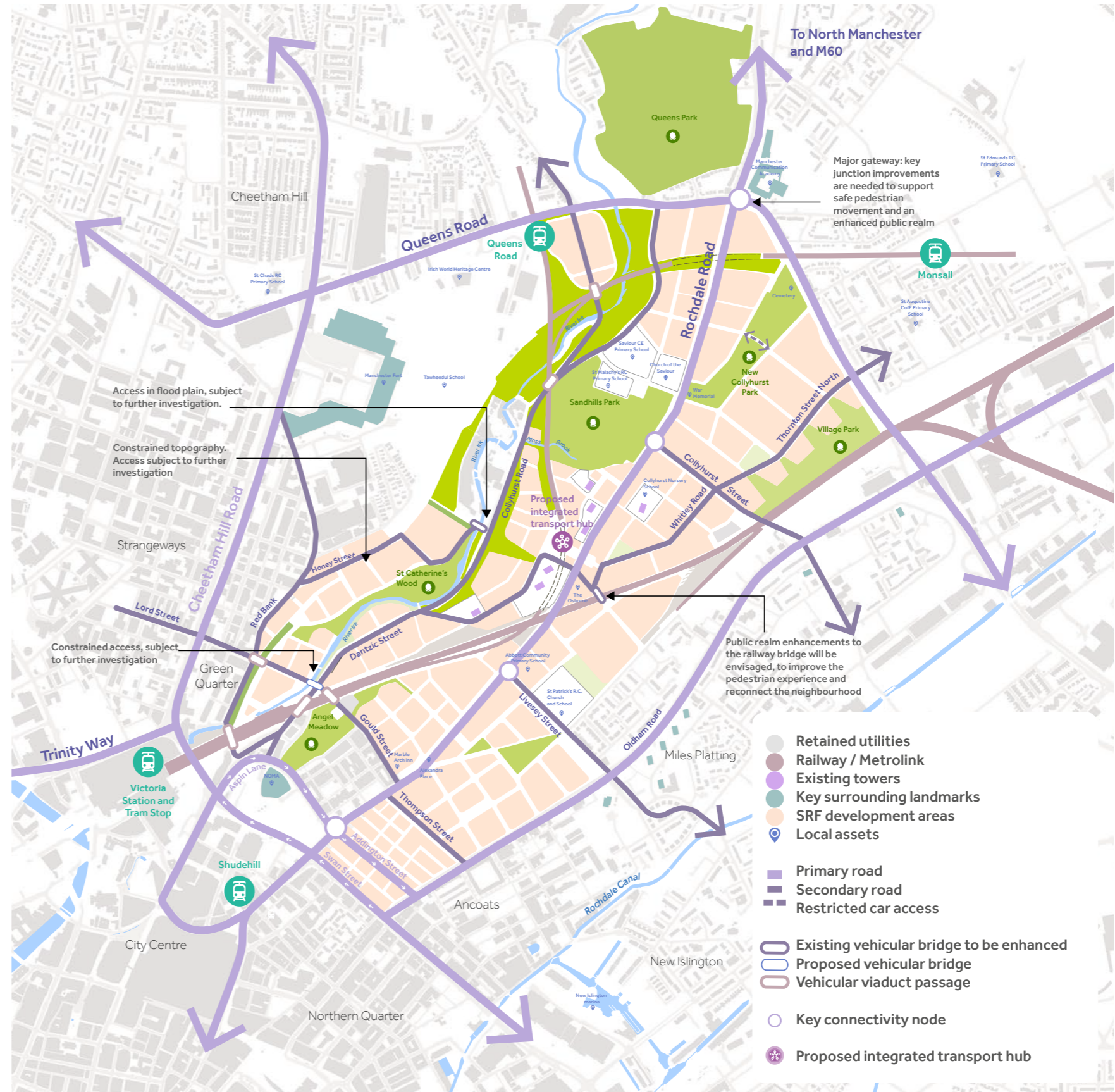
- **Removing existing physical barriers** to movement through high quality design and public realm.
- **Enhancing the walking and cycling network.**
- Providing direct **north-south pedestrian and cycling routes**, enhancing connectivity to the city centre.
- Providing direct **east-west pedestrian and cycling routes** enhancing connectivity to the River Irk and to existing communities adjoining the Northern Gateway.
- **Improving intersections for pedestrians and cyclists** and improvements to key junctions.



THEME 3 SUSTAINABLE MOVEMENT AND TRANSPORT CONNECTIVITY

Improvements to sustainable travel will reduce the environmental impacts arising from an increase in population within the Northern Gateway. The following design and development principles will guide the movement framework and development relating to the movement of vehicles in and around the Northern Gateway:

- Adopting an **appropriate vehicle movement hierarchy**.
- **Improving key junctions** and **rationalising the Queens Road Junction**.
- **Enhancing access to existing public transport nodes** and infrastructure.
- **Explore the potential for an integrated transport hub** at Vauxhall Gardens located centrally within the Northern Gateway.
- **Enhancing the bus network**.
- Adopting an **integrated approach to access for service vehicles** to ensure the impacts on the public realm are minimised.
- Providing **appropriate levels of car parking and controlling on-street car parking** along principal routes to improve the way in which people move around the Northern Gateway.

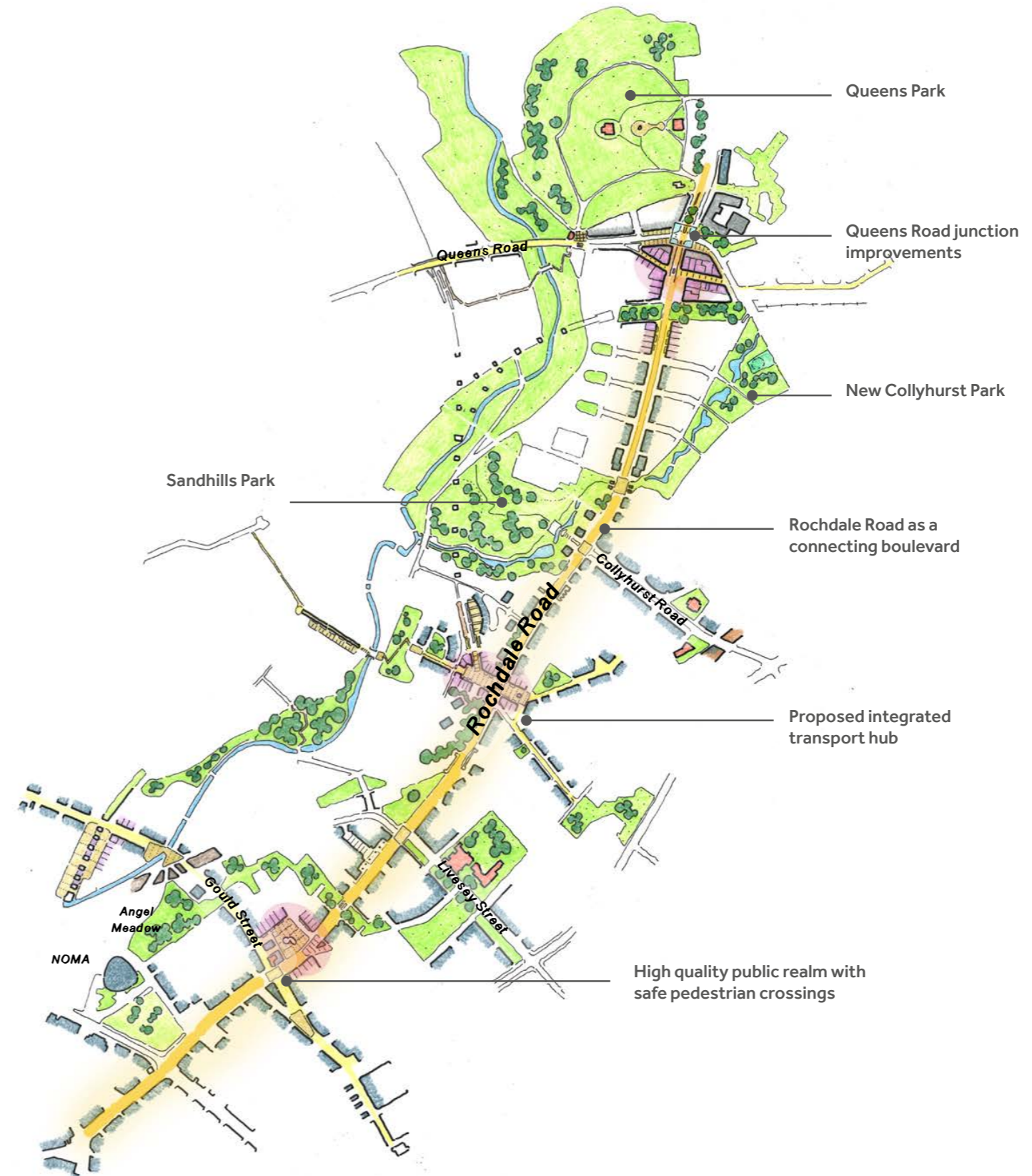


THEME 4 URBANISING ROCHDALE ROAD

The ambition is for Rochdale Road to be **transformed from a vehicle oriented route into a lively and diverse urban avenue** that provides a welcoming, interesting and pedestrian/cycle-friendly environment. Rochdale Road will become a **multi-functional space**, which is **easily accessible** for all users, and **places public transport, pedestrian and cycle routes at the heart of its design**.

Urbanising Rochdale Road will be achieved by:

- Creating **high-quality public realm** along Rochdale Road.
- Providing **safe pedestrian crossings** at key intersections along Rochdale Road.
- Enabling the creation of a **legible sequence of gateways and squares**.
- Adopting a **new approach to the movement of people** along Rochdale Road.
- Supporting a **mix of typologies and land uses** along Rochdale Road.
- Supporting Rochdale Road's transitioning role as a **'boulevard' that connects several neighbourhoods, routes and retail and service hubs**.
- Enabling Rochdale Road to evolve into a **multi-functional space**.
- Encouraging **high-quality architectural treatments**.
- Taking account of **environmental issues**.



THEME 5 ENHANCING THE GREEN-BLUE INFRASTRUCTURE AND PUBLIC REALM

The creation of a **City River Park** will be an essential aspect of the regeneration of the Northern Gateway. It will form a **green heart to the area and a unique destination for the city, promoting cycling, walking and healthy living**, and providing a point of reference around which the regeneration of the Northern Gateway is anchored.

- Harness the natural assets of the River Irk and the Irk Valley and creating a '**City River Park**'.
- Contributing to **healthy living, activity and fitness**.
- Creating a **high-quality public realm** to generate well-designed spaces, enhance the built form, interconnect neighbourhoods, and form an environment for activity.
- Creating **functional landscapes** throughout the Northern Gateway to support flood alleviation and promote Sustainable Urban Drainage Systems (SuDS) where possible.
- Enhancing **access to the River Irk**.
- **Planting trees** within the proposed public realm with appropriately designed infrastructure to ensure they reach full maturity.
- Improving **habitat connectivity**.

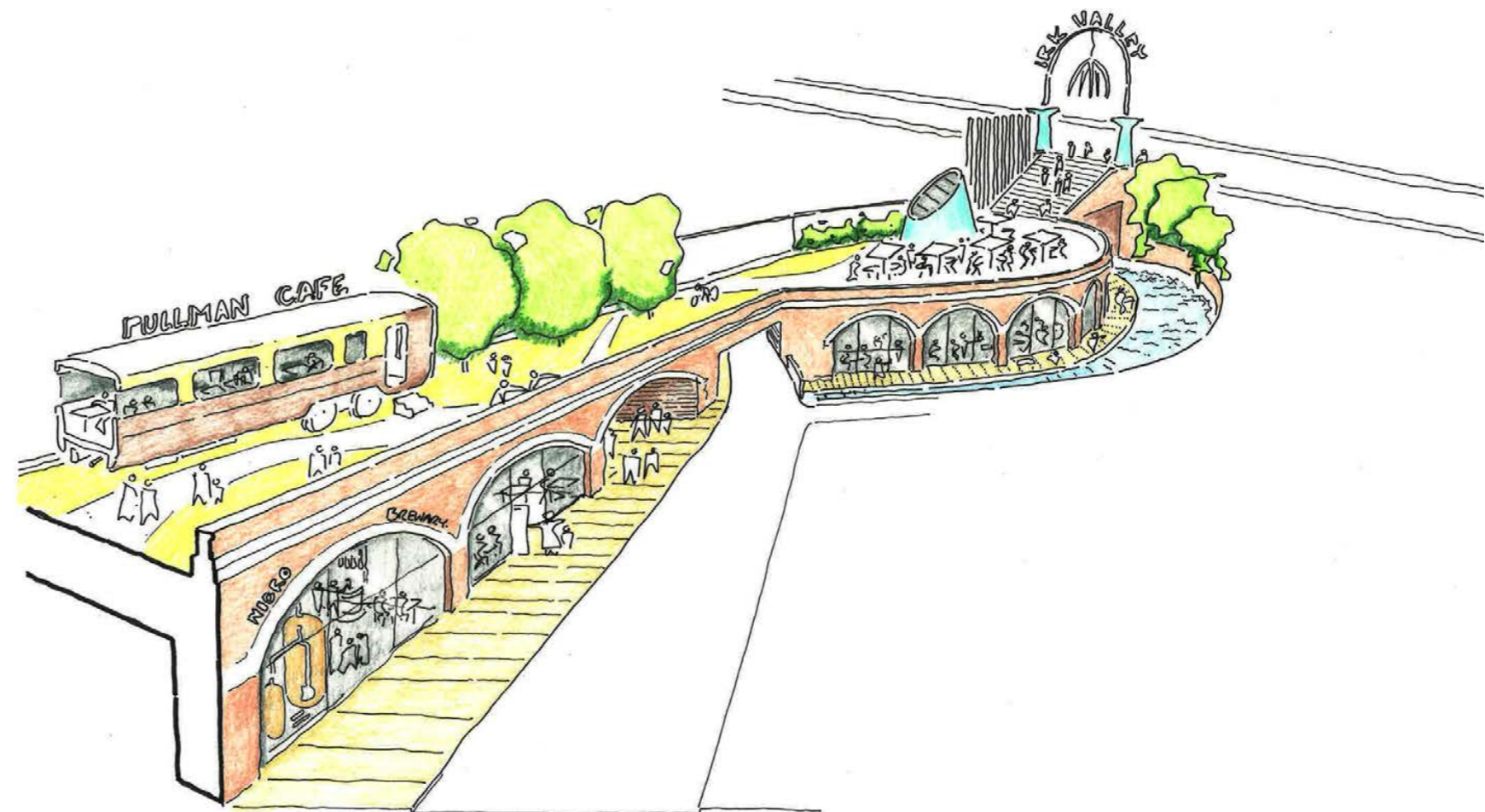


THEME 6 CREATION OF THE PLACE

Development should promote a **context-sensitive approach to design** that utilises the unique assets and qualities of the site. Design responses will be required to demonstrate an **understanding of what makes an area unique**.

This will be achieved by:

- Retaining and enhancing the railway infrastructure including the Red Bank viaduct.
- Promoting a sensitive approach to buildings and structures of merit.
- Respecting and celebrating the topography of the Irk Valley.
- Preserving key viewpoints.
- Re-purposing of the Red Bank viaduct as a connecting route and public space.

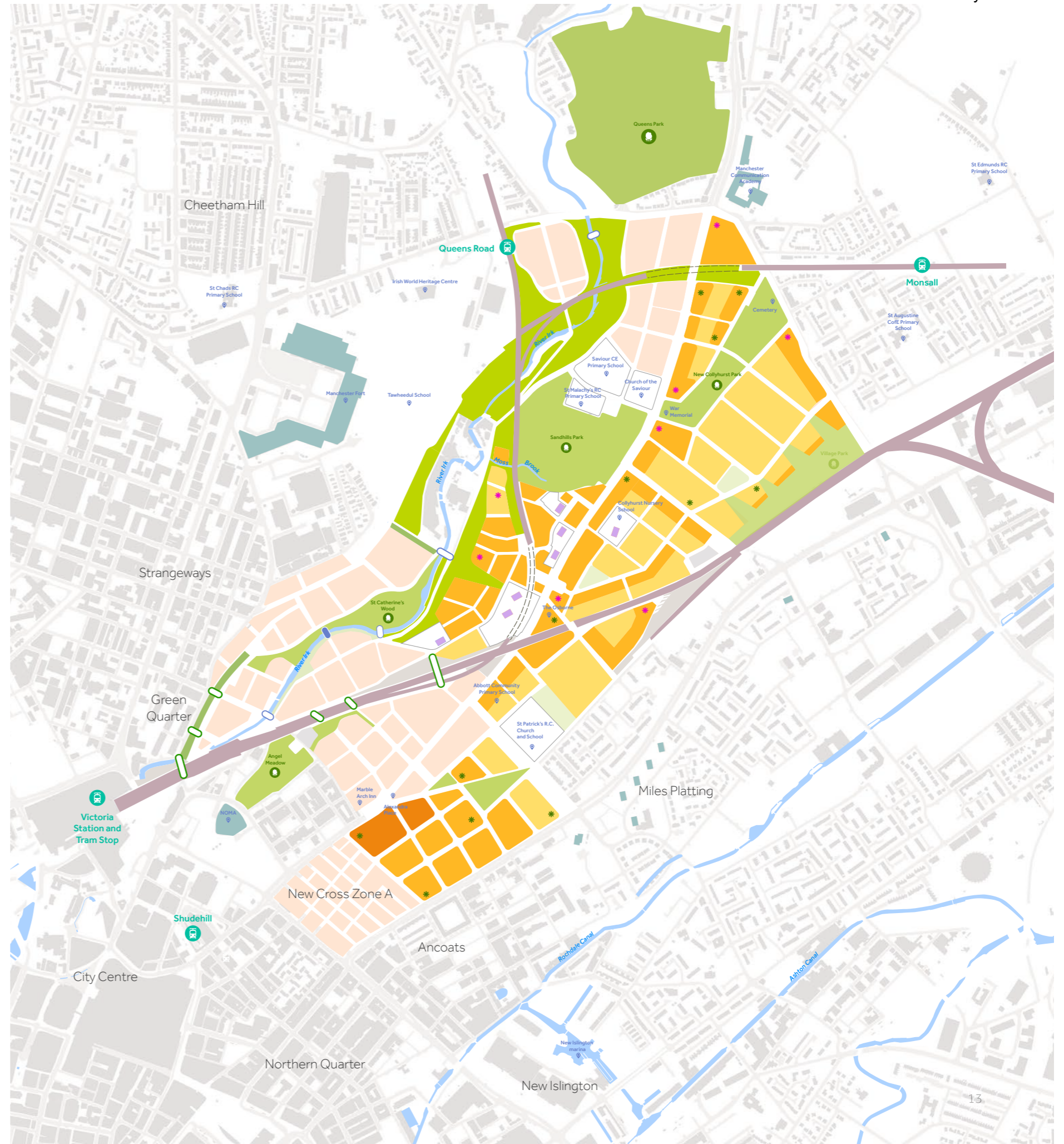


THEME 6 CREATION OF THE PLACE

INDICATIVE DENSITY

Part of this is a need to achieve an appropriate form of development throughout the site.

-  Retained utilities
-  Railway / Metrolink
-  Existing towers
-  Key surrounding landmarks
-  SRF development areas
-  Local assets
-  Medium density
-  Medium / high density
-  High density
-  Opportunities for distinctive landmark buildings with a focus on height
-  Opportunities for distinctive landmark buildings with a focus on architectural treatment

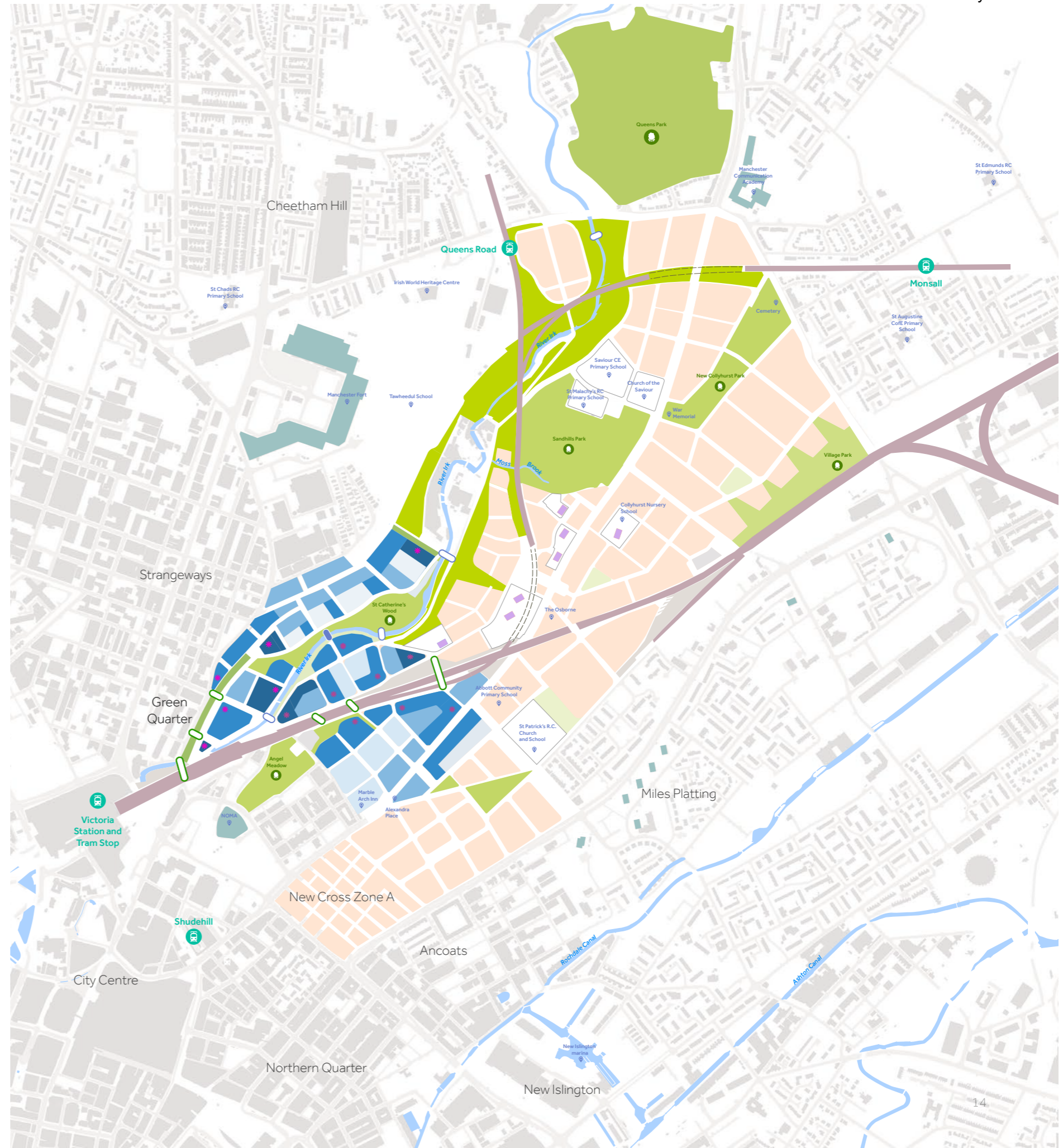


THEME 6 CREATION OF THE PLACE

INDICATIVE MASSING

A suggestion of massing and height for areas closer to the city centre.

-  Retained utilities
-  Railway / Metrolink
-  Existing towers
-  Key surrounding landmarks
-  SRF development areas
-  Local assets
-  Up to 4 storeys
-  Up to 6 storeys
-  Up to 8 storeys
-  Up to 12 storeys
-  Up to 16 storeys
-  Opportunities for distinctive landmark buildings with a focus on height
-  Opportunities for distinctive landmark buildings with a focus on architectural treatment



THEME 7 PROMOTING PLACE MANAGEMENT AND DESIGN QUALITY

The individual neighbourhoods will have their own distinct character and identity, and high-quality public realm will play a pivotal role. **Long-term management strategies** are needed to ensure the quality, condition and uses of spaces within the Northern Gateway, including specific plans to address management and maintenance roles around important public spaces. The design of all new residential development should be in accordance with the requirements of Manchester's Residential Quality Guidance (2016).

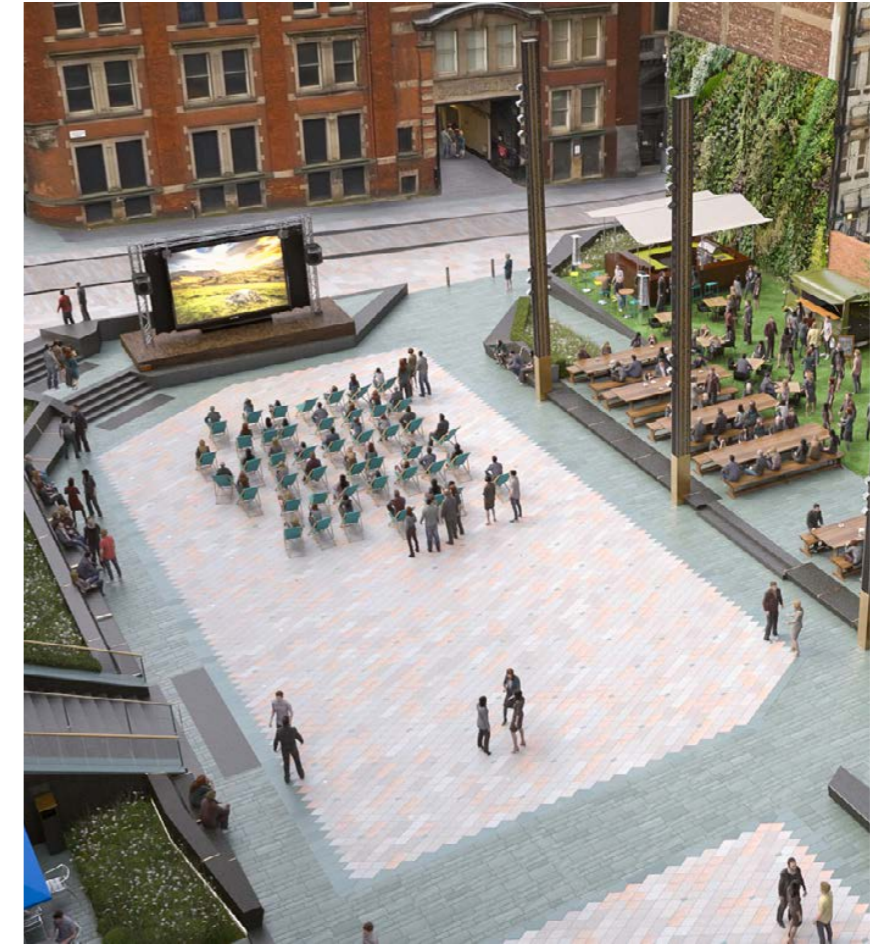
- Adopting a **higher density of development adjacent to the city centre**, along arterial routes, and adjacent to transport nodes and public spaces.
- Designing internal streets within new development as **quiet, balanced environments**.
- Providing and **facilitating effective management of new green spaces** and public realm.
- Providing **access to all**, and supporting **safe and secure** environments.
- Supporting **late night use while minimising potential negative impacts** on neighbouring use.
- Achieving a **varied form**, streetscape and architectural diversity.
- Development that **responds to the streetscape**.
- Implementing an **appropriate refuse strategy**.
- Promoting and advocating **enhanced incentives to increase quantities of recycling**.



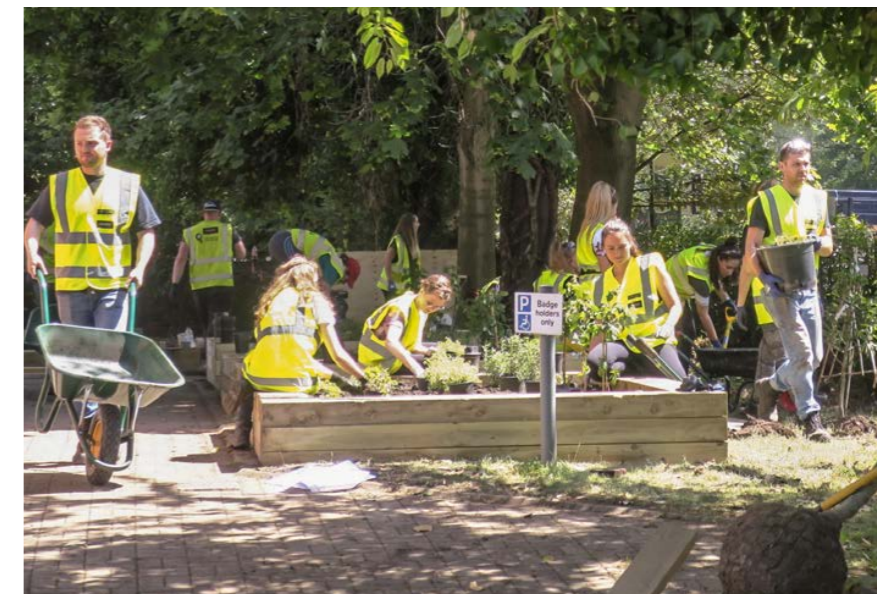
Well managed green spaces and public realm



Carefully considered lighting to encourage safe and active public open spaces



Respecting and complementing listed buildings and structures through sensitive design



Community engagement as- an integral part of the process- supports a sense of ownership, in turn creating successful public spaces

THEME 8 PLANNING FOR A LOW CARBON FUTURE

The planning of the Northern Gateway has been actively developed to facilitate the **radical change in current patterns of energy generation, distribution, and use that is aligned with Manchester Climate Change Strategy 2017-2050**, and is required for Greater Manchester to meet the carbon emissions reduction objectives set out in the Climate Change Act 2008, and identified in the Paris Accord.

This will be achieved by:

- **Avoiding energy use;** promoting active travel and high standards of building design.
- **Favouring low and zero carbon energy options,** by moving transport away from the internal combustion engine, and designing heating and cooling systems for a low and zero carbon future.
- **Generating local energy**
- **Reinforcing energy distribution** through better local electricity networks, the use of smart grids, the adoption of digital technologies, and improvements to the existing physical infrastructure.



The Northern Gateway will create a network of public spaces that encourages active travel

MASTERPLAN

- Retained utilities
- Railway / Metrolink
- Existing towers
- Key surrounding landmarks
- SRF development areas
- Local assets

- Blocks with prime views or frontage
- Active Frontages
- Social and community uses

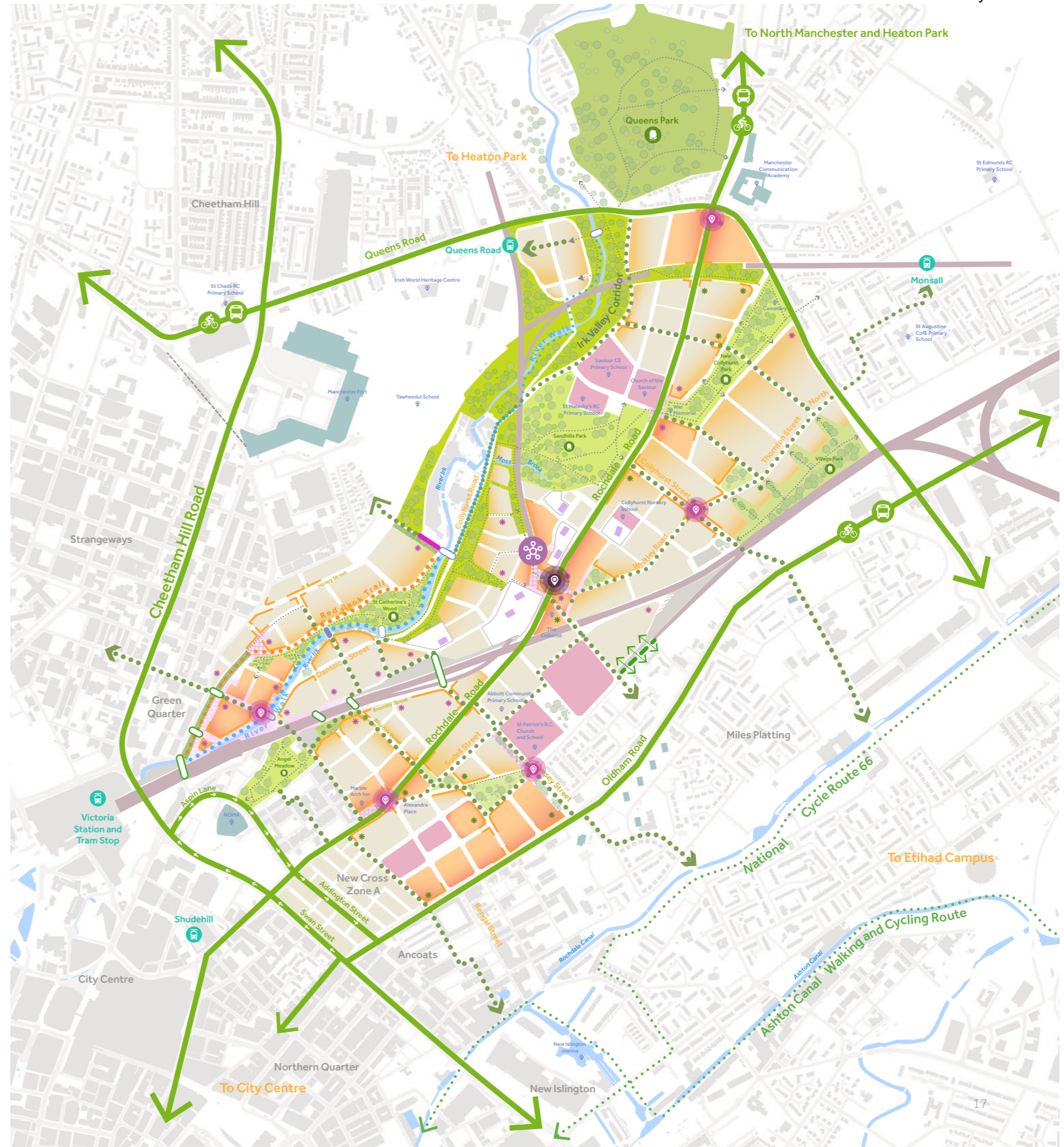
- Irk Valley Corridor
- Major parkland
- Pocket / neighbourhood park
- Wetland park

- Green link
- Public realm enhancements to major road
- River Walk
- Red Bank Trail
- Footpath
- Stairs

- Gateway Square
- Neighbourhood Square
- Enhanced public realm

- Bridge over River Irk
- Proposed bridge over River Irk
- Passage through viaduct
- Enhanced treatment and permeability of railway arches

- Primary Retail and Service Hub
- Secondary Retail and Service Hub
- Proposed integrated transport hub
- Opportunities for distinctive landmark buildings with a focus on height
- Opportunities for distinctive landmark buildings with a focus on architectural treatment



NEXT STEPS

- **Draft SRF to MCC Executive** 25 July
- **Public Consultation** August & September
- **Final Version of SRF to MCC Executive** Autumn 2018
- **Each phase of implementation subject to further public consultation**