

**Manchester City Council
Report for Resolution**

Report to: Executive - 2 December 2015

Subject: Jackson's Row (Bootle Street) Strategic Regeneration Framework

Report of: The Chief Executive

Summary

This report informs the Executive of the outcome of a public consultation exercise with local residents and businesses, on the draft Strategic Regeneration Framework (SRF) for the Jackson's Row (formerly known as the Bootle Street) site; to respond to issues raised; and seek the Executive's approval and endorsement of the Jackson's Row SRF.

Recommendations

The Executive is recommended to:

- i. note the comments received from local residents, businesses and statutory agencies on the regeneration strategy and the response to the comments;
- ii. agree the proposed amendment to the Strategic Regeneration Framework arising from the comments received; and
- iii. formally endorse the principles in the revised Jackson's Row Strategic Regeneration Framework and request that Planning and Highways Committee take the framework into account as a material consideration when considering planning applications in the Jackson's Row area.

Wards Affected:

City Centre

Community Strategy Spine	Summary of the contribution to the strategy
Performance of the economy of the region and sub region	The comprehensive redevelopment of this site will provide a major focus for new investment and the growth of jobs, and make a major contribution to the economic performance of the Civic Quarter.

Reaching full potential in education and employment	Redevelopment opportunities within the Civic Quarter overall have the potential to create around 9,000 jobs. This site occupies a prime location within the area, and will provide a major opportunity to maximise local employment, training and procurement opportunities.
Individual and collective self esteem – mutual respect	The Jackson’s Row site is a significant new development opportunity in the city centre which could offer job, leisure and entertainment opportunities for Manchester residents.
Neighbourhoods of Choice	By bringing forward comprehensive redevelopment, the site can make a positive contribution to the function of the Civic Quarter, and add to the overall offer of the regional centre. Furthermore, there will be opportunities for local residents to benefit from the scheme.

Environmental and Climate Change Impacts

Extensive new high quality public realm and open space is proposed by the draft Jackson’s Row SRF, which will significantly improve the environment of this part of the city centre. The Jackson’s Row area benefits from strong public transport links, particularly by Metrolink stations, but also bus and rail access, negating the need for reliance on car usage. The SRF will prioritise pedestrian walkways and cycling access, which will provide residents with linkages to surrounding neighbourhoods and city centre districts.

The SRF includes a set of development principles on Sustainability and Management, which would seek to ensure the highest possible standards of sustainability in the new development. Sustainable design and development principles would be tested at planning application stage.

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 holding costs associated with the acquisition and leasing arrangements for the Police Station. These were covered in the Part B report submitted to the Executive in September 2014.

Financial Consequences – Capital

The cost of the Council's strategic acquisition of the Police Station have been met from the Capital Fund, resulting in an increase in the capital programme. This was covered in the Part B report submitted to the Executive in September 2014.

Contact Officers:

Name: Sir Howard Bernstein
Position: Chief Executive
Telephone: 0161 234 3006
E-mail: h.bernstein@manchester.gov.uk

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

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

Background documents (available for public inspection):

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

- Report to Executive – The Civic Quarter - Framework – 21 October 2009
- Report to Executive – The Civic Quarter Regeneration Framework – 10 February 2010
- Report to Executive 3 September 2014 - Bootle Street Police Station
- Report to Executive 9 September 2015 - Jacksons Row – Manchester Central (Bootle Street) Strategic Regeneration Framework
- Jacksons Row Strategic Regeneration Framework: November 2015

All held in Room 303, Town Hall

1.0 Introduction

- 1.1 On 9 September 2015, the Executive endorsed, in principle, a Strategic Regeneration Framework (SRF) for the Jackson's Row area within the Civic Quarter (the area bounded by Jackson's Row, Bootle Street and Southmill Street), and requested that the Chief Executive undertake a public consultation exercise in relation to it.
- 1.2 This report summarises the outcome of the public consultation on the Jackson's Row SRF and sets out the responses to the comments made.

2.0 The Consultation Process

- 2.1 Consultation letters have been sent out to over 300 local residents and businesses, informing them about the public consultation, how to participate, and engage in the consultation process, and where to access the Framework document. The Jackson's Row SRF was made available on the Council's website, and comments were invited on this. Statutory agencies were also invited to comment including English Heritage, Transport for Greater Manchester and Network Rail.
- 2.2 The formal consultation closed on 13 November 2015.

3.0 Responses

- 3.1 In total 5 responses were received in response to the consultation letters from Manchester City Council, broken down as follows:
- 1 from an individual resident.
 - 2 from local businesses/building owners.
 - 2 from statutory/public organisations.
- 3.2 The responses received were generally supportive of the proposals, but four also raised some issues.
- 3.3 The issues raised in the responses fell into the following categories:
- Car parking, transport and access.
 - The future of the Sir Ralph Abercromby Public House.
 - Heritage considerations.
 - Environmental considerations.

3.4 Resident, Individual and Business Responses

- 3.5 The individual resident response fully supported the proposals within the SRF, welcoming the proposed mix of uses and the combination of public space and statement buildings, which the respondent felt could help create an attractive destination in a currently neglected area of the city centre.

Car parking, transport and access

- 3.6 One of the local businesses responded that they welcomed the plans. However, they were concerned that the proposals in the SRF to discourage car access could make access to their building more difficult, and requested more details on the plans to discourage car use.

The future of the Sir Ralph Abercromby Public House

- 3.7 The tenant of the Sir Ralph Abercromby Public House has responded that while they were broadly in favour of development taking place in the area, and the nature of the plans, they were very concerned that it would mean the loss of the Sir Ralph Abercromby Public House. The response emphasised the importance of public houses to the success of areas and requested that the Abercromby be incorporated into the new development in some way.

3.8 Stakeholder and Statutory Agency Responses

Heritage Considerations

- 3.9 The response from Historic England stated that they understood the opportunities and potential that the site offers and acknowledged that the SRF recognised the importance of finding the right proposals for the site. However, they had concerns about the content and form of the SRF and the proposals presented.
- 3.10 In particular, they felt that while the SRF describes the buildings on the site, it does not assess their individual significance or their contribution to the conservation area, and provides limited reference to the heritage appraisal carried out by Heritage Architects. They felt that the document did not sufficiently set out the significance of the place, or provide a full understanding of the significance and character of the site and its context.
- 3.11 In relation to the proposed redevelopment, they expressed initial concerns over the form and layout of the site. The response stated that the conservation area is defined by a grid pattern of streets and spaces which create a sense of enclosure, while the proposed open nature of the development, particularly at the south east corner, was an area of concern. They also stated that the impact of the tall buildings was difficult to define given the broad level of information in the SRF, but the setting of the Town Hall was of paramount importance.
- 3.12 The response concluded that Historic England have been engaged in discussion about this site, but the level of detail provided in the document had made it difficult for them to provide positive comment.

Environmental Considerations

- 3.13 The Council's Environmental Protection section commented that the site is within the Air Quality Management Area, and potential air quality construction

and operation phases of the development will require assessing, using a methodology agreed with Environmental Protection.

4.0 Response to the Comments / Concerns Raised

- 4.1 The overall support for the proposals within the SRF is encouraging. A response to the specific points raised is given below.

Car parking, transport and access

- 4.2 The approach set out in the draft SRF reflects wider strategic transport initiatives, which aim to reduce traffic and promote a modal shift toward the use of public transport. The reference to minimising parking provision and discouraging traffic movements (along Bootle Street and Southmill Street), was an acknowledgement that a future development proposal should not exacerbate the current traffic congestion challenges, rather than to prevent access to existing car parking provision. The transport/traffic implications of a development proposal will be considered in detail as the details are developed, including full consideration of any potential highway impacts. Such an assessment will need to give appropriate weight to existing businesses, vehicular access to the wider area and existing service/car park provision etc.
- 4.3 The draft framework has been updated in response to the comments made, in order to clarify the intentions around existing car access.

The future of the Sir Ralph Abercromby Public House

- 4.4 We recognise the importance that food and drink outlets can play in the success of city centre neighbourhoods, as has been done successfully in areas such as Spinningfields (as referenced in the respondent's letter). The Council and the developer take engagement with businesses currently located on the site very seriously, and the developer is making arrangements to meet with the respondent to discuss the scheme proposals as they are progressed.

Heritage Considerations

- 4.5 As referenced in Historic England's response, a Heritage Appraisal of the site has been carried out by Heritage Architects, and information from this appraisal has been provided to Historic England. All three of the existing heritage buildings within the site are described as influences on the character of the surrounding areas, as are other adjacent heritage buildings which have been identified. Consideration of the impact of new buildings on the surrounding conservation areas and heritage buildings is a key development principle of the SRF. The SRF also makes clear that the value of the existing buildings in terms of their contribution to the character and appearance of the conservation area, will need to be carefully considered as part of emerging development options.
- 4.6 In terms of the proposals set out, the SRF looks to guide future development proposals, rather than being prescriptive. Similarly, the masterplan included is

an illustration of how the core principles and opportunities which have been identified could be met. Preliminary discussions have been held between Council officers, the developer and Historic England over the last few months, which have outlined a proposed redevelopment approach, but it is recognised that any proposal would have to be fully justified in the context of relevant legislation, Government guidance and local planning policies when a detailed planning application is brought forward. This would need to include the case for the layout of the site, new public spaces, and the potential impacts of tall buildings upon important listed buildings in the vicinity and this will be made clearer in the SRF.

- 4.7 Historic England will remain a key consultee throughout the process of developing detailed design proposals leading to the production of future planning applications. A series of formal pre planning application meetings are now being scheduled with the organisation, which will enable their comments regarding the form and content of a future proposal to be discussed and considered in more detail.

Environmental Considerations

- 4.8 The developer has started discussions with Environmental Health on an Environmental Impact Assessment, and the air quality impacts will be fully assessed, using an agreed methodology as requested.

5.0 Key Polices and Considerations

(a) Equal Opportunities

- 5.1 A key aim of the redevelopment of Jackson's Row is to support the creation of new employment opportunities. There is a commitment to ensure that design standards comply with the highest standards of accessibility.

(b) Risk Management

- 5.2 A risk management strategy will be developed for the project, which will enable the Council to respond to risks throughout the lifetime of the project.

(c) Legal Considerations

- 5.3 The City Council has a significant interest in the land and the City's onward disposal will be at open market value. If Jackson's Row Development Company do not satisfy the conditionality in the Agreement for Lease, alternative development strategies will be pursued.
- 5.4 The City Council has covenanted to grant leases using powers contained in Section 237 of the Town and Country Planning Act to secure the right and proper planning of the area. Any compensation payable due to the exercise of these powers will be borne by the developer through a full indemnity.

6.0 Conclusions

- 6.1 The Jackson's Row area is a strategically significant site, representing a major opportunity to secure a transformational change at the heart of the city centre, and the Civic Quarter. The Strategic Regeneration Framework describes this opportunity in more details and sets out a set of development principles and indicative proposals which can inform a future development of the site which will enable it to make a full contribution to the economy and offer of the city centre and complement surrounding developments.
- 6.2 The responses received to the consultation were generally supportive of the proposals. A response to the specific issues raised during the consultation has been provided above, and the draft framework has been updated slightly in response to the comments made. Further work will be carried out to address the issues as more detailed plans are developed, and any proposal would have to be fully justified in the context of relevant legislation, Government guidance and local planning policies when a detailed planning application is brought forward. Consultation will also continue with residents and stakeholders, including business owners, throughout the redevelopment process.
- 6.3 Recommendations appear at the front of the report.