

**Manchester City Council  
Report for Resolution**

**Report To:** Executive – 6 January 2016

**Subject:** NOMA Update and Angel Meadow – A Strategic Update to the NOMA Development Framework Consultation Response

**Report of:** The Chief Executive

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**Summary**

This report informs the Executive of the outcome of a public consultation with local residents and businesses on the NOMA 2015 Progress Report and a draft Strategic Update to the NOMA Framework.

The report responds to the issues raised and seeks the Executive's endorsement of the NOMA 2015 Progress Report and the revised Strategic Update to the NOMA Development Framework.

**Recommendations**

The Executive is recommended to:

- i. Note the comments received from local residents on the regeneration strategy and the response to the comments;
  - ii. Agree the proposed amendments (as set out in section 6.2 of this report) to the Strategic Update to the NOMA Development Framework arising from the comments received; and
  - iii. Formally endorse the principles in the NOMA 2015 Progress Report and the revised Angel Meadow – A Strategic Update to the NOMA Development Framework document, and request that Planning and Highways Committee take the documents into account as a material consideration when considering planning applications within the NOMA masterplan area.
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**Wards Affected:** City Centre, Ancoats & Clayton

<b>Community Strategy Spine</b>	<b>Summary of the contribution to the strategy</b>
Performance of the economy of the region and sub region	The overall NOMA development will retain the Co-operative Group's 3,500 jobs in the city centre and provide the catalyst for significant further investment and employment in the area.

<p>Reaching full potential in education and employment</p>	<p>The redevelopment has the potential to create around 15,000 jobs, with approximately another 1,000 Full Time Equivalent jobs projected for the retail and leisure elements of the scheme. The Co-operative Group will seek to maximise local employment, training and procurement opportunities. Through its sponsorship of the Co-operative Academy of Manchester, the Group will continue to work with local communities and young people to reach their potential.</p>
<p>Individual and collective self esteem – mutual respect</p>	<p>The Angel Meadow Development Framework seeks to provide additional housing close to employment and training opportunities within the city centre, making those opportunities accessible to local residents.</p>
<p>Neighbourhoods of Choice</p>	<p>The NOMA development is transforming the northern entrance to the city centre, creating a new high quality neighbourhood, including significant new public realm and community and leisure facilities. The proposed Angel Meadow Development Framework would encourage high quality residential-led development within the Angel Meadow area, which will provide a high quality neighbourhood where people want to live. It will also have a positive impact on the existing residential neighbourhood and provide a catalyst for further regeneration of adjoining areas.</p>
<p>Environmental and Climate Change Impacts</p>	<p>The NOMA development is transforming the northern entrance to the city centre, creating a new high quality neighbourhood, including significant new public realm and community and leisure facilities. The proposed Angel Meadow Development Framework would encourage high quality residential-led development within the Angel Meadow area, which will provide a high quality neighbourhood where people want to live. It will also have a positive impact on the existing residential neighbourhood and provide a catalyst for further regeneration of adjoining areas. Extensive new high quality public realm and open space is being provided by the NOMA re-development, including two new public squares, which is significantly improving the environment of this part of the city centre. The NOMA area benefits from strong public transport links, being in close proximity to Victoria Station and the Shudehill Interchange, negating the need for</p>

	<p>reliance on car usage. The NOMA development Framework provides for new pedestrian and cycle routes, providing residents with linkages to surrounding neighbourhoods and city centre districts. It is also providing new residential accommodation adjacent to employment and leisure opportunities.</p> <p>The NOMA development Framework includes a commitment to the highest achievable sustainability standards within the proposed commercial development, with the appropriate measures to be tested on a building by building basis. 1 Angel Square achieved the highest ever BREEAM score and is recognised as one of the world's most sustainable buildings, winning a number of awards. Sustainable design and development principles for the future developments will be tested at planning application stage.</p>
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**Full details are in the body of the report, along with any implications for:**

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

#### **Financial Consequences – Revenue**

There are no revenue consequences for this report.

#### **Financial Consequences – Capital**

There are no capital consequences for this report.

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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.

Report to the Executive – NOMA Update and Angel Meadow – A Strategic Update to the NOMA Development Framework – 9th September 2015

Report to the Executive – Northern Gateway – Driving Forward Residential Growth on the Northern Edge of the City Centre – 9th September 2015

Report to the Executive – Lower Irk Valley: A Draft Neighbourhood Development Framework – 9th September 2015

Angel Meadow – A Strategic Update to the NOMA Development Framework Draft – August 2015

Report to the Executive – The Redevelopment of Collyhurst - 1st October 2014

Report to the Executive – The Co-operative Complex – 20<sup>th</sup> November 2013

Report to the Executive - The Co-operative Complex – Regeneration Framework – 22<sup>nd</sup> December 2010

Report to the Executive – The Co-operative Estate Re-development - 2<sup>nd</sup> June 2010

Report to the Executive – The Co-operative Complex - 8<sup>th</sup> July 2009

Report to the Executive – The Co-operative Complex - 27<sup>th</sup> May 2009

The Co-operative Group- Strategic Regeneration Initiative – May 2009

Report to the Executive - The Co-operative Wholesale Society – 18<sup>th</sup> May, 2008

Report by EDAW: Manchester Co-operative Group Holdings: Masterplan Principles – February 2008

All held in Room 303, Town Hall

## **1.0 Introduction**

- 1.1 On 9 September 2015, the Executive received a progress report for NOMA, which outlined refinements to the Regeneration Framework and the priorities for the next phases of development. The meeting also endorsed, in principle, a draft Strategic Update to the NOMA Development Framework, which aims to provide guidance on the future development of land adjacent to Angel Meadow and identify potential opportunities to support and enhance the existing residential neighbourhood in the area. The proposals for Angel Meadow are part of a wider residential strategy for the Northern Gateway, also reported to the September 2015 Executive. A plan showing the location of the Angel Meadow area, and the individual development plots, is attached at Appendix 1.
- 1.2 This report summarises the outcome of the public consultation on the NOMA 2015 Progress Report and the draft Angel Meadow - Strategic Update to the Development Framework, and sets out the responses to the comments made.

## **2.0 The Consultation Process**

- 2.1 Consultation letters were sent out to 598 local residents and businesses, informing them about the public consultation, how to participate and engage in the consultation process, and where to access the consultation documents. The documents were made available on the Council's website and comments were invited on them. Statutory agencies were also invited to comment, including Historic England, Transport for Greater Manchester and Network Rail.
- 2.2 A consultation on the Lower Irk Valley Draft Neighbourhood Development Framework, which is also part of the Northern Gateway residential strategy, is also being undertaken. Links to the Lower Irk Valley Framework were set out on the website.
- 2.3 The formal consultation closed on 27 November 2015.

## **3.0 Responses**

- 3.1 In total, 38 responses were received in response to the consultation letters from Manchester City Council, broken down as follows:
- 37 from individual residents
  - 1 from a residents community group
- 3.2 One of these individual resident responses outlined overall support for the regeneration proposals within the area with some areas of concern, whilst the remaining 36 of these proposals raised issues of concern only.

- 3.3 The response from the resident community group provided a wide ranging response, which noted both elements of support alongside a significant number of concerns relating to the development.
- 3.3 The issues raised in the responses largely fell into the following broad categories:
- Design & Amenity, particularly around building height and development scale;
  - Heritage Issues, particularly around proposed design being in keeping with existing buildings;
  - Impact on existing property values;
  - Traffic Management, Pedestrian Access and Vehicle Parking; and
  - Neighbourhood Management and Community Facilities (including Angel Meadow Park)

### **3.4 Resident Responses**

#### **Design, Amenity, Height of Buildings & Scale of Development**

- 3.5 By far the largest number of concerns raised related to the height of the proposed buildings. A significant proportion of these came from residents living in the Tobacco Factory building, who were particularly concerned about the heights proposed on Plot 5 (currently a car park).
- 3.6 Some residents felt that the scale of development and inclusion of tall buildings meant that the proposals could detract from the setting of Angel Meadow Park.
- 3.7 A number of respondents felt that introducing a building at the proposed scale would block access to light and views currently experienced by residents in the Tobacco Factory buildings.
- 3.8 Some respondents felt that the design proposals focused on the wrong typology of property. It was commented that larger apartments and / or townhouses would encourage longer term resident occupation and enable the development of a community within the area. Further responses suggested that the proposed development would encourage short term tenancies.
- 3.9 Two residents felt that the development would be too closely spaced to existing buildings, which could lead to increased levels of reverberation, amplified traffic and street noise, thereby causing a nuisance to them.
- 3.10 Those respondents from the Tobacco Factory buildings cited a loss of privacy as a concern, due to the position and height of the development at Plot F.
- 3.11 A single respondent commented that tall buildings will impact on safety within the area.

- 3.12 A number of responses commented that the scale of the development would increase the population density to an inappropriate level for the size of the area.
- 3.13 The resident community group response provided a number of comments relating to Design, Amenity, Height of Buildings & Scale of Development. These included:
- Modelling should demonstrate that sunlight will not be blocked into Angel Meadows Park;
  - The issue of destructive wind should be addressed before investment is made into tree planting;
  - Relating to Plot 5, the group welcomed the proposal to complete the residential estate, with the caveat that development respects the historic vista created by the former Co-Operative Warehouses and Sharp Street Ragged School. It was also noted that, due to the size of the plot, it would benefit from being split into 3 separate sites by extending it to Old Mount Street to reduce the mass of the new build;
  - The New Cross plan proposes a Nexus Point at Gould Street and Williamson Street. It was felt that any tall building here wouldn't link communities as intended and could also impact on any further regeneration; and
  - High end townhouses of 3-4 storeys would deliver the desired demographic shift from transient occupancy to long term ownership.

### **Heritage Issues**

- 3.14 A significant number of respondents felt that the design and materials of the proposed development clashed with the fabric of existing structures, including the Tobacco Factory Building and the Ragged School, and were not in keeping with the area's heritage. Respondents commented that any developments should maintain the "red brick character".
- 3.15 Respondents also commented that a "tall, modern" building does not fit with the historical streetscape within the area.
- 3.16 The resident community group response provided comments relating to Heritage Issues. These included:
- Development must respect the heritage of the area. There are six grade II listed buildings within the locality, alongside several buildings of significant importance; and
  - Development should mirror the aesthetics of the red brick and industrial inspired materials used on existing buildings within the area.

### **Impact on existing property values**

- 3.17 A number of respondents felt that the development proposals would have a significant adverse effect on the value of their property. This issue was primarily raised by owners of property within the Tobacco Factory building.

- 3.18 A resident of the Ophthalmic Works building, Naples Street stated they had been advised that the value of their property could be negatively impacted by between 20 and 40% by this development.
- 3.19 The resident community group responded that they would not support any commercial activity on Plot 5, believing it would have a detrimental effect on the residential neighbourhood.

### **Traffic Management, Pedestrian Access and Vehicle Parking**

- 3.20 Plot 5 is currently in use as a surface level car park. A number of respondents felt that the area benefits from this amenity. It was outlined in a number of responses received that car parking in the area is an issue and that removing existing provision would add to this problem.
- 3.21 Respondents commented that there is currently a negative impact on the Angel Meadow area caused by traffic. It was felt that this would worsen as a result of increasing numbers living within the area.
- 3.22 The resident community group response provided a number of comments relating to Traffic Management, Pedestrian Access and Vehicle Parking. These included:
- Pedestrianising Gould Street between Old Mount Street and Williamson Street is the groups recommendation for optimum traffic management within the neighbourhood;
  - Walking and cycling routes from Collyhurst should be factored into new development, including Angel Meadow Park;
  - The group opposed the incorporation of any surface level car parks into the development. It was felt this would protect against increases in home insurance which could arise from increased crime levels; and
  - The group commented they would support the introduction of residents only on street parking.

### **Neighbourhood Management & Community Facilities (including Angel Meadow Park)**

- 3.23 Three responses from residents commented on neighbourhood management issues, relating to maintenance, street cleansing and policing in relation to anti social behavior. These responses stated that these activities are currently an issue within the area, which would be further exacerbated by increasing the population density.
- 3.24 The resident community group response provided a number of comments relating to neighbourhood management and community facilities (including the impact on Angel Meadow Park); these included:
- Proposals to remove the Aspin Lane boundary wall to connect the park to a new development would not be supported;



- The proposal to seek the restoration of the Charter Street Ragged School alongside new public realm was welcomed;
- The delivery of the regeneration framework for the wider area will see the number of people accessing Angel Meadow Park increase substantially, which will threaten the long term viability of the amenity;
- Development of the railway arches and Dantzic street could provide new amenities to those living within the locality;
- The group felt that the proposals do not address the additional facilities required by the increase in residents, including additional schools, medical facilities and community space; and
- The group also commented on the need for better neighbourhood management and policing in the area and expressed concerns about the introduction of private rented sector models.

#### **4.0 Stakeholder and Statutory Agency Responses**

No responses were received from stakeholders or statutory agencies.

#### **5.0 Response to the Comments / Concerns Raised**

##### **Overview**

- 5.1 The Angel Meadow - Strategic Update to the NOMA Development Framework document has been prepared to provide guidance on the future development of land adjacent to Angel Meadow Park, taking into account matters that have been raised by local resident representatives.
- 5.2 The purpose of the Framework document is to establish a series of development and urban design principles that will facilitate development. It is focused on establishing principles that will support the delivery of a quality form of new development that will have a positive impact on the existing residential neighbourhood and act as a catalyst for further regeneration. The document is not, however, intended to be prescriptive in terms of design detail.
- 5.3 The consultation feedback will enable the Council, NOMA, the Co-operative Group and future partners to take account of the priorities and concerns of the existing community before fundamental decisions about the scale, positioning and appearance of a development has been confirmed.
- 5.4 In terms of the development plots at Angel Meadow, a development partner has not yet been appointed and detailed design work has not yet commenced. The selected development partner and their design team will need to consider the responses to this consultation as they bring forward detailed designs and demonstrate how the issues raised by the local community have been considered and addressed.
- 5.5 Any proposals which come forward on the four key sites will require planning permission and therefore need to be justified on the basis of the Framework principles, as well as local and national planning policy requirements and other

material considerations. Those planning applications will need to be supported by detailed design justification information and associated supporting technical information, and will be the subject of public scrutiny as part of the planning application process. In addition, further pre-application consultation will take place with local communities as part of the process of working up the detailed design of proposals for the four development sites.

5.6 In response to the consultation comments received on the Framework document, the detailed design process will pay particular attention to the following:

- The detailed design of the buildings, including style, height, massing and materials, to provide development that is high quality and contextually responsive;
- Drainage and sewerage;
- Detailed impact on traffic, including rat running, and car parking requirements;
- Daylight and sunlight effects on adjacent residential buildings and Angel Meadow Park;
- Other microclimate factors, including pedestrian comfort and safety from wind effects;
- Impact on the amenity of existing residents, including privacy and noise;
- Apartment mix to accommodate a range of occupiers;
- The creation of an inclusive, safe and secure environment; and
- Quality of the public realm and placemaking to foster a strong sense of community.

5.7 A response to the specific points raised is provided below.

### **Design, Amenity, Height of Buildings & Scale of Development**

5.8 The height and density strategy for the Framework area has been developed in response to contextual appraisals, urban design and masterplanning analysis. Specifically in relation to Plot 5, it is considered that new development should reinforce and respond to existing height in the area, as well as take into account the height principles outlined in the New Cross Masterplan, which is also part of the Northern Gateway. This would suggest a 6 to 8 storey building height across the majority of the site. Ultimately, however, given the variety of storey heights and design of adjacent buildings, the detailed design will be developed and analysed using height in metres, rather than storey height, to ensure the development of Plot 5 is in keeping with the height datum of the surrounding area.

5.9 The opportunity identified in the Framework document to provide a tall element of up to 12 storeys on Plot 5, to punctuate the termination of Sharp Street and define what will become an important connection from New Cross, will also be considered in reference to absolute height. This taller element will also likely be situated furthest away from existing residential buildings.

- 5.10 Plot 4 could support a landmark tall building. It is a key nodal point at what will become an important intersection of east–west and north–south connections adjacent to two principal public spaces, including Angel Meadow Park. In addition, the site is at the north edge of the Park and will not therefore cast any shadow. By going taller and minimising footprint, there is an opportunity again to maximise the footprint of the park and the quality of this space. The regenerative potential of tall buildings and the ability to connect the Lower Irk Valley and Angel Meadow areas back to the City as well as to Collyhurst, is hugely significant and would act as a major catalyst to regeneration within the Northern Gateway. For a scheme of that scale, it is identified within the Framework as being of paramount importance that it is of the highest quality design and that the scheme is robustly modelled and tested in relation to potential environmental effect.

### **Heritage Issues**

- 5.11 There will be no loss of designated or locally designated heritage assets as a result of the proposals within the Framework document. The document recognises the wealth of heritage in the area and specifically advocates that the Charter Street Ragged School should be retained and reutilised in order to maintain important connections to the local history, promote local distinctiveness and add to the area’s sense of place. There is an opportunity to enhance the setting of this historic feature through better connecting it to the Park via enhanced public realm. In addition, the development of Plot 5 will complete the historic grid street pattern, which is a strong feature of the area, giving it a dense urban character.

### **Impact on existing property values**

- 5.12 The framework considers how future proposals can add value to the existing residential area which adjoins this site and it identifies opportunities to potentially enhance the environment within that neighbourhood.

### **Neighbourhood Management & Community Facilities**

- 5.13 The Framework document recognises that the area’s finest natural asset, and the key feature from which it derives its name, is Angel Meadow Park. The document acknowledges the issues of anti-social behaviour in the park but highlights that there is significant scope to enhance the park with regard to its management, maintenance and security. The development plots have the opportunity to directly address some of the key issues, in particular pedestrian connectivity to the park and natural surveillance. The Framework document advocates that all plots should actively engage with the Park, with the Park also being extended to the edge of the plots. This will cement the Park’s importance in the neighbourhood, as well as improving access for all.
- 5.14 In relation to management of the Park, the Framework document states that a planned management and maintenance programme should be established in conjunction with the wider development of the area in order to support the quality of its future environment and connections. This will help ensure that

the quality of usage of the Park and contribution to the quality of life of local communities is maximised to its true potential.

### **Traffic Management, Pedestrian Access and vehicle parking**

- 5.15 The impact of the proposals on the road network has been considered. It is important to take a strategic approach to ensure that the network can function effectively for existing and future users in light of the Northern Gateway proposals. In this respect, Gould Street is a vital east-west link, functioning as an important local distributor road.
- 5.16 The existing and proposed pedestrian linkages through and around the Framework area are also very important to ensure the new neighbourhoods coming forward as part of the Northern Gateway have strong links to the city centre, and particularly the employment opportunities and facilities it provides, as well as to the valuable green resource, Angel Meadow Park.

## **6.0 Conclusions**

- 6.1 The Framework document recognises the existing strengths of the area, particularly its strong community and heritage assets and builds on these. It also addresses some of the weaknesses, such as disused sites and antisocial behaviour, to ensure these are tackled within future development proposals. The Framework document will enable the delivery of a neighbourhood of choice for existing and future residents, delivering wide regeneration benefits for the city and beyond.
- 6.2 A response to the specific issues raised during the consultation has been provided above. The Framework document has been revised to strengthen the purpose of the document in relation to the design process and heritage issues in relation to some of the comments raised.

The framework now incorporates the points listed in section 5.6 of this report in relation to the detailed design process.

There has been a further revision to the development framework document based on the response relating to the heritage of the Angel Meadows area. It has now been detailed within the framework that, "there will be no loss of designated heritage assets as a result of the proposals within the framework document".

- 6.3 Further work will be carried out to address the issues as more detailed plans are developed. Consultation will also continue with residents and stakeholders throughout the redevelopment process.
- 6.4 Recommendations appear at the front of the report.

## **7.0 Key Policies and Considerations**

### **(a) Equal Opportunities**

- 7.1 A key aim of the NOMA redevelopment 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**

- 7.2 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**

- 7.3 None