

**Manchester City Council
Report for Resolution**

Report to: Executive – 27 July 2016

Subject: New Cross: Neighbourhood Development Framework Update

Report of: The Chief Executive

Summary

This report presents a draft refreshed New Cross Neighbourhood Development Framework (NDF) that has been prepared to guide the future development of the New Cross area; located in the north east of the extended City Centre.

The New Cross NDF was approved by the Executive in July 2015. At this time, the New Cross neighbourhood was sub-divided into three Zones; with a greater emphasis on Zone A due to its proximity to the City Centre and an increased level of development pressure spilling over from adjacent regeneration priority areas - that include Ancoats and New Islington and NOMA. The NDF established a set of detailed development control principles for the core of New Cross (Zone A) and a set of strategic and coordinating principles for the remainder of the area (Zones B and C). However, due to significant levels of development activity in Zone A and an increased level of developer interest on key sites within Zones B and C, Council Officers believe it is now timely to revisit and update the NDF to provide a clearer set of guiding principles for the wider New Cross area, as part of an updated framework document.

Recommendations

The Executive is recommended to:

- Endorse the draft refreshed New Cross Neighbourhood Development Framework as a basis for consultation with local stakeholders and landowners; and,
 - Note that the outcomes of consultation and a final version of the New Cross Neighbourhood Development Framework will be reported to a future meeting of the Executive.
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Wards Affected:

Ancoats and Clayton

Manchester Strategy outcomes	Summary of the contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The proposals for New Cross offer the potential for significant residential and commercial development, with the potential to support the performance of the sub-regional and regional economy; increasing housing supply to support economic growth objectives, while creating and enhancing employment opportunities.
A highly skilled city: world class and home grown talent sustaining the city's economic success	The proposals for New Cross will provide direct employment opportunities through the promotion of new commercial and retail uses, as part of a new residential-led, mixed-use community that contributes positively to the expanding City Centre offer.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The draft Neighbourhood Development Framework identifies the significant potential for New Cross to contribute to the City's growth ambitions by providing a high quality housing offer to support an expanding population, while playing a key role in connecting the City Centre and communities in North and East Manchester.
A liveable and low carbon city: a destination of choice to live, visit, work	The draft Neighbourhood Development Framework promotes a vision of a sustainable residential-led, mixed use community at the heart of the City, and in close proximity to the employment, cultural and leisure opportunities on offer throughout the Regional Centre.
A connected city: world class infrastructure and connectivity to drive growth	The proposals for New Cross will promote the creation of new residential and commercial development opportunities, with exceptional transport connections and in close proximity to key strategic public transport infrastructure.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue:

Not applicable

Financial Consequences – Capital

Not applicable

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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.

- North Manchester Strategic Regeneration Framework: Executive, 24 October 2012.
- New Cross Neighbourhood Development Framework: Executive, 29 July 2015
- Northern Gateway – Driving Forward Residential Growth on the Northern Edge of the City Centre: Executive, 9 September 2015

1.0 Introduction

- 1.1 The New Cross Neighbourhood Development Framework (NDF) was approved by the Executive in July 2015 and highlights the future vision for New Cross, along with a set of core development and design principles to guide future development, and to ensure the creation of a safe, accessible and high performing neighbourhood where people will choose to live. In light of the area's proximity to the City Centre and key regeneration priority areas - that include the Northern Quarter, NOMA and Ancoats and New Islington - and it's accessible location close to key, strategic public transport infrastructure, the Framework identified the New Cross area as having significant potential to promote a high quality, residential-led / mixed use offer in support of the City's growth ambitions. The final framework document was approved by the Executive following extensive stakeholder consultation that took place in the Summer of 2015; consulting local residents, businesses, community groups and landowners / developers.
- 1.2 The existing NDF was established at a time when neighbouring regeneration areas were experiencing a significant upsurge in market activity, following a period of prolonged economic inactivity triggered by the economic recession of the late 2000's. This, along with other local development initiatives, saw a notable increase in developer interest and a transition into the New Cross area; principally in Zone A. In response to the increasing levels of demand, the NDF established a number of core development principles for Zone A and clear priorities for place-making, to help guide development and support both landowners and developers by helping to maximise residential and commercial opportunities. In contrast, the NDF established a set of 'strategic and coordinating' development principles for Zones B and C, with a particular focus on the role these areas can play in enhancing connectivity with the City Centre and communities in North and East Manchester.
- 1.3 Since July 2015, there has been a significant increase in development activity; principally within Zone A, with planning approvals now in place; or in the planning pipeline, for residential and commercial developments that support delivery of the NDF vision. Furthermore, following an extensive and productive public consultation process, numerous pre-planning and general development enquiries remain ongoing with key landowners and prospective developers with the potential to unlock a number of additional sites; some of which are situated at key locations within Zones B and C of the framework area. As a result, Council officers believe that it is now timely to revisit and refresh the NDF to ensure that the creation of a new, sustainable residential neighbourhood is reinforced through an updated set of guidance and, specifically, more detailed guiding development principles to guide the development of Zones B and C. It is proposed that, as part of this refresh, the content the original NDF in relation to Zone A will remain unchanged.

2.0 Background

- 2.1 The New Cross area is located in the north eastern portion of the extended City Centre and is bounded by Swan Street to the south; Livesey Street to the

north; Rochdale Road and Bromley Street to the west and Oldham Road to the east. The two key arterial routes of Rochdale Road and Oldham Road that dissect the area help to define 'character zones' that reflect the areas' varying built form and function. New Cross is surrounded by the neighbourhoods of Collyhurst to the north; Ancoats and New Islington to the east; Angel Meadow and NOMA to the west and the City Centre and the Northern Quarter in the south.

- 2.2 The New Cross area developed as part of the industrial expansion of the City Centre throughout the 19th and early 20th century as a distinctive, tightly grained, mixed-use district, with a grid street pattern that has been preserved within portions of the study area and serves as one of its key character assets. The north and west of the study area saw larger land uses - including the Oldham Road rail station and gas works - break down the traditional urban grain of the City Centre and is reflected in the character and function of the wider area today.
- 2.3 The economic fortunes of New Cross, along with those of industrial suburbs throughout the City, declined significantly during the 20th century as traditional industries became uncompetitive in the global market place and a gradual process of de-industrialisation left the areas as largely redundant, with only clusters of marginal industrial and commercial uses and significant job and population reductions.
- 2.4 Today, New Cross survives as 3 character zones that are defined within the exiting NDF document and present different paces of opportunity:
 - **Zone A** comprises the historic core of New Cross and sits between Swan Street, Thompson Street, Rochdale Road and Oldham Road. This zone retains its traditional urban grain and street pattern, with a mix of existing commercial and residential uses clustered towards the south and west of the site. However, the area remains dominated by vacant land and surface car parking, with a limited number of surviving buildings and structures.
 - **Zones B and C** cover the remaining parts of the study area to the north west and north east of the historic core of Zone A. They are characterised by larger, consolidated land uses and vacant land, with a number of major commercial operators consolidated along Oldham Road. The core infrastructure and quality of the environment in these areas remains poor; particularly along key arterial roads, with a lack of permeability and a substantial amount of underutilised land.

3.0 Progress to date

- 3.1 The New Cross neighbourhood forms part of the refreshed North Manchester Strategic Regeneration Framework, approved by the Executive in October 2012. However, to date, there has been limited neighbourhood based regeneration activity and a lack of new-build development, with the only recently implemented scheme the 249 unit Skyline development fronting

Rochdale Road, completed in 2007. The proceeding economic downturn meant that private sector development throughout the north eastern fringes of the City Centre slowed to a trickle from 2008 onwards and sites that had been assembled for development have remained dormant.

- 3.2 However, improved economic conditions and large scale investment / development activity in adjacent locations has rekindled developer interest throughout the extended City Centre. Manchester Life, the Joint Venture between the City Council and the Abu Dhabi United Group (ADUG) continues to deliver its first phase of residential development; consisting of circa 950 new homes throughout the Ancoats and New Islington neighbourhoods. Similarly, the continued delivery of the Co-op estate regeneration (NOMA), anchored by the organisation headquarters at 1 Angel Square, will see continued phases of mixed-use development; further enhanced by the addition of sites fronting Angel Meadow Park as part of an updated masterplan. These and other local development initiatives have led to renewed developer interest and increased levels of demand throughout edge of city locations, and a transition into the New Cross area.
- 3.3 Since July 2015, there has been a further increase in development activity; principally within Zone A, with planning approvals now in place; or in the planning pipeline, for residential and commercial schemes that support delivery of the NDF ambition - including a 172 room hotel development on Cable Street (Marriott / AC Hotels) and 274 residential apartments in a key location along Oldham Road (Balfour Beatty Investments). Furthermore, following an extensive and productive public consultation process, numerous pre-planning and general development enquiries remain ongoing with key landowners and prospective developers, with the potential to unlock a number of additional sites and / or see the refurbishment of key local heritage buildings.
- 3.4 In response to increasing development pressure transitioning into Zone A of the NDF area, investor and developer interest has also now extended into Zones B and C, with a number of key sites - that include the former National Grid call centre site on Gould Street and prominent vacant land along the Rochdale Road corridor - being transacted over the past 12-24 months. Moreover, in parallel to Zone A of New Cross, a number of initial and pre-planning stage enquiries are now in progress, with apparent capacity for landowners and developers to bring forward both residential and commercial development of significant scale.
- 3.5 However, as outlined in Section 2 of this report, due to the history of industrial uses and the feature of larger consolidated land ownerships, accessibility and permeability through Zones B and C remains poor; as does the provision of core infrastructure and the quality of the environment, meaning a significant level of investment will be required to assemble land and coordinate development in a manner that will ensure the creation of a high performing and better integrated neighbourhood. As such, to move forward and progress constructive negotiations with key stakeholders, and to capitalise on the City Council's own land assets throughout Zones B and C, it is now timely that we

move to establish a set of clear guiding development principles, to ensure a quality of development that acts as a contributor to New Cross as a 'place' and that opportunities for residential and commercial development are maximised

- 3.6 The Executive will also be aware that work is now underway to appoint a private sector investor / delivery partner to work alongside the City Council in delivering residential development opportunities within the 'Northern Gateway' - an area of approximately 150 hectares extending north east of Victoria Station; incorporating the neighbourhoods of NOMA; the Lower Irk Valley; New Cross and Collyhurst. Central to the vision for the Northern Gateway is the creation of a series of distinctive and interconnected communities on the northern edge of the City Centre that are supported by high quality neighbourhood infrastructure. A recent assessment has identified the potential for these neighbourhoods to play a transformational role in the future growth and development of Manchester through delivery of an estimated 5,000 – 7,000 new homes over a 10 - 15 year period, with New Cross positioned to play a significant role in achieving these objectives. As a result, Council officers feel it is now the appropriate time to move forward to refresh NDF and establish a clear set of development principles and place-making objectives for Zones B and C, to clearly articulate the contribution the wider New Cross area can make to the delivery of this ambition.

4.0 New Cross: A Draft Refreshed Neighbourhood Development Framework

- 4.1 Following approval of the existing framework document by the Executive in July 2015, Annex 1 of this report sets out draft New Cross Neighbourhood Development Framework update, with a set of updated development control principles for Zones B and C, to guide the future development of New Cross as an attractive and successful residential-led neighbourhood.
- 4.2 The New Cross neighbourhood remains exceptionally well placed to take advantage of the current wave of development as a result of:
- **Proximity to a thriving City Centre:** the Study Area is located immediately adjacent to the City Centre's ever expanding employment offer, its diverse range of amenities, its outstanding retail and leisure provision and its expanding cultural offer. The Study Area is likely to be attractive to those who want to live close to the City Centre, rather than in the heart of this activity.
 - **Exceptional Transport Connections:** The Study Area is extensively served by good transport links and high quality existing infrastructure with close proximity to Victoria Station, the Shudehill Interchange and access to both Metrolink and bus services via Rochdale Road, all providing easy access to employment and leisure opportunities across Greater Manchester.
 - **Natural Environment:** the Study Area is in close proximity to range of natural green - including St Michael's Flags and Angel Meadow; New Islington Marina and Cotton Field Park, as well as Heaton Park and Philips

Park via the Metrolink network - with good access to both the Rochdale and Ashton Canals and the Lower Irk Valley, providing further opportunities for leisure and recreational activities.

- **Available Land:** the study area contains a significant number of vacant and underutilised sites and a number of large previously-developed land parcels, which present opportunities for large-scale development and the provision of core infrastructure. The land ownership profile of the study area is fractured, although significant potential existing to consolidate and assemble development plots as part of a place-making agenda.
- 4.2 As highlighted within the framework document, New Cross comprises a series character zones and consequently different paces of opportunity. The inclusion of Zones B and C fully integrates New Cross to adjoining neighbourhoods within the Northern Gateway; highlighting the area's significance in connecting the City Centre and communities of North and East Manchester. Today, Zones B and C continue to be dominated by large, single land uses - including the Royal Mail, Wing Yip and the Greater Manchester Fire Service - which make important contributions to local employment. Predominantly commercial in nature, Zone B also accommodates temporary surface car parking and pockets of smaller-scale residential use. Zone C comprises a number of large future development sites, in various stages of remediation and clearance, with a range of smaller-scale industrial and commercial uses scattered across the area.
- 4.3 This purpose of this draft refreshed NDF is to provide more detailed guidance in relation to Zone C; it also considers Zone B in relation to sites adjacent to Rochdale Road, which extend beyond the established employment uses that are likely to remain within this area. It is proposed that, as part of this refresh, the content the original NDF in relation to Zone A will remain unchanged.
- 4.4 The key elements of the NDF are summarised below and are detailed in full within Annex 1 of this report:
- In relation to land use, Zone C continues to be identified as residential-led, with opportunities for a range of residential typologies and accommodation suitable for families, that can meet the needs and demands of Manchester's diverse and growing population; also extending into Zone B with the exception of its major employer locations.
 - Key pedestrian routes, and in particular intersections of routes, will offer the greatest potential to deliver non-residential and community uses to support the creation of a sustainable residential community. In addition, the Rochdale Road frontage will remain a focus for retail and service provision as part of a strengthened corridor.
 - City connections: a core principle in relation to both Zones B and C is the provision of multiple pedestrian and cycle friendly routes' which provide safe and attractive alternative routes to Rochdale Road, that enhance

connectivity with the City Centre and outlying communities in North and East Manchester.

- Inter-radial links: are north-west / south east aligned connections that form an essential part of the masterplanning framework for this area. These inter-radial routes will provide linkages from the city connections across the key regeneration areas that extend beyond the inner ring road within the City Centre.
- There is a need to define a clear street hierarchy across Zones B and C. This should promote pedestrian priority routes and cycle connections, while recognising, and mitigating through design, the requirement for certain routes to perform an important function as servicing and vehicular access routes.
- Within Zone C, the existing viaduct arches (particularly those adjacent to the south western end of Bromley Street) provide opportunities for new commercial and retail uses that will provide a focus for community activity and reinforce connections through to the Lower Irk Valley.
- The site's principal character features - including the viaduct arches referenced above - the Grade II Listed Marble Arch pub and the Flatiron building at the junction of Sudell Street and Rochdale Road, should be sensitively integrated into the development of the area and become focal point features.
- The way in which Rochdale Road is addressed by future development proposals will be a key consideration given this route's status as a key arterial connection into the City Centre. Three transitional character areas have been identified, which respond to context and deliver a distinctive approach moving towards the heart of the City Centre:
 - Area 1: This is closest to the City Centre and at the south western end of the Rochdale Road corridor. It is characterised as a 'dense city street' by: shorter setbacks, 0-3 metres from existing back of pavement; tree planting (and where that is not possible other forms of urban planting) within the pavement.
 - Area 2: This will be the mid-section and forms the majority of this zone. It is characterised as a 'residential boulevard' by: minimum 3 metres setback from existing back of pavement; urban street planting within pavement; existing mature trees retained and integrated within the street scene.
 - Area 3: This is the north easternmost section of Zone C as it narrows. It is characterised as 'buildings in landscape' by: the built form set further back from the street, allowing verge, tree planting and tree retention; a 'soft' gateway responding to the wider South Collyhurst context.

- Within Zone C, new residential development will be required to provide private amenity space consistent with best practice for new development of this type. The emphasis within this zone will be on the provision of extensive, high quality private amenity space within new development and enhancing the quality of connections to Angel Meadow and Lower Irk Valley.
- The principal opportunities for public amenity space within this zone will be at its north western corner. Public space within this location has the potential to be animated by the commercial use of south facing viaducts and key pedestrian movements, to and from the Lower Irk Valley, along what are envisaged to be key connecting routes.
- Adjoining this area of proposed public space is a Primary Substation. This currently occupies a significant area of land at a key intersection with adjoining neighbourhoods. An emphasis should be placed on the potential to rationalise or relocate and / or address disamenity effects through appropriate landscape buffering.
- In terms of scale, the height and grain of new development within the heart of the site will generally be consistent with the height datum established in adjoining neighbourhoods. This should establish an efficient use of the land whilst achieving a human scale at street level, and an attractive environment with high levels of amenity and a sense of place.
- Building heights will positively respond to the street types and topography of the site. The height profile for the area will see opportunities for buildings of presence towards Rochdale Road and adjacent to the viaduct, a scale of development proportionate to the street within the core of the site and variation in heights and street elevation, matching the falling topography.
- New development will be required to sensitively integrate car and cycle parking requirements. This should be justified on a site by site basis in line with local planning policy guidance. An integrated approach to car parking; incorporating on street parking, should be considered in response to a defined street hierarchy.

4.5 It is intended that this draft refreshed Framework, subject to the comments of the Executive, will then undergo a period of public consultation throughout the Summer and Autumn. It is anticipated that the final draft of the updated Framework will be submitted to the Executive later in 2016.

5.0 Affordability of Residential Product

5.1 The Executive approved a report on 1 June 2016 setting out some key principles that would underpin a new approach towards housing affordability in Manchester. The Executive approved these key principles and requested that a more detailed strategy and plan to ensure the delivery of an appropriate mix of housing within the City that is affordable for Manchester residents be

brought back to a future meeting. In advance of this work being finalised the expectation for the New Cross area is that new residential development will provide a quality housing offer across a range of tenures and values that will be affordable for purchase and rent by working households within the City. As the timetable for the production of the more detailed Housing Affordability strategy will run alongside the consultation period for this refreshed Development Framework, it is proposed that any more specific guidance required for this neighbourhood will be set out in the final version of the Framework that is brought back for consideration by the Executive in the autumn of this year.

6.0 Concluding Remarks

- 6.1 The New Cross neighbourhood is a key City Centre location that will play a pivotal role in accommodating new residential and commercial development and creating an environment that seamlessly knits the area into the growth and extension of the City Centre northwards, as part of the Northern Gateway, over the next 10-15 years. The draft refreshed New Cross Neighbourhood Development Framework has been developed within that context, clearly reflecting the potential for the area to contribute to the long-term transformation of the City.
- 6.2 As outlined in this report, the Framework has been prepared to reinforce existing regeneration and planning policy in coordinating and regulating development activity. However, it will also provide key spatial regeneration and planning context and a strategic narrative for wider place-making activity; should a level of public sector intervention be required to support delivery of the vision and priorities as set out in the NDF document.

7.0 Key Policies and Considerations

(a) Equal Opportunities

- 7.1 The draft refreshed Neighbourhood Development Framework will be consulted on with a wide range of stakeholders, enabling all interested parties to engage in the process.

(b) Risk Management

- 7.2 Not applicable

(c) Legal Considerations

- 7.3 The City Council will receive a final version of the Framework later in the year which will include the results of a public consultation. Once the Framework has been adopted by Council it will become a material consideration for the City Council as Local Planning Authority.



New Cross NDF Update
Neighbourhood Development Framework Update 2016

July 2016 - DRAFT

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Executive Summary

Document Purpose

- 1.1 This document sets out an update to the New Cross Neighbourhood Development Framework (NDF) approved by Manchester City Council in July 2015.
- 1.2 Since the NDF was approved, there has been a significant increase in the level of developer interest across Zone C and part of Zone B. This is in addition to the significant levels of developer interest that already existed in relation to Zone A. In addition, the City Council has launched wider plans to deliver major residential-led **development across Manchester's Northern Gateway**, which comprises Lower Irk Valley, Collyhurst and Angel Meadow, as well as New Cross, and directly interface with Zone C.
- 1.3 This has resulted in the need for more detailed masterplanning for Zones B and C and that work is reflected in this update.

Economic, Market, Policy Context

- 1.4 Key aspects of the economic and market context underpinning the preparation of the NDF update can be summarised as follows:
- Manchester is recognised as the fastest-growing metropolitan authority in England, with a rapidly growing, increasingly younger population.
 - People have been attracted to Manchester by job creation and the balance between incomes, housing costs and the quality of life.

- Manchester is the **UK's** leading professional and business service centre outside of London, and the third most visited city in the UK.
- The city has also developed a number of internationally distinctive clusters of creative, media, digital, life sciences and manufacturing industries including the BBC and ITV. These innovative industries are set to grow in Manchester.
- The residential market area both adjoining and beyond the Inner Ring Road has seen a remarkable change over recent years.

- 1.5 Manchester has a pressing need for new homes with 25,000 identified as being required over the next 10 years. This is required to support the future economic growth and the enhanced productivity of Manchester whilst raising quality of life. Emerging neighbourhoods such as New Cross have the potential to become a key differentiator. They have a key role to play in retaining existing talent as well as attracting new talent to the city.

NDF Update Area – Zones B and C

- 1.6 Historically, New Cross derived its name from an area of public space at the centre of four important thoroughfares (Oldham Road, Oldham Street, Great Ancoats Street and Swan Street), which served as a key location for traders and as a hub for social and community activity.
- 1.7 Inclusion of Zones B and C fully connects the NDF area to adjoining neighbourhoods within the Northern Gateway, helping to connect the city centre and communities of North and East Manchester. Today, Zones B and C continue to be dominated by large, single land uses including Wing Yip and the Royal Mail,

which make important contributions to local employment. Predominantly commercial in nature, Zone B also accommodates temporary surface car parking and pockets of smaller-scale residential use. Zone C comprises a number of large future development sites, in various stages of clearance, with a range of smaller-scale industrial and commercial uses scattered across the area.

Core Development and Land Use Principles

1.8 This purpose of this update is to provide more detailed guidance in relation to Zones C. It also covers Zone B in relation to those sites adjacent to Rochdale Road which extend beyond the established employment uses that are likely to remain within this area. The key elements are summarised below and detailed in full within the main body of this report:

- Land use within the NDF update area will be residential led, suitable for a range of accommodation.
- Within Zone C, the existing viaduct arches (particularly adjacent to the south western end of Bromley Street) provide an opportunity for new commercial and retail uses that could provide vitality and animation of the neighbourhood. Increasing activity in this location could also reinforce the creation of good connections through to the Lower Irk Valley.
- Elsewhere, key pedestrian routes and in particular intersections of routes will offer the greatest potential to deliver non-residential uses to support the creation of a sustainable residential community. In addition, the Rochdale Road frontage has established non-residential

uses which have the potential to extend into the ground floor of new development.

- City connections: multiple pedestrian and cycle friendly routes which respond to the principal north east and south west alignment of streets in this part of the city centre should be provided to establish meaningful, safe and attractive alternative routes to Rochdale Road. They are essential in terms of enhancing connectivity between the city centre and communities to the north, east and west including Collyhurst and thereby effectively allowing those areas to become fully integrated with the city centre.
- In positioning these routes, direct connections and key desire lines should also be maximised as far as possible.
- Inter-radial links: will provide north-west / south east aligned connections across the key regeneration areas that extend around the inner ring road.
- Opportunities to break down the barrier effect of the viaduct through enhanced permeability should be maximised in order to enhance connectivity between New Cross and Lower Irk Valley
- A clear street hierarchy should be established that promotes pedestrian priority and cycle connections whilst recognising and, mitigating through design, the requirement for certain routes to perform an important function as vehicular access routes.
- **The site's principal character features (including the viaduct arches referenced above), the Grade II Listed Marble Arch pub and the Flatiron building at the junction of Sudell Street and Rochdale Road**

should be sensitively integrated into the development of the area and become focal point features.

- Rochdale Road should be transformed into a distinctive, high quality point of entry into the heart of the city centre. Three specific character areas have been identified to deal with the frontage:
- Area 1: closest to the city centre and **characterised as a 'dense city street' by: shorter setbacks, tree planting** and robust buildings providing a coherent and intact street elevation with opportunities for active non-residential uses at ground floor level.
- Area 2: the mid-section characterised as a **'residential boulevard'** by: minimum 3 metres setback from existing back of pavement facilitating narrow verge; urban street planting with pavement and or verge; street frontage at circa 8 storeys; and existing mature trees to the northern end retained and integrated within the street scene.
- Area 3: the north easternmost section characterised as **'buildings in landscape' by: the built form set further back from the street, allowing verge, tress planting and tree retention; a 'soft' gateway** responding to the wider south Collyhurst context; the potential for increased scale of development sat within landscape in this location.
- The principal opportunities for public space within this zone will be at its north western corner. Public space within this location has the potential to be animated by the commercial use of south facing viaducts. It also has the potential to be animated by pedestrian movement to and from the Lower Irk Valley along what is envisaged to be a potentially key pedestrian connection.
- The impact of the Primary Substation, at the interface of Williamson Street and Gould Street, on this area, should be minimised through the quality of the built environment.
- The overarching objective on height will be to develop a well-considered height profile that includes well-composed and human scale spaces, complements the natural topography whilst responding to the height and massing of adjacent places.
- New development will be required to sensitively integrate car and cycle parking requirements. This should be justified on a site by site basis in line with the guidance and recommendation of the City Council's emerging Residential Quality Guidance.

2 Introduction

Report Context and Purpose

- 2.1 This document sets out an update to the New Cross Neighbourhood Development Framework (NDF) approved by Manchester City Council in July 2015. The ongoing purpose of the NDF is to guide a comprehensive approach to the future development of the area. This is to ensure a quality of new development and supporting public realm, highways and other community infrastructure that will result in a safe, accessible, vibrant, distinctive and sustainable residential led neighbourhood where people want to live.
- 2.2 **New Cross's proximity to the Northern Quarter and the city centre's wider employment, leisure, cultural attractions and transport connections, combined with improving economic conditions, has resulted in a significant increase in development interest and market activity.**
- 2.3 This has continued to strengthen since the original version of this document was approved. Initially, the main focus of developer attention was on the area of New Cross immediately bounded by the Northern Quarter as well as Angel Meadow and Ancoats (referred to as Zone A within the body of this document). Each of these adjoining areas have been subject to significant levels of public and private sector investment, and are acting as a positive catalyst for wider transformation of the north and east extended city centre. At the time of producing the initial version of this NDF, the most detailed guidance was produced in relation to Zone
- A. Zones B and C were also highlighted but only on the basis of high level principles focused on land use, form, and connections.
- 2.4 Since the NDF was approved, there has also been a significant increase in the level of developer interest across Zone C and part of Zone B. In addition, the City Council has launched wider plans **to deliver major residential led development across Manchester's Northern Gateway** which comprises New Cross, Lower Irk Valley, Collyhurst and Angel Meadow.
- 2.5 This has resulted in the need for more detailed masterplanning to inform the comprehensive redevelopment of land within Zones C and part of the Zone B site. That work has been completed and is the focus of this update. The content of the original NDF remains unchanged with regard to Zone A.
- 2.6 This is all underpinned by the need to establish neighbourhoods of choice that accommodate the additional 25,000 homes Manchester needs over the next 10 years. This will support the future economic growth and enhanced productivity of Manchester whilst raising quality of life. Emerging neighbourhoods such as New Cross have the potential to become a key differentiator. They have a key role to play in retaining existing talent as well as attracting new talent to the city.

Planning Status

- 2.7 The planning status of this document, following its approval, will be as a material consideration in determining all planning applications relevant to the NDF area. Whilst it does not form part of the Development Plan, it has been prepared to be consistent with the adopted policies of Manchester City Council's 2012 Core Strategy and other approved planning documents.

Report Contributors and Acknowledgements

- 2.8 This document has been prepared by Deloitte Real Estate on behalf of Manchester City Council, with masterplanning input from Turley and Mecanoo International.

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3 A Neighbourhood Regeneration Initiative

A Unique Opportunity

- 1.1 The 2015 NDF states that the northern edge of the city centre has all the attributes that mean it can act as a major focus for population growth over the next 10-15 years:
- Proximity to a thriving City Centre: the NDF area is located **immediately adjacent to the city centre's ever expanding employment offer**, its diverse range of amenities, its outstanding retail and leisure provision and expanding cultural offer. Over the last twenty years Manchester has been transformed into one of the most vibrant cities in Europe. It offers a range of bars, restaurants, cafes, galleries, theatres, sporting and entertainment destinations. It has a cultural and leisure buzz that attracts a wide variety of workers, residents, students and visitors. The NDF area is likely to be attractive to those who want to live within a short walk, cycle, drive or bus/tram ride from the City Centre, rather than in the heart of this activity, as well as businesses seeking affordable workspace.
 - **Adjacency to the City's Northern Quarter:** the Northern Quarter has been a major success story of recent years and has transformed into a retail and leisure destination focused on the independent sector. The area has a unique character and offering and has attracted a growing residential community and employment opportunities within increasingly important growth sectors of the City economy. It is particularly popular with Small and Medium Enterprises, Design Agencies and other occupiers in Telecommunications Media and Technology (TMT) sectors. Proximity to this district will add further to the attraction of New Cross, the growth of which is likely to be fuelled by the primary 20 to 39 year old age group which is one of the fastest growing age groups and has been seen to dominate much of the residential expansion of the city centre.
 - Key projects on the doorstep: the NDF area is in an ideal location to capitalise on some of the most exciting projects in Manchester. It is adjacent to the NOMA regeneration project, anchored by The Co-operative Group's occupation of 1 Angel Square. In addition, further phases of mixed-use developments are set to be brought forward under new Joint Venture arrangements with Hermes Real Estate. To the east is Ancoats & New Islington, which is witnessing an accelerated process of transformational change building on significant regeneration activity that has already taken place. For example, delivery of high quality new residential development and enhanced neighbourhood infrastructure, including high quality public spaces such as Cutting Room Square, New Islington Marina and Cotton Field Park.
 - The Collyhurst and the Lower Irk Valley neighbourhoods lie to the north and west and also form part of the Northern Gateway along with Angel Meadow. These are also the subject of substantial regeneration activity and investment to deliver significant numbers of new homes in **support of the city's Residential Growth Strategy**. The connection between the NDF area and neighbourhoods in the north and east of the city remains critical to the success of regeneration, with the potential to establish a direct and accessible route to the employment and leisure opportunities of the city centre.
 - Exceptional Transport Connections: as long distance commuting continues to become more costly and time consuming, central locations such as New Cross will become increasingly attractive destinations due to their ease of access to employment opportunities and public transport nodes. The NDF area is extensively served by good transport links and high quality existing infrastructure.
 - Significant investment in **Manchester's** public transport infrastructure will ensure it is better connected and has the capacity to grow. In **particular, it is worth emphasising the site's proximity to Victoria**

Station, which is the subject of significant public investment through the delivery of the Northern Hub programme. This includes the Ordsall Chord, which is set to provide a direct linkage between Victoria, Oxford Road and Piccadilly Rail Stations, further enhancing the strength of public transport connections across the City.

- New Cross has easy access to the Shudehill Interchange, providing access to both Metrolink and bus services serving destinations across Greater Manchester. Rochdale Road, which borders the Study Area, forms part of the Cross City Bus Package, a £54.5m investment package that will significantly improve bus travel on key arterial routes into and across Manchester.
- In addition, the Study Area has excellent access to the City's Inner Ring Road and important arterial routes heading out to the M60 and the wider motorway network.
- Natural Environment: the Study Area (Zone C in particular) benefits from being located in close proximity to the Lower Irk Valley, which provides opportunities for leisure and recreational activities. Natural green spaces are also easily accessible from the NDF area, including **St. Michael's Flags and Angel Meadow, Cotton Field Park, as well as** Heaton Park and Philips Park via the Metrolink network.
- Available Land: the NDF area contains a significant number of vacant and underutilised sites and a number of previously-developed land parcels, which present opportunities for large-scale development and the provision of core infrastructure. The land ownership profile of the NDF area is fractured, although significant potential exists to consolidate and assemble development plots as part of a place-making agenda.
- Supportive Planning Framework and Policy Environment: New Cross lies within the North Manchester Regeneration Area and is identified in the Manchester Core Strategy and North Manchester Strategic Regeneration Framework as a strategic location for accommodating economic growth and high quality new housing. It will contribute towards the facilitation of enhanced connectivity

between North Manchester communities and the range of employment and leisure opportunities on offer in the City Centre.

Progress Since 2015

- 3.1 Figure 2.1 summarises the Development Pipeline for New Cross. In short, there has been significant developer interest in Zone A. To date this has resulted in the submission of three applications.
- 3.2 In addition, as identified in the introduction to this report, whilst no planning applications have come forward to date within Zones B and C, there has been a significant increase in the level of developer interest across Zone C and part of Zone B. **This together with the area's rapidly evolving regeneration context has resulted in the need for more detailed masterplanning work to be undertaken to inform the comprehensive redevelopment of land within Zones C and part of the Zone B site.**

No.	Developer	Site / Address	Planning Ref.	Date	No of Units
Zone A					
1	Axcel Hospitality (Manchester) Limited	Erection of part 9, part 8 storey building to form a 172 bedroom hotel (Use Class C1) with associated public realm, landscaping and other associated works Land Bounded By Cable Street, Mason Street And Addington Street Ancoats Manchester M4 5FT	111827/FO/2016/N1	Decision: 01.07.16	n/a
2	Highland Properties Ltd	Erection of a part 6, part 9 storey building to form 109 residential apartments (C3a) with ground floor commercial floorspace (Use Classes A1, A2, A3, B1 or D1) (470 sq. m) with associated basement car parking following demolition of existing buildings 40 Swan Street Ancoats Manchester M4 5JG	109840/FO/2015/N1	Validated 11.09.15	109
3	Balfour Beatty Investments Limited	Erection of a part 10, part 8 storey block and a part 8, part 6 storey block to form 274 residential apartments together with ground floor commercial units facing Oldham Road (342 sq. m) (Use Classes A1, A2, A3 and B1) with associated car parking, hard and soft landscaping, new public realm following the closure of Goulden Street and other associated works following demolition of existing buildings Land Bounded By Oldham Road, Marshall Street, Chadderton Street And Bendix Street Ancoats Manchester M4 5FR	112015/FO/2016/N1	Validated: 29.04.16	274
Total Number of Units under consideration / permitted :					383
TOTAL UNITS (COMPLETED, UNDER CONSTRUCTION, COMMITTED OR PROPOSED)					

4 Strategic Context Update

4.1 The NDF Area has been a long-standing regeneration priority for the City Council. This section sets out the updates to the strategic planning and regeneration policy context at city region and local level since the publication of the 2015 NDF.

Updated Policy Context

Northern Powerhouse

4.2 In the 2014 Autumn Statement, an additional £7 billion of investment was announced by the then Coalition Government to build the Northern Powerhouse, as a rival to the economic strength of London.

4.3 The Northern Powerhouse will utilise the combined agglomeration benefits of the key centres and economic assets in the North of England, the combined population of which could compete with cities at a global level, to deliver economic growth. The intention is to create a single market for people, goods and ideas, which will drive the growth of the knowledge economy. It will promote access to skills, ease of travel and the ability to create talent clusters crucial for the skills of the region and the requirements of local businesses.

4.4 The 2014 announcement also provided that Greater Manchester will have a directly elected Mayor by 2017, with responsibility for a £300m housing investment fund, devolved and consolidated budgets in transport and health and social care, along with key strategic planning powers.

4.5 Central to the vision, is the creation of a world class transport system which links up the cities and towns in the North to allow them to function as a single economy. Strong transport connections will provide the foundations to build the Northern Powerhouse, allowing it to compete with the best performing regions of Europe. This in turn will attract investment from overseas, further driving growth and creating a North which is a **global centre for innovation and trade. As the North of England's** largest conurbation, and a city which has already been given a number of powers through devolution by Central Government, Greater Manchester is at the heart of the Northern Powerhouse agenda.

4.6 The March 2016 budget builds on the plans for the Northern Powerhouse. The budget commits £60 million to progress plans **for the development of 'Northern Powerhouse Rail', an improved** east-west rail, with the aim of reducing journey times from 50 minutes to approximately 30 minutes between Leeds and Manchester. In addition, £75 million is committed to develop plans for an 18-mile road tunnel under the Peak District to speed up journey times between Manchester and Sheffield. Construction on both projects will begin in 2020 at the earliest.

Northern Powerhouse Independent Economic Review (2016)

4.7 The Northern Powerhouse Independent Economic Review (NPIER) **findings characterise the North's economic** position and the drivers underpinning its performance, and identify opportunities

where pan-Northern drivers and collaboration can support local activities.

4.8 The capabilities that were identified are international-class assets: expertise, research and businesses that are genuinely distinctive for the North, are highly productive, and can compete on the national and international stages.

4.9 The Review has identified a number of core messages:

- There is a persistent economic gap between the North and the national average that necessitates a radical change in the economy of the North.
- The North is home to internationally regarded assets, expertise, research and businesses that are pan-regional, highly productive and compete at a national and international scale.
- Agglomeration is driven within the major cities; however, the capabilities are present across the North: **By 2050, in a transformed North, GVA is projected to be some 15% higher than a 'business as usual' projection, and productivity some 4% higher, with some 850,000 additional jobs.**
- A transformed North will require investment and improved performance in a number of critical areas, especially skills, innovation, and inward investment, alongside transport infrastructure and services.

Manchester Strategy 2016 - 2025

4.10 The Manchester Strategy replaces the Manchester Community Strategy 2006 – 2015 and sets out a vision for the City over the next decade, which is the creation of a place that is attractive, clean and green, where residents from all backgrounds feel safe, can aspire, succeed and live well.

4.11 **It seeks to secure the Manchester's position as a world class city:**

- with a competitive, dynamic and sustainable economy that draws on its distinctive strengths in science, advanced manufacturing, culture, creative and digital business, cultivating and encouraging new ideas;
- with highly skilled, enterprising and industrious people;
- that is connected, internationally and within the UK;
- that plays its full part in limiting the impacts of climate change;
- where residents from all backgrounds feel safe, can aspire, succeed and live well; and,
- that is clean, attractive, culturally rich, outward looking and welcoming.

4.12 The Manchester Strategy recognises that more jobs are being created in new, added value growth sectors of the economy and that there is a growing and changing population. The city needs to respond and provide for this changing market. This means providing the right environment for economic growth and enterprise including the right housing and employment offers as part of sustainable mixed use neighbourhoods.

4.13 **In order to ensure a 'thriving and sustainable city' the Strategy outlines it's approach to supporting a diverse and distinctive economy that creates jobs and opportunities.** Businesses are already investing in Manchester because of the talent, diversity and size of the labour market and to remain competitive internationally it is recognised that the City must continue to ensure that Manchester is a liveable city. It is outlined that Manchester will continue to plan space for business to grow. This includes planning for the re-use of existing buildings whilst ensuring that there is a good supply of space for well-designed

large office buildings to meet the needs of professional and service industries in locations such as Spinningfields, Airport City and Piccadilly, whilst also providing bespoke space for creative and science sectors.

- 4.14 **To meet requirements for providing a 'liveable and low carbon city' the Strategy outlines its approach to delivering a destination** of choice for people to live, work and visit. Manchester will pursue growth in new residential accommodation whilst also ensuring that the basics are right in terms of ensuring that the City is clean, safe and welcoming. The Strategy continues to support growth with well planned communities. The highest densities of housing to be located in places that are best connected to public transport. Alongside new housing, the strategy also outlines the importance of providing good quality public space for people to relax, enjoy and exercise.

Manchester City Centre Strategic Plan 2015 - 2018 (2016)

Extended City Centre Boundary

- 4.15 The Strategic Plan includes a new city centre boundary that responds to the rapidly evolving economic geography of Manchester City Centre. As both the economy and population of Manchester have grown, large scale mixed-use developments incorporating commercial, residential and leisure uses are driving change at its boundaries - including Ancoats and New Islington to the east. The city centre boundary has therefore been extended **to recognise the contribution of former 'fringe' areas and their relationship with the city centre.**
- 4.16 The expansion of the city centre reflects a key imperative of **Manchester's Strategy which is to drive the creation** of sustainable

neighbourhoods of choice which support economic growth and improve quality of life in these areas.

- 4.17 This extension means that New Cross will rapidly evolve into a desirable city centre residential offer as well as a destination in their own right.
- 4.18 The expanded city centre neighbourhoods are seen as locations where young and skilled workers will choose to live, but also where a broader population, including retirees will choose to live. The City Centre Strategic Plan outlines New Cross as an opportunity to deliver a range of housing tenures to meet demand. In addition, this range in housing offer should provide the flexibility and affordability that many city centre residents require.
- 4.19 The mix of uses within these destinations of choice should benefit the needs of the local community, with a pre-disposition against late night drink and entertainment licences.
- Manchester Residential Growth Strategy (2016)
- 4.20 Recognising the critical relationship between housing and economic growth, Manchester City Council has prepared a **Residential Growth Strategy (approved by the Council's Executive Committee on 2 March 2016).**
- 4.21 The Strategy sets the housing agenda for the next 5 years to ensure that Manchester can meet the housing demands generated from a growing economy and population. The aim is to ensure that there is the right quality, mix and type of housing in the right locations to meet demand and changing demographics.

4.22 The overarching aspiration is to develop neighbourhoods of choice. There is a need to **improve equality amongst the city's** residents in terms of housing choice, quality, affordability, which will help to develop strong communities.

Housing Affordability in Manchester

4.23 In June 2016, Manchester City Council's **Executive Committee** considered a report looking at how affordable housing is currently defined, developed and delivered in Manchester placing this within a wider housing market context.

4.24 Linked to the Residential Growth Strategy referenced above, the report identifies the need to provide a sustainable pipeline of residential property within reach of average household incomes, particularly in light of rising house prices, rental levels (especially in the city centre) and the parallel requirement to increase earnings across the city.

4.25 In this way, the report introduces an alternative view and approach to affordability linking income to the cost of buying and renting a home within the city. This is in order to begin to match residents with a range of products that will support them into good quality affordable homes for sale and rent.

4.26 To support this ambition, the report proposes the following as key objectives:

- To provide a quality housing offer, the cost of which is linked to household incomes, ensuring that it is affordable to working households across a range of incomes and values

- To ensure the city meets the needs of vulnerable, older households and existing tenants for whom home ownership is not appropriate.

4.27 In addition, the following key principles have been set out as a basis for discussion and consultation with residents, key partners and associated organisations:

- Affordability of housing in Manchester should be linked and aligned with household income. As a principle, housing costs should not be more than **30% of a household's gross income.**
- There should be spatial and geographical considerations in the provision and type of homes that meet **Manchester's** affordability thresholds across the city to help maintain mixed communities and balanced housing markets
- New build social and affordable rented housing should only be developed for specialist and supported housing, replacement homes lost through right to buy, demolition or estate regeneration with the overall aim of maintaining the current quantum of social housing in the city.
- There should be a wide range of tenure blind 'affordable' options for residents in the city, including market sale and rent. The City Council should seek to direct and support those who can afford it, into those homes.
- The City Council should consider where appropriate, its Registered Provider and Council owned affordable housing as an incentive and reward for reducing dependency
- The City Council should offer secure tenancies to those residents with long term dependencies where affordable housing will link into a wider health and social care package, reducing costs on the public purse
- The City Council should make the most efficient use of our existing social housing stock including:

- re-provision where stock is poorly designed or the wrong type; and,
- adopting a more flexible approach to tenancies e.g. use of fixed term tenancies to enable a review of the need for a secure tenancy

4.28 It is also identified that the City Council needs to review the use of its planning powers, policies and affordable housing requirements to ensure that we can continue to develop a sustainable housing market that provides for those who work in our economy whilst sustaining the attractiveness of the market to investors

4.29 The consultation process is ongoing and its conclusions will be reflected in the final version of this NDF, after it too has been through a period of consultation.

Draft Residential Quality Guidance (June 2016)

4.30 The Draft Manchester Residential Quality Guidance Document (approved as a basis for consultation in June 2016) aims to ensure the realisation of high quality, sustainable housing that **meets the city's and its communities' needs**. The draft document seeks to provide clear direction to all those involved in the development of, the construction of and the management of new homes in the city. The components identified in the diagram overleaf identify the elements that are needed if Manchester is going to fulfil its ambitions; respond to the challenges of meeting housing demand alongside the objective to create a city that is a combination of vibrant, healthy, sustainable, safe, resilient and attractive neighbourhoods.

Updated Regeneration Initiatives

Northern Gateway

4.31 The Northern Gateway (extending in a north eastern arc from Victoria Station, to include the areas of NOMA, Lower Irk Valley, New Cross and Collyhurst) represents a vision for Manchester, clearly identified and set out by Manchester City Council in their various masterplans and frameworks. This is to create and deliver a series of distinctive, but interconnected, residential areas on the northern edge of the city centre as part of an overall requirement for the city to meet the demand for much needed housing to support its future growth.

4.32 Neighbourhood Development Frameworks / Masterplans are already in place for NOMA, New Cross, Lower Irk Valley and Collyhurst. These planning exercises have clearly identified that the opportunity exists to link the expanding northern boundary of the city centre, brought about by the NOMA development, to connect through to the northern inner suburbs of the city, providing the widest range of housing choice to meet the needs of a growing and changing population; and retaining and attracting people and families to revitalised neighbourhoods.

4.33 In September 2015, the MCC Executive approved the proposal to link the delivery of major residential development across area defined as the Northern Gateway and to identify/appoint an investment partner to work with the City Council to provide access to financing and expertise to ensure the overall delivery of the Gateway. This approach is considered to be the most efficient for an opportunity of this scale and critically, the optimum way of building a platform for seamless delivery within an overall framework of change. The Gateway will be an example of how

Devolution can benefit and support the regeneration of the city and sustained long term growth.

- 4.34 The whole Gateway opportunity, including the forthcoming developments of Angelgate and Angel Meadow, has the potential to support circa 7,000 – 8,500 new homes over a 15 year period

– offering an investment partner a transformational role working alongside the City Council in the future growth and development of the city.

DRAFT



Angel Meadow: A Strategic Update to the NOMA Development Framework (January 2016)

4.35 This document forms part of a strategic update to the NOMA Development Framework to provide guidance on the future residential led development of land adjacent to Angel Meadow as well as to identify potential opportunities to support and enhance the existing residential neighbourhood area focused around Ludgate Hill.

4.36 The purpose of the Angel Meadow Strategic Update Framework is to establish a series of development and urban design principles that will inform the future development of this area. These principles aim to ensure that new developments, as well as the evolution of existing developments within the Ludgate Hill neighbourhood, contribute towards the creation of a high quality, sustainable community whilst acting as catalyst for wider regeneration. This latter point is particularly for Angel Meadow given its important role in providing physical and functional links between the city centre, NOMA, Lower Irk Valley, Collyhurst and New Cross.

Lower Irk Valley Neighbourhood Development Framework (January 2016)

4.37 The Lower Irk Valley is a key edge of city location that can play a pivotal role in accommodating new residential and commercial development and creating an environment that seamlessly knits the area into the growth and extension of the city centre north and eastwards over the next ten to fifteen years.

4.38 The Lower Irk Valley Neighbourhood Development Framework was approved by Manchester City Council's **Executive in January 2016**

and aims to guide future comprehensive development in a manner **that will realise this area's important** potential as an important contributor to the long term transformation of the city. The NDF establishes potential for approximately 2,100 new residential units within the Lower Irk Valley area.

4.39 The NDF has been prepared on the basis of four distinct but interconnected Character Areas. These defined areas have varying and interlinked opportunities and each area is afforded their own Masterplanning Principles and Framework. In broad terms, this guidance indicates that a higher density apartment led form of development is anticipated in the Character Zones closest to the City Centre, with the density decreasing and becoming lower rise further up the Valley area; however, in overall terms the area is capable of providing a high to medium density of residential accommodation.

4.40 There is an opportunity to transform the Lower Irk Valley, from an insular, remote location that is functionally and physically disconnected from the rest of the city, into a well-connected, active and fully integrated part of the city. This is a key driving force behind the masterplan strategy for the four character areas.

4.41 The area lies within a river valley and includes significant opportunities to deliver new development set against green and blue infrastructure with strong cycling and pedestrian connections. The NDF also identifies nodal points and key routes that are likely to be able to support community facilities, local retail and leisure facilities that will serve the area.

Ancoats and New Islington (October 2014)

4.42 The Ancoats and New Islington Neighbourhood is witnessing a significant surge in development activity and further development interest by virtue of its available land, highly accessible location, its unique heritage character, supportive planning policy and as a consequence of the work that has been done in terms of land assembly and the implementation of essential infrastructure to support economic growth. Following the recession there has been an upturn in construction activity and the build of a substantial development pipeline through grant of various Planning Permissions.

4.43 New development is coming forward in a coordinated and cohesive way based on an adopted Neighbourhood Development Framework for the area and in particular through the major multi-phased investment in residential led development of Manchester Life (a Joint Venture between Manchester City Council and Abu Dhabi United Group).

4.44 Ancoats and New Islington directly interface with New Cross, albeit with the presence of a significant physical barrier in the form of Oldham Road. Establishing enhanced inter-radial connections between New Cross and Ancoats has been picked up as an important principle within the respective NDFs produced to date.

Updated Economic Context

Residential Context

4.45 The Deloitte Manchester Crane Survey (January 2016) outlined that Manchester is showing strong signs in the residential market.

The number of residential units under construction at the time of the survey was the highest since 2008 at 2,982 units. This was almost double the number under construction in the previous year (1,426 units) and is also above the 2002 - 2015 annual average of units under construction.

4.46 Notwithstanding this point, the city centre market has moved from a perceived oversupply in 2009 to a clear undersupply today. This has led to a number of initiatives aimed at accelerating growth whilst ensuring the right quality is delivered. These include Manchester Life, Manchester Place, the aforementioned Residential Growth Strategy and Quality Guidance, and a £300 million GM Housing fund.

4.47 The Crane Survey reported that the anticipated delivery of units for 2016 is 2,175. **In terms of what's under construction, there** continues to be a number of owner occupier focused schemes which tend to be smaller in scale. There is however an increase in build to rent accommodation being delivered.

4.48 Whilst residential development is at its highest in 5 years there is still some way to go to meet the pressing housing need in Manchester. Residential development is still lower than the 2006 peak, when over 4,000 units were delivered and there has been a noticeable and significant downturn in the number of completions over the past five years.

4.49 The market area across the recently expanded city centre boundary areas has seen a remarkable change over recent years as a result of both market-led growth and regeneration initiatives.

The rapid expansion in apartments has led to an increase in the number of people living and working within its boundaries.

- 4.50 Alongside the increase in numbers of newly started projects during 2015, the planned development pipeline is an encouraging indicator of projected future growth. The Crane Survey research identified that there were currently 21 projects with extant Planning Permissions at that time, approving approximately 7,500 residential units.

Commercial Context

- 4.51 **Manchester's economic success has historically been driven by its** growing role as the leading professional and business service centre outside of London, global connectivity through Manchester International Airport and business and leisure visitors, with Manchester the third most visited city in the UK. Indeed, **Manchester's economy grew faster than London** in 2015.
- 4.52 The largest numbers of jobs in the city are in the financial and professional service industries. The city has also developed a number of internationally distinctive clusters of creative, media, digital, life sciences and manufacturing industries including the BBC and ITV. These innovative industries are set to grow in Manchester.
- 4.53 Alongside this Manchester has a thriving design business with 10,000 new design jobs created in the City Region between 2012 and 2014. Cultural businesses employ 1,000 directly and this is **set to grow with schemes such as 'The Factory' coming forward.** The construction sector also continues to grow.

- 4.54 Such growth will create a diverse workforce in a range of professions including not only those listed above but also supporting industries such as retail, hospitality, teaching, health care and other professions required to support a vibrant, diversifying and growing city.
- 4.55 The high level of demand for new office space in Manchester, the high level of pre-lets and the overall economic outlook moving forwards indicates that there is capacity and need for future office/commercial floorspace in Manchester.

5 Site Analysis – Opportunities and Constraints

5.1 The 2015 NDF provides a site analysis for Zones A, B and C. This section outlines the key opportunities and constraints from this analysis that have informed the development and land use principles for this NDF update area only. Please refer to the 2015 NDF for a more detailed and fully comprehensive site description and area analysis.

Land Ownerships

5.2 Land ownership in Zones B and C is split between a number of major landowners. It is important therefore, that this NDF update establishes a clear set of development principles to create a coherent strategy across the various land ownerships.

Site Analysis – Opportunities and Constraints

Land Use

5.3 Zone C primarily comprises a number of vacant, cleared previously developed sites and vacant industrial and / or commercial premises, meaning that large parcels of development plots could come forward.

5.4 The largest of these is the vacant former National Grid call centre site set within 2.5 hectares of land located to the western periphery of Zone C, adjacent to Gould Street.

5.5 Buildings on the former Police Station site to the east have been demolished and this site is cleared. To the south west of the former Police Station there is a further cleared, previously

developed site that is currently in use as a temporary surface car park.

5.6 There is a scattering of low-rise industrial units fronting Rochdale Road, some of which are vacant, together with gap sites and surface car parking, which terminate at the Grade II Listed Marble Arch Inn on the corner of Gould Street.

5.7 The railway arches accommodate small industrial units, some of which are occupied by uses including MOT Centres.

5.8 A large electricity sub-station (operated by United Utilities) is located to the north westerly corner of Gould Street and Williamson Street.

5.9 The south of Rochdale Road, in so far as it relates to the NDF area, primarily consists of surface level car parking up to Sudell Street.

Connectivity

5.10 **The site's current environment creates a physical and psychological disconnection between Lower Irk Valley, New Cross, Ancoats, Collyhurst and the city centre.**

5.11 It disconnects Collyhurst in particular - the experiential quality of linkages are poor, a vehicular dominated environment of Rochdale Road, the lack of street frontage, and lack of safe route choices for pedestrians and cyclists.

- 5.12 As the regeneration effort in Collyhurst gathers pace, greater emphasis must be placed on the importance of better connections through New Cross.
- 5.13 The site presents an opportunity to create a more intact, coherent and connected urban area and a better sense of integration between emerging and established neighbourhoods.
- 5.14 Connectivity through Zones B and C is limited as a result of the presence of the large, closed off former gas works and other significant land holdings.
- 5.15 Rochdale Road is an arterial route connecting local communities in the north with the city centre. Bromley Street is the only other street that provides a north - south connection; however, this is heavily constrained by the adjacent viaduct and on-street parking.
- 5.16 The most important east-west inter-radial route, adjacent to the Marble Arch Inn, is Gould Street. This connects Rochdale Road to New Cross, Lower Irk Valley and ultimately Green Quarter and Cheetham Hill to the north. This route is currently uninviting with blank frontages and viaduct underpasses to negotiate. There are no east-west connections through the NDF area.
- 5.17 The remainder of the NDF area is made up of small roads that connect the existing uses together. There is no defined hierarchy of streets and no clear routes through the site for vehicles, pedestrians or cyclists.
- Urban Grain
- 5.18 Unlike Zone A which benefits from a clearly discernible urban grid, **Zones B and C's urban grid has been completely eroded due to the significant industrial uses that occupied the area.**
- Height and Density
- 5.19 Given the industrial / commercial nature of the NDF update area, the existing height and density of buildings is low.
- 5.20 More generally there is a clear eight storey benchmark datum that runs through the city centre's **northern fringes from NOMA to Ancoats and New Islington**. On Rochdale Road this is punctuated by Skyline Central at 20 storeys and 1 Angel Square. In addition Planning Permission exists for a 34 storey building at the corner of Miller Street and Rochdale Road as part of the Angel Gardens development.
- Gateway, Landmark and Nodes
- 5.21 Within the NDF update area, there are limited existing gateways, landmarks or nodal points.
- 5.22 Within Zone C, there is an important potential gateway with the adjoining NOMA and Lower Irk Valley regeneration areas located at the edge of Gould Street. This is currently compromised by the presence of a large United Utilities electricity substation; however, potential exists to form a strong connection here with the **entrance to St Michael's Flags and NOMA on the western boundary** and under the viaduct to the southern border of the Lower Irk Valley.

- 5.23 Landmark buildings generally sit outside of Zones B and C. There is only one listed building in the NDF update area at Zone C - the Grade II Marble Arch Pub. There is the potential to improve the setting of this historic asset. In addition, the flatiron building at the junction of Sudell Street should be retained as a heritage asset.
- 5.24 The north of the Study Area is bound by the former railway arches at Bromley Street. The arches currently include a range of light industrial uses. There is an opportunity to open-up some of the arches to create new linkages to the Lower Irk Valley alongside redevelopment to create a new commercial destination.

Public Space

- 5.25 Existing public realm and amenity space within the actual NDF expansion area is very limited; however, there is a significant amount of provision within easy access. For example, there are several public realm and green spaces, which provide amenity for **local communities. St Michael's Flags and Angel Meadow** recreation ground is within walking distance to the west of the NDF expansion area.

Active Frontages

- 5.26 Zones B and C have limited active frontages. Other than the Marble Arch Inn on Rochdale Road and some small adjacent retail units, there is no active frontage to any of the streets that traverse the wider site. The majority of the industrial and commercial units in the study are set back from the public streetscape, located within their respective plots and often surrounded by surface parking.

Summary and conclusions for new development

- 5.27 Although the presence of infrastructure and the former industrial / commercial nature of the site provides existing constraints in terms of land use, access, urban grain and density, overall the NDF update area provides a relatively blank canvas for new development to come forward in line with development principles to:
- create a new mixed residential led community;
 - develop active street frontages along Rochdale Road and within the NDF area;
 - create an environment that is inviting and interesting with enhanced public realm; subtle variations in height and form that respond to the wider context, and punctuate and add interest to the skyline where appropriate; a human scale environment within the heart of the neighbourhood; and,
 - create new connections between communities in the north – notably Lower Irk Valley and Collyhurst with the City Centre and communities in Angel Meadow, the remainder of New Cross and Ancoats and New Islington.

6 Development and Land Use Principles

Introduction

- 6.1 This section sets out the master planning principles and overarching themes that should be taken into account as part of a strategy to unlock the true potential of the NDF update area.
- 6.2 Each sub-section should be reviewed in conjunction with the relevant plans and diagrams (of the same title) provided at Appendix A to this document.

Vision and Ambition

- 6.3 The overall vision for New Cross is to create a vibrant urban residential-led, mixed use community.
- 6.4 With regard to the NDF update area, this will be achieved by:
- creating a seamless urban grain extending north out of Angel Meadow and the Ludgate Hill neighbourhood to integrate and animate key links;
 - creating clear through routes, maximising connectivity;
 - attractive green space and public realm which has a clear added value purpose for the local community and has taken into account in its design future management and maintenance requirements;
 - maximising opportunities to open up the viaduct arches in order to unlock their special place-making potential;
 - defining and animating Rochdale Road to create a high quality of built form and use on an key approach into Manchester City Centre;

- including subtle graduations in building line to establish playful, varied street spaces, but retain clarity for wayfinding;
- designing into new development, non-residential uses in ground floors at key nodal points in order to provide local services and amenities whilst enabling a legible, stimulating and safe public realm.
- ensuring a place of lively urban residential streets. A sense of domesticity and personality, with front doors and ground floor windows creating positive frontages.

Illustrative Masterplan

- 6.5 The illustrative Masterplan at Appendix A has been prepared in order to provide a demonstration of one way that the NDF update area can be developed to achieve the vision in accordance with the development and land use principles set out below.

Connectivity and Street Hierarchy

6.6 The overarching objective in this regard is unimpeded, continuous connectivity to and from neighbouring communities (existing and emerging) as well as with the city centre core. At the same time to deliver a range of intimate and social street spaces.

Street Network

City connections

6.7 An important principle in relation to both Zones B and C is the provision of multiple pedestrian and cycle friendly routes which respond to the principal north east and south west alignment of streets in this part of the city centre. These routes will provide meaningful, safe and attractive alternative routes to Rochdale Road. They are essential in terms of enhancing connectivity between the city centre and communities to the north, east and west including Collyhurst and thereby effectively allowing those areas to become fully integrated with the city centre.

6.8 In positioning these routes, direct connections and key desire lines between North Manchester Communities and key city centre destinations such as Northern Quarter, NOMA and New Victoria should also be maximised as far as possible.

6.9 At the local level there is an opportunity to align these routes in a way that will enhance connectivity to character buildings such as the Tobacco Works and amenities such as Angel Meadow. In addition, there will be a requirement to make new connections and break down the scale of blocks, especially creating a new axis through the former National Grid site within Zone C.

6.10 This has influenced the route alignments through the area indicated on the connectivity and street hierarchy plan.

Inter-radial links

6.11 Inter-radial links are north-west / south east aligned connections that form an essential part of the masterplanning framework for this area. The inter-radial routes will provide linkages between the city connections linking the key regeneration areas that extend around the inner ring road within the expanded city centre.

6.12 A significant connection in this regard is focused on Gould Street, essential in linking New Cross with Lower Irk Valley. Further connections between New Cross and Lower Irk Valley are hampered by the railway infrastructure along the northern boundary of New Cross. Connections are not possible at all to the east of Bilbrook Street. Between Gould Street and Bilbrook Street; however, two further connections have been identified in order to maximise permeability and connections to the Lower Irk Valley. This includes the creation of a new route aligning with the existing connection through the viaduct from Bromley Street and running back to Rochdale Road and Zone B.

6.13 There is a need to define a clear street hierarchy across the Zones B and C. This should promote pedestrian priority and cycle connections whilst recognising, and mitigating through design, the requirement for certain streets to perform an important function as vehicular access routes.

6.14 Gould Street will remain as a traffic calmed route for vehicles. Facilitating and maintaining safe vehicular access at the Gould

Street / Rochdale Road junction should remain a priority as new development proposals are considered throughout this area.

- 6.15 **The site's principal character features (including the viaduct arches referenced above),** are the Grade II Listed Marble Arch pub and the Flatiron building at the junction of Sudell Street and Rochdale Road. These features should be sensitively integrated into the development of the area and become focal points.
- 6.16 The way in which Rochdale Road is addressed by the masterplan and future development proposals is an important consideration **given this route's status as a key arterial connection into the** city centre and also the fact that its presence needs to be mitigated in the creation of attractive new residential neighbourhoods.

Rochdale Road

- 6.17 The Zone B and C interfaces with Rochdale Road are currently defined by vacant plots, fragmented frontage buildings and sporadic, low value land use. It creates an unfriendly environment that disconnects Collyhurst from the city centre and does not create a welcoming experience for people travelling into the city centre from the north.
- 6.18 A key objective is for this part of the Rochdale Road to become a key focus for residential-led development and regeneration activity that connects the core of the city centre to Collyhurst through a cohesive and attractive environment.
- 6.19 The form and type of development should reflect and be representative of the neighbourhoods it connects. The structure and form of new development will be influenced by strategic

principles of transition: buildings and spaces that gradually change in composition and character relative to their location. On this basis three transitional areas have been created each with their own but complementary attributes:

- Area 1: This is closest to the city centre and at the south western **end of the Rochdale Road. It is characterised as a 'dense city street'** by: shorter setbacks, 0-3 metres from existing back of pavement; tree planting enabled by buildings being set back from back-of-pavement where possible (and where that is not possible other forms of urban planting) within the pavement; scale on the order of 7 to 9 storeys, with the potential for limited taller elements set back from the existing back-of-pavement; a coherent and intact street elevation; and, active non-residential uses at ground floor level.
- Area 2: This will be the mid-section and forms the majority of this **zone. It is characterised as a 'residential boulevard' by: minimum 3 metres setback from existing back of pavement facilitating narrow verge; formal urban street planting within the pavement and or verge; street frontage onto the main road, including ground floor windows and doors where these can be appropriately set back; heights will be at circa 8 storeys; and existing mature trees to the northern end retained and integrated within the street scene.**
- Area 3: This is the north easternmost section of Zone C as it **narrows. It is characterise as 'signature buildings in landscape' by: the built form set further back from the street, allowing verge, tress planting and tree retention; a 'soft' gateway responding to the wider south Collyhurst context; the potential for increased scale of development sat within the landscape in this location creating a sequence of taller buildings that animate Bromley Stree, descending**

to Angel Meadow and picking up local reference such as the '3 Sisters' tower.

Frontages and Land Use

- 6.20 The overarching objective in relation to frontages and land use is controlled variation, using land use and frontage variation to highlight strategic design and place-making potential.
- 6.21 In relation to land use, Zone C in its entirety and Zone B with the exception of its major employer locations continue to be identified as residential led. The area is suitable for a range of **accommodation that can meet the needs of Manchester's diverse** and growing population and which can contribute to the creation of a sustainable, mixed community.
- 6.22 It is also important to emphasise that in creating a sustainable mixed community for this area, it is considered that accommodation suitable for families should be provided. This could be provided within apartments as well as other housing typologies. The provision of 3 and 4 bed family housing will be encouraged.
- 6.23 In this regard, Manchester existing and emerging policy requirements should be taken into account. As referenced in Section 4 of this document, this will include consideration of **Manchester's** Residential Growth Strategy and Housing Affordability paper.
- 6.24 The vision for New Cross is to create a neighbourhood of distinctive and varied street characters, but at all times with homes addressing the street to create definition, positive frontage and surveillance.
- 6.25 Variations in residential frontages will be encouraged in order to maximise key views into and through the area, coordinate with building heights and add visual interest and character to the neighbourhood.
- 6.26 Internal streets will integrate at a more modest domestic level with key characteristics such as personal front door access at the street level.
- 6.27 Higher density residential development within this city centre location and range of housing types and tenure will be encouraged.
- 6.28 Within Zone C, the existing viaduct arches (particularly adjacent to the south western end of Bromley Street) provide an opportunity for new commercial and retail uses that contribute to the vitality and animation of the neighbourhood. Increasing activity in this location could also reinforce the creation of good connections through to the Lower Irk Valley.
- 6.29 Elsewhere, key pedestrian routes and in particular intersections of routes will offer the greatest potential to deliver non-residential uses to support the creation of a sustainable residential community. In addition, the Rochdale Road frontage has established non-residential uses which have the potential to extend into the ground floor of new development. There is an opportunity to create a continuous frontage at Rochdale Road, above ground floor commercial uses; there is an opportunity to

provide residential accommodation set back from the road edge along the interfaces with Zones B and C.

- 6.30 At a local level, the route network identified in the previous subsection will establish a number of gateways, nodes and intersections. These locations will provide good opportunities to establish shared facilities, services and environments to be maximised with adjacent neighbourhoods.
- 6.31 A Primary Substation currently exists at the interface of Williamson Street and Gould Street and takes up a significant area of land. On the basis this is likely to be an immovable constraint, the emphasis should be on whether it is possible to rationalise its land take or relocate in order to facilitate better pedestrian connections and better public space as well as to minimise the potential disamenity effects of this facility through appropriate landscape buffering. This will need to be fully explored as part of the consideration of new development proposals on adjoining sites.

Public Realm

- 6.32 The overarching objective in this regard is to create an active and diverse public realm experience. New buildings should interact with animated and pleasant street spaces.
- 6.33 Within Zone C, new residential development will be required to provide private amenity space consistent with best practice for new development of this type. Indeed, the emphasis within this zone will be the provision of extensive, high quality private amenity space within new development and enhancing the quality of connections to adjoining significant public space at Angel

Meadow and Lower Irk Valley. Where appropriate, child friendly private amenity space should also be integrated into the development to support the provision of family housing.

- 6.34 A controlled and well considered network of spaces and corridors is to be created that accentuate and guide movement on local and strategic level. This should accumulate in a concentration of key public spaces in locations where positive impact and benefits will be maximised, complementing patterns of non-residential ground floor frontage and marking transitions and thresholds.
- 6.35 The principal opportunities for public space within this zone will be at its north western corner. Public space within this location has the potential to be animated by the commercial use of south facing viaducts. It also has the potential to be animated by pedestrian movement to and from the Lower Irk Valley along what is envisaged to be a potentially key pedestrian connection.
- 6.36 There is the opportunity to create intimate shared or low-speed - streets passing east west through public realm improvements creating calm, pedestrian orientated spaces at the heart of the community.
- 6.37 Passing north south, conventional highway spaces will be established with a more robust public realm treatment enabling access and through connections between Rochdale Road and Lower Irk Valley; ensuring civilised streets that create a welcoming and safe pedestrian experience are created.
- 6.38 A unique, strategic north south pedestrian and cyclist link through the former National Grid site will be provided using transitions

across the retaining walls as opportunities for distinctive nodal spaces.

- 6.39 Development should maximise opportunities for soft landscape and trees to characterise the environment in particular through Rochdale Road and wrapping around along Bromley Street through to Angel Meadow.
- 6.40 Bromley Street has a key role to play in connecting New Cross with neighbouring communities. Improvements in public realm will provide a setting to support the valuable uses of the arches, whilst creating a direct and high quality link to Angel Meadow.
- 6.41 The public realm principles will be delivered through a series of different types of public streets and spaces to form a cohesive and legible public realm, which complements each of the typologies of space and responds to their context and the scale of buildings which define them. This provided in the table overleaf:

Space type	Character	Role
Semi-natural and organic soft landscape spaces	Open spaces characterised by predominantly soft landscaping, with elements of hard landscaping, seating and tree planting. They encourage pedestrian and cyclist movement through them. They are characterised by areas of existing landscape features and/or focused along key movement routes.	Integration: the spaces address the crossing point at two important points of integration with the surrounding context; one to the north east between the masterplan and Collyhurst and the second between Bromley Street and Angel Meadow / LIV. They create pleasant and attractive destinations, providing a sense of continuity from adjacent areas. Soft gateways: they play a key role in welcoming people to the area: they are the arrival spaces as you approach from Collyhurst and Angel Meadow. Their scale and appearance opens up views towards important routes within the masterplan. These spaces also allow taller buildings without having an overbearing impact on the public realm. Route choice: They are the components that provide route alternatives to the Rochdale Road, providing choice for pedestrians and cyclists, setting up access onto Bromley Street and the internal street network.
Urban street planting	Characterised by street tree planting / low level planting / changes in ground materials / seating	These spaces form a planting buffer creating a pleasant and attractive separation between the Rochdale Road and residential frontages which look onto it.
Calm, pedestrian and cyclist priority connections	A continuous, safe and unimpeded street space with carriageway priority given over to pedestrians and cyclists. They are defined by active residential frontages and encourage calm and restrained vehicular movement. (3mph streets, fostering residential activity and sense of place).	They play a crucial role in providing access to Ludgate Hill, Angel Meadow and onto the inter-radial routes (via key nodes). They are route alternatives to Rochdale Road and will encourage pedestrian and cycle activity along them. Bromley Street is transformed, limiting vehicle speeds and promoting pedestrian and cycle movement. It still retains vehicular access, providing connectivity to LIV, Angel Meadow and the rejuvenated viaducts. However it also plays a key role in providing direct, safe and animated pedestrian and cycle route to the viaducts and LIV from Collyhurst and Angel Meadow / NOMA.
Other key pedestrian and cycle connections	Generous, dedicated and well-defined pedestrian and cycle routes through open space.	They provide pedestrian and cycle choice connections to the internal route network as well as dedicated pedestrian/cycle access from Collyhurst and Angel Meadow.

Formal / hard
landscaped
spaces

Different ground materials / hard
landscaping designed to
accentuate key nodes.

These spaces correspond with the street hierarchy; implemented at key nodal points, where significant inter-radial routes and pedestrian cycle priority connections cross. They will articulate these crossing points, through a difference in appearance and design and help to aid legibility and way finding. Their role is to distinguish the arrival at an inter-radial crossing point.

They will also highlight important crossing into and within the masterplan, mainly from Angel Meadow onto Gould Street, on approach from LIV to Bromley Street and at two important inter-radial crossing points with the pedestrian cycle priority streets.

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Height

6.42 The overarching objective is to develop a well-considered height profile that includes well-composed and human scale spaces, complements the natural topography whilst responding to the height and massing of adjacent places.

6.43 The masterplanning work has identified a height profile for this location established through careful consideration of how spaces will be experienced.

6.44 The heights illustrated on the accompanying diagrams and plans at Appendix A provide a general maximum of height in each space with the intention that height will vary in order to create interesting and interactive spaces. There is also the opportunity to punctuate the skyline in certain locations where this can be justified.

6.45 A step-by-step approach to height should be considered in order to meet the overarching objective.

Step 1: Street width and building height

6.46 Street sections in a height: width ratio of approximately 1:1 should be the minimum, unless a compelling urban design justification can be provided for flexibility on this standard. This is seen as a ratio which creates a street, which for pedestrians, feels comfortable yet well-defined and contained. Street sections of lower ratio can sometimes create oppressive and overbearing spaces.

6.47 The experience of being within and moving through certain streets in the area will be influential over the sense of place of the

neighbourhood as a whole. The key streets where there is particular need to deliver a proportionate street section are:

- Rochdale Road;
- Gould Street;
- the continuation of Durant Street leading to Back St George's Road; and,
- the continuation of Simeon Street

Step 2: Building heights that respond to street types and topography

6.48 Each street will demand its own identity. The height profile therefore should aim to achieve:

- buildings of presence towards Rochdale Road;
- staggered heights matching the falling topography;
- buildings of presence adjacent to the viaduct;

Step 3: Appropriate height profile

6.49 Following step 1 and 2 the height profile should align to the general height profile for the NDF update area which has been developed in response to the neighbourhoods that are being created.

6.50 The rationale behind the maximum zone heights within Zone C have been approached as follows;

- Height Profile: 3 -5 Storey - A residential response fronting onto Sudell Street of up to 5 storeys. This is in response to the more conventional scale of residential properties adjacent.

- Height Profile: up to 5-6 Storeys - Careful consideration given to the height relationship with the existing buildings along Gould Street. The proposal here is to mirror the height datum of Tobacco Works and to avoid a sense of canyoning along a Gould Street which falls in levels towards LIV. This treatment also continues internally, ensuring that narrower, more residential focused housing does not feel over bearing or over enclosed. This provides a more subtle transition to the surround height proposal.
- Height Profile: up to 7 Storeys - This encapsulates the internal height profile of Zone C and along the eastern edge of the Rochdale Road. A height limit of 7 storeys will ensure that internal residential streets will feel well-proportioned and not over enclosed. Along Rochdale Road a wrap of up to 7 storeys is proposed, creating a transition to the 3-5 storey zone and residential area further east. This height profile also creates a residential scale of enclosure onto Rochdale Road, with building frontages stepping up closer to back of pavement whilst creating a residential boulevard.
- Height Profile: up to 9 Storeys - This area defines Rochdale Road as a city street. Building heights can increase up to 9 storeys in this area and still maintain a comfortable street proportion with good levels of enclosure, reflective of a more urban environment. Opportunities for height in this location could be located on the key inter-radial axis, offering approach views from Collyhurst.
- Height Profile: up to 12 Storeys - Defines the experience along the viaducts, which are of a lower height thus limiting the sense of enclosure. This height profile sits at the lowest point of the site (northwestern corner) offering the best opportunity for height without negatively affecting the street environment along Gould Street and the general height profile across the area. There may be opportunities to punctuate with areas of height as the land continues to fall to the north (LIV) without

negatively impacting upon the character of the surrounding street network.

Step 4: Consider a variation in street elevation

- 6.51 There is opportunity at key locations to create landmarks that punctuate the general height datum across this area. In addition, the height of buildings will also need to be sensitive to context including the historic environment and will need to be justified in **relation to Manchester City Council's Core Strategy policy EN2 and Historic England's *Guidance on Tall Buildings***. In relation to the creation of variety in street elevation, the following points should also be considered:

- Frontages should address and enliven the ground level of the street at all times.
- Opportunities for accentuated building height at appropriate locations can create a vibrant street experience.
- The scope for additional height within the built form immediately adjacent to the viaducts should be accompanied by slender forms that punctuate the skyline creating dynamic visual interest but remaining much smaller than the proposed tower at Angel Meadow, which will become the main landmark of this area.
- Subtle local landmarks can be expressed through height and/or elevational variants that deflect and terminate views.

Car Parking

- 6.52 New development will be required to sensitively integrate car and cycle parking requirements. This should be justified on a site by site basis in line with the guidance and recommendation of the **City Council's emerging Residential Quality Guidance**.

- 6.53 The overarching objective is to implement a variety of car parking approaches that meet demand and policy objectives, but which add to the character and animation of the street.
- 6.54 A wide variety of parking solutions will be required to achieve the appropriate volume of parking and cater for different needs – this will be established on a case by case basis.
- 6.55 There will be opportunities to make use of the existing topography to enable undercroft / basement car parking to the existing retaining wall structures within the former National Grid site. This could help contained the high volume, bulky parking format whilst helping to overcome the change in ground levels and allowing development on top to address the street.
- 6.56 On-plot parking delivered within parcels, integrated with and sleeved by built form.
- 6.57 Distribution of on-street parking to avoid over-reliance, and with particular control along certain streets to avoid weakening character and appearance.
- 6.58 Recognition that on-street parking can add to the quality and animation of the street. This needs a considered and high quality design solutions and materials.
- 6.59 On-street parking that is carefully managed and integrated into the street scene, may be appropriate around Bromley Street enabling and sustaining commercial uses.

Bromley Street – Alternative Option

- 6.60 Due to level changes it is not possible to re-use the arches on Bromley Street to the east beyond Billbrook Street. This currently creates a blank inactive frontage in this location. The proposed masterplan seeks to respond to this through creating a '**calm, pedestrian and cyclist priority connection**' and semi-mature planting that creates a buffer to the proposed residential development.
- 6.61 An alternative option could be to incorporate commercial uses into newly created frontages facing the arches. This would create an extension to the commercial uses proposed in the arches to the west of Billbrook Street and provide a buffer to residential development proposed behind.

Illustrative Masterplan – Realignment of Bromley Street

- 6.62 If feasible, there is an option to potentially integrate the realignment of Bromley Street through the heart of the development to create a high quality two-sided street and allow development to back onto the northern end of the viaduct where it currently presents a blank, inactive façade. This concept would be subject to feasibility and deliverability. The key design principles established in the preceding sub-sections would equally apply in this scenario. This would:
- create a direct and legible street which acts as a central spine clearly orientated towards pedestrians and cyclists – a safe and attractive route of choice;
 - assist in creating a rational and practical series of development parcels;
 - allow the new street section to be controlled, i.e. width can be planned to allow for taller buildings if necessary;

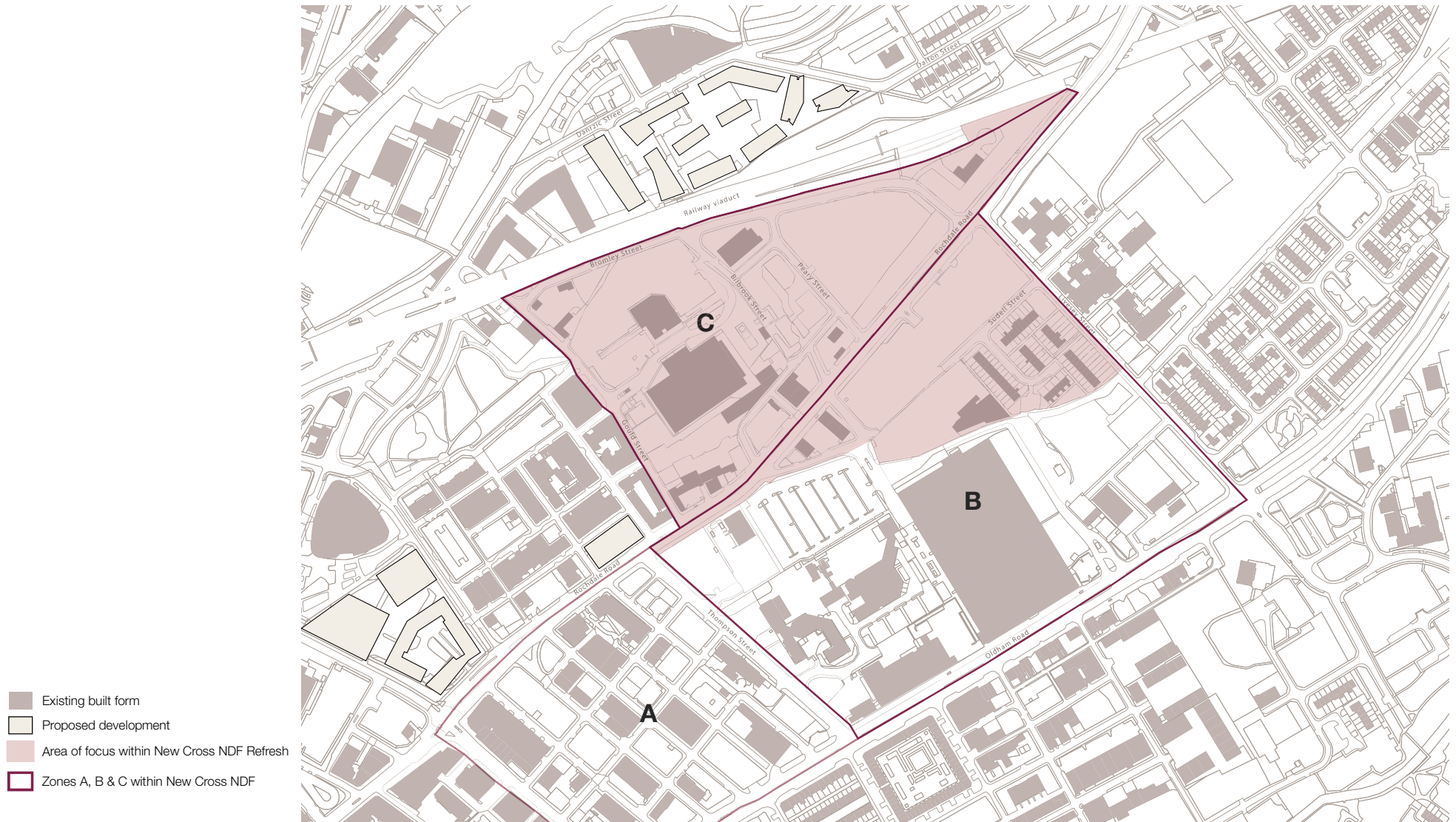
- present an opportunity to introduce surface car parking to the rear of development – a practical, low cost solution to aid viability; and,
- allow a central, urban space **to be created as a 'pivot' at the centre of the neighbourhood** – providing residential amenity, aiding legibility and helping a sense of distinctiveness.

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Appendix A: Plans and Diagrams

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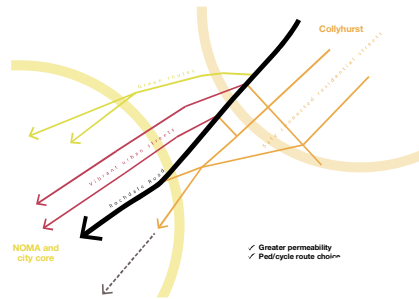
Study area



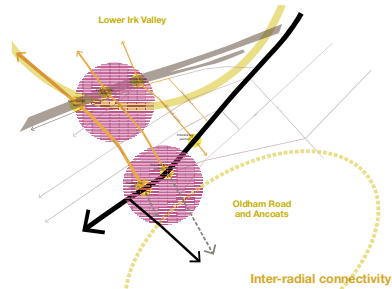
1a Illustrative masterplan





2 Connectivity and street hierarchy



Making new city connections - NE / SW routes



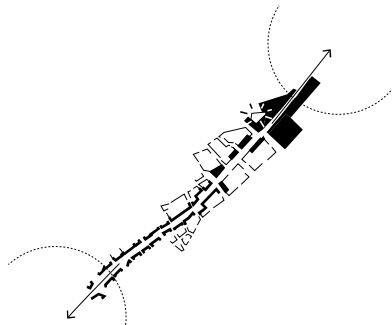
Inter-radial links - NW / SE routes

-  Off street ped/cycle connection
-  Ped / cycle urban route (hard paved with some shared surface sections)
-  Lightly trafficked, controlled urban street including shared surface sections
-  Residential access street
-  Inter-radial access road
-  Pedestrian priority nodal point
-  Opportunity for ped crossing point



3 Rochdale Road Corridor

Transition and frontage definition

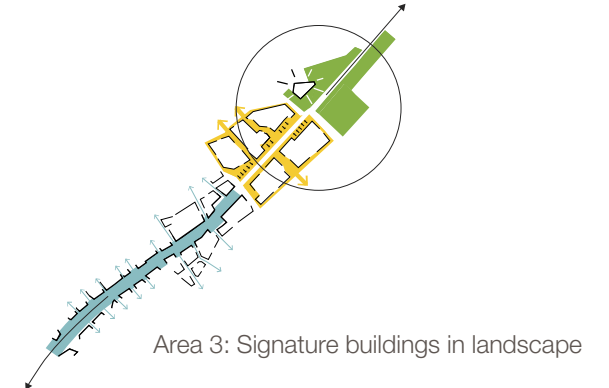
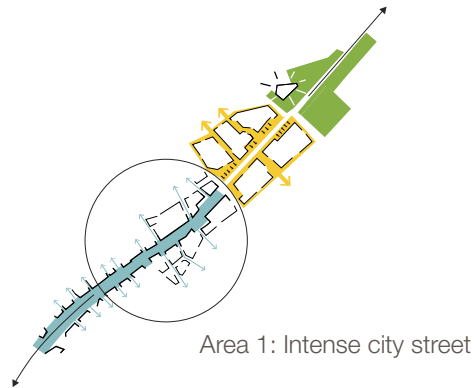


A vibrant and legible connection between the city centre core and Collyhurst

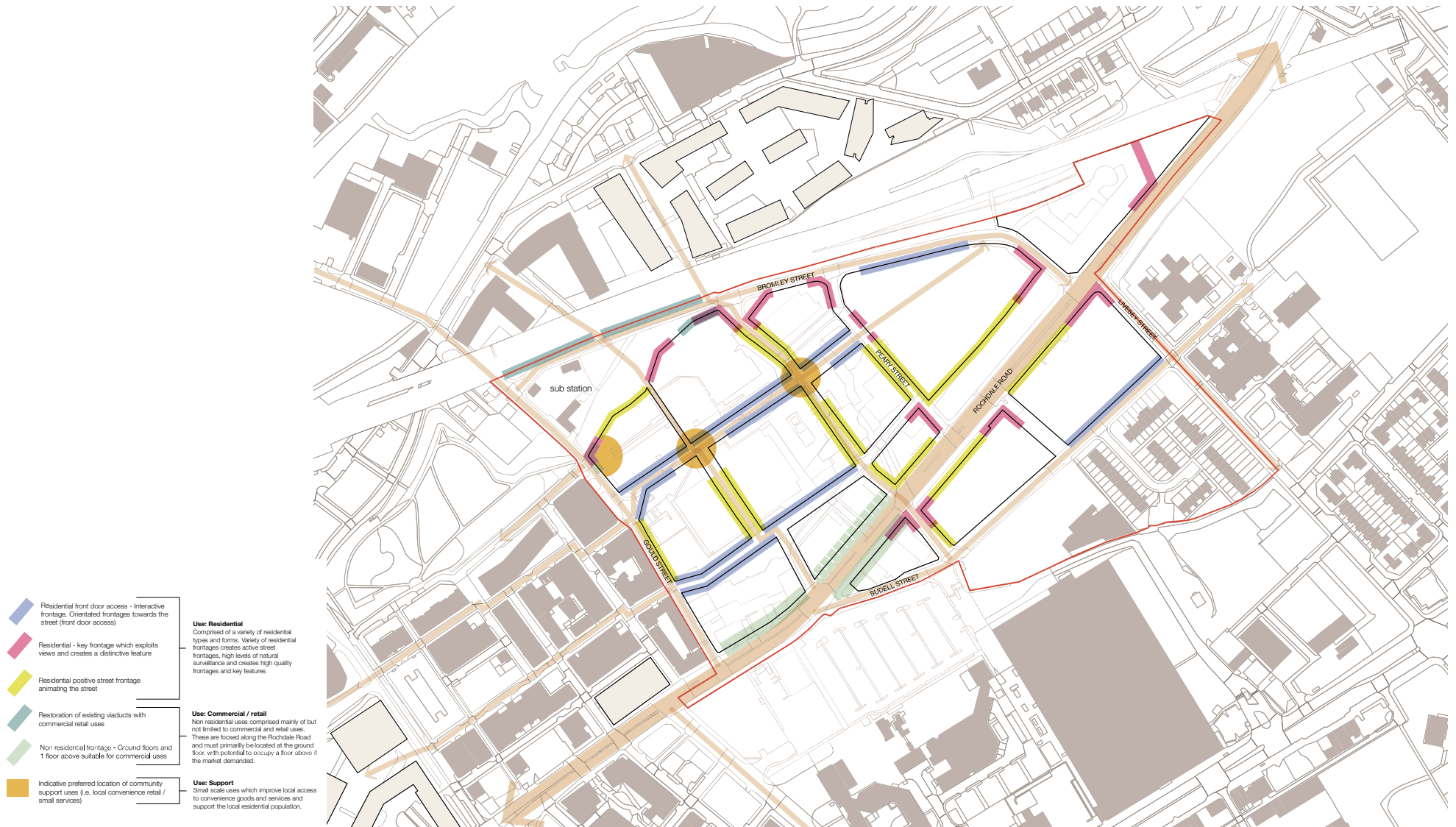


New Cross Zones NDF refresh
Core Development Principles
Zone C and Zone B (partial)

3 Rochdale Road Corridor



4 Frontages & landuses



5 Public realm



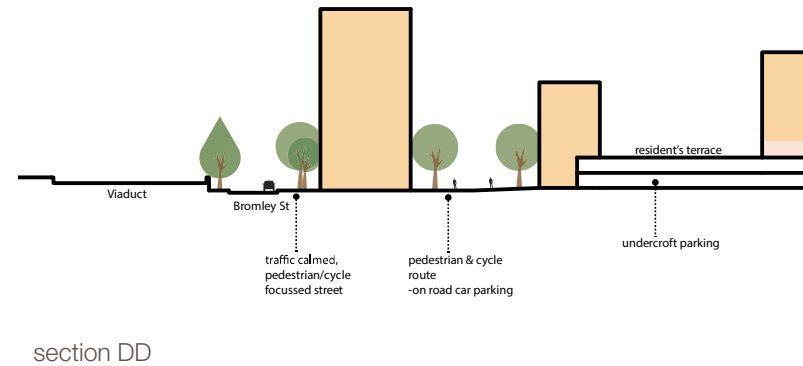
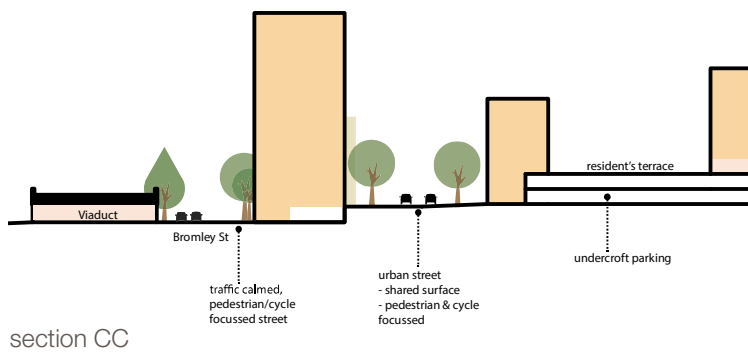
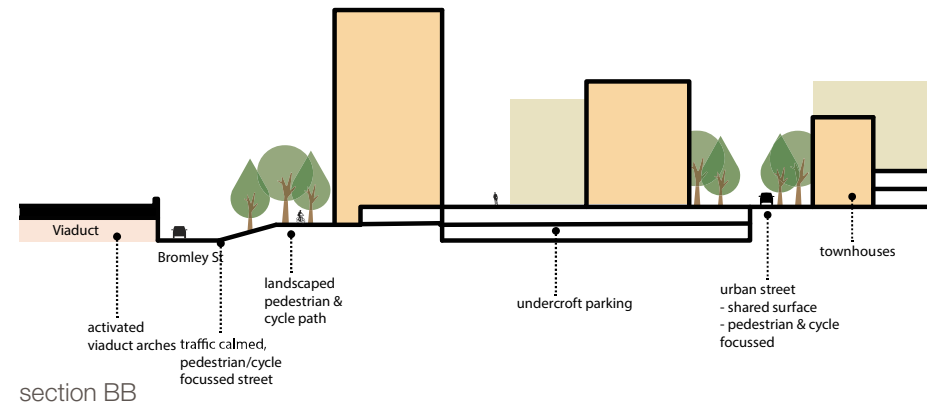
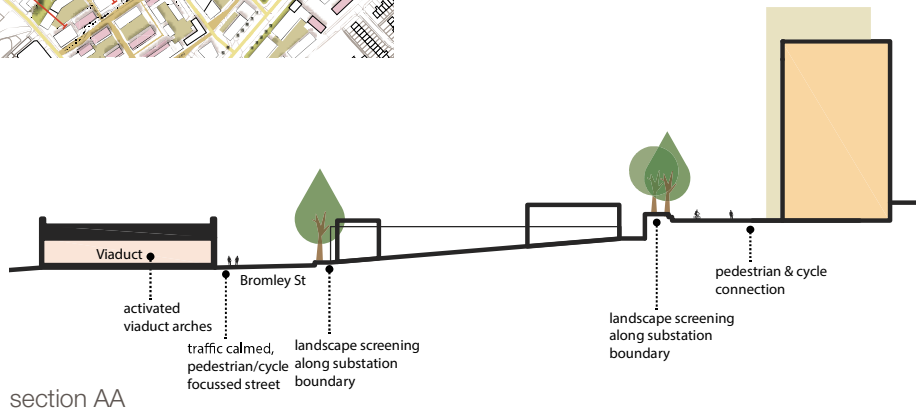
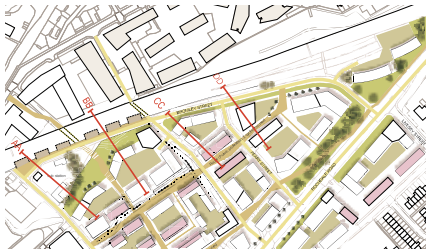
A wrap around of high quality landscape, linking into residential focused streets which connect to the city centre



-  Semi-natural and organic soft landscape
-  Urban street planting
-  Calm, pedestrian and cyclist priority streets
-  Other key pedestrian and cycle connections
-  More formal and/or harder landscaped spaces

New Cross Zones NDF refresh
Core Development Principles
Zone C and Zone B (partial)

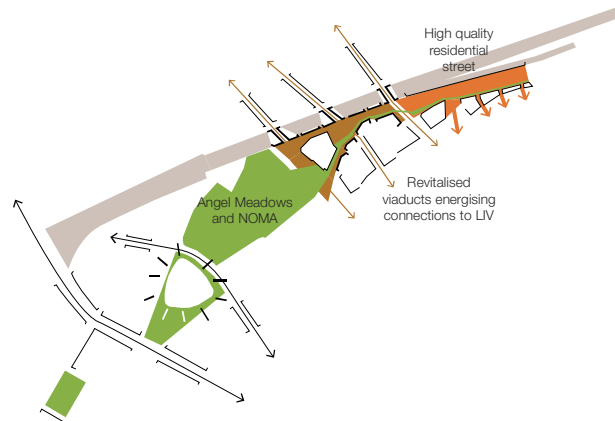
5 Public realm - Bromley Street relationships



5 Public realm - Bromley Street relationships



Revitalised viaduct arches with 'spill out space'



Creating a sequence of public realm experiences



5 Public realm - Bromley Street relationships



5 approaches to creating an active public realm experience, through a variety of landscape and public realm responses.

A variety of responses to create a connected public realm across existing site levels



Using platforms and walkways to address the change in levels

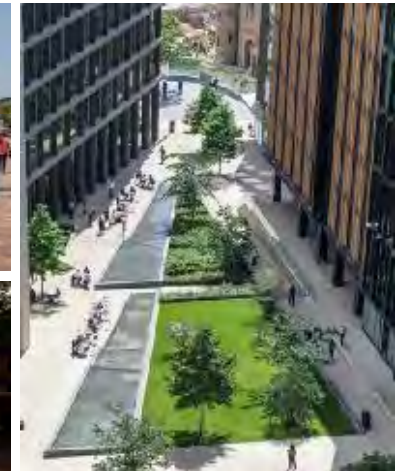


Calm, pedestrian and cyclist priority streets



Other key pedestrian and cycle connectors

5 Public realm - Bromley Street relationships



More formal and/or harder landscaped spaces



Semi-natural and organic soft landscape



Urban street planting



6 Height

Step 01- Consider the relationship between street width and building height

Concept

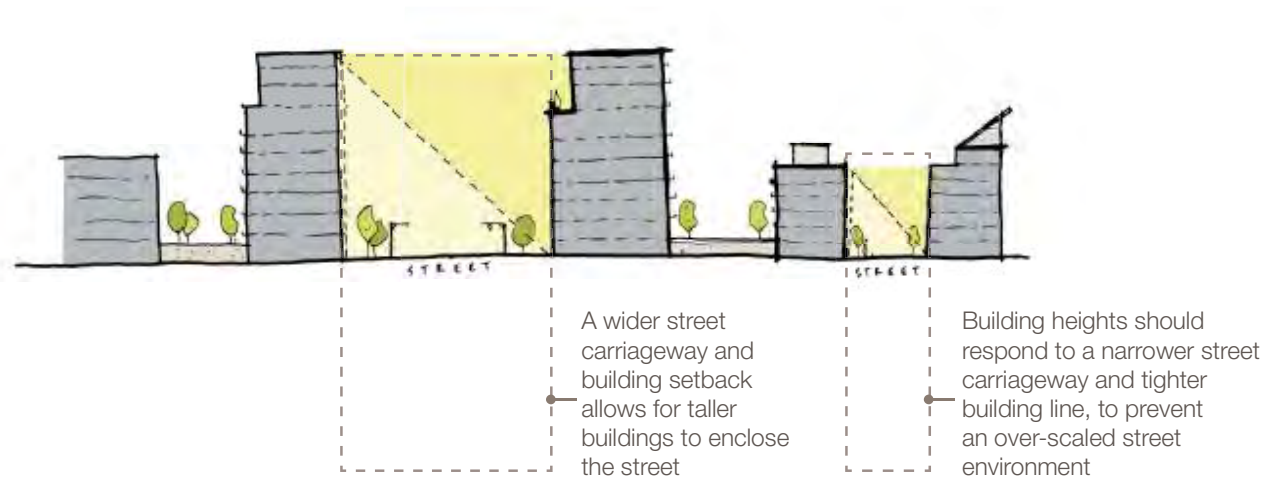
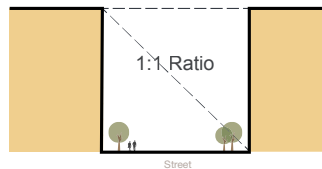
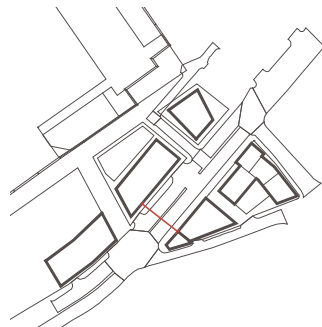
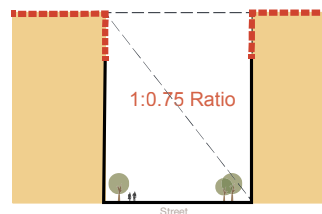


Illustration: applying a 1:1 street ratio to Rochdale Road



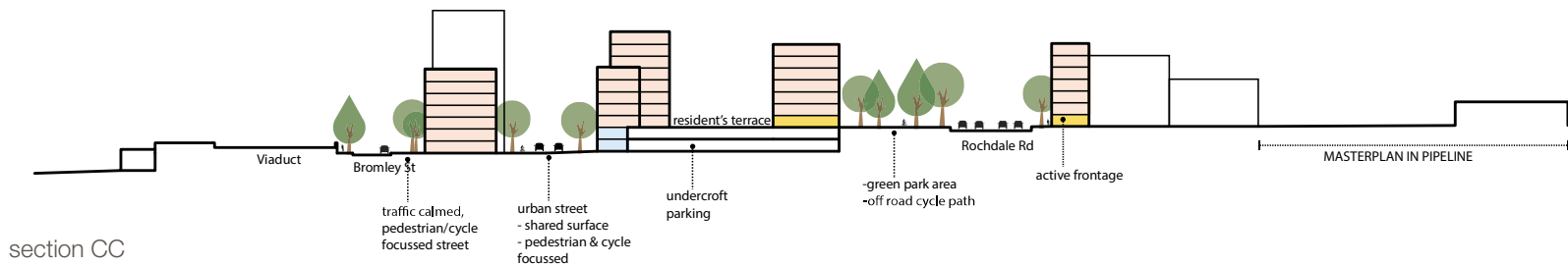
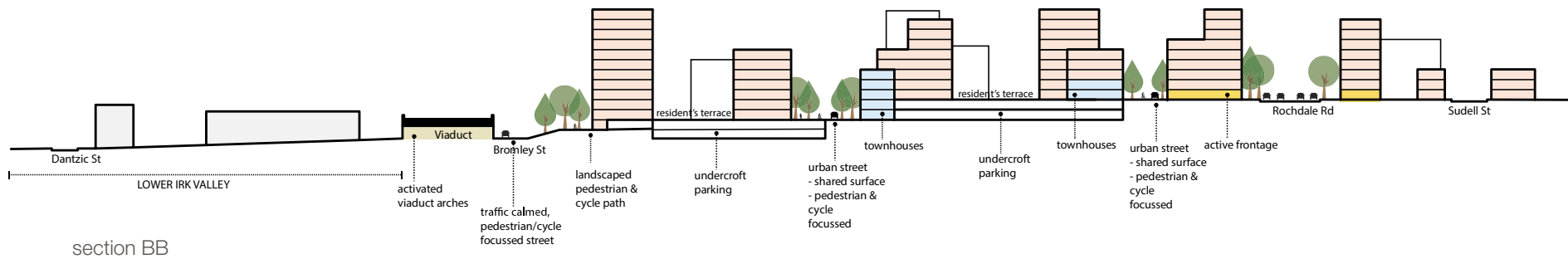
The street section working to a 1:1 width to height ratio - well balanced and proportioned



The street section working to a 1:0.75 width to height ratio - over-scaled, creating an uncomfortable, canyoned street environment

6 Height

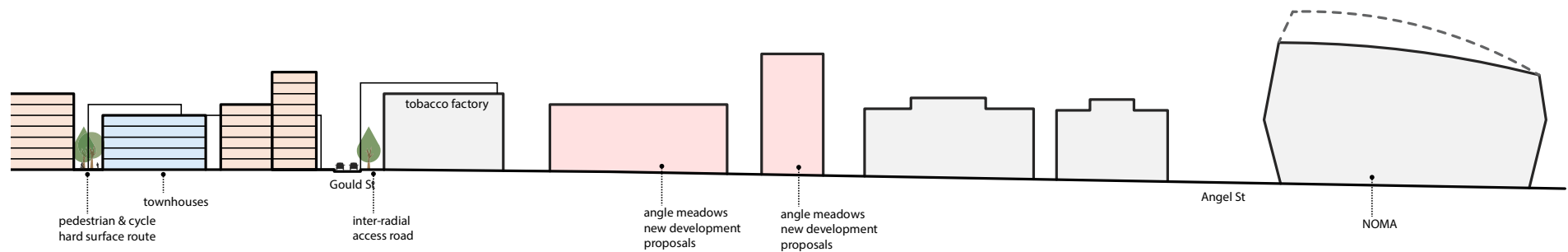
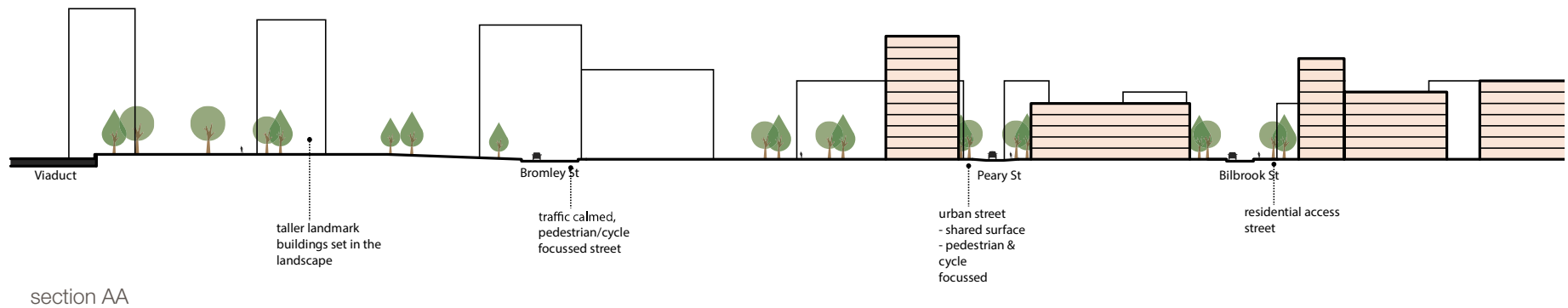
Step 02- Building heights respond to street types and widths, and work with the topography



New Cross Zones NDF refresh
Core Development Principles
Zone C and Zone B (partial)

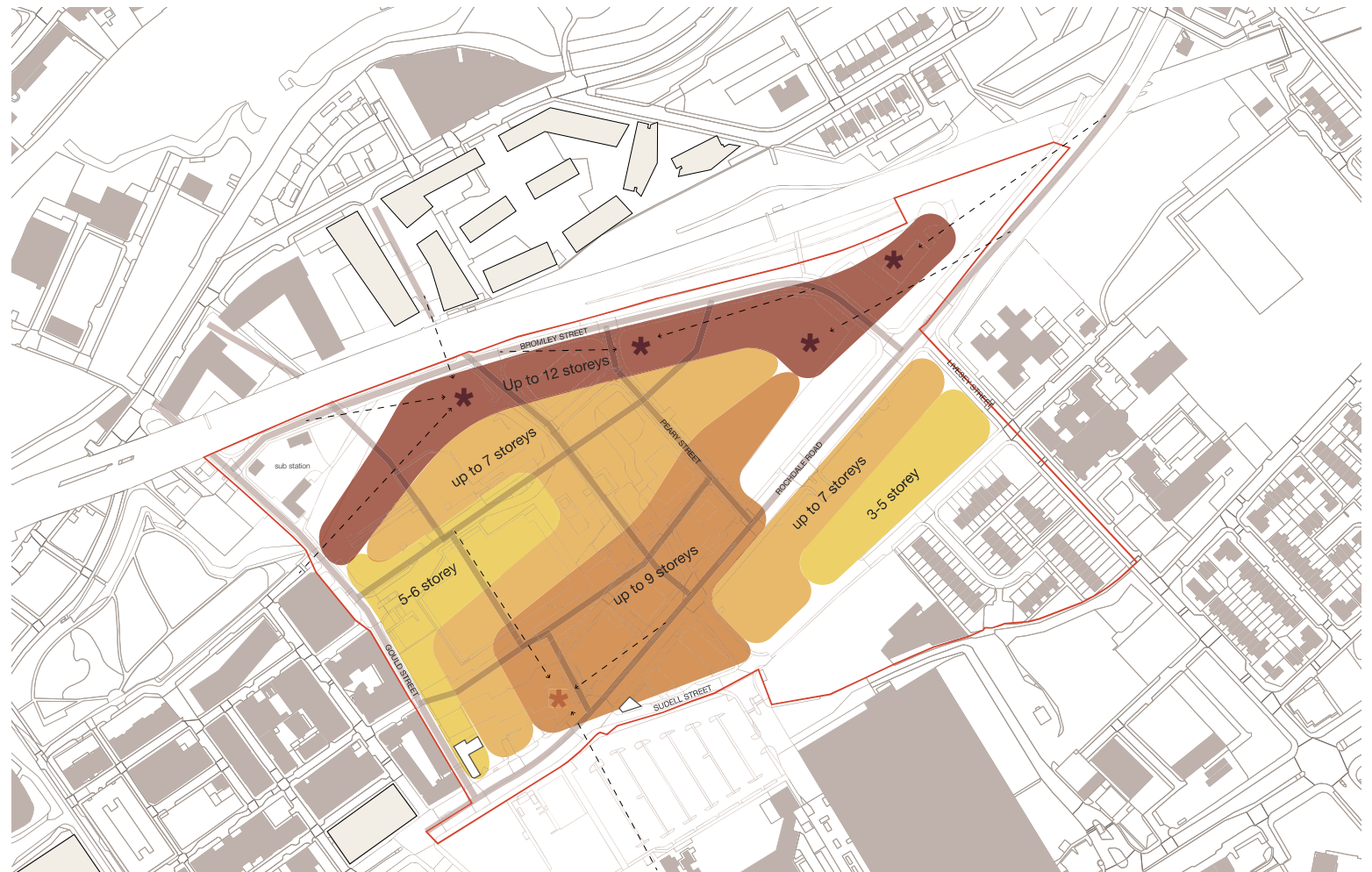
6 Height

Turley 

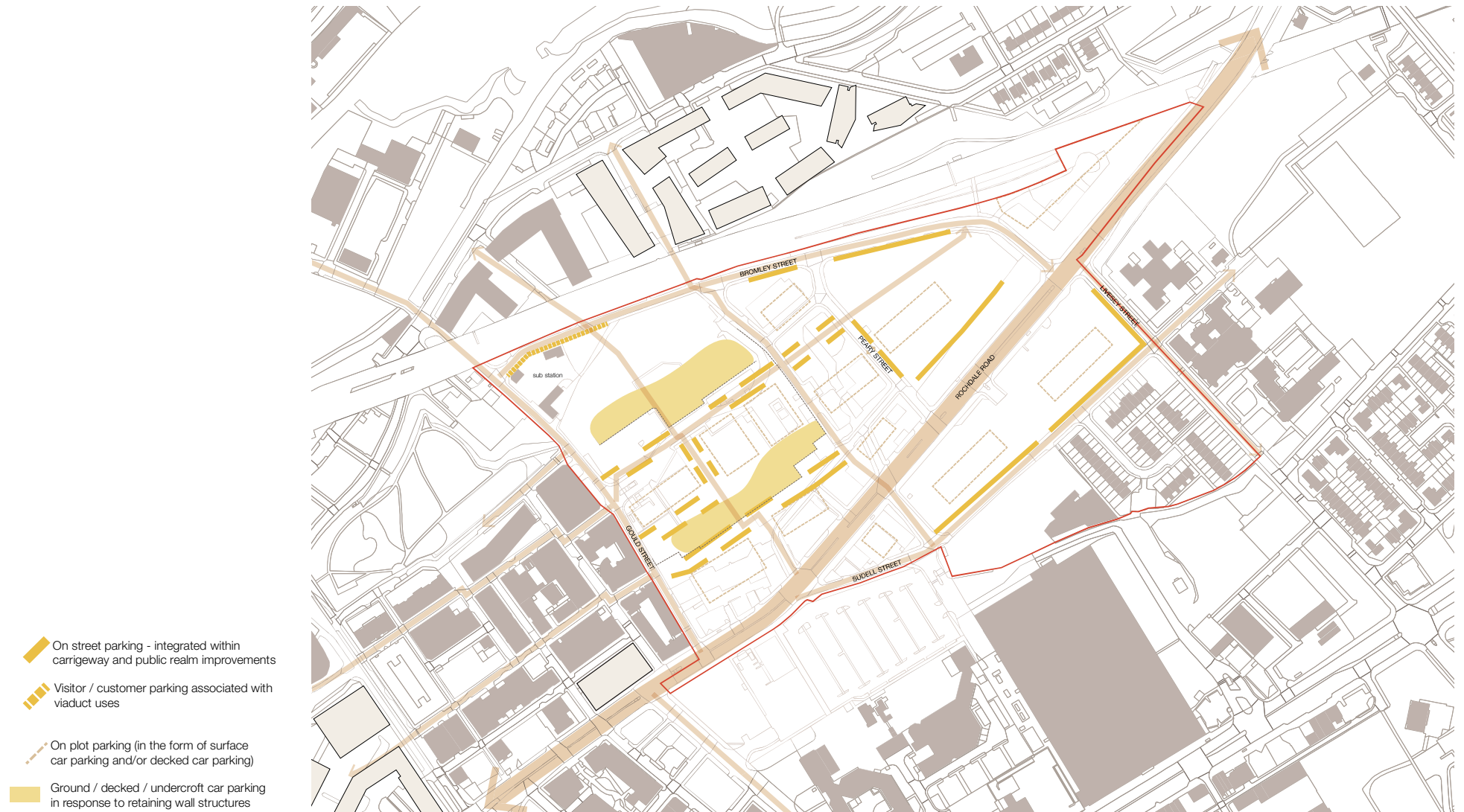


6 Height

Step 03 - Guidance: A height profile which is appropriate and responsive to different conditions and contexts within the neighbourhood



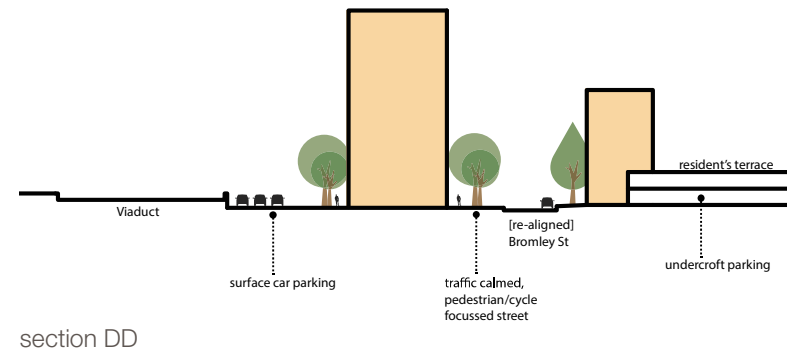
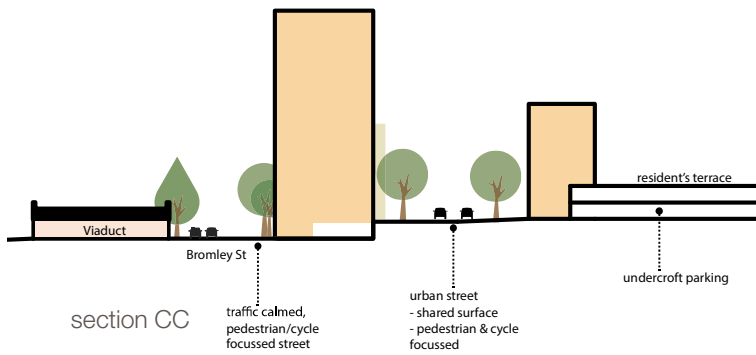
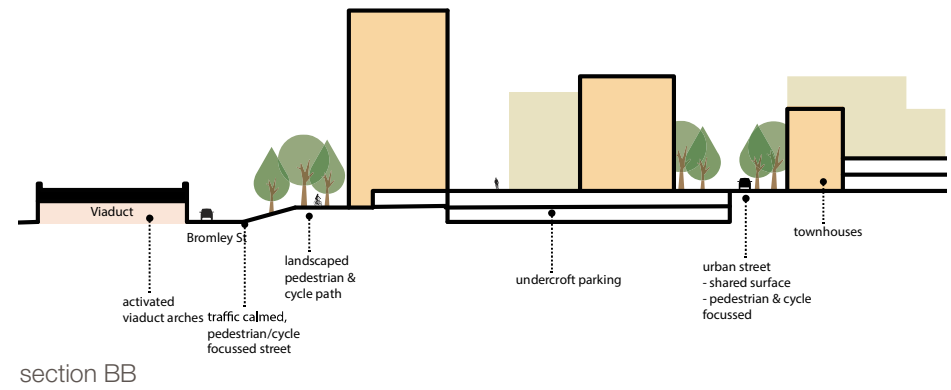
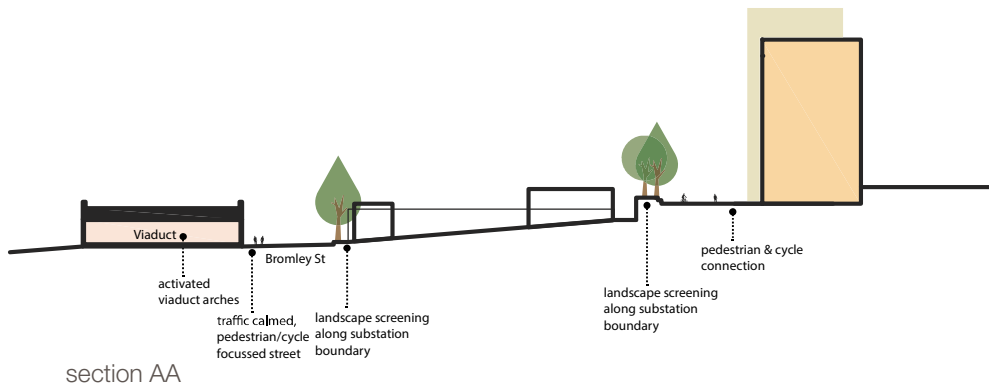
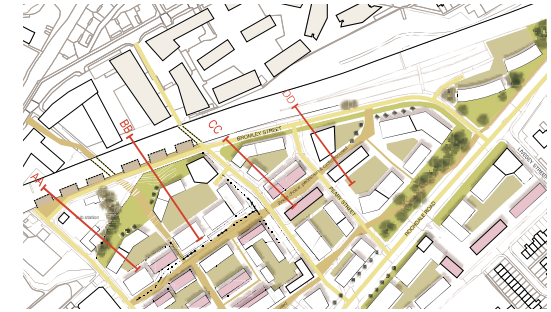
7 Car parking concepts



1b Illustrative masterplan - re-aligned Bromley Street option



Realignment of Bromley Street



Deloitte. Real Estate

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