

Manchester City Council Report for Resolution

Report to: Executive - 14 December 2016

Subject: New Cross: A Final Neighbourhood Development Framework Update

Report of: The Chief Executive

Summary

The 27 July 2016 meeting of the Executive received a draft refreshed New Cross Neighbourhood Development Framework (NDF) and approved a programme of public and stakeholder consultation. Following a public consultation process involving local residents, businesses, land and property owners, public and statutory bodies and relevant voluntary and community sector organisations, a final draft of the New Cross NDF Update has been produced and is appended to this report for approval.

Recommendations

The Executive is recommended to:

1. Note the comments received from stakeholders; including local land and property owners, residents, businesses, along with public and statutory consultees, and approve the final version of the New Cross NDF Update as a material consideration in the Council's decision making as a Local Planning Authority.
 2. Note the Implementation Strategy set out in Section 6.0 of this report and provide authority to the Strategic Director (Development) to further develop this strategy in dialogue with key stakeholders; including potential investors and developer partners, landowners and existing businesses.
 3. Note that this Implementation Strategy is likely to require the City Council to assemble land for redevelopment and to work in partnership with investor and developer partners to this end.
 4. Note that land assembly activity in this location may ultimately need to be underpinned by the use of Compulsory Purchase Order powers.
 5. Request that a further report on the progress with the Implementation Strategy - including progress with the Northern Gateway - is brought 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 contained within the New Cross Neighbourhood Development Framework offer the potential to bring forward a residential led, mixed-use development that will support job creation and provide residential accommodation for the growing population of the City.
A highly skilled city: world class and home grown talent sustaining the city's economic success	New Cross will continue to provide direct employment opportunities and also meet the demand for housing from workers who wish to live close to the Regional Centre.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The Neighbourhood Delivery Framework offers the potential to help deliver the Manchester Residential Growth prospectus and meet the growing demand for new homes in the City. The continued development of New Cross will involve the creation of high quality neighbourhood infrastructure, accessible to the local community.
A liveable and low carbon city: a destination of choice to live, visit, work	The New Cross NDF will support the delivery of new residential developments using state of the art technologies to reduce environmental impacts and create sustainable neighbourhoods with a range of local amenities.
A connected city: world class infrastructure and connectivity to drive growth	Development in New Cross will create a seamless connection between the City Centre and the neighbourhoods of North and East Manchester, contributing to the vibrancy and attractiveness of this part of the City.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

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

Financial Consequences – Capital

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

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparation. 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, 9 September 2015.
- New Cross: Neighbourhood Development Framework Update – Executive, 27 July 2016.

1.0 Introduction

- 1.1 The New Cross neighbourhood is located on the north eastern edge of the City Centre and is part of the North Manchester Strategic Regeneration Framework (SRF) area, which was refreshed and approved by the Executive in October 2012.
- 1.2 A New Cross Neighbourhood Development Framework (NDF) was approved by the Executive in July 2015 and established the vision, objectives, and a series of Core Development and Design Principles that would guide future development activity. This NDF was produced following a comprehensive programme of public consultation with local residents, businesses, land and property owners, public and statutory bodies and organisations from the voluntary and community sector.
- 1.3 The NDF was established at a time when neighbouring regeneration areas were experiencing a significant upsurge in development activity, following a prolonged period of economic turmoil which had considerably slowed development across the UK. Growing developer interest was becoming evident in the New Cross neighbourhood; particularly within the part of New Cross closest to the City Centre. In response to the increasing levels of interest, the NDF established a number of core development and design principles for an area defined as Zone A (the historic core of New Cross, bounded by Swan Street, Thompson Street and Oldham and Rochdale Roads) and a set of 'strategic and co-ordinating' development principles for Zones B and C (extending further north-eastwards between Oldham Road and Rochdale Road, and north westwards as far as the Tran Pennine rail line, which is the connecting point between the New Cross neighbourhood and the Lower Irk Valley).
- 1.4 Since July 2015, development momentum has increased; principally within Zone A where a number of new residential and commercial schemes have obtained planning consents or are pending determination by the Planning Authority. However, there has also been a notable increase in pre-planning and general development enquiries from key landowners and prospective developers at key sites within Zones B and C of the study area, along with an increase in land trading in this and surrounding locations. In response to this, a series of more detailed Development and Land Use Principles have been produced and presented for Zones B and C in the Draft NDF Update, that was approved by the Executive in July 2016; with the intention that these will help guide and co-ordinate future development proposals.
- 1.5 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 with the

potential to play a transformational role in the future growth and development of Manchester - with New Cross positioned to play a significant role in achieving these objectives. As a result, it is essential that we now move forward to establish a clear set of 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.

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 study area 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 (See Appendix 1 – New Cross Outline Plan).
- 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, mixed-use district. However, the economic fortunes of New Cross declined significantly during the 20th century and a gradual process of de-industrialisation left the areas as largely redundant, with significant job and population reductions.
- 2.3 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** are the focus of this update and cover the remaining parts of the study area to the north west and north east of Zone A. These zones are characterised by larger, consolidated land uses and vacant land, along with a number of major commercial operators. Core infrastructure in these areas and the quality of the environment remains poor, with a lack of permeability and a substantial amount of underutilised land.
- 2.4 To date, there has been limited neighbourhood based regeneration activity and a lack of new-build development, with the only recently implemented scheme being the 249 unit Skyline development fronting Rochdale Road, completed in 2007. However, improved economic conditions and investment activity in adjacent locations has seen 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; including a 172 room hotel (Marriott / AC Hotels) and 274 residential apartments along Oldham Road (Balfour Beatty Investments).

3.0 Public Consultation Approach

3.1 In July 2016, the Executive endorsed a draft update to the New Cross Neighbourhood Development Framework for public consultation to be undertaken throughout September / October 2016.

3.2 The consultation programme ran from 19 September – 21 October 2016 and was resourced by staff from the Strategic Development Team. The following consultation methods were used:

- A New Cross consultation web page on the City Centre Regeneration section of the www.manchester.gov.uk website, providing details of the draft New Cross Neighbourhood Development Framework Update; download links to relevant documents and a dedicated email address to submit comments and feedback;
- Two public consultation events were held to promote the Framework and provide an opportunity for stakeholders to access further information, talk one to one with officers from Strategic Development and submit feedback and comments;
- A resident drop-in event was held on Thursday 29 September from 2pm – 7pm at St Michael’s Church, George Leigh Street, Ancoats; staffed by representatives from the Strategic Development Team. Letters inviting residents to the event were delivered to all residential addresses and all relevant property management agencies within the consultation area;
- A business breakfast event was held on Tuesday 27 September from 8:00am – 10:30am at St Michael’s Church, George Leigh Street, Ancoats. 38 letters promoting the event were sent to local business owners registered on the MCC Business Rates and Experian databases;
- 72 letters were also sent Royal Mail ‘Signed For’ delivery to all land and property owners within the study area with freehold / leasehold interests registered at the Land Registry, promoting both consultation events and the availability of online material;
- All consultation formats were promoted through a social media communications plan and series of co-coordinated Tweets / Facebook posts running between 19 September – 21 October, drawing attention to the draft Framework and online consultation and targeting a variety of locally based and city-wide stakeholders / interest groups;
- An email briefing along with a link to the New Cross consultation web page was provided to key public and statutory stakeholders; including: Homes and Communities Agency; Transport for Greater Manchester; Network Rail; Historic England; United Utilities; National Grid; Electricity North West; The Environment Agency, Greater Manchester Fire and Rescue Service and Greater Manchester Police.

4.0 Public Consultation Outcomes

4.1 In total, 21 local stakeholders attended and registered their details at the resident consultation event, with a further 21 local stakeholders attending and registering at the business breakfast. Both events were well attended with

broad mix of residents, businesses, property and land owners, and stakeholders with an interest in the local area.

- 4.2 The online consultation ran from 19 September – 21 October inclusive, with the website attracting a total of 147 visits. Website feedback was received via the Strategic Development inbox, with a total of 19 responses and / or enquiries.
- 4.3 Stakeholder feedback
- 4.4 In total there were 4 written responses provided at the resident and business drop in event and business breakfast.
- 4.5 Further detailed written representations were received from or on behalf of local stakeholders; including MCR Properties, Royal Mail, the Marble Public House and Brewery, and the Friends of Angel Meadow.
- 4.6 Written feedback was also received from the Homes and Communities Agency; Transport for Greater Manchester; Northwards Housing; Historic England; United Utilities; National Grid; Electricity North West; the Environment Agency and Network Rail. Consultations were also held internally with the MCC Planning department, Highways, Neighbourhood Services and the City Centre Regeneration Team.
- 4.7 Feedback from stakeholders as part of the consultation programme has been largely positive. Recurring themes / comments included:
- Strong support amongst stakeholders for the vision and priorities contained within the Draft NDF Update and the need for a clear strategy which maximises opportunities for future development;
 - Strong support amongst local stakeholders for the redevelopment of New Cross Zones B and C and the establishment of a new residential-led, mixed use neighbourhood;
 - Strong support for the provision of core infrastructure to improve connectivity and permeability with the city centre and adjoining areas; specifically at key intersections on Rochdale and with the Lower Irk Valley;
 - Support for the provision of improved public realm and amenity / green space as part of the framework masterplan and an improved pedestrian and residential environment;
 - Support for an integrated approach to car parking and the provision of on street parking solutions to serve the needs of a new residential and mixed-use community;
 - Highlighting the need for flexibility in the implementation of the Framework to ensure it responds effectively to the opportunities and constraints of individual developments;
 - Concerns expressed about the overdevelopment of sites and the compatibility of new development with existing residential and commercial uses;

- Highlighting the prominence of local Listed and heritage buildings and the need for appropriate consideration as part of future development proposals;
- Highlighting the challenges posed by the fragmented nature of private land interests in priority locations in facilitating comprehensive development.

4.8 The overall response to the Draft New Cross NDF Update has been positive, with good levels of attendance at both public consultation events and further detailed feedback received from a wide range of stakeholders. It should also be noted that a number of stakeholders engaged with the public consultation exercise that chose not to leave any further detailed feedback, attending both public consultation events and viewing the NDF document online via the consultation webpage, suggesting broad support with the content of the framework document.

5.0 Adjustments to the Framework

5.1 Following approval of the existing New Cross Neighbourhood Development Framework document by the Executive in July 2015, and submission of the Draft Neighbourhood Development Framework Update in July 2016, Appendix 2 of this report now sets out the Final New Cross Neighbourhood Development Framework Update, with a set of updated development and land use principles for Zones B and C to guide the future development of New Cross as an attractive and successful residential-led neighbourhood.

5.2 Feedback from stakeholders submitted as part of the consultation process has been carefully considered, with a range of amendments made and the Framework strengthened where appropriate, along with formatting changes to provide further clarity as to how the document will be interpreted and applied in determining future planning applications relevant to the study area.

5.3 Overall, the comments and feedback raised throughout the consultation process have been supportive and consistent with the themes and priorities contained within the Draft Framework document. As such, it is proposed that only minor changes are made to the Draft New Cross Neighbourhood Development Framework, originally presented to the Executive Committee in July 2016. These include:

5.3.1 Further clarity has been provided to reference the significance of strategic utilities infrastructure present in Zone C of New Cross; specifically that owned and managed by Electricity North West and National Grid, and the need for appropriate consideration as part of an integrated solution to the redevelopment of the wider site.

5.3.2 Additional site context has been provided to note the significance of Listed and heritage buildings and structures within the study area, and their key role in providing character and a sense of place for the New Cross neighbourhood, and the need for appropriate consideration as part of future development proposals.

5.3.3 Further detail has been included to emphasise the 'site by site' approach to car and cycle parking solutions - in accordance with the Draft Manchester Residential Quality Guidance Document - and the need to deliver an integrated parking strategy for New Cross that serves the needs of a proposed residential and mixed-use community.

6.0 Implementation Strategy

6.1 Subject to approval by the Executive Committee, the New Cross Development Framework Update will become a material document for the Local Planning Authority in its consideration of planning applications relevant to the study area. The Framework will also form the basis for the City Council to co-ordinate future development activity; setting out a vision for the creation of a high quality residential-led neighbourhood that will support the City's growth ambitions.

6.2 However, successful delivery of the overall vision set out in the document - together with the required improvements to public realm, highway and other community infrastructure that have been placed central to this Framework - will only be achieved if a number of critical constraints are tackled, namely:

- The fragmented nature of third party land holdings and the lack of consolidated ownerships in key parts of the framework area;
- The limited number of sites in public sector control through which influence on development can be exerted; and
- The poor quality and layout of the existing built form in key locations.

6.3 As such, a number of key strands of activity remain ongoing to support delivery of the framework objectives:

6.4 Appoint an investor partner to support delivery of the Northern Gateway.

6.4.1 As outlined within the Framework document and previously in this report, relatively low levels of public sector ownership throughout the New Cross area has left the City Council with little leverage or influence to accelerate development activity and / or bring forward a critical mass of development to act as a catalyst for continued regeneration. In response, Council Officers are now underway in securing a private sector investor partner to work alongside the City Council in delivering residential development opportunities within the 'Northern Gateway'. The appointment of a major investor partner has the potential to build on existing public sector assets - through further strategic acquisitions and infrastructure spending - and accelerate the delivery of the vision for New Cross, as presented within the Framework update. The process of identifying an investor partner remains ongoing with a decision on a preferred investor expected to be reached within the next few weeks. A formal update on progress with the Northern Gateway will be reported back to a future meeting of the Executive, with any proposal to appoint an Investor Partner being subject to confirmation from the Executive.

6.5 Continued negotiation with land and property owners throughout the New Cross Neighbourhood.

6.5.1 As already summarised in this report, significant progress has been made in New Cross - 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). The emphasis moving forward will be to maintain support and continue negotiations with individual land / property owners and developers across the New Cross Neighbourhood, as part of a comprehensive approach to development. Where land and property owners have a critical mass of land holdings and / or the ability to bring forward development of appropriate quality, and in accordance with the vision and development principles contained within the NDF Update, Council Officers will continue to work collectively with them to ensure a coherent approach to place-making.

6.6 Continue strategic land assembly throughout the New Cross neighbourhood.

6.6.1 Council Officer's will continue discussions with land and property owners to establish individual aspirations in relation to the future use of their sites. Where appropriate, in areas where land ownership is particularly fragmented, the Council may seek to acquire third party land interests by agreement to facilitate the delivery of the Framework. However, it should also be noted that, due to the fractured nature of land ownership across the study area, future interventions may ultimately require the City Council to use Compulsory Purchase Order powers to successfully deliver the vision set out in the framework document.

7.0 Conclusion

7.1 Following the Executive's approval in July 2016 of the Draft New Cross Neighbourhood Framework Update, as a basis for public consultation, a robust exercise of engagement and consultation has been undertaken. The final document has been updated and modified in light of the feedback received and has been brought back to the Executive for adoption.

7.2 The vision articulated in the Framework establishes New Cross as a key edge of city neighbourhood that will play a pivotal role - as part of the Northern Gateway - in accommodating new residential and commercial development; creating a platform for the growth and extension of the City Centre northwards over the next ten to fifteen years. Further work will be required to ensure that this transformative vision is delivered and further updates on the Implementation Strategy set out in this report will be reported back to future meetings of the Executive.

7.3 Detailed recommendations appear at the front of this report.

8.0 Contributing to the Manchester Strategy

(a) A thriving and sustainable city

- 8.1 The proposals for the New Cross NDF will contribute to the delivery of residential and commercial development that will support the City's economic and residential growth objectives and contribute to the performance of the local and regional economy.

(b) A highly skilled city

- 8.2 New Cross will continue to provide direct employment opportunities and also meet the demand for housing from workers who wish to live close to the Regional Centre

(c) A progressive and equitable city

- 8.3 The NDF offers the potential to help deliver the Manchester Residential Growth prospectus, helping contribute to and meet the demand for new homes in the city. The continued development of New Cross will involve the creation of high quality new environments and the provision of facilities that are accessible to the local community.

(d) A liveable and low carbon city

- 8.4 The proposals in the NDF will support the delivery of high quality residential development using technologies to reduce the carbon footprint and create neighbourhoods with a range of amenities to support its residents.

(e) A connected city

- 8.5 New Cross will create a seamless connection between the City Centre and the neighbourhoods of North and East Manchester, contributing to the vibrancy and attractiveness of these areas.

9.0 Key Policies and Considerations

(a) Equal Opportunities

- 9.1 The 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

- 9.2 Not applicable

(c) Legal Considerations

- 9.3 As identified within the report, the City Council may need to exercise its CPO powers in order to deliver the comprehensive scheme identified within the Framework. CPO powers (under S. 226 TCPA 1990) are considered by the

Secretary of State to be a power of “last resort” and the only practical means of delivering the whole or part of the development, hence, there is material risk in adopting this strategy. Therefore, it will be necessary to demonstrate;-

- 1) that there is a compelling case in the public interest for the exercise of the powers;
 - 2) there are no impediments to obtaining planning permission for the scheme;
 - 3) The scheme is financially viable and can be delivered in a reasonable timescale;
 - 4) That a detailed consultation programme has been undertaken and that this has indicated the necessity of CPO to deliver the part of the site.
- 9.4 It must be accepted that the investment of time and cost in pursuing a CPO will be significant and fundamental so as to mitigate the inherent risk of this process.

Appendix 1: New Cross Area Plan

New Cross Outline Plan

