

**Manchester City Council  
Report for Resolution**

**Report to:** Executive – 13 September 2017

**Subject:** Great Jackson Street Strategic Regeneration Framework Update

**Report of:** Strategic Director (Development)

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**Summary**

This report presents Executive Members with a draft update of the 2015 Development Framework for Great Jackson Street, and requests that the Executive endorse the framework in principle, subject to a public consultation on the proposals.

**Recommendations**

The Executive is recommended to:

- i) Endorse in principle the updated regeneration framework for the Great Jackson Street SRF area;
- ii) Request the Chief Executive undertake a public consultation exercise on the regeneration framework with local stakeholders; and
- iii) Request that a further report be brought forward, following the public consultation exercise, setting out comments received.

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**Wards Affected**

City Centre

<b>Manchester Strategy outcomes</b>	<b>Summary of the contribution to the strategy</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	<p>The comprehensive redevelopment of Great Jackson Street will provide a major focus for new investment within the area. With significant construction already underway, delivering the initial phases of development, the area will support the city's residential growth requirements providing high quality new homes within a distinctive neighbourhood.</p> <p>Development at Great Jackson Street will act as a catalyst for further investment across the area and will align with and support investment made at First Street in creating a gateway to the city centre. The Development Framework will also support direct employment opportunities through the creation of retail and amenity units at street level.</p>

<p>A highly skilled city: world class and home grown talent sustaining the city's economic success</p>	<p>This new residential led development within the region's economic hub will both support population growth, as well as the attraction and retention of the talent required to support Manchester's strong growth trajectory over a range of economic sectors.</p> <p>The residential development will facilitate the delivery of a well-connected neighbourhood within close proximity to the range of employment opportunities offered within the city centre.</p>
<p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p>	<p>The proposals within the updated Great Jackson Street Development Framework will support and stimulate regeneration at the southern gateway and across the wider city centre. The Development Framework proposals will contribute to the delivery of the Manchester Residential Growth prospectus and meet the growing demand for new homes in the city.</p> <p>The Development Framework details proposals that will provide new public realm and public space, together with high quality design and uses that will provide a positive amenity that local residents and adjoining neighbourhoods can benefit from. Improved links to Hulme will enhance access to the city centre for local residents.</p>
<p>A liveable and low carbon city: a destination of choice to live, visit, work</p>	<p>The Development Framework will prioritise the delivery of enhanced pedestrian walkways and cycling routes into the city centre at a key gateway location. This will enhance the connectivity of Great Jackson Street with surrounding districts and deliver improved links and access to established city centre neighbourhoods including Castlefield and First Street.</p> <p>A key component of the framework is to deliver significant new high quality public spaces and connections throughout the area, which will comprehensively improve the environment of this part of the city centre. Additionally as a result of the improved routes and permeability through the Great Jackson Street area, enhanced access will be provided to Hulme Park.</p> <p>Aligned with the anticipated increasing number of families moving into the Great Jackson Street area and adjacent neighbourhoods, the Council is currently undertaking work on a city-wide basis to examine the potential for further school and nursery</p>

	<p>provision, to satisfy demand generated by those living within the city centre.</p> <p>Ground floor uses within development at Great Jackson Street hold the potential for retail and leisure uses such as restaurants, cafes and local convenience stores as well as amenity facilities to support the primarily residential neighbourhood, such as a residents' lounge, gym, health care facilities and flexible working space. This establishes a mechanism for social infrastructure such as doctors, dentists and crèche facilities to be provided within the Framework Area.</p>
<p>A connected city: world class infrastructure and connectivity to drive growth</p>	<p>The development of the Great Jackson Street area will deliver a significant new residential neighbourhood at a key city centre gateway. The neighbourhood will be connected to and benefit from key amenities at First Street, Castlefield and Hulme, in addition to providing a differentiated residential offer which will be unique to the Great Jackson Street area through its mixture of residential typologies and high quality public spaces.</p> <p>The Great Jackson Street neighbourhood will benefit from strong transport connectivity. This includes excellent public transport links with both rail and Metrolink stations within a 5 minute walk from the SRF area, negating resident's and visitor's reliance on car usage.</p>

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

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**Financial Consequences – Revenue**

None

**Financial Consequences – Capital**

None.

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**Background documents (available for public inspection):**

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

- Report to the Executive – Southern Gateway: Great Jackson Street Development Framework – 24 October 2007
- Draft Great Jackson Street Development Framework – January 2015
- Report to the Executive – Great Jackson Street Development Framework – 18 March 2015
- Report to the Executive – Great Jackson Street Development Framework – 1 July 2015
- Great Jackson Street Strategic Regeneration Framework – July 2015
- Draft updated Great Jackson Street Strategic Regeneration Framework – August 2017

## **1.0 Introduction**

- 1.1 The Executive endorsed an updated Development Framework for the Great Jackson Street area on 1 July 2015, following a public consultation. The 2015 Framework built on the original Framework for the area, agreed in 2007.
- 1.2 The site is strategically positioned adjacent to some of Manchester's priority regeneration areas as well as established neighbourhoods, such as Hulme. It has the ability to form strong physical and functional connections with those areas in order to support their continued development and success.
- 1.3 The 2015 Framework set out the vision for Great Jackson Street to create a vibrant, and sustainable residential led community with a range of dwelling types that provide an attractive place to live. This vision also detailed the principles for high quality shared/amenity space alongside the provision of commercial space at ground floor level to serve the requirements of a new residential neighbourhood.
- 1.4 An updated Development Framework has now been prepared, in order to guide the future comprehensive regeneration of the Great Jackson Street area. It builds upon both the 2007 and 2015 Development Frameworks, which have been previously endorsed by Manchester City Council, following a further design review of the proposed masterplan.

## **2.0 Background**

- 2.1 Since 2015, following the determination of the Owen Street planning application, Renaker (a major landowner within the framework area) has been progressing detailed feasibility studies into the design and delivery strategy of their further sites within the Great Jackson Street area. Renaker have acquired two further sites within the area (marked as Plots D and F on the masterplan within the Development Framework). This has been done as part of a comprehensive exercise relating to the Development Framework area as a whole.
- 2.2 As a consequence of this review, the masterplan design for the Great Jackson Street area has further evolved in order to enhance the quality of the neighbourhood and maximise the regeneration outcomes of future development.
- 2.3 The Development Framework vision remains consistent with the 2015 endorsed Framework for Great Jackson Street. In addition to this, the key development and urban design principles also remain.
- 2.4 The design evolution of the masterplan principally relates to creation of an enhanced format of high density development, which will enable the provision of a higher level of public realm, and improve the quality of the residential environment. The main components of the revised design are set out in more detail in section 4 of this report.

### **3.0 Progress Since the 2015 Development Framework Update**

- 3.1 Significant progress has been made in delivering the vision for Great Jackson Street as identified in the 2007 and 2015 Frameworks.
- 3.2 Planning permission was granted in July 2016, in line with the principles of the 2015 Development Framework, for a major residential led development at Owen Street. The scheme will provide 1,508 residential units split across four towers. The tallest of the four buildings is 62 storeys, making this building the tallest tower in Manchester. The scheme started on site in 2016, immediately following the award of planning consent, and will act as a major catalyst to regeneration and commitment to the creation of a new residential community.
- 3.3 Following the determination of the Owen Street planning application, Renaker has been progressing detailed feasibility studies into the design and delivery strategy of their further sites within the area.
- 3.4 A 13-storey residential-led development was granted planning permission in June 2017, on the land bound by Chester Road and the Bridgewater Viaduct. The development includes 53 apartments and a ground floor commercial unit.
- 3.5 A residential scheme, developed by DeTrafford estates, has recently received planning approval for approximately 400 residential units across three towers, with the tallest tower being approximately 32 storeys high. This will be positioned at plot E within the masterplan.

### **4.0 Updated Great Jackson Street Development Framework Principles**

- 4.1 The design evolution of the masterplan within the revised 2017 Development Framework principally relates to the creation of an enhanced format of high density development, in order to enable the provision of a higher level of public realm and improve the quality of the residential environment. The main components of the revised design are set out below.
- 4.2 **Opportunity for height:** The revised Framework focuses on alternative models of higher density development to deliver a successful and sustainable neighbourhood, based on residential amenity and quality. The 2015 Framework identifies locations for tall buildings at strategic locations around the perimeter of the area, based on key views from locations in the city centre and the ability to emphasise the area's gateway function. A review of the scale of the buildings at these locations has identified that development of a greater height can be accommodated on the Mancunian Way/Chester Road corner of the site, which provides the entrance to the area, and around the perimeter of the area, particularly fronting the Mancunian Way. This can provide buildings with strong visual profile and improve the legibility of the site. Elsewhere, building heights remain as in the 2015 Framework, stepping down in height towards the centre of the area and in the vicinity of Bridgewater House.

4.3 **Greater separation between buildings:** The updated Framework has sought to increase the separation between buildings. Increasing the distances between the buildings will allow for a higher quality public realm and amenity offer, benefiting from increased daylight and sunlight. A separation of approximately 20 metres is proposed where higher density developments are located (compared to 9-15 metres in the 2015 Framework). For lower density developments, a distance of at least 15 metres will be sought. The final distancing between buildings will be considered as the detailed design for each plot comes forward.

4.4 **Increasing the quantum and variety of public spaces:** The 2017 Framework sets out an increase in the overall quantum of public space by 87%, which is equal to 16,800 square metres. This public realm will include both hard and soft landscaping for people to relax, enjoy and play in, including a large single area of public realm in Plot C (Crown Street). This will be supported by a series of public thoroughfares and smaller landscaped areas, alongside enhanced pedestrian connections that will deliver improved access to Hulme Park.

It is envisaged that public realm management in the short term will be the responsibility of the land owner within each plot, the majority of the development plots within the SRF area are owned by Renaker Build Ltd and these will be managed by their facilities management company. The maintenance of other development plots and adopted highways within the neighbourhood will be the responsibility of the associated owner or the Council. Over time, as other landowners bring forward development at Great Jackson Street it is envisaged that an overriding management company would be formed that provides an holistic service with regards to the wider public realm up keep. This will be further developed through the creation of a management strategy as detailing planning applications are submitted.

4.5 **Enhancing sunlight and daylight penetration into the site:** The updated Development Framework seeks to create much larger usable public space to be used by both residents and visitors. Inherent to this is the creation of space that benefits from sunlight throughout the day. The proposed orientation and greater separation between buildings will enhance sunlight penetration into the public spaces.

4.6 The 2017 Framework adheres to all of the overarching principles set out in the 2015 document, but updates them and provides more detail on how they will be implemented in practice. The key principles are as follows.

- **Residential quality, mix & typologies:** The location and proposed density within the updated Development Framework continues to lead towards a mix of 1, 2 and 3 bed apartments, as well as opportunities to create town houses, with their own front doors to help provide active frontages. The quality and type of public realm proposed has the potential to make the area more attractive for families to live in, due to the increased size of spaces and enhanced sunlight penetration as compared to the 2015 Framework, which has the potential to provide welcoming places for children to play.

- **Place making:** All proposals for the area should contribute to the creation of a high quality, gateway neighbourhood. This will be achieved through the provision of well-designed public realm, including enhancing the relationship with the River Medlock and connections to Hulme Park; preserving, and where possible enhancing, the setting of the Grade II Listed Bridgewater House; and creation of active street frontages. In addition, high quality architectural designs will be encouraged, including a high quality finish, through the use of complementary but varied materials, to enable a unique sense of place to be created on each site.
- **Mix of uses:** The provision of ground floor active uses along key routes and onto areas of public realm, including an attractive range of amenities to meet the immediate needs of the resident population.
- **Access, movement & linkages:** The 2017 Framework provides updated site linkages and strategic linkage plans, showing proposed vehicular, pedestrian and cycle access to and across the site. These focus on creating new pedestrian routes through the site, linking to the wider pedestrian network, connecting to surrounding areas and neighbourhoods and the wider city centre. This includes a new riverside pedestrian route along the River Medlock to First Street. A new cycle path through the site is also proposed, connecting to the existing pedestrian bridge across the Mancunian Way.
- **Car parking:** Car parking for residents is proposed in basement or undercroft parking to residential blocks, sensitively incorporated into new developments. An underground public car park, beneath the public realm in Plot C, is also proposed in order to support the regeneration of the site and the wider area.
- **Environment & Sustainability:** Sustainable development will be promoted through building design and maximising the site's proximity to public transport.

## 5.0 Conclusion

- 5.1 The updated 2017 Framework will facilitate the delivery of the next phases of development within the Great Jackson Street area. Capitalising on the progress made through the development at Owen Street, the area will over the next few years begin to emerge as a key city centre residential neighbourhood, which is supported by a network of high quality public spaces.
- 5.2 The implementation of the revised Development Framework will further improve connections into and around the city centre in addition to strengthening the vision for the area as a unique neighbourhood at a key gateway location.
- 5.3 Recommendations can be found at the front of this report.

## 6.0 Contributing to the Manchester Strategy

### (a) A thriving and sustainable city



- 6.1 The comprehensive redevelopment of Great Jackson Street will provide a major focus for new investment within the area. With significant construction already underway, delivering the initial phases of development, the area will support the city's residential growth requirements providing high quality new homes within a distinctive neighbourhood.

Development at Great Jackson Street will act as a catalyst for further investment across the area and will align with and support investment made at First Street in creating a gateway to the city centre. The Development Framework will also support direct employment opportunities through the creation of retail and amenity units at street level.

**(b) A highly skilled city**

- 6.2 This new residential led development within the region's economic hub will both support population growth, as well as the attraction and retention of the talent required to support Manchester's strong growth trajectory over a range of economic sectors.

The residential development will facilitate the delivery of a well-connected neighbourhood within close proximity to the range of employment opportunities offered within the city centre.

**(c) A progressive and equitable city**

- 6.3 The proposals within the updated Great Jackson Street Development Framework will support and stimulate regeneration at the southern gateway and across the wider city centre. The Development Framework proposals will contribute to the delivery of the Manchester Residential Growth prospectus and meet the growing demand for new homes in the city.

The Development Framework details proposals that will provide new public realm and public space, together with high quality design and uses that will provide a positive amenity that local residents and adjoining neighbourhoods can benefit from.

**(d) A liveable and low carbon city**

- 6.4 The Development Framework will prioritise the delivery of enhanced pedestrian walkways and cycling routes into the city centre at a key gateway location. This will enhance the connectivity of Great Jackson Street with surrounding districts and deliver improved links and access to established city centre neighbourhoods including Castlefield and First Street.

A key component of the framework is to deliver significant new high quality public spaces and connections throughout the area, which will comprehensively improve the environment of this part of the city centre. Additionally as a result of the improved routes and permeability through the Great Jackson Street area, enhanced access will be provided to Hulme Park.

Aligned with the anticipated increasing number of families moving into the Great Jackson Street area and adjacent neighbourhoods, the Council is currently undertaking work on a city-wide basis to examine the potential for further school and nursery provision, to satisfy demand generated by those living within the city centre.

Ground floor uses within development at Great Jackson Street hold the potential for retail and leisure uses such as restaurants, cafes and local convenience stores as well as amenity facilities to support the primarily residential neighbourhood, such as a residents' lounge, gym, health care facilities and flexible working space. This establishes a mechanism for social infrastructure such as doctors, dentists and crèche facilities to be provided within the Framework Area.

#### **(e) A connected city**

- 6.5 The development of the Great Jackson Street area will deliver a significant new residential neighbourhood at a key city centre gateway. The neighbourhood will be connected to and benefit from key amenities at First Street, Castlefield and Hulme, in addition to providing a differentiated residential offer which will be unique to the Great Jackson Street area through its mixture of residential typologies and high quality public spaces.

The Great Jackson Street neighbourhood will benefit from strong transport connectivity. This includes excellent public transport links with both rail and Metrolink stations within a 5 minute walk from the area, negating resident's and visitor's reliance on car usage.

### **7.0. Key Policies and Considerations**

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

- 7.1 The redevelopment of Great Jackson Street will provide a significant number of new high quality homes to meet the increasing levels of demand for housing within the regional hub and in close proximity to the employment opportunities of the city centre.

#### **(b) Risk Management**

- 7.2 Not applicable

#### **(c) Legal Considerations**

- 7.3 None

Appendix - SRF area site plan

