

**Manchester City Council
Report for Resolution**

Report to: Executive – 12 February 2020

Subject: First Street Development Framework Addendum 2020

Report of: Strategic Director – Growth & Development

Summary

This report presents Executive Members with details of a draft addendum to the Development Framework for First Street, and requests that the Executive approve the addendum in principle, subject to a public consultation on the proposals.

Recommendations

The Executive is recommended to:

1. Approve in principle the draft First Street Development Framework Addendum;
 2. Request the Strategic Director undertake a public consultation exercise on the addendum with local stakeholders; and,
 3. Request that a further report be brought back to the Executive, following the public consultation exercise, setting out comments received.
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Wards Affected

Deansgate

Environmental Impact Assessment - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city

The developments that come forward as part of the three sites identified in this masterplan update will need to be carefully considered in order to ensure that they support the city meet its zero-carbon target. There will be a focus on sustainable development and minimising the impact of construction on the environment and the people using the area.

First Street is located within walking distance of a number key public transport hubs for the city centre, including Deansgate and Oxford Road rail stations and Deansgate - Castlefield Metrolink station. These strong connections to sustainable transport hubs, provision of new public realm, coupled with the proposals to redevelop a number of surface car parks within the neighbourhood, support the city's modal shift towards sustainable and active modes of transport, helping to reduce pollution levels.

Manchester Strategy outcomes	Summary of the contribution to the strategy
<p>A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities</p>	<p>First Street is a key city centre employment hub. There is significant interest in prime commercial space within this neighbourhood which resulted in a number of organisations taking pre-lets at No.8 First Street. Following the completion of this development, companies including Odeon and WSP, have now taken occupation of this space.</p> <p>Market demand supports the development of additional offices and employment spaces, will continue to act as a catalysts for further investment into the city centre.</p>
<p>A highly skilled city: world class and home grown talent sustaining the city's economic success</p>	<p>Further redevelopment at First Street will continue to support increased employment opportunities, including a substantial number of new jobs in a range of key sectors (including Technology, Media & Tele-communications (TMT), healthcare, Research & Development industries, and technical advisory businesses), and at a range of levels.</p>
<p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p>	<p>The First Street site is a significant new development in the city centre offering employment, leisure and entertainment opportunities for Manchester residents, as well as new residential accommodation.</p> <p>The scheme will provide new connections to other parts of the city centre and surrounding communities, providing improved access for local residents to the opportunities and amenities within the First Street area.</p>
<p>A liveable and low carbon city: a destination of choice to live, visit, work</p>	<p>When developed, the additional sites will provide and promote an active environment, with improved pedestrian and cycling routes within the area, connected to other key neighbourhoods including Great Jackson Street, Hulme and the Oxford Road Corridor.</p>

<p>A connected city: world class infrastructure and connectivity to drive growth</p>	<p>The First Street area benefits from strong public transport links, with both rail and Metrolink stations and the Metroshuttle service within close proximity, reducing the need for car travel to and from the area. The Development Framework prioritises pedestrian walkways and cycling access, which will provide links to surrounding neighbourhoods and city centre districts. High quality new commercial accommodation will be provided as well as significant new public realm.</p> <p>New residential accommodation within the area will enable people to live close to the employment and leisure opportunities offered at First Street and the wider city centre.</p>
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Full details are in the body of the report, along with any implications for

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

The costs of undertaking a consultation exercise on the draft Development Framework will be funded from within existing approved revenue budgets.

Financial Consequences – Capital

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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 officers above.

- Report to Executive 24 November 2010: Development Framework for First Street
- First Street Development Framework: 2010
- Report to Executive 16 March 2011: First Street Development Framework
- Reports to the Executive: 25 July 2012:
 - First Street Development Framework Update
 - First Street North Update
 - First Street (Confidential Report)
- First Street Development Framework: July 2012
- Report to Executive - Manchester Piccadilly and Oxford Road Capacity Scheme: 29 October 2014
- Report to Executive - Northern Hub - Network Rail Manchester Piccadilly and Oxford Road Capacity Scheme – Transport and Works Act Order Application: 21 January 2015
- Report to Executive 29 July 2015: First Street update
- Report to Executive 4 November 2015: First Street Updated Development Framework Consultation
- First Street Development Framework: 2015
- Report to Executive 25 July 2018: First Street Development Framework Update 2018
- Report to Executive 14 November 2018: First Street Development Framework Update 2018 Consultation
- First Street Development Framework: 2018
- Draft First Street Development Framework Addendum 2020

1.0 Introduction

1.1 Over the past decade, phased development has delivered transformational change at First Street. The original development framework for the area set out the vision to create a mixed use neighbourhood which would provide:

- HOME, a new £25million city centre cultural facility providing film, theatre, arts and creative space.
- 2.6m sq. ft. of new commercial space with 1.2m sq. ft. of office space
- Retail, leisure, and hotel space totalling 500,000 sq. ft.
- A mix of residential development.
- Potential to accommodate over 10,000 jobs.

1.2 Since this time, First Street has become an established district within the city centre. Continued investment and development has created a successful mixed-use neighbourhood comprising:

- **First Street North** – accommodating HOME, which has attracted over 3 million visitors since its opening in 2015. The 4 star Melia Inside hotel opened in the same year as one of only two Melia hotels in the UK outside of London, alongside a mix of retail and leisure amenities. First Street North contains a Q Park multi-storey car park which in 2019 received consent to develop an 11,000 sq. ft. dining destination on the rooftop. Tony Wilson Place, the central plaza, hosts Christmas celebrations each year, big screen showings of Wimbledon tournament and films amongst other events.
- **First Street Central** – is a dynamic business address which forms the “commercial heart” of First Street and provides vital employment. The district is formed of two Grade A, BREEAM Excellent commercial buildings. No.1 and No.8 First Street provide 180,000 sq. ft. and 170,000 sq. ft. respectively of modern office space and have attracted occupants such as Autotrader, Gazprom, Jacobs, Odeon and WSP. Planning permission is in place for a further two commercial buildings.
- **First Street South** – planning permission has been granted to create a residential led community within this zone.

1.3 High quality commercial space continues to be in demand, with potential tenants seeking accessible and sustainable offices. First Street boasts near full occupancy, highlighting the neighbourhood’s attraction for businesses wanting to locate themselves within the city centre.

1.4 The original framework for First Street was commissioned by the City Council in 2012 and subsequently updated in 2015 and 2018. These updates responded to changing market demands and the evolving position of First Street from an emergent to established neighbourhood. The contents of these updates are summarised below:

- **2015 Update** – The framework area was expanded to incorporate three

sites to the west of Medlock Street; Little Peter Street, One City Road, and the Premier Inn site;

- **2018 Update** – The density of specific plots within the framework was increased to acknowledge the success of No.1 and No.8 First Street and the citywide growth in demand for commercial space.

1.5 This addendum for 2020 outlines the development principles for the three sites introduced in 2015 and reflects the Council's priorities relating to green and blue infrastructure.

2.0 2020 Addendum

2.1 The key principles underpinning the 2015 First Street Development Framework and subsequent 2018 update, are carried forward into the 2020 addendum. This will ensure the distinguishing characteristics of First Street North, South and Central, are retained and the success to date built upon. The 2020 addendum should be read alongside the main Development Framework, and is in line with the principles within it.

2.2 The 2020 addendum updates previous iterations of the framework to incorporate and provide a development approach for three sites. In addition to this, the addendum reflects the Council's recently adopted policies on climate change.

2.3 Illustrated within the attached site plan (Appendix A), the sites that are the focus of the update are:

- **Little Peter Street** – bounded by Little Peter Street to the north, Albion Street to the east and the River Medlock to the south. This site is within the ownership of the City Council and is operated by NCP as a surface car park;
- **One City Road** – bounded by City Road to the north, Medlock Street to the west, River Street to the south, and Shortcroft Street to the east. It is occupied by a 4 storey office building with a private surface car park; and
- **Premier Inn site** – at the southern end of Medlock Street facing the junction with the Mancunian Way. The Premier Inn site extends to approximately 0.74 hectares. Currently, the Site accommodates the five-storey Premier Inn building, and its associated car parking area of 113 spaces. Access and servicing is from River Street to the north. It is bound by River Street to the north, Medlock Street to the east, emerging River Street student scheme to the west and the Mancunian Way to the south.

2.0 Urban Design Principles

2.1 Due to its location, the addendum has considered the principles for the sites within the context of development either underway or planned in adjacent areas including Great Jackson Street and Knott Mill. Consideration has been given to routes from Great Jackson Street and Knott Mill east towards First

Street. The Little Peter Street site has the potential to incorporate a river walk and other public realm.

2.2 The design principles of the original First Street framework are maintained, as are the fundamentals from the Great Jackson Street and Knott Mill Strategic Regeneration Frameworks (SRF's), namely: active frontages; creating a successful mixed-use neighbourhood; improving the public realm; exploiting the existing amenity space; improving connections; and producing high quality buildings.

2.3 Broadly, all three sites will be subject to the following urban design principles, in line with the existing framework:

- Commercial schemes will be generous and contain flexible floorplates, ensuring that they are responsive to potential tenants.
- Residential development will be considered where it supports / complements commercial development. Any residential scheme would require consideration against the Manchester Residential Quality Guidance.
- Building heights will be scaled and the tallest towers clustered towards existing tall buildings.
- Development will encourage active ground floors that allow for pedestrian links between First Street and other neighbourhoods, creating attractive public realm. The River Medlock will be integrated into these spaces, where possible. Active ground floors should be delivered in all development, with an emphasis on strong north/south and east/west pedestrian links with First Street, Medlock Street and Wilmott Street in particular.
- Architecturally, development will recognise the prominence of First Street as a gateway location into the city centre and will commit to the highest sustainability standards.
- Development should seek to maximise the potential of the sites proximity to the River Medlock as a key amenity, creating a gateway plaza as an extension of Tony Wilson Place.
- Early consideration of potential sunlight and daylight impacts, noise, refuse management, privacy, rights of light, and wind environment will be required. An approach which maximises daylight penetration on the development itself minimising its effect on neighbouring buildings should be taken.

3.0 Environmental and Sustainability Design Principles

3.1 To effectively support the Council in achieving its 2038 zero carbon target, the design of future regeneration proposals will need to consider how all

development at First Street can support this. A number of development principles set out within the framework addendum relate specifically to this.

- New developments within the framework area will be expected to not only seek to exceed policy standards, but also demonstrate how they have explored the feasibility of collaborating with other landowners in the interests of driving the most sustainable and efficient solutions to reduce energy usage and carbon emissions.
- Aligned with the Council's carbon reduction strategy, achieving a transport modal shift from private car trips into the city centre towards sustainable and active modes of transport is of critical importance. Development at First Street will preclude individual, on-site car parks. Essential demand can be facilitated through the provision available at the existing Q Park - First Street, multi storey car park (MSCP).
- Taking a holistic view of parking provision, should parking be removed in the core of the city centre, given the sites proximity to the Mancunian Way, First Street could be suitable for further MSCP provision in line with the city centre transport strategy and taking into account the city's zero carbon target. Essential vehicle parking in this location would support the drive to reduce vehicular trips into the heart of the city centre.
- A commitment to the highest sustainability standards (BREEAM) will need to be achieved through innovative building design. This approach will be consistent with other recent major developments at First Street including No.1 and No.8 First Street and will support the Council's zero carbon strategy and promote lower energy use operational costs to occupiers.
- The framework's aspirations remain underpinned by creating exceptional and well-connected public realm. To ensure the continuation of this, developers will need to collaborate for the creation of design proposals that are joined up and complementary in relation to the provision of public space. As part of this, there is a fundamental need to recognise and work with the area's green and blue infrastructure, and other public spaces.
- Key design principles related to the area's green and blue infrastructure will include opening up the River Medlock, and improving connections both east-west and north-south. All planning applications will need to be supported by a robust green and blue Infrastructure Statement, which clearly demonstrates the measures taken to enhance the connections to, and quality, of those assets.

4.0 Site Specific Development Principles

Little Peter Street Site

- 4.1 At the Little Peter Street site, a high quality, landmark development, which reinforces the site's key frontages, should be delivered. Public spaces will contribute to a pedestrian friendly environment, with active street frontages.

- 4.2 The addendum proposes that the Little Peter Street site will primarily deliver a landmark commercial development. In the same vein as other office accommodation at First Street, Little Peter Street would be suited to an office block with large floorplates. A tower, potentially for residential or hotel use, could also be included in the site, continuing a step change in height to the Deansgate Square towers. Importantly, the site will create new pedestrian routes and public spaces and act as a connecting point between First Street and Great Jackson Street, and increase access to the River Medlock.

One City Road

- 4.3 Similarly, One City Road would be best suited to a commercially-led development. Two buildings on this site would allow for enhanced permeability and east – west connections. A taller block would stand at the north of the site, with the southern block at a lower height, primarily to respect the residential blocks to the south of the site. Active uses on all points would animate the area and create synergy between the new buildings.
- 4.4 The northern block should address the accommodation and public realm proposed within the Little Peter Street site. Entrance to the southern block should be onto Medlock Street and provide activity along the street.

Premier Inn Site

- 4.5 Consistent with the 2018 Framework, commercially led, mixed use development is considered to be the most appropriate use for the site. Alternative uses, including residential, will only be deemed appropriate where they can be shown to help to facilitate delivery of commercial office space, where they meet the Council's planning and regeneration policies and objectives, and where they complement the emerging context in this part of the area.
- 4.6 A commercially led scheme, providing high quality and flexible office accommodation would be delivered within a mid-rise tower, consistent with the wider First Street masterplan.
- 4.7 The site could also accommodate taller buildings either for residential or hotel use, reflecting its prominent location near the Mancunian Way and at the entrance point to the city centre. Any taller buildings on the site should be located to the south of the site and orientated to minimise overshadowing of nearby existing residential properties.
- 4.8 Redevelopment of the site should deliver enhancements to connections between Hulme to the south of Mancunian Way and the city centre, as well as improving the townscape for people approaching from the south. This should include integrating with changes to the Princess Parkway roundabout.

5.0 Conclusion

- 5.1 Demand for commercial space at First Street continues, and by providing further office space, the Council can support the creation of high quality and flexible commercial space to meet this market demand.
- 5.2 Development on the southern side of Medlock Street will connect the regeneration areas of Great Jackson Street and First Street, creating a more cohesive area and better connections both visually and physically. The inclusion of this update to the masterplan would further confirm First Street as a strategic employment zone and a residential destination.
- 5.3 Recommendations can be found at the front of this report.

6.0 Key Policies and Considerations

(a) Equal Opportunities

- 6.1 The proposals will provide new connections to surrounding neighbourhoods, providing improved access to local residents and the opportunities within the First Street area. In addition, there is a commitment to ensure that design standards throughout the development will comply with the highest standards of accessibility.

(b) Risk Management

- 6.2 The development partners are required to develop, instigate, monitor and manage an appropriate and robust risk management strategy. Whilst this is owned by the development partners, risk management is considered at the Project Board and is therefore monitored and managed throughout the delivery of the development.

(c) Legal Considerations

- 6.3 Subject to Executive approval, a further report will be brought forward after the public consultation exercise, setting out the comments received and any changes proposed to the framework. If the update to the Framework is approved by the Executive, it will become a material consideration for the Council as Local Planning Authority.

Appendix A: First Street site plan

