

**Manchester City Council  
Report for Resolution**

**Report to:** Executive – 3 July 2020

**Subject:** St Mary's Parsonage - Strategic Regeneration Framework

**Report of:** Strategic Director - Growth & Development

---

**Summary**

This report informs the Executive of the outcome of a public consultation exercise with local residents, businesses and stakeholders, on the draft Strategic Regeneration Framework (SRF) for the St Mary's Parsonage area, and seeks the Executive's approval of the SRF.

**Recommendations**

The Executive is recommended to:

1. Note the outcome of the public consultation on the draft SRF for the St Mary's Parsonage area, and subsequent suggested revisions to the draft SRF.
  2. Subject to the views of the Executive, approve the Strategic Regeneration Framework for the St Mary's Parsonage area and request that Planning and Highways Committee take the framework into account as a material consideration when considering planning applications for the area.
- 

**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 area will benefit from the opportunity to create carbon neutral buildings of the highest standard of energy efficiency. Alongside this, refurbishing and redeveloping the area's existing heritage buildings provides the opportunity to significantly reduce their carbon footprint, which contribute towards the city's carbon reduction targets.

The framework sets out proposals which would support the reduction of vehicular traffic in the area and promote the city wide modal shift towards active modes and sustainable public transport, aligned with the ambitions of the emerging City Centre Transport Strategy. It is proposed that this will be achieved by reducing vehicular parking, both on street and in multi-storey car parks, and by rebalancing the hierarchy of streets within the area, towards more pedestrian and cycling friendly routes.

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>Development at St Mary's Parsonage will see the creation of a thriving and sustainable neighbourhood, which fully embraces Manchester's zero carbon ambitions and builds on the strength of existing residential and business communities.</p> <p>High quality, commercially-focused development will create a critical mass of activity and a range of jobs within key employment sectors such as financial and professional services, creative and digital and media, development will also create opportunities for innovation and enterprise.</p> <p>The potential for new hotel accommodation will further stimulate the growth of the city as a popular visitor destination and provide a range of employment opportunities.</p>
<p>A highly skilled city: world class and home grown talent sustaining the city's economic success</p>	<p>The implementation of the St Mary's Parsonage SRF will support the growth of a range of different businesses, and provide opportunities for a diverse workforce. The delivery of new Grade A commercial space will attract major new organisations to the area, and with it create a variety of employment opportunities. As proposals are further refined the commercial offer within the St Mary's Parsonage neighbourhood will be tailored to meet market demands.</p> <p>Additionally, the development of new retail and leisure outlets will appeal to both new and existing SME's seeking to relocate, in addition to Manchester residents seeking a new vibrant neighbourhood in which to launch a new enterprise. It will also provide a range of jobs in the retail and leisure sector.</p>
<p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p>	<p>The framework has been developed to align with adjacent approved regeneration frameworks to ensure development is complementary, accords with existing planning policy and takes a holistic view of a key city centre neighbourhood. These frameworks include the Ramada Complex, St Michael's, Spinningfields and St John's which will collectively deliver significant transformation to this part of the city centre.</p> <p>The framework details the addition of high quality</p>

	<p>public realm which includes river side access and routes, alongside new commercial and leisure amenities. This will help to ensure the area is a popular neighbourhood of choice to live, visit and work.</p> <p>Developers will be encouraged to seek a fresh and differentiated retail offer to that already available, set apart from the adjacent shopping areas, focused around an area for craft, culture and a 'made in Manchester' type branding.</p> <p>Enhancing existing routes and connection will underpin the delivery of new development in this neighbourhood. Additionally, the jobs created will be highly accessible to Manchester residents in this city centre location.</p>
<p>A liveable and low carbon city: a destination of choice to live, visit, work</p>	<p>The St Mary's Parsonage area represents a major opportunity to support key policy issues in the city's emerging City Centre Transport Strategy and the Draft Zero Carbon Framework 2020-2038.</p> <p>New development within the area will benefit from the opportunity to create carbon neutral buildings of the highest standard of energy efficiency. Alongside this, development will provide the opportunity to enhance the area's existing historic buildings and, through refurbishment, reduce their carbon footprint.</p> <p>Improvements to the two areas of public space (Parsonage Gardens and Motor Square) will allow for the activation of the spaces and enhance the amenity of the adjacent buildings. Further improvements to the environment through waste management, servicing and removing the area's use as a vehicular through route will make it a cleaner and more pleasant environment for active transport. This will be supported by introducing new links to the River Irwell and reducing the amount of vehicular parking within the area.</p>
<p>A connected city: world class infrastructure and connectivity to drive growth</p>	<p>The vision for the area is to establish a clearly definable and cohesive city centre neighbourhood, recognised by its distinctive character and sense of place. Development will be commercially-led, consistent with its current function, and anchored by high quality public space at its heart. The area will also provide a range of leisure and retail facilities which will help to create a vibrant</p>

	<p>destination in the city centre, making it a place where people choose to live, work, relax, socialise; and crucially a place where all Mancunians have the ability to share in the long term success of the area.</p> <p>St Mary's Parsonage is located within a short walking distance of a number of key transport hubs in the city centre and Salford. These include both Manchester Victoria and Salford Central stations, with bus connections including the bus priority scheme adjacent to the neighbourhood, and Metrolink services a short walk away at both St Peter's Square and Exchange Square.</p> <p>The SRF prioritises active modes of transport and improved pedestrian connectivity, which will deliver enhanced linkages to surrounding neighbourhoods and city centre districts including the Retail Core, NOMA, the Medieval Quarter and Spinningfields. The new and enhanced public spaces will significantly improve the environment of this part of the city centre. The area is also located adjacent to Deansgate, a main arterial route within the city centre.</p>
--	--

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

---

### **Financial Consequences – Revenue**

None directly from this report.

### **Financial Consequences – Capital**

None directly from this report.

---

### **Contact Officers:**

Name: Louise Wyman  
Position: Strategic Director - Growth & Development  
Telephone: 0161 234 5515  
Email: [louise.wyman@manchester.gov.uk](mailto:louise.wyman@manchester.gov.uk)

Name: Pat Bartoli  
Position: Director of City Centre Growth & Infrastructure  
Telephone: 0161 234 3329  
Email: p.bartoli@manchester.gov.uk

Name: Dave Roscoe  
Position: Deputy Director of Planning  
Telephone: 0161 234 4567  
E-mail: d.roscoe@manchester.gov.uk

**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.

- Medieval Quarter Masterplan – June 2016
- Ramada Complex Strategic Regeneration Framework – May 2018
- Report to the Executive – The Ramada Complex, Deansgate – 7 March 2018
- Report to the Executive – The Ramada Complex, Deansgate – 30 May 2018
- Report to Economy Scrutiny Committee 10 October 2019 and to Executive 16 October 2019 Revised City Centre Transport Strategy
- Report to the Executive – St Mary’s Parsonage Strategic Regeneration Framework – 12 February 2020
- Draft St Mary’s Parsonage Strategic Regeneration Framework – February 2020

## **1.0 Introduction**

- 1.1 On 12 February 2020, the Executive endorsed, in principle, the draft SRF for St Mary's Parsonage and requested that the Strategic Director for Growth and Development undertake a public consultation in relation to it. This report summarises the outcome of the public consultation on the draft SRF.

## **2.0 Background**

- 2.1 The St Mary's Parsonage SRF area is located in the heart of the city centre, bound by Deansgate, Bridge Street and Blackfriars Street. The site boundary is appended to this report (Appendix A).
- 2.2 As set out in the February 2020 report, the SRF seeks to refocus the priorities of the area in order to establish St Mary's Parsonage as a clearly definable and cohesive city centre neighbourhood, with a distinctive character and sense of place. The proposals set out the ambition to create a city centre destination adding an attractive mix of uses which will support the area to thrive. Transformational development, which has been delivered at Spinningfields over the past two decades and is now in development at St John's, are located immediately adjacent to the SRF area to support the opportunity presented at St Mary's Parsonage.
- 2.3 In addition to creating a unique and strong sense of place and delivering a diverse mix of uses that will support the city centres growth, regeneration will see the creation of significant new commercial development. Much of this will be predicated on the redevelopment of existing buildings which are currently unoccupied or underutilised, in addition to repurposing others to meet modern occupier requirements and safeguard their long term future use. This commercially-led development will provide significant new and sustainable office space in a highly accessible location, making a major contribution to the city's economy over the next 15 years.
- 2.4 The SRF has been produced in collaboration with a number of the major landowners in the area, who will deliver the priorities of the SRF cooperatively. This will enable a holistic and coordinated approach towards regeneration, which will ensure development is aligned and complementary to the overarching vision for the neighbourhood.
- 2.5 The SRF area has been categorised into three character zones, the boundaries of which are shown in Appendix B. These zones are; King Street, Albert Bridge and North Parade, and have been identified as a result of master planning and heritage analysis.
- 2.6 The St Mary's Parsonage area represents a major opportunity to support the city's climate change strategy. This can be achieved through reducing vehicular traffic, improving green and blue infrastructure, and sustainable development to support the city's zero carbon targets. The draft SRF, and the early landowner discussions which have informed the framework, have all been shaped by the adopted environmental policy standards, as detailed

proposals are developed within the SRF area. Focusing on local solutions to deliver a strong approach towards addressing the Climate Change Emergency, declared by the Council, will ensure Manchester retains a strong economy.

### **3.0 The Consultation Process**

- 3.1 Consultation letters were sent out to 1,172 local residents, landowners, businesses, and stakeholders, informing them about the public consultation, and how to engage in the process. The SRF was made available on the Council's website, and comments were invited.
- 3.2 The consultation opened on 13 March 2020, shortly after which, lockdown measures were implemented in response to Covid-19. To ensure all stakeholders had sufficient opportunity to comment on the framework, the consultation was extended by a further four weeks. The consultation closed on 22 May 2020, following a ten-week period of consultation.
- 3.3 A presentation was delivered by the authors of the SRF to a local residents group on 4 March 2020, providing information about the proposals and signposting attendees on how to participate in the consultation.

### **4.0 Consultation Comments**

- 4.1 The City Council has received 20 responses via email. The breakdown of respondents is as follows:
  - One response from a landowner
  - A joint response from the Deansgate Ward Councillors
  - One response from a resident management company
  - Three responses from statutory stakeholders
  - Fourteen responses from local residents
- 4.2 Seven local residents and a landowner noted their overarching support for the framework citing that regeneration is much needed to unlock the unrealised potential within the area.
- 4.3 The resident management group welcomed the recognition that their residential building is a key component and consideration within the framework, and the opportunity to engage on the development proposals at early stage.
- 4.4 The Deansgate Ward Councillors issued a joint response to the consultation. This welcomed the SRF, and provided support for its efforts to improve the pedestrian experience, promote active travel, enhance green spaces, improve the local public realm, and create a coherent identity for St Mary's Parsonage.
- 4.5 Whilst a significant proportion of respondents noted their support for the draft proposals, many also set out specific comments for review, which are categorised and captured below.

## 4.6 Highways & Traffic Management

- 4.6.1 Current vehicular traffic causes a range of issues including; anti-social driving, and at peak times, standstill traffic along St Mary's Parsonage. This causes noise nuisance, littering from vehicles and significant air pollution.
- 4.6.2 Ward Councillors and a number of residents noted that the draft SRF accurately articulates the issue of vehicles 'rat-running'. They unequivocally support the aspiration to restrict vehicular routes, creating a European-style, pedestrianised space, caveated with the understanding that vehicular access remains for local residents, servicing and deliveries. A single respondent also added that the area from Bridge Street/Princess Street down to Manchester Cathedral should be made traffic free to provide an improved pedestrian experience along Deansgate and improve air quality.
- 4.6.3 Ward Councillors welcomed the enhancements to pedestrian connectivity and improved links between existing open spaces, feeling that these connections could include new tree lined routes and the creation of new green micro-spaces.
- 4.6.4 The intention to improve pedestrian connections at Trinity Bridge was specifically supported by Councillors, who referenced the unwelcoming current layout, which could be improved by soft landscaping and additional trees.
- 4.6.5 Councillors and three residents support the aspiration to remove surface car parking and deliver development which is car free, aside from the provision of accessible spaces.
- 4.6.6 A single resident referenced the need for overnight parking for those living in the area.
- 4.6.7 Councillors, the residents group and two local residents commented on the highway surfacing composition within the SRF area. Utility works has resulted in highway repairs using mismatched materials. Street design should consider this issue and seek to mitigate it. One respondent suggested the creation of a cobbled street once vehicular use of the highway is restricted, whilst another suggested that the pavement incorporate removable panels, which could be lifted up for works and replaced when the works are completed.
- 4.6.8 The additional "high quantum" of cycle parking proposed is noted as positive by both a resident and Ward Councillors.
- 4.6.9 TfGM responded to the consultation to request ongoing dialogue as proposals are developed, to ensure development is aligned with the City Centre Transport Strategy.

## 4.7 Public Realm & Streetscape



- 4.7.1 The framework accurately details issues of disrepair, underuse, and lack of coherent public realm landscaping. Parsonage Gardens is referred to as an important and tranquil city centre green space which provides a place for relaxation, socialising and play.
- 4.7.2 It was highlighted that interest is currently being sought from local residents to establish a 'Friends of Parsonage Gardens' group, and this should be noted in the SRF, along with a commitment for further consultation with this group on any changes to the Gardens or their immediate setting.
- 4.7.3 Four respondents referenced that litter has a detrimental impact on the attractiveness of Parsonage Gardens. Increased regular litter picking, public bin collections and scheduled garden maintenance, would enhance the quality of public space and could initially be supported by the Friends of Parsonage Gardens group. Two respondents commented that Parsonage Gardens feels unsafe, with issues relating to rough sleeping and drug use. Increased policing would have a positive impact on these issues. A single respondent added that similar to other green spaces, Parsonage Gardens should be gated and locked at night to prevent antisocial behaviour and vandalism.
- 4.7.4 A number of residents, a landowner and the Ward Councillors highlighted the importance of creating an overarching public realm strategy, which includes street furniture, materials and a maintenance strategy.
- 4.7.5 The principles for Motor Square were entirely positively received. Respondents mentioned the spaces unrealised potential to become vibrant and well used.
- 4.7.6 The city centre has limited green space, and all opportunities to deliver new spaces should be should explored. As there are no vacant plots within the SRF area to deliver additional public green space, opportunities that could be explored include:
- Green architecture within new development.
  - New tree planting and micro-green spaces within existing plots.
  - Existing green space must be protected, along with existing trees mapped and protected through tree preservation orders as part of the process of developing the SRF document.
- 4.7.7 The aspiration to provide enhanced river side access was cited as positive. A single respondent felt that the need for riverside access, and preserving the site lines, along the length of the Irwell should be set as paramount within the SRF.
- 4.7.8 Five respondents felt that the streetscape currently lacks identity which detracts from the amenity of the area and its heritage buildings. It was added that the pedestrian experience, connectivity and active street frontages within the area could all be improved.

#### **4.8 Architecture, Development Heights & Density**

- 4.8.1 Five respondents supported the proposal to demolish and redevelop Albert Bridge House, with the residents group adding that the site would be appropriate for a landmark development. Conversely a single respondent stated that this building should be retained mistakenly adding that it has Grade II listed status. Heritage Buildings should be retained and new development should deliver development of the highest quality, and architecture in keeping with the historic surrounding buildings rather than contemporary design.
- 4.8.2 The images used on pages 61 and 83 of the framework are unappealing and not aligned with the character of St Mary's Parsonage, whilst the image on page 65 is attractive.
- 4.8.3 Ward Councillors agreed with the zoned differentiation of appropriate building heights, on the basis that: the development around Parsonage Gardens is proposed to be mid-rise, consistent with existing buildings; Motor Square is appropriately characterised within the SRF as a low rise area; and proposals for Alberton and Cardinal House sites step down from Albert Bridge House and reflect the height of Century Buildings, giving regard to the privacy of residents. The residential management company added that they believe taller buildings within the vicinity of Parsonage Gardens, and overlooking Century Buildings would result in a loss of privacy, sunlight to the gardens and damage the visual texture of the area.
- 4.8.4 The residents group raised concern that proposals for additional height at Alberton and Cardinal House would be expected to reflect the height of the modern extension on the north side of Century Buildings. Currently Cardinal House is not overlooked by the modern extension to Century Buildings which comprises a floor to ceiling glazed façade. The relationship of these 2 sites must be fully assessed, especially in relation to noise, privacy and overlooking of the existing residential development.
- 4.8.5 Additionally, the residents group acknowledged the importance of the future use of the Kendal Milne building. However, the group indicated concern relating to extending the existing rooftop to deliver three additional storeys. This response noted that the building already has an extra 2 floors at the rear, which are visually poor and these should be the focus of redevelopment without further expansion.
- 4.8.6 A statutory consultee commented that the phrasing within the SRF positions the conservation of heritage assets as subservient to the requirement to improve the energy efficiency and carbon emissions of buildings.
- 4.8.7 Paragraph 6.54 appears to focus on sites which do not positively contribute to the character and appearance of the area, and new development enhancing this. The SRF should reference the role and positive contribution of other existing architecture within the area.
- 4.8.8 Explanation as to how the key views detailed within the SRF were identified would be welcomed and would add greater weight to this section of the SRF.

- 4.8.9 There is a discrepancy relating to Reedham House, between what is illustrated as the listed building in the framework and the actual listing.
- 4.8.10 Providing delivery timescales for Reedham House and No.3 St. Mary's Parsonage would be pertinent as there would be heritage benefits in securing the sensitive reuse of these buildings.

#### **4.9 Water Management**

- 4.9.1 United Utilities, who are a statutory consultee for city centre developments, provided a response detailing specific comments relating to water management
- 4.9.2 United Utilities have significant water and wastewater infrastructure passing through the SRF area.
- 4.9.3 The City Council should direct developers to United Utilities prior to any land transactions or the preparation of any planning application, taking advantage of their free pre-application service for applicants to agree drainage strategies and water supply requirements.
- 4.9.4 A small element of the SRF area, along the River Irwell, falls within a flood zone. Careful consideration should be given to the design of development to mitigate this. The framework should seek to increase flood resilience and acknowledge the need to follow the hierarchy of drainage options for surface water in the National Planning Policy Guidance.
- 4.9.5 The landowner collaboration on the SRF is welcomed, however it would be preferable that this is part of a legally binding framework that details water management. Sustainable surface water management should also be a consideration of each landowner in their site specific Climate Change and Sustainability Action Plans.
- 4.9.6 Sustainable surface water management should be a strong theme captured within the SRF. The principle of sustainable surface water management should be embedded with other development principles. Design and landscaping of sites can make significant contributions to reducing surface water discharge.
- 4.9.7 The SRF should encourage the use of SuDS as a way to reduce surface water run-off, both above-ground SuDS, and innovative measures such as green roofs.
- 4.9.8 The impact on the public sewerage system should also be considered, including the use of grey water recycling and the redirection of surface water to the River Irwell.
- 4.9.9 It is noted that development sites within the SRF area are principally on previously-developed land. The SRF principles should set out how the

redevelopment of these sites will achieve a significant volume reduction of surface water discharge.

#### **4.10 Waste Management & Street Cleansing**

4.10.1 A number of respondents felt that litter is a major issue within the area at present. Specific reference was given to cigarette litter generated by office building occupiers, and litter hotspots on Parsonage Lane, the corner on Blackfriars and the bus stop on Blackfriars.

4.10.2 Poor existing commercial waste management and storage was referenced by both Ward Councillors and residents. These stakeholders commented that the framework accurately captures the issues currently experienced on College Land, Southgate, Back South Parade, Dunlop Street, Garden Lane, Smithy Lane, and Back Bridge Street.

4.10.3 It was felt that the Council requires better powers to control commercial waste disposal, as the current range of private contractors isn't producing a satisfactory result. Commercial waste bins are often overfilled and contribute to the litter in the area. The SRF should note that commercial bins presented on the public highway should be regularly cleaned and well maintained. It was suggested that a commercial waste management strategy for the collective area, similar to what the Council has implemented around St Ann's Square and Circus off Portland Street would help to reduce issues.

#### **4.11 Development Uses**

4.11.1 Three respondents commented that mixed use development in disused buildings would enhance the area. These respondents also support the aspiration to develop a unique and independent retail and leisure offer. One respondent added that to facilitate this, developers should have an affordable rent strategy with a second respondent suggesting creating gallery space and developing the area as an artistic quarter.

4.11.2 Ward Councillors, the residents group and two individual residents commented that development around Parsonage Gardens and along St Mary's Parsonage would not be appropriate for late-night entertainment uses including clubs, bars or venues with outdoor music. Respondents raised specific concern regarding the term "24/7 uses" as they felt new late night restaurants or bars would exacerbate existing issues with night time economy businesses experience by residents.

4.11.3 The residents group raised concern that any development of retail and hotels will have an adverse impact on the area, resulting in increased noise, roof bars, late licences and taxis.

4.11.4 Two residents felt that further development would destroy the character of the area, and questioned the requirement for commercial development, citing a range of unoccupied commercial developments in the city centre.

4.11.5 Conversely, two separate respondents supported increased commercial development and street activation, but suggested this should be located around the livelier Motor Square, rather than Parsonage Gardens.

4.11.6 The landowner respondent requested that the SRF referenced that appropriate use should be considered on a site by site basis and account for constraints and viability.

## **4.12 Sustainability**

4.12.1 The Ward Councillors welcomed the framework's overarching commitment to support the city to become zero carbon by 2038, whilst adding the following specific comments:

- The commitment outlined within the 5-year environment plan for Greater Manchester for zero carbon development by 2028 is neglected.
- This plan commits to assessing the viability of connecting new developments to heat networks. Therefore, the viability of connecting new buildings in this area to existing or planned heat networks should be assessed.
- Individual development sites should consider micro-energy generation and other innovations, in addition to building materials and designs which are low carbon or no carbon.

## **4.13 The SRF & Consultation**

4.13.1 Councillors and a number of residents welcomed the opportunity provided to review and comment on the document. The Ward Councillors requested that this continued with a commitment to:

- Engage with Councillors, local residents, and active local civil society groups, to inform the landowners' development of a Public Realm Strategy. This engagement should also include residents who live in the surrounding areas, including at St Ann's Square and in Spinningfields.
- The chance to consult on individual developments as they are brought forward in the SRF area.

4.13.2 A statutory consultee requested the reorientation of certain plans included within the SRF.

## **4.14 Miscellaneous**

4.14.1 The growth of the Christmas markets has resulted in additional noise, litter and pavement obstructions along King Street. The markets should be contained in St Anne's Square and Albert Square, similar to the arrangement in Vienna.

4.14.2 Kiki's member's club is permanently closed, and therefore the businesses signage should be removed.

4.14.3 The landowner response noted the landowner led collaborative approach towards development, and requested to be kept informed of the development of this partnership as they may wish to form part of this group at the appropriate time.

## **5.0 Response to comments**

5.1 The following section provides detailed comments in response to the points raised by respondents.

## **5.2 Highways & Traffic Management**

5.2.1 In restricting general vehicular traffic, it is envisaged that this will support the aspiration to create well connected spaces which prioritise active modes of transport. It is acknowledged that retaining service and resident's access would be essential to serve the businesses' trading and those living in the area.

5.2.2 The creation of an area wide public realm strategy is included as a requirement of the SRF, and this will be fed into by the landowner group who have also inputted into the preparation of the SRF as a whole. The area wide public realm strategy will ensure a holistic approach is taken to the enhancement of streetscape, green infrastructure and public spaces. This strategy will inform the approach that is taken to the detailed design and extent of delivery of public realm in respect of individual development plots, and support landowners to develop future planning applications, as they are brought forward by landowners and developers. The framework cannot detail specific planning requirements. This needs to be dealt with through the planning process.

5.2.3 Existing residential parking provision will remain unaltered with 24/7 access retained. The area is well connected to public parking provision, including at Blackfriars, Spinningfields, and New Bailey.

5.2.4 The Council is committed to becoming zero carbon city by 2038. How people travel to and around the city centre will play a fundamental role in successfully realising this. Currently a range of initiatives are being considered which encourage and prioritise sustainable modes of transport. A pilot was announced in April 2020 which will restrict vehicular use of Deansgate between King Street West and Blackfriars Street. Initially this will facilitate the easing of post Covid-19 lockdown measures allowing people to follow social distancing guidance. However, this pilot will provide the opportunity to look at long term options for the highway in this location, aligned with the emergent City Centre Transport Strategy.

- 5.2.5 Currently Bridge Street and Princess Street both function as key bus routes into the city centre, and any changes to the function of these streets would need to be considered as part of a bus routing strategy.
- 5.2.6 For approval to be granted, highway repairs undertaken following utility works must use like for like materials. Many of these materials weather over time therefore new bituminous road surface will look different to old road surface when first installed, however this will gradually become less so as it weathers. Specifically, modular surfaces are particularly expensive to maintain and can look even worse following utility works due to the structure of the modular pavement becoming affected.
- 5.2.7 The Council will continue to engage with TfGM to ensure alignment with the emerging City Centre Transport Strategy, and officers are already involved in the development of the strategy.

### **5.3 Public Realm & Streetscape**

- 5.3.1 Any issues relating to crime, drug use, general litter or concerns around rough sleeping should be reported into the Council, via the Council's website, to ensure that can be investigated as required and action taken as appropriate. The area wide public realm strategy will establish principles that seek to enhance street level pedestrian and cycle activity in order to increase natural surveillance. Detailed planning applications will be expected to address matters of safety and security in and around their site boundaries and Greater Manchester Police Design for Security Team will be consulted during pre-application stages.
- 5.3.2 The SRF will be updated to capture the current ambition to establish a Friends of Parsonage Gardens, and, subject to its formation, the need for the group to be engaged as a key stakeholder for any public realm proposals for the gardens or development proposals that affect its setting.
- 5.3.3 The comment which suggests the gating of the gardens is noted and understood; however, the path through the gardens also forms an important route through the area, and gating the gardens at certain times would result in the loss of this connection. Options for the future management of this space and measures which mitigate the likelihood of the space being misused will be considered as part of the public realm strategy.
- 5.3.4 The potential opportunity to create a riverside walk was considered by landowners and the design team throughout the preparation of the draft SRF. As indicated within the draft SRF, there is an aspiration to improve access to the river and its feasibility will be considered as part of development proposals that are located adjacent to the river. In this respect, any new development adjacent to the river will need to take account of the foundations, easements and existing condition of these retaining structures, subject to detailed feasibility assessments.

### **5.4 Architecture, Development Heights & Density**

- 5.4.1 Albert Bridge House is not listed. The building's design and layout is constrained, due to its inefficient floorplate. At ground level, substantial remodelling and regrading of land to address the severance and separation experienced between the existing building and St Mary's Parsonage, would also require major investment, making re-development unviable. The building is environmentally inefficient, which conflicts with the city's carbon neutral targets and creates substantial operational costs for occupiers. Overall, the building fails to meet modern commercial occupier requirements, and refurbishment would not adequately address the issues. The site provides a transformational opportunity for a gateway landmark development that significantly improves pedestrian and cycle permeability at street level through enhanced connections, including improved connection to the pedestrian bridge across the River Irwell. Redevelopment of the site will also enable the delivery of large floorplate commercial floor space to meet demand, and facilitate the delivery of new high quality public realm for the benefit of all users of the SRF area.
- 5.4.2 The SRF identifies a key objective to revitalise the area with new architecture, replacing those buildings that are no longer fit for purpose, whilst respecting listed buildings. The effect on the character of the Conservation Area and the setting of listed buildings will be key considerations to address as part of any planning applications. It will also be essential for development to contribute towards the enhancement and animation of the public green space in order to help revitalise the Conservation Area.
- 5.4.3 The SRF also highlights that the overall design of new development should be of the highest quality and demonstrate that it contributes to the varied architectural character of the area, and is specifically adapted to its context, by creating a cohesive group of buildings, with an individual expression and vitality.
- 5.4.4 The images reference on pages 61, 65 and 85 within the SRF document are included only as indicative examples of the principles being discussed. They are not representative of any development design.
- 5.4.5 The comments receive regarding building heights are noted. The draft SRF provides overarching guidance on height considerations across the area. Future development proposals will be required to achieve a very high quality of design that is considered within its townscape and heritage context. Future planning applications will also be required to be supported by assessments of environmental and amenity impacts, including noise, privacy, sunlight and daylight
- 5.4.6 All future development proposals will be required to be supported by detailed technical analysis that assesses potential impacts on amenity of residential or other sensitive uses. Any identified impacts will be required to be fully justified and the Local Planning Authority will assess submissions in accordance with adopted Planning Policy.



- 5.4.7 Proposals for the Kendal Milne building will need to adopt a conservation led approach. Any adaption and differentiation in use will need to be assessed and justified in line with heritage considerations and viability analysis, to demonstrate that they are necessary, proportionate and, secure the long-term use of the prominent building. Any additional development at roof level will need to consider key views and provides the design opportunity to enhance the untidy appearance of the existing upper building levels. Detailed design would be addressed through the planning process, however, as a Grade II listed building, future development proposals fundamentally will be required to be justified in accordance with adopted National and Local Planning Policy.
- 5.4.8 Paragraph 6.49 has been reworded to offer clarity that every effort should be made to improve the energy efficiency and reduced carbon emissions of heritage buildings considered alongside the impact of such works on a heritage asset.
- 5.4.9 Paragraph 6.54 has been updated to acknowledge the positive potential contribution of existing buildings on the St Mary's Parsonage area in addition to new development.
- 5.4.10 An explanation of the rationale for including specific views has been added to the SRF.
- 5.4.11 The diagram showing Reedham House has been updated to accurately reflect the listing.
- 5.4.12 Delivery timescales for Reedham House and No.3 St Mary's Parsonage are yet to be confirmed, however as the proposals are developed, the landowner my wish to engage directly with Historic England.

## **5.5 Water Management**

- 5.5.1 The contributing landowners have been reminded of the need to engage with United Utilities in respect of their site specific development proposals. Opportunities to enhance drainage will be considered in respect of individual scheme feasibility and viability.
- 5.5.2 The landowner collaboration is not a formal Joint Venture partnership and so each development plot will be brought forward in line with individual commercial delivery plans and timescales, dependent on micro and macro-economic considerations. It will, therefore, not be possible to deliver a legally binding area-wide strategy for infrastructure, as some landowners would not be able to commit to these substantial associated costs at this stage. Nevertheless, each development proposal will consult United Utilities at the appropriate time during the planning process to ensure there is sufficient capacity available.
- 5.5.3 Surface water management and inclusion of sustainable drainage is a policy requirement and so will be addressed as part of the public realm strategy and

delivered via each planning application. The inclusion of above ground SUDS will likewise be considered as part of the public realm strategy.

5.5.4 The SRF would be a material consideration in planning decisions although it does not change planning policy. In this respect, the primacy of the Development Plan is maintained and any development proposals will be assessed in accordance with adopted policy and up to date guidance. The planning policy context does not seek to replicate all adopted policy.

5.5.5 Additional text has been included in the SRF at paragraph 8.20 to increase the document's clarity regarding flood risk and water drainage.

## **5.6 Waste management & street cleansing**

5.6.1 It is acknowledged that waste management currently has a detrimental impact on the attractiveness and function of the neighbourhood. Improving this represents a key principle of the draft framework. The proposals promote street level activation which will enhance the streetscape. This will require a new approach for premises managing their waste. The SRF captures the need to develop a collaborative waste management strategy.

5.6.2 The waste pilot referenced at the Circus development did have a very positive impact on the management of commercial waste in this area of the city centre. However, this was led by a single management entity for the whole block. Trying to replicate this approach with a number of separate businesses is a much more complex process as it requires all businesses to agree to work together and select a single contractor. The comments received through this consultation have been shared with the relevant Council team to inform their discussions with businesses in this specific part of the city centre.

5.6.3 Whilst the SRF seeks to ensure a sustainable long term solution for waste management, if premises are not adhering to their waste management obligations, this should be reported to the Council (through the online process) to ensure officers can investigate, gather evidence and take action as required.

5.6.4 Street cleansing across the city centre is undertaken on an annually scheduled basis. If there are particular areas of concern, a report should be made to the Council to enable investigation. If the issue warrants, there may be scope to revise cleansing schedules. Alternatively, if litter is clustered around a particular premise, there may be a need for Council officers to discuss this with a building's management company.

## **5.7 Development Uses**

5.7.01 In the preparation of the SRF it was acknowledged that the area's principal function should be to support new commercial floor space with a strong and sustainable retail and leisure offer, which will principally be focused at the ground floor, street level of buildings. In addition, it was recognised that it will be essential to ensure this is a differentiated offer to established adjacent

districts, including the primary retail area and Spinningfields. This approach was supported by the landowners, who will ultimately be responsible for creating complementary letting strategies and developing an overarching retail strategy in order to help coordinate and maximise the opportunity.

- 5.7.1 The framework indicates that further late night uses such as bars, pubs and clubs would not be appropriate in this location due to the character of the area and the adjacency to residential development. Reference to this has been strengthened in the appropriate locations within the SRF and reference to “24-7 activities” in paragraph 7.78 will be amended to avoid misinterpretation. It is the intention to ensure the area functions as a safe and attractive location at all times. Commercial uses will be respond to the adjacent residential community, and subsequently late night uses will not be supported.
- 5.7.2 The role of the SRF is to provide the overarching strategic principles for development and not prescribe detailed design or uses. However, careful consideration has been given to appropriate uses based on the area’s character and current use. The SRF precludes late night uses such as bars, clubs and venues in proximity to Parsonage Gardens and existing residential buildings. Specific uses will be further considered as part of the planning process as development for individual sites is brought forward.
- 5.7.3 The SRF considers the need to achieve an appropriate balance of improving the quality and vitality of streets through providing a variety of appropriate ground floor active uses, whilst also maintaining residential amenity. This strategy also seeks to increase natural surveillance in order to improve safety and security. The daytime retail and leisure offer seeks to achieve this and evening uses will be controlled to ensure any amenity impacts, such as noise, are limited. The public realm strategy will establish principles to ensure the consistent maintenance and management of the area, and will also consider options to manage taxi movements through the area to minimise potentially adverse impacts.
- 5.7.4 The city centre functions as the region’s economic hub, providing a strategic employment location, with an increasing number of organisations from across the UK and the world choosing to locate in Manchester. At present there is an undersupply of Grade A floor space, meaning that it remains critical to ensure a strong pipeline of commercial development, in order to retain Manchester’s position as a major economic centre. Whilst there may be some initial slowing down in growth following the Covid-19 pandemic, the city is expected to continue to grow over the medium-longer term, and this growth will be essential to the city’s, and the UK’s economic recovery. St Mary’s Parsonage sits in close proximity to existing key commercial locations, including Spinningfields, Deansgate and the Central Business District, and is well connected to public transport links. It is, therefore, seen as an appropriate and desirable location to deliver commercial space to satisfy demand.
- 5.7.5 Enhancing the attractiveness of the streetscape is a key component of the framework. Developing overarching public realm and waste management strategies as part of further development will provide the opportunity to

significantly improve this. Detailed consideration of these points will be a requirement of future planning applications.

## **5.8 Sustainability**

- 5.8.1 The SRF document has been updated to identify the Greater Manchester target for zero carbon development by 2028. Landowners will be required to produce an agreed Climate Change and Sustainability Action Plan that establishes energy reduction and carbon saving targets as redevelopment or refurbishment proposals come forward.
- 5.8.2 Reference has been added to the SRF to inform landowners, they should explore any opportunity and feasibility to connecting to a localised heat network when developing detailed development plans.
- 5.8.3 Consideration of micro-energy generation and other innovations, as well as low / zero carbon building materials and designs should be expected at planning stage.

## **5.9 The SRF & Consultation**

- 5.9.1 Active landowners are being encouraged to participate in the formation of an area wide public realm strategy, which will establish principles to ensure a consistent approach is taken to the delivery and maintenance of public realm across the SRF area. The intention is for different parts of the public realm to be delivered in conjunction with detailed development proposals, as they come forward on a phased basis.
- 5.9.2 Individual developments will be subject to planning approval. The Council's Planning Service publish all applications received and invite comments from members of the public. The request for resident engagement will be shared with the 6 landowners who have contributed to the preparation of the SRF, and they will be encouraged to undertake engagement before planning applications are submitted.
- 5.9.3 In response to the request to re-orientate imagery within the SRF, the only plans that are orientated differently are those that overlay the SRF boundary onto historic photography (p38) and the isometric massing image (p41). It is not possible to re-orientate the photos because the angle of the historic photos is fixed. Reorientation of the isometric image would have limitations in the context of the landscape orientation. The image has therefore been annotated to facilitate the reader's interpretation of the information presented.

## **5.10 Miscellaneous**

- 5.10.1 The location of Manchester's Christmas Markets is reviewed on an annual basis. Historically the markets have centred on Albert Square, however as their popularity has increase over the years, there has been demand to utilise other locations. This has included areas such as King Street and Cathedral Gardens. The offer at each of these locations differs annually. The markets

attract a significant amount of footfall to the city centre, and have a considerable impact on the local economy, with many people visiting the city centres retail and leisure outlets during their trips, and some making over-night stays. The refurbishment of the Town Hall and Albert Square mean there is pressure on public spaces to accommodate markets, and other events, certainly over the short term, and other available space has to be utilised appropriately.

5.10.2 The request to remove the referenced business signage has been passed on to the relevant Council team to investigate.

## **6.0 Conclusions**

- 6.1 St Mary's Parsonage represents a key, but underutilised, city centre neighbourhood, with potential to significantly contribute towards the regeneration and growth ambitions of the city. Commercially-led development will facilitate the creation of a range of new employment and enterprise opportunities, supported by a unique retail and leisure offer and hotel accommodation, to enhance the area's attractiveness to residents, tourists, shoppers and visitors.
- 6.2 The majority of the stakeholders who responded to the consultation expressed their overall support for the draft SRF, believing that it would play an important role in unlocking the areas unrealised potential. Responses to specific points raised have been considered within this report and a number of suggested changes made to the SRF (see paragraph 6.4)
- 6.3 The framework sets out a coordinated and sustainable approach to development that acknowledges the area's heritage assets and incorporates its key assets, whilst contributing to the continued growth of this part of the city centre.
- 6.4 In response to the consultation a number of minor revisions have been made to the draft SRF document. These are detailed within this report at paragraphs;
- 5.3.2 - Update capturing the aspiration to establish a Friends of Parsonage Gardens, and the need for the further engagement with this group on any proposals relating to the gardens.
  - 5.4.8 - Text within the SRF has been re-worded at paragraph 6.49 to indicate the need for an appropriate balance between the refurbishment of heritage buildings and the retrofitting of energy efficient technologies.
  - 5.4.9 - The SRF has been updated to acknowledge the positive potential contribution of existing buildings on the St Mary's Parsonage area.
  - 5.4.10 - The framework has been updated to provide the rationale for including specific views.
  - 5.4.11 - The diagram showing Reedham House has been updated.
  - 5.5.6 - Additional text has been included in the SRF at paragraph 8.20 to provide further reference to flood risk and water drainage.

- 5.7.1 - Reference to late night uses being inappropriate has been strengthened at the appropriate points within the SRF and reference to “24-7 activities” in paragraph 7.78 will be amended to avoid misinterpretation.
- 5.8.1 - The SRF document has been updated to identify the Greater Manchester target for zero carbon development by 2028.
- Reference has been added to the SRF to inform landowners, they should explore any opportunity and feasibility to connecting to a localised heat network when developing detailed development plans.

6.5 Recommendations are outlined at the beginning of the report.

## **7.0 Key Policies and Considerations**

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

7.1 The site has the capacity to create a significant number of new jobs, as well as retail and leisure opportunities. The proposals will provide new connections to surrounding neighbourhoods, providing residents with improved access to the opportunities within adjacent neighbourhoods including the Retail Core, Spinningfields and Medieval Quarter. 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**

7.2 The City Council own a number of income producing land assets within the SRF area, as defined in the documents. The approval of the SRF will impact on the long term future use of these sites and subsequently the inclusion within any adjoining re-development schemes brought forward, will require the negotiation of the appropriate terms. The Development team has been engaged to facilitate this.

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

7.3 If approved by the Executive, the Parsonage Gardens SRF will not form part of the Council’s Development Plan but would be a material consideration when development control decisions are made.