

**Manchester City Council
Report for Resolution**

Report to: Executive – 13 March 2019

Subject: Great Northern Warehouse Strategic Regeneration Framework Update 2019 Consultation

Report of: Strategic Director (Development)

Summary

This report informs the Executive of the outcome of a public consultation exercise with local residents, businesses and stakeholders, on the draft updated Strategic Regeneration Framework for the Great Northern Warehouse, and seeks the Executive's approval of the Framework.

Recommendations

The Executive is recommended to:

1. Note the outcome of the public consultation on the draft updated Development Framework for the Great Northern Warehouse.
 2. Approve the updated 2019 Great Northern Warehouse Strategic Regeneration Framework and request that the Planning and Highways Committee take the Framework into account as a material consideration when considering planning applications for the site.
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Wards Affected

Deansgate

Manchester Strategy outcomes	Summary of the contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	<p>The comprehensive redevelopment of this site will provide a major focus for new investment within the area. The Framework will contribute towards growth in employment and economic performance of the Civic Quarter and the wider city centre.</p> <p>The Regeneration Framework will see the enhancement of a unique leisure and retail destination delivered through utilising the potential of the Great Northern Complex, which will provide a range of new employment opportunities in the city centre. The provision of additional commercial space within the Great Northern Warehouse,</p>

	<p>proposed in the SRF update, will further increase the number of jobs and training opportunities delivered in the area.</p>
<p>A highly skilled city: world class and home grown talent sustaining the city's economic success</p>	<p>Development of the Great Northern Complex, coupled with Manchester Central and Castlefield Quay, will create new employment opportunities across a range of sectors through the expanded retail and leisure offer in addition to the creation of new commercial space within the area. This will attract new organisations to the city and enable the expansion of existing businesses, facilitating the creation of new jobs and training opportunities.</p>
<p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p>	<p>The Regeneration Framework complements development at adjacent city centre neighbourhoods including St Michael's, St John's and First Street. The Great Northern and Manchester Central sites will augment what is a strategically important and historically significant location through the delivery of a new, mixed use city centre destination which is well-connected and distinctive. It will transform the image of the area as a visitor destination, and help to create job opportunities within the locality and the wider city centre.</p>
<p>A liveable and low carbon city: a destination of choice to live, visit, work</p>	<p>The SRF area benefits from excellent public transport connectivity, sitting in close proximity to Oxford Road and Deansgate Castlefield rail and Metrolink Stations. This demonstrates the area's strong public transport links, which ensure that the area and its amenities are accessible by visitors and commuters without a reliance on car usage.</p> <p>The updated SRF remains unaltered with regards to the delivery of high quality public realm space alongside new commercial and leisure amenities, which will ensure the area is a neighbourhood of choice to visit and work in.</p> <p>Sustainable design and development principles will be tested at the planning application stage.</p>
<p>A connected city: world class infrastructure and connectivity to drive growth</p>	<p>The Great Northern benefits from the Civic Quarter's strong public transport links, as outlined above. The SRF prioritises pedestrian walkways and connectivity, which will provide residents with improved linkages to the public transport connections and surrounding city centre districts.</p> <p>The area already experiences significant annual</p>

	visitor numbers, and development of the neighbourhood's amenities will further enhance the reputation of the area as a leisure destination.
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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

None

Financial Consequences – Capital

None directly from this report.

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in 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 – The Civic Quarter - Framework – 21 October 2009
- Report to Executive – The Civic Quarter Regeneration Framework – 10 February 2010

- Draft Strategic Regeneration Framework – Great Northern Warehouse – December 2015 (withdrawn)
- Report to Executive – Great Northern Complex, Manchester Central and Castlefield Quay Strategic Regeneration Framework – 2 December 2015
- Draft Strategic Regeneration Framework – Great Northern, Manchester Central and Castlefield Quay – July 2016
- Report to Executive – Great Northern Warehouse, Manchester Central and Castlefield Quay Strategic Regeneration Framework – 27 July 2016
- Report to Executive – Great Northern Warehouse, Manchester Central and Castlefield Quay Strategic Regeneration Framework – 8th February 2017
- Strategic Regeneration Framework - Great Northern, Manchester Central and Castlefield Quay – February 2017
- Report to Executive – Great Northern Warehouse – Strategic Regeneration Framework (SRF) Update – 12 December 2018
- Draft Great Northern Warehouse Strategic Regeneration Framework Update – December 2018

1.0 Introduction

- 1.1 On 12 December 2018, the Executive endorsed, in principle, the draft updated Strategic Regeneration Framework for the Great Northern Warehouse, and requested that the Chief Executive undertake a public consultation exercise in relation to it.
- 1.2 This report summarises the outcome of the public consultation on the framework.

2.0 Background

- 2.1 The Great Northern Complex is a major site in a prime location within the Civic Quarter. The site covers a 2.6 hectare area (please see the plan at appendix 1) and accommodates a number of established uses including a multi-screen cinema, casino, car parking and retail/leisure uses. Notwithstanding the uses that exist within the site and recent interventions which have refreshed the leisure offer, it has generally been underutilised and represents a part of the city that has not fulfilled its potential to become a leading city centre destination.
- 2.2 In order to fully realise the Great Northern Warehouse's potential contribution to the continued growth and regeneration of the city centre, the proposals for the site should address demand.
- 2.3 An updated SRF was therefore produced in December 2018, specifically relating to the Great Northern Warehouse, in order to respond to the changes in the economic climate since the previous framework in 2017, and to continue to meet the strategic policy and regeneration objectives of the City.
- 2.4 The only update from the 2017 Framework proposed is the inclusion of additional commercial office space in place of an element of the previously envisaged residential use. The SRF update is intended to be read alongside the adopted 2017 Framework and does not seek to replace it. The update does not alter the Manchester Central and Castlefield Quay sub areas included in the 2017 SRF.
- 2.5 The delivery of additional office floor space at the Great Northern will support the city's growth trajectory, create new jobs, and support the city's drive for high calibre talent retention and job creation. In addition to the economic benefits, new commercial development will deliver significant social benefits in terms of job opportunities, training and apprenticeships.
- 2.6 Delivering office space as opposed to residential development within the listed Warehouse will require less construction interventions. The floor plans, divisions, and fit out associated with the delivery of commercial space will have a reduced impact on the Grade II* Listed building and reveal more of its historical significance.

3.0 The Consultation Process

- 3.1 Consultation letters have been sent out to 1,542 local residents, landowners, businesses and stakeholders, informing them about the public consultation, how to participate, and engage in the consultation process, and where to access the SRF document. The draft Framework was made available on the Council's website, and comments were invited on this.
- 3.2 The formal consultation closed on Monday 25th February 2018, following a six week period of consultation
- 3.3 The City Council has received three responses to the consultation on the updated Strategic Regeneration Framework.
- 3.4 Two of the responses were provided by residents, and one from a statutory consultee.

4.0 General Responses to the Consultation

- 4.1 One respondent supported the principles set out within updated SRF for the Great Northern Warehouse, adding that the rationale for changing from residential to office accommodation was clear.
- 4.2 Another stated that any residential development delivered should be owner occupied to enhance the existing sense of place and shared community values within the area.
- 4.3 Previous consultation sessions held by the landowner made no mention of the space being developed as office space.
- 4.4 Delivering office space within the identified area would significantly affect the privacy of the residential accommodation directly opposite the 235 casino site on the upper floors. Whilst the original plans would have resulted in the apartments being overlooked, this issue is more pertinent when it is by an office as opposed to another residential dwelling.
- 4.5 The rationale for commercial development is unclear. There is a high level of office accommodation being built within the city centre and in close proximity to this site. Additionally, the listed Warehouse would not benefit from being stripped out to facilitate the delivery of office space.

5.0 Water Management

- 5.1 Comments were received from United Utilities specifically relating to water management within the SRF area. These comments included:
 - United Utilities has water and wastewater infrastructure passing through the SRF area. These assets should form a consideration for any development within the area.

- The landowner should seek to engage with United Utilities at the earliest point to establish drainage strategies at a pre-planning application stage.
- When delivering development within the area, there will be an expectation for future applicants to provide evidence that demonstrates how this will be delivered in the most sustainable manner in relation to Surface Water Drainage and any potential Impact on Public Sewerage Systems.
- Any design of new development within the SRF area should seek to be sustainable and explore the inclusion of exemplary sustainable drainage systems, grey water recycling and green roofs that will help reduce pressure on public water supply and the public sewerage system.
- As the proposal is on previously developed land, we believe the SRF principles should set out how the redevelopment of the Great Northern Warehouse achieves a significant volume reduction of surface water discharge with no surface water discharging to the existing public combined sewerage network.
- At this early stage, United Utilities feel there is an opportunity to be very ambitious and target a significant reduction in the surface water run-off rate. Reducing the surface water discharging to the public sewer network, which will both reduce the risk of sewer flooding and reduce the pressure on combined sewer overflows across the city centre.

6.0 Response to Consultation Comments

6.1 General Comments

- The tenure of the remaining residential development within the Great Northern Warehouse site will be developed for private sale. Developing a strong sense of place is a fundamental component of the proposals for the site. The area already experiences significant annual visitor numbers, and development of the neighbourhood's amenities, public realm and the addition of high quality office space will further enhance the reputation of the area as a destination to live, work and visit.
- The proposal to replace the originally envisaged residential development with office space is a recent shift and therefore will not have been presented at any of the previous engagement sessions delivered by the landowner. This has formed the basis of the December 2018 SRF update and subsequent consultation.
- The detailed design and delivery of commercial space will require new planning consent which will be subject to further public consultation.
- The SRF is a high level strategy which seeks to change the proposed use of the Warehouse from residential as per the previously approved 2017 Framework, to offices. Matters including privacy and overlooking will be taken into full consideration as the detailed proposals are worked up as

part of any future planning applications which will be required before any development can be delivered.

- Delivering office space as opposed to residential development will require less construction interventions. The floor plans, divisions, and fit out associated with the delivery of commercial space will have a reduced impact on the Grade II* Listed building and reveal more of its historical significance than residential development would.
- The city centre is the key economic driver and a strategic employment location. At present there is an undersupply of Grade A floor space. Over recent years a range of new office accommodation has been successfully developed and let within and adjacent to the Civic Quarter. Examples of these developments include No.1 & 2 St Peter's Square, No. 8 First Street and Windmill Green. It is critical to ensure a strong pipeline of high quality office space to ensure growing demand for space can be facilitated and to maximise the city's economic growth.

6.2 Water Management

- The location of United Utilities infrastructure within the SRF area is noted.
- The landowner has provided a commitment to engage with United Utilities as the detailed proposals for the Great Northern Complex are developed.
- The switch from the delivering residential development set out within the 2015 approved SRF to commercial office space would not alter the significance of adopting a sustainable approach towards water management and drainage.

7.0 Conclusions

- 7.1 There is significant demand within the city centre for high quality commercial space. The proposals will deliver office space within the Great Northern Warehouse alongside new leisure and retail amenities and within the setting of enhanced world class public realm. Collectively this development will play a key role in maximizing the Civic Quarter's contribution to the city centre's growth.
- 7.2 Significant demand for high quality commercial development within the Civic Quarter has been shown to exist. The introduction of commercial space within the Great Northern Warehouse will strengthen the city centre's commercial development pipeline, supporting the region's economic growth and inward investment proposition, and provide further job opportunities in the city centre.
- 7.3 The update to the Great Northern SRF has been informed by adjacent development, and aligned with neighbouring proposals. St John's and St Michael's both sit in close proximity to the Great Northern site with development at both neighbourhoods set to start in 2019, delivering a range of residential, commercial, leisure and cultural development. The mix of uses set

out within the Great Northern SRF update complements development in regeneration areas nearby.

7.4 No amendments to the draft updated SRF are proposed arising from the consultation.

7.5 Recommendations appear at the front of this report

8.0 Key Policies and Considerations

(a) Equal Opportunities

8.1 The site has the capacity to create a significant number of new jobs, as well as residential and leisure opportunities. The proposals will provide new connections to surrounding neighbourhoods, providing improved access to local residents to the opportunities within the Civic 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

8.2 N/A

(c) Legal Considerations

8.3 If the updated SRF is approved by the City Council, it will become a material consideration for the Council as Local Planning Authority.