

**Manchester City Council
Report for Resolution**

Report to: Executive – 3 July 2020

Subject: First Street Development Framework Addendum 2020

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 addendum to the development framework for First Street, and seeks the Executive's approval of the addendum.

Recommendations

The Executive is recommended to:

- i) Note the outcome of the public consultation on the draft development framework addendum for the First Street neighbourhood.
 - ii) Subject to Members' views, approve the development framework addendum for the First Street area and request that Planning and Highways Committee take the framework into account as a material consideration when considering planning applications for the area.
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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 proposed for any of the three sites identified in this framework update will need to be carefully considered in order to ensure that they support the city in meeting 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 city centre public transport hubs, 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 |
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| <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>High quality, sustainable development will continue to act as a catalyst 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 support increased employment opportunities, including a substantial number of new jobs in a range of key growth 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 framework addendum 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> |

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| | 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. |
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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 directly from this report.

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 - 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 and First Street (Confidential Report)
- First Street Development Framework: July 2012
- Report to Executive – 29 October 2014: Manchester Piccadilly and Oxford Road Capacity Scheme.
- Report to Executive – 21 January 2015: Northern Hub - Network Rail Manchester Piccadilly and Oxford Road Capacity Scheme – Transport and Works Act Order Application.
- 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
- Report to Executive – 12 February 2020: First Street Development Framework Addendum 2020

1.0 Introduction

- 1.1 On 12 February 2020, the Executive endorsed, in principle, a draft addendum to the First Street development framework and requested that the Strategic Director undertake a public consultation in relation to it.
- 1.2 A public consultation was held from the 6 March until 15 May 2020, for local stakeholders. This report summarises the outcome of the consultation.

2.0 Background

- 2.1 The First Street area has seen significant change over the past 10 years, with redevelopment providing new employment, leisure and entertainment opportunities. The phased delivery of development framework has provided cultural, hotel, leisure and retail, residential and commercial development, forming a commercially led city centre neighbourhood.
- 2.2 The draft First Street development framework addendum covers potential uses for three sites as part of the redevelopment of the First Street neighbourhood - Little Peter Street, the Premier Inn site and One City Road. In addition, the addendum provides update information on Manchester's Zero Carbon Framework and Green and Blue Infrastructure Strategy.
- 2.3 Development of the three sites in the framework addendum will follow the urban design principles and environmental and sustainability design principles, of the wider scheme, as set out in the First Street development framework. This development would also ensure there are quality connections through new public realm, to link First Street with adjacent communities, including Great Jackson Street, Hulme and the Oxford Road Corridor.
- 2.4 The addendum proposes that the Little Peter Street and One City Road sites could primarily deliver commercial development and the Premier Inn site could deliver commercially led, mixed use development.

3.0 The Consultation Process

- 3.1 Letters were sent out to 3,636 local residents, landowners, businesses, and stakeholders, informing them about the public consultation, how to participate and engage in the process. The draft addendum was made available on the Council's website, and comments were invited.
- 3.2 The consultation opened on 6 March 2020, shortly after which lockdown measures were implemented in response to COVID-19. To ensure all stakeholders had further opportunity to comment on the framework, the consultation was extended by a further four weeks. The consultation closed on the 15 May 2020, following an extended ten-week period of consultation.

4.0 Consultation Comments

- 4.1 The Council received 11 responses to the consultation, all via email. The breakdown of respondents is as follows:
- Nine responses from local residents
 - One joint response from the three Deansgate Ward Councillors
 - One response from a statutory consultee.
- 4.2 A number of respondents commented that overall, it was positive to see the area being further regenerated. A range of specific comments are summarised below.

Public Realm

- 4.3 Four respondents commented on the importance of public realm, and the need to create further green spaces within the city centre. One respondent felt that this would help to create high quality and unique spaces which provide cultural value.
- 4.4 A separate response noted and welcomed the intention to maximise public realm on the sites, however, believed that the framework could be strengthened in its call for enhanced and expanded green space, including an increase in trees and soft landscaping. Specifically, the respondent felt this presented an opportunity to deliver tree planting along Medlock Street and Little Peter Street.
- 4.5 Another respondent suggested that Manchester's heritage and history should be reflected in the design of all new public realm, which at First Street could comprise a boulevard of statues relevant to Manchester.
- 4.6 A separate response noted that there is a site located between Cambridge Street and Willmott Street which is within the ownership of Manchester City Council. It was suggested that this site could provide green space for social use, which would also contribute to addressing climate change impacts.
- 4.7 A respondent commented on the high quality of the city's parks and gardens, but felt that few of these were in the city centre. They added that smaller, well maintained patches of green, with mature tree planting and water features in place of hard landscaping and paving, would have a huge impact at First Street.
- 4.8 The idea of a gateway plaza opening up the River Medlock was welcomed in one of the responses, which noted that the river holds historic importance and its use could be significantly enhanced.

Development Architecture, Heights and Density

- 4.9 A single respondent commented that the density and height of proposed buildings is excessive and will create particularly small homes for people to live in. They added that 10 storey high blocks with fewer units would be more appropriate and deliver higher quality residential accommodation.

- 4.10 A separate response commented that building heights should be in keeping with the neighbourhoods immediately to their west, including the Knott Mill Masterplan area and the residential apartments on City Road East. Adding that First Street comprises mid-rise development which should step down from the height of Plot 9a and the proposed Downing Developments site to those heights.
- 4.11 Conversely, another respondent felt that, given First Street's gateway location, developers should be encouraged to build as tall as possible to make a positive impact on the skyline.
- 4.12 A number of comments raised concern specifically relating to the Little Peter Street site. It was felt that positioning tall buildings on this site would impact on access to light for residents of the Hill Quays building. It was requested that the addendum be amended to provide more information on the expected heights of the tower element for the Little Peter Street site and re-consult on this. It was added that development of this site should prioritise both physical and architectural linkages between Knott Mill and First Street, rather than First Street and Great Jackson Street, which would deliver a gentler increase in height.
- 4.13 Support for the inclusion of the Premier Inn site within the framework was provided by a respondent, who commented that the building architecturally detracts from the area and would free a prime site for a gateway development.
- 4.14 A respondent commented that they found the proposals unimaginative and lacking unique buildings or recognisable public spaces. They felt the framework addendum to be driven by developer profitability, which raises concerns about the future proofing of the development.
- 4.15 In contrast, another respondent provided their support for the proposals, adding that building designs should seek to deliver architecture of a high standard, akin to that at Crown Street and Deansgate Quay.
- 4.16 A respondent provided two recommendations relating to architecture and design at First Street, which included:
- Taking architectural influence from Melbourne and Amsterdam, to avoid looking like any other UK city.
 - Remodelling and extending the City Road office building, rather than demolishing it, as a unique example of late eighties/early nineties architecture.
- 4.17 Active ground floors for all buildings were welcomed, and it was felt that this will support the delivery a high quality pedestrian experience

The Framework Document

- 4.18 A single response commented on the framework addendum document itself, as containing difficult language and not focused for a general public audience.
- 4.19 A respondent felt that the Little Peter Street Car Park site should be included within the Knott Mill Masterplan, as it is located on the same side of Medlock Street and immediately adjacent to Knott Mill, with First Street separated by the highway. The respondent added that the height and type of development at Little Peter Street should therefore respond to the Knott Mill Masterplan.

Development Impacts

- 4.20 A respondent stated that noise and litter created by nearby construction activity at Great Jackson Street and River Street is an existing issue impacting residents, in terms of noise from both construction and people walking through the area significantly impacting residents sleep and general wellbeing. It was added that the litter left behind was not being cleansed by the Council but local residents instead.
- 4.21 A local resident voiced their objection to the proposals for the One City Road site. They felt that a tall commercial building on this site would block views and the right to light for the existing City Road South apartments. The respondent added that the framework failed to provide consideration to long-standing residents, or the impact that the development would have on property values.
- 4.22 A respondent questioned whether an independent impact assessment of the pollution and additional traffic created by this development, both during construction and when complete, had been undertaken. A suggestion to develop a planned approach to parking during construction was made to mitigate the impacts of the development workforce.
- 4.23 A suggestion to undertake a risk assessment on the impact of pollution on life expectancy, pregnancy, and the effect on child health was made by an individual. The respondent felt that the additional traffic from the office and residential accommodation provided would mean approximately 4,000 extra people, generating a significant level of additional traffic and pollution, and reducing liveability.

Development uses

- 4.24 A respondent stated that COVID-19 could have a significant impact on the city centre, its occupants, and the demand for new homes and office space.
- 4.25 A single respondent commented that there should be no further student accommodation built, adding that development of this type will have a negative impact on the residential community within Hulme.
- 4.26 A respondent commented that they felt the city centre needs increased amenity provision, including GP and dental surgeries, gyms, non-chain bars and restaurants.

- 4.27 A local resident from the Hill Quays building felt there to be existing noise impacts for residents from the night time economy businesses located at Deansgate Locks. They commented that new residential development in close proximity would exacerbate this situation.
- 4.28 Two respondents felt that the Little Peter Street Site is a prime location for social or affordable housing, given that it is in the Council's ownership. One respondent added that they did not support uses on this site which do not significantly contribute to social and affordable housing policies, and would only find mixed use development acceptable where it could be demonstrated that this maximised the site's contribution to those policy goals.

Water management

- 4.29 United Utilities, who are a statutory consultee for city centre development consultations provided a response detailing specific comments relating to water management within the First Street area.
- 4.30 Their response noted that United Utilities have significant water and wastewater infrastructure in the First Street area. At this early stage, any impacts on United Utilities infrastructure can be most effectively managed.
- 4.31 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 to agree drainage strategies and water supply requirements.
- 4.32 United Utilities welcomes the acknowledgment in the framework addendum of the importance of landowner collaboration, but suggested that this takes the form of a legally binding framework that includes an area wide strategy for infrastructure. Reference to surface water management and sustainable drainage across all phases of development should be a part of any collaborative agreement.
- 4.34 Sustainable surface water management should be a strong theme captured within the framework addendum alongside other development principles, in line with national and local planning. The following specific points were made to encourage sustainable surface water management.
- 4.35 The Little Peter Street site and, to some extent, the One City Road, site offer opportunities to utilise the River Medlock for the discharge of surface water.
- 4.36 Acquiring riparian rights to discharge surface water could inhibit the delivery of sustainable surface water management and should be noted as a priority within the framework.
- 4.37 Above ground drainage should be critical consideration and key principle of new development at First Street. Public realm improvements should be informed by the opportunity to more sustainably manage surface water and include innovative landscaping, permeable surfaces and tree planting, along

with the design of buildings which should include grey water recycling and green roofs.

- 4.38 It was noted that a proportion of the Little Peter Street site falls within flood risk zones, and development in such locations can make the wider area more vulnerable to flooding. This risk can be managed through the design of the development and the incorporation of sustainable drainage systems.

General Comments

- 4.39 A resident expressed their pride in what had been delivered over the past two decades since they first arrived in the city, giving specific examples of the Gay Village, Northern Quarter, cultural institutions, restaurants, bars, clubs and the retail offer.
- 4.40 Two respondents commented that the addendum should include a new method for pedestrians crossing Medlock Road. One respondent suggested a signal controlled pedestrian crossing would reduce the chance of an accident.
- 4.41 A respondent commented that in order to better connect First Street, the Metrolink network should be extended to incorporate Hulme and Princess Parkway.
- 4.42 A resident commented that the City Council should prioritise investment into training and education, as opposed to commercial, cultural and public realm investment.
- 4.43 A single resident stated their objection to any land being developed in the city centre. The respondent also added that the city is in a climate emergency, and subsequently development which removes green space should not be permitted (for example the Ivy at Spinningfields). Their suggestion was to allow development in areas of most need, such as the buildings adjacent to Piccadilly Station where the Star and Garter pub is.
- 4.44 The addendum's rationale for providing additional parking provision "subject to demand" is not appropriate. Development should be car free, in favour of improved pedestrian and cycle access, and linkages to public transport nodes (such as improving the pedestrian experience from Deansgate-Castlefield Metrolink, Oxford Road & Deansgate Train Stations, and nearby bus stops).
- 4.45 The delivery of a significant quantum of cycle parking would be expected at this location.

5.0 Response to comments

- 5.1 Responses to the specific comments raised as part of the consultation are set out below:

Public Realm

- 5.2 There is a commitment to significant public realm investment across the city centre. New public space will be delivered as part of the Crown Street development at Great Jackson Street, along with a new pocket park adjacent to Manchester Cathedral and a major new 6.5-acre city centre park as part of the Mayfield development. In addition to this new investment, development at First Street has also improved connections to existing significant green space at Hulme Park.
- 5.3 A revision to the framework addendum is proposed, to update Paragraph 4.6 to include specific reference to delivering trees and soft landscaping where possible. It should be noted that planting trees directly into city centre streets can often be difficult due the presence of services under the pavement including pipes and cabling. Experience gained from development elsewhere within First Street indicates that there is a large amount of servicing underground and often this is close to the surface. Detailed design proposals for plots will be required to deliver an appropriate level of green infrastructure, where feasible, as a result of the characteristics of the site.
- 5.4 The city takes a holistic approach to the siting of statues, memorials and public art and there is a diverse mix of installations across the city centre.
- 5.5 It is believed that the Council owned land located between Cambridge Street and Willmott Street referred to in the response outlined at paragraph 4.6 relates to the former Salvation Army Site. This site is not included within the framework addendum. It has been identified within the Oxford Road Corridor Strategic Regeneration Framework guidance, consulted on and approved in 2019, as being appropriate for commercial development, in order to contribute to the high demand for new office space within the city centre, and as part of a strategic approach to development within the wider Oxford Road area.
- 5.6 As detailed in paragraph 5.2 of this report, significant investment into city centre public spaces has been made in recent years. Specifically, at First Street, the masterplan also includes new public realm, in particular 'James Grigor Square'. At 2,100 sq. m, this is a fairly significant new public space, which incorporates a small green area. Given the use of spaces and the volume of footfall in many city centre locations, public realm is often in the form of hard landscaped spaces. However, the exact type of public realm is considered on a case by case basis, in terms of what is most appropriate for the site concerned.

Development Architecture, Heights and Density

- 5.7 First Street is a strategic, gateway site, at a key entry point to the city centre from the south. As a result, it is seen as a suitable location for high density development. Development in this location will significantly contribute to the city centre's economic and residential growth through the provision of new office space and high quality homes, in addition to enhancing the experience of people using this important route into the city centre. It is proposed that taller buildings are located at strategic points within the masterplan which define key views and vistas. High density development here will create a

sustainable, walkable community. The high density buildings will be delivered with strict adherence to quality materials and design.

- 5.8 The First Street framework addendum promotes integration with the Knott Mill neighbourhood and will provide enhanced east - west connections to the area, and reinforce existing connections with high quality streets and spaces. In addition, the development principles promote positive engagement at street level with active frontages. The three sites to the west of Medlock Street have a different character to the area covered by the Knott Mill Masterplan, which includes different design principles than at First Street. Positive integration with adjacent areas comprises many factors, such as street level connections, active street frontage, complementary uses, landscaping proposals, servicing strategy, as well as height differentials. Development at First Street seeks to knit the areas of Knott Mill, Great Jackson Street and First Street, reducing the physical and perceptible barrier of the Medlock Street corridor to create a truly walkable, mixed-use neighbourhood that is fully integrated with the wider city centre, the Oxford Road Corridor and Hulme. Delivery of an appropriate scale and density of development that meets Core Strategy Policy is critical to achieving this objective.
- 5.9 The framework addendum notes at paragraph 3.22 the requirement for early consideration of sunlight and daylight impacts, noise, refuse management, privacy, rights of light, and wind environment to protect existing and new residents' amenity. Specifically considering the Hill Quays building, it is noted that this is designed to face away from the Little Peter Street site and towards Knott Mill. This can be seen in the form of the building with blank facades facing Little Peter Street's boundary, which step in to provide three sided light wells in order not to constrain the development of the Little Peter Street site.
- 5.10 It is not the purpose of development frameworks to prescribe the architectural approach for individual sites. The framework sets general urban design principles to ensure that architecture will be of a high quality, respect context and contribute positively to place making. Detailed design proposals will be created as part of plot specific planning applications that are brought forward. Development to date at First Street has seen the delivery of a variety of high quality, distinctive buildings, including HOME, the Melia Inside hotel and the recently completed No. 8 First Street.
- 5.11 The framework is intended to outline the vision and principles for development at First Street. Any future detailed designs will be developed and submitted as part of individual planning applications, which will enable the Council to ensure development meets the quality standards for the city. All planning applications will themselves be subject to further public consultation.
- 5.12 The framework addendum supports the demolition of One City Road in order to facilitate further regeneration in this part of the city centre. Unlike high quality examples of architecture from its period, One City Road has not been considered suitable for listing. In terms of architectural detailing, the building performs poorly, with an ill-fitting cladding system. Furthermore, commercially, One City Road does not meet the requirements for modern flexible

commercial office space. The floor to ceiling heights do not permit the installation of a modern raised floor solution and the building's unusual configuration is not aligned with modern office occupier requirements. In particular, the floorplates are very long and thin, which is not in keeping with modern methods of working that promote space for collaboration between staff. In addition, the upper floors are quite small and would require extensive, economically unviable works to enlarge them sufficiently.

The Framework Document

- 5.13 The draft framework addendum contains a level of detail to ensure that it can be used as a comprehensive guide for future development. The document has a range of uses, including to guide developers on the expectations from development, as well as to inform local residents and other stakeholders on the proposals, meaning that a level of technical detail is required.
- 5.14 The Little Peter Street site has historically formed an element of the First Street neighbourhood. Previous iterations of the framework have identified the surface car park as a key site at First Street, denoting a gateway to the city centre. The development of a framework for the Knott Mill guides the sensitive, low density redevelopment of historic previously developed sites. The urban grain of the Little Peter Street car park is not consistent with the characteristics of Knott Mill, but is more closely aligned with First Street.

Development Impacts

- 5.15 Any issues that residents or businesses are experiencing concerning littering or untidy private land should be logged online at www.manchester.gov.uk. This will enable the Council to investigate any issues.
- 5.16 In relation to noise disturbance from development, unless works are of an emergency nature, all contractors are required to adhere to the Council's policy of no noisy works outside of 7:30am – 6pm Monday to Friday and 8:30am to 2pm Saturday. Should a particular construction site not be observing these regulations, or undertaking noisy works on Sundays or Bank Holidays, this should again be logged on the Council's website to allow for investigation.
- 5.17 The framework includes specific guidance at paragraph 3.17 on the siting and form of development at One City Road to inform detailed design that responds to neighbouring buildings, whilst meeting the requirements of Core Strategy Policy with regards to city centre High Density Development. This guidance includes a specific requirement to set-back buildings from neighbouring residential properties at a level appropriate to the city centre location. Equally as referenced in paragraph 5.8 of this report, the framework notes the essential requirement for early consideration of aspects including sunlight and daylight impacts, noise, and privacy, to protect the amenity of residents. These issues will be expected to be considered and addressed in detail through the planning process.

- 5.18 The Council's highways service is a statutory consultee in the Planning process. As individual planning applications for development come forward they will need to include a transport assessment. This assessment will be required to detail the impacts of the development on the Highway, which will include trip generation data and modelling assessments. The assessment and other relevant information will then inform the requirement for any highway mitigation measures.
- 5.19 When complete, development is not expected to significantly increase private vehicular congestion and the level of traffic within the area. Historically the area has included a significant number of surface level car parking bays within the Little Peter Street car park. This facility has been predominantly used by commuters and subsequently accessed and exited at peak times. A high proportion of people that currently, and will, work within the First Street neighbourhood are expected to either live in, or close to, the city centre and therefore choose to walk and cycle to the area, or to use the site's strong public transport connections at Oxford Road Railway Station and Deansgate Castlefield Metrolink Station.
- 5.20 Taking a more holistic view, the city has a commitment to becoming a carbon neutral city by 2038, driven by improving the health of all residents. Through its regeneration schemes, the city continues to promote carbon neutral development, investment into sustainable modes of transport, and encouraging behaviour change to reduce the number of vehicles driving into and around the city centre. The emerging City Centre Transport Strategy will further support measures to minimise city centre traffic numbers; facilitate active travel; and improve streets and public spaces, in order to contribute to the well-being of residents and businesses.

Development Uses

- 5.21 The city centre is the region's economic hub, providing a strategic employment location, with a significant growing residential population. At present there is an undersupply of both Grade A floor space and residential accommodation. Therefore, it remains critical to ensure a strong pipeline of both residential and commercial development. The impacts of COVID-19 are being closely monitored at a national, regional and local level to understand any impacts on the city's population, key sectors and wider economic growth. At the same time, growth of the city centre will be important to the economic recovery of the city following the pandemic. Although there may be a short-term slowdown in demand and delivery, it is expected that growth will resume in the medium-long term. Demand for the proposals set out within the framework will be robustly assessed as part of the planning process to ensure alignment with demand.
- 5.22 Whilst the First Street development framework addendum proposes new residential development, none of this will be in the form of student accommodation. A separate report was presented to the Council's Executive in November 2019, which provided further details on the approach to student accommodation. This can be accessed on the Council's website.

- 5.22a The Council is currently working with a range of partners to plan amenity provision for a growing population. This approach takes a holistic city-wide view of where demand is increasing most significantly. There are specific plans in train for new healthcare provision and a new primary education facility to be located within the Great Jackson Street SRF area to service city centre demand.
- 5.23 The city centre benefits from one of the country's strongest cluster of retail and leisure businesses. There are a number of gyms and fitness outlets located across the city centre. Manchester city centre also benefits from a particularly strong independent offer with 55% of all city centre retail and leisure businesses being independents.
- 5.24 Any new residential development is not expected to exacerbate night-time noise in the area. Furthermore, the Council requires that acoustic reports form part of planning applications. These will recommend limits for noise egress from both the development and any associated plant to ensure noise remains at an acceptable level. It is noted that there may be a temporary increase in noise during construction periods. However, this should be within the remit outlined within 5.15 of this report. All major applications are required to be supported by a Construction Management Plan, detailing how construction noise impacts are to be controlled during construction.
- 5.25 The framework sets out the suitability of First Street for new residential development. The type and tenure will be determined as individual developments come forward. The Council has an endorsed affordable housing strategy which takes a citywide view to affordable housing provision. This sets out a commitment to deliver at least 6,400 affordable new homes across the city by 2025. The City Council is continuing to work with new and existing Registered Provider partners to identify opportunities to help bolster the delivery of affordable homes across the city.

Water Management

- 5.26 The plots within First Street are under different ownerships and each development plot will be brought forward in line with individual commercial delivery plans and timescales, dependent on the wider economic environment. 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 associated substantial costs at this stage. Each developer will be required to consult with United Utilities on their respective proposals at the appropriate time during the planning process.
- 5.27 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 framework is a material consideration in planning decisions although it does not constitute planning policy. All development proposals will be assessed in accordance with adopted policy and up to date guidance. A revision to the framework is

proposed, adding paragraph 4.8, to provide reference to water the management priorities as set out in United Utilities consultation response.

- 5.28 United Utilities will be consulted in respect of individual development proposals and opportunities to enhance drainage will be considered in respect of individual scheme feasibility and viability.
- 5.29 For relevant sites, landowners and developers will be expected to engage with relevant parties at an early stage to seek to acquire riparian rights to discharge water. However, it is recognised that this will rely on third party agreement and so may not be possible in all cases, if it risks compromising timely and viable delivery of the frameworks regeneration objectives.
- 5.30 The inclusion of above ground SUDS will be considered as part of the public realm strategy.
- 5.31 A revision to the framework is proposed, adding paragraph 4.7, to highlight the requirement for future development to provide a robust approach to its flood risk and drainage strategy. This should highlight how the proposals will not increase flood risk, and have an ambition of reducing the impact of increased surface water drainage on the sewer network.

General Comments

- 5.32 The Council is currently assessing the viability of delivering a new signalised pedestrian crossing aligned with the latest planning application for First Street (Plot 9). The specific location and timescale for delivery of this crossing is not yet determined, however, it is envisaged that it would be on Medlock Street, north of the junction with River Street. It is proposed to reference this aspiration within the framework.
- 5.33 The Metrolink network has grown significantly since its inception in 1992. The network now connects the city centre and much of Greater Manchester. The Metrolink network is expected to expand over the next two decades. However, at this time there are no plans for routes which incorporate the Princess Parkway.
- 5.34 A City Centre Transport Strategy is currently being produced, which will take a holistic view of transport to and around the city centre. Metrolink represents one mode of sustainable publically accessible transport, and many of the communities to the south of First Street have seen improvements to bus routes and services and cycling and pedestrian infrastructure in recent years.
- 5.35 The framework addendum represents a key development opportunity for the city centre. However, development represents just one area of Council investment. Significant and continued investment is being made into a range of areas including; cultural amenities, new high quality public realm, and the education and skills of the city's residents.

- 5.36 The land which has been developed as The Ivy restaurant is privately owned, within the wider Spinningfields neighbourhood. The public space provided prior to the development was implemented as a temporary solution during the delivery of earlier phases of construction. As highlighted earlier, new public realm and green space is being developed in a number of areas of the city centre.
- 5.37 A revision to the framework is proposed at paragraph 3.20 to provide increased clarity on the approach to vehicle parking. The framework, whilst able to guide what should be considered as acceptable development in an area, cannot overrule policy or the Development Plan. Manchester's Core Strategy (2012-2027) sets out relevant policy (Policy T2) which states that parking in the city centre will be considered on a case by case basis so that development "reflects the highly accessible nature of the location, as well as the realistic requirements of the users of the development". The framework prioritises enhancements to the pedestrian experience across First Street to encourage sustainable modes of transport, aligned with the Manchester Climate Change Framework 2020-2025, which details the city's high level plan for tackling climate change which includes reducing private car travel.
- 5.38 Consistent with the city's approach to promoting active transport, it is appropriate and likely that a significant amount of cycle parking could be delivered through development within the framework. Manchester's Core Strategy (2012-2027) sets out city-wide minimum standards for cycle parking, which can be found at Appendix B of the strategy, organised by use class.

6.0 Conclusions

- 6.1 The draft First Street development framework addendum seeks to stimulate and guide the next phases of development in this important neighbourhood. This 2020 addendum carries forward the key development principles underpinning the 2015 First Street Development Framework and subsequent 2018 update.
- 6.2 The 2020 addendum updates previous iterations of the framework to incorporate and provide a development approach consistent with the overarching development principles for three specific sites; Little Peter Street, One City Road and the Premier Inn site.
- 6.3 Subject to agreement by the Executive, it is suggested that the development framework addendum is amended to:
- Provide specific reference to trees and soft landscaping.
 - Note water management priorities.
 - Reference flood risk and the associated mitigation measures.
 - Capture the aspiration to deliver a new crossing point on Medlock Street.
 - Provide further clarity regarding the approach towards vehicle parking at First Street.
- 6.4 Consultation will need to continue with residents and stakeholders throughout future development phases as specific development proposals come forward.

6.5 Recommendations appear at the front of this report

7.0 **Key Policies and Considerations**

(a) Equal Opportunities

7.1 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

7.2 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 First Street Board and is therefore monitored and managed throughout the delivery of the development.

(c) Legal Considerations

7.3 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

