

**Manchester City Council
Report for Resolution**

Report to: Executive - 29 July 2015

Subject: New Cross: A Final Neighbourhood Development Framework

Report of: The Chief Executive

Summary

The meeting of the Executive on March 18th 2015 received a draft version of a Neighbourhood Development Framework for New Cross and approved a programme of public consultation. Following a public consultation process involving local residents, businesses, land and property owners, public and statutory bodies and relevant voluntary and community sector organisations, a final draft of the document has been produced and is appended to this report for approval.

Recommendations

The Executive is recommended to:

- Note the comments received from stakeholders; including local land and property owners, residents, businesses as well as public and statutory consultees, and approve the final version of the New Cross Neighbourhood Development Framework to guide and co-ordinate the future development of the area, with the intention that it will be a material consideration in the Council's decision making as a Local Planning Authority.
- Note the draft Delivery Strategy set out in Section 8 of this report and provide authority to the Strategic Director (Strategic Development) to further develop this strategy in dialogue with key stakeholders; including potential investors and developer partners, landowners and existing businesses.
- Note that this Delivery Strategy is likely to include the requirement for the City Council to assemble land for redevelopment or to work in partnership with investor and developer partners to this end.
- Note that land assembly activity in this location may ultimately need to be underpinned by the use of Compulsory Purchase Order powers.
- Request that a further report on the development and implementation of the Delivery Strategy, including land assembly matters, is brought to a future meeting of the Executive.

Wards Affected

Ancoats and Clayton

| Community Strategy Spine | Summary of the contribution to the strategy |
|---------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Performance of the economy of the region and sub region | The proposals for New Cross offer the potential for, amongst other things, residential and commercial development to be brought forward enabling the area to add to the performance of the sub-regional and regional economy; increasing housing supply to support economic growth objectives and creating new employment opportunities. |
| Reaching full potential in education and employment | New Cross will continue to provide direct employment opportunities and offer continued potential for jobs growth, while providing improved connectivity for the City Centre and surrounding neighbourhoods. |
| Individual and collective self esteem – mutual respect | Not Applicable |
| Neighbourhoods of Choice | New Cross offers the potential to help deliver the Manchester Residential Growth prospectus; helping contribute to and meet the demand for new homes in the city. The redevelopment of New Cross will involve the creation of high quality new environments and the provision of facilities that are accessible to the local community. |

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences

There are no financial implications for the City Council arising 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 preparation. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

- North Manchester Strategic Regeneration Framework, Executive, 24 October 2012.
- New Cross: A Draft Neighbourhood Development Framework, Executive, 18 March 2015.

1.0 Introduction

- 1.1 The New Cross area is located on the north eastern edge of the city centre and is part of the North Manchester Strategic Regeneration Framework (SRF) which was refreshed and approved by the Executive in October 2012.
- 1.2 A Draft Neighbourhood Development Framework was considered by the Executive Committee in March 2015, and highlighted the future vision, objectives and a set of Core Development and Design Principles to form the basis on which a public consultation would be undertaken targeting local residents, businesses, land and property owners, public and statutory bodies and organisations from the voluntary and community sector.
- 1.3 This report presents a Final Neighbourhood Development Framework for New Cross, along with a summary and evaluation of the public consultation process undertaken throughout April / May 2015. The report re-emphasises the core vision and objectives and highlights areas where the Framework has been further developed in accordance with feedback and responses received from stakeholders and members of the local community.

2.0 Background

- 2.1 For the purpose of this Neighbourhood Development Framework New Cross has been defined as the area bounded by Swan Street to the south; Livesey Street to the north; Rochdale Road and Bromley Street to the west and Oldham Road to the east. The two key arterial routes of Rochdale Road and Oldham Road that run through the area help to define character zones that reflect the areas' varying built form and function.
- 2.2 Historically, New Cross derived its name from an area of public space at the centre of four important thoroughfares (Oldham Road; Oldham Street; Great Ancoats Street and Swan Street) that served as a key location for traders and as a hub for social and community activity. The wider area formed part of the industrial expansion of the City Centre northwards and was characterised by the development of mill complexes, warehouses and workers accommodation; albeit the area played a more secondary role to the more established industrial districts of Ancoats and Angel Meadow.
- 2.3 Today, New Cross survives as 3 character zones that will present different paces of opportunity:
 - **Zone A** comprises the historic core of New Cross and sits between Swan Street; Thompson Street; Rochdale Road and Oldham Road. This zone retains its traditional urban grain and street pattern, with a mix of existing commercial and residential uses clustered towards the south and west of the site.
 - **Zones B and C** comprise the remaining parts of the study area to the north west and north east of Zone A. They are characterised by larger consolidated land uses and vacant land, with a number of major

commercial operators that include the Royal Mail sorting office and the Wing Yip supermarket and wholesalers, together with the Manchester Central Fire Station.

- 2.4 New Cross is strategically located within the north eastern fringe of the City Centre that is increasingly a focus for development activity and residential growth. To the east and west of the study area lie key regeneration areas that include NOMA and the Ancoats and New Islington neighbourhoods that have been subject to significant levels of public and private sector investment. Immediately to the north of New Cross lie the neighbourhoods of Collyhurst and the Lower Irk Valley that will be the subject of substantial regeneration proposals in the future to deliver significant numbers of new homes in support of the City's growth ambitions. The September meeting of Executive will receive a report on these proposals.
- 2.5 Within New Cross itself there has been limited new-build development, with the only recently implemented scheme the 249 unit Skyline development fronting Rochdale Road completed in 2007. The subsequent economic downturn saw private sector development throughout the north eastern City Fringe slow to a trickle from 2008 onwards, with key sites that had been assembled for development remaining dormant.
- 2.6 However, improved economic conditions and development activity in adjacent locations have led to renewed developer interest and increased levels of demand in this part of the City, and a transition into the New Cross area principally in Zone A, which abuts the City Centre and Northern Quarter district.

3.0 Manchester Place

- 3.1 Executive Members will recall that the City Council and the Homes and Communities Agency (HCA) has established a strategic collaboration, Manchester Place, to drive forward residential development in the city in line with our economic and population growth objectives. Manchester Place has identified the New Cross area as one with significant potential to contribute to the City's Residential Growth Strategy. As such, it is critical that we move now to establish a Neighbourhood Development Framework for New Cross to guide, co-ordinate and regulate development activity, so that opportunities for residential and commercial investment are maximised, and that development is brought forward in an appropriate manner to create a distinctive and sustainable neighbourhood.

4.0 Public Consultation Approach

- 4.1 In March 2015, the Executive Committee endorsed a draft New Cross Neighbourhood Development Framework for public consultation to be undertaken throughout spring 2015.
- 4.2 The consultation programme ran from 24th April – 29th May 2015 and was conducted by staff from the North Manchester Neighbourhood Regeneration

Team, in conjunction with officers from Strategic Development. The following consultation methods were used:

- An online consultation ran from 24th April – 29th May inclusive and featured a New Cross consultation webpage on the North Manchester Regeneration section of the manchester.gov.uk website, along with details of the Draft New Cross Neighbourhood Development Framework and a downloadable PDF of the NDF document;
- 2 public consultation events were held to promote the Framework and provide an opportunity for stakeholders to access further information and submit feedback and comments;
- A resident drop-in event was held on Tuesday 12th May at St Michaels Church, George Leigh Street, Ancoats, staffed by representatives from North Manchester NRT and Strategic Development. Letters inviting residents to the event were delivered to all residential addresses and all relevant management agencies within the consultation area;
- A business breakfast event was held on Tuesday 19th May at St Michaels Church, George Leigh Street, Ancoats. 205 Letters inviting businesses to the event were sent to local businesses registered on the MCC Business Rates and Mint databases;
- 237 letters were also sent 'Royal Mail Signed for Delivery' to all land and property owners within the study area with freehold / leasehold interests registered at the Land Registry, promoting both consultation events and the availability of online material;
- On request, a further 10 individual one to one consultations were held with land and property owners within the study area where an overview of the Draft Neighbourhood Development Framework was provided, with all stakeholders encouraged to submit individual and more detailed representations via the consultation webpage;
- All consultation formats were promoted through a social media plan and series of co-coordinated Tweets / Facebook posts running between 7th – 29th May, drawing attention to the Draft Framework and online consultation and targeting at a variety of locally based and Manchester wide stakeholders and interest groups;
- An email briefing along with a link to the New Cross consultation web page was provided to key public and statutory stakeholders; including: Homes and Communities Agency; Transport for Greater Manchester; Network Rail; Historic England; United Utilities; and Greater Manchester Police; and
- An email briefing and PDF of the framework document was provided to Ancoats & Clayton, City Centre, Miles Platting & Newton Heath and Cheetham Ward Members.

5.0 Public Consultation Outcomes

- 5.1 In total, 40 local stakeholders attended and registered their details at the resident consultation event, with a further 17 local stakeholders attending and registering at the business breakfast.
- 5.2 The online consultation ran from 24th April – 29th May inclusive, with the website attracting a total of 361 visits, of which 132 people went on to

download the NDF document. Website feedback was received via the North Manchester NRT email address with a total of 19 responses and / or enquiries.

5.3 Local stakeholder feedback

5.4 In total there were 8 written responses provided at the resident drop in event and 1 further response provided at the business breakfast.

5.5 Feedback from the resident consultation drop-in session and business breakfast events has been largely positive. Recurring themes / comments included:

- Strong support amongst residents, businesses and land / property owners in New Cross for the development and urban design principles contained within the Draft NDF document;
- Strong support amongst local stakeholders for the redevelopment of New Cross and the establishment of a new residential-led, mixed use neighbourhood;
- Support for the provision of a greater mix of uses to support a new residential community; including: shops; café's and restaurants; GP and health services and community facilities;
- Strong support for the provision of core infrastructure to improve connectivity and permeability with the city centre and adjoining areas; specifically at key intersections on Rochdale/Oldham Road/Swann Street;
- Concerns expressed about the overdevelopment of sites and the heights and massing of new buildings negatively impacting on existing residential and commercial uses;
- Concerns expressed surrounding the promotion and overspill of late night uses from city centre locations as part of a mixed-use offer and potential noise / nuisance / disruption for existing communities;
- Support for the provision of improved public realm and amenity / green space as part of the framework masterplan and an improved pedestrian and residential environment; and
- Concerns raised by local residents about the potential for further comprehensive redevelopment of the New Cross area and the need for ongoing dialogue and further consultations.

5.6 Further detailed written representations were received from or on behalf of local stakeholders; including: the MCR Property Group, Euro Car Parks UK Ltd, the Royal Mail Group Ltd, Greater Manchester Fire and Rescue Service, the Trustees of the Linson Construction Pension Fund and the Manchester Chinese Christian Church. In summary, feedback was broadly supportive of the framework objectives, although various points were raised in relation to the core development and design principles contained within. Key themes / comments included:

- Strong support for the vision and priorities as set out in the framework document and the need for a clear strategy which maximises opportunities for future development;

- Strong support for the vision for New Cross as a residential-led, mixed use neighbourhood that capitalises on its strategic location adjacent to the city centre and core public transport infrastructure;
- Highlighting the need for flexibility in the implementation of the Framework to ensure it responds effectively to the opportunities and constraints of individual developments;
- Highlighting the significant challenges for delivering the masterplanning vision in light of fragmented private ownerships and the need for site assembly to establish viable development opportunities;
- Support for the potential combining of development plots to support more comprehensive redevelopment and the delivery of key development and design principles contained within the Framework;
- Highlighting the need for flexibility in relation to proposed land uses, specifically in Zones B and C, to support and encourage the redevelopment of key sites and to sustain existing uses;
- Consideration required in relation to the retention of key heritage buildings to ensure the character of the area is preserved without negatively impacting on potential future development;
- Further detail required in relation to the role of developer contributions in supporting and delivering key place-making objectives; including the provision of public realm and amenity space; and
- Expressed broad support and an appetite to bring forward development in accordance with a Final New Cross Neighbourhood Development Framework.

5.7 Public and statutory stakeholder feedback

5.8 Written feedback was received from: Homes and Communities Agency; Transport for Greater Manchester; Historic England; United Utilities and Network Rail, and consultations were held internally with the Council's Planning, Highways and Property services, along with the North and City Centre Regeneration Teams. Key themes / comments included:

- Strong support for the vision and priorities at the heart of the Framework and the creation of a successful and sustainable neighbourhood in support of the City's growth ambitions;
- Strong support for the development and design principles as set out in the document to be used as a guide to coordinate and regulate future development activity;
- Support for the key role for New Cross in providing connectivity between the City Centre and the suburban residential communities of North and East Manchester;
- Support for provisions within the document that seek to improve the quality and function of core highways infrastructure and public realm, and the promotion of sustainable modes of transport;
- Highlighted the significant challenges posed by lack of consolidated land ownerships in priority locations to facilitate comprehensive development and the fragmented nature of private land interests; and
- Highlighted additional challenges in delivering on key place-making and masterplan objectives contained within the framework document in light of limited land holdings in public sector control.

- 5.9 The overall response to the Draft New Cross Neighbourhood Development Framework has been positive, with good levels of attendance at both public consultation events and further detailed feedback received from a wide range of stakeholders. It should also be noted that a number of stakeholders engaged with the public consultation exercise that chose not to leave any further detailed feedback, attending both public consultation events and viewing the NDF document online via the consultation webpage, suggesting broad support with the content of the framework document.
- 5.10 However, it must be recognised that the level of engagement with local stakeholders specifically, represents only a small percentage of the total number of residents and businesses. Furthermore, while a number of key major landowners were engaged as part of the consultation programme, there were low levels of representation from smaller land and building owners in key parts of the study area that remain fundamental to delivering the framework vision, and where uses and ownerships remain significantly fragmented. As such, the proposed next steps of framework delivery and a forward strategy for further engagement with stakeholders is outlined in more detail in later sections of this report.

6.0 Adjustments to the Framework

- 6.1 Feedback from stakeholders submitted as part of the consultation process has now been carefully considered, with amendments made and the Framework strengthened where appropriate, and a range of formatting changes made to provide further clarity as to how the document will be interpreted and applied in determining future planning applications relevant to the study area.
- 6.2 Overall, the comments and feedback raised throughout the consultation process have been supportive and consistent with the themes and priorities contained within the Draft Framework document. As such, it is proposed that only minor changes are made to the Draft New Cross Neighbourhood Development Framework presented to the Executive Committee in March 2015.
- 6.3 The Final Neighbourhood Development Framework appended in Annex 1 contains the following amendments / additions:
- **Feedback:** Responses provided by local stakeholders, and in particular those provided by land and property owners, highlighted the need for flexibility in the implementation of the Framework to ensure it responds effectively to the opportunities and constraints of individual developments;

Response (a): A range of broader formatting amendments have been applied to the document to better articulate the purpose and proposed application of the Framework as a material document for the consideration of future development activity. Further detail has been provided in sections 3.1 – 3.4 of the Framework specifically, to clarify how the development and design

principles, and illustrative masterplan contained within the document, will inform the future development of the study area;

Response (b): Further refinement of the 'Zone A: Residential Typologies' plan has broadened the proposed typologies at the heart of Zone A to illustrate both the development of townhouse / duplex units and / or the development of apartments with ground floor commercial uses, to ensure flexibility in accordance with the development and design principles contained within the framework document. The 'Zone A: Massing Strategy' diagram has been amended correspondingly to broaden the massing bandings to accommodate the potential development of both townhouse and apartment accommodation;

- Feedback: Responses provided by local stakeholders highlighted the need for further consideration required in relation to the retention of key heritage buildings to ensure the character of the area is preserved without negatively impacting on potential future development;

Response: Further clarity has been provided in sections 3.32 – 3.35 to better articulate the distinction and treatment of designated heritage assets and those non-designated heritage assets identified within the framework document, the retention of which will be encouraged as part of the planning process to help and reinforce a sense of character and place;

- Feedback: Responses provided by local stakeholders and existing commercial operators specifically, sought further clarity on existing and proposed land uses, particularly in Zones B and C, to support and encourage the redevelopment of key sites and to ensure the retention of key existing uses;

Response: Further detail has been provided in sections 3.102 – 3.118 to reinforce the proposals for Zones B and C as strategic and coordinating principles to help guide future development activity. Further refinement of the 'Zones B & C Land Uses' plan also now provides a clearer representation of existing land uses and a broadening of land use typologies, with additional detail provided in section 3.106 to ensure the compatibility of proposed new development with existing uses and operators;

- Feedback: Responses from local stakeholders, specifically land and property owners / developers, and a number of public and statutory stakeholders highlighted the significance of developer contributions in supporting and delivering key place-making objectives, including the provision of public realm and amenity space, and the need for further clarity in the framework document as to how these are likely to impact on individual schemes;

Response: A greater level of detail has been provided in sections 3.119 – 3.125 'Developer Contributions' to emphasise the role of supporting public realm, highways and other community infrastructure in delivering a sustainable development in New Cross, and the way in which the Framework will be used by the Local Planning Authority to secure appropriate financial contributions from land owners / developers, in accordance with guidance set out in the National Planning Policy Framework.

7.0 New Cross: A Final Neighbourhood Development Framework

7.1 Annex 1 of this report sets out the Final Neighbourhood Development Framework that has been developed for the New Cross area. The Framework reinforces existing regeneration and planning policy in order to guide the future development of New Cross as an attractive and successful residential-led neighbourhood where increasing numbers of people will choose to live. The New Cross neighbourhood is exceptionally well placed to take advantage of the economic upturn as a result of:

- **Proximity to a thriving City Centre:** the Study Area is located immediately adjacent to the city centre's ever expanding employment offer, its diverse range of amenities, its outstanding retail and leisure provision and its expanding cultural offer. The Study Area is likely to be attractive to those who want to live within a short walk, cycle, drive or bus/tram ride from the city centre, rather than in the heart of this activity.
- **Adjacency to the City's Northern Quarter:** The Northern Quarter as an area has been a major success story of recent years and has transformed into a retail and leisure destination focused on the independent sector. The area has a unique character and offering and has attracted a growing residential community and employment opportunities within increasingly important growth sectors of the City's economy.
- **Key projects on the doorstep:** as referenced above, the study area is adjacent to a number of significant regeneration projects all of which will see a wave of new investment and development activity throughout the north eastern fringe of the city.
- **Exceptional Transport Connections:** The Study Area is extensively served by good transport links and high quality existing infrastructure with close proximity to Victoria Station and ongoing Northern Hub investment, the Shudehill Interchange and access to both Metrolink and bus services and the Cross City Bus Service via Rochdale Road, all providing easy access to employment and leisure opportunities across Greater Manchester.
- **Natural Environment:** the Study Area is in close proximity to range of natural green spaces; including St Michael's Flags and Angel Meadow, New Islington Marina and Cotton Field Park, as well as Heaton Park and Philips Park via the Metrolink network, with good access to both the Rochdale and Ashton Canals and the Lower Irk Valley, providing further opportunities for leisure and recreational activities.
- **Available Land:** the study area contains a significant number of vacant and underutilised sites and a number of large previously-developed land parcels, which present opportunities for large-scale development and the provision of core infrastructure. The land ownership profile of the study area is fractured, although significant potential existing to consolidate and

assemble development plots as part of a place-making agenda.

- **Historic Grid Pattern and Character Buildings:** there is a clear opportunity to reinforce the historic grid pattern and to establish a clear street hierarchy that makes key connections to surrounding neighbourhoods. The Study Area also contains some listed buildings with heritage significance and a number of cultural and built environment value that include a mix of Victorian warehouses and early 20th Century industrial buildings.
- **Supportive Planning Policy Framework:** New Cross lies within the North Manchester Strategic Regeneration Area and is identified in Manchester Core Strategy as being a suitable location for the development of high quality new housing. Enhancement of connectivity between the City Centre and Collyhurst to the north is also promoted in order to provide better access for North Manchester communities to the employment and leisure opportunities on offer in the City Centre.

7.2 As highlighted within this Framework, New Cross comprises a series of character zones and consequently different paces of opportunity, with Zone A representing the immediate focus for development activity given the present availability of land and its proximity to the City Centre. As such, a greater level of detail and definition has been provided for Zone A at this stage, with a number of strategic and coordinating principles established for Zones B and C.

7.3 The Framework sets out some Core Development Principles for New Cross, which can be summarized, by Zone, as follows:

7.4 Zone A:

- Zone A should accommodate a range and mix of residential accommodation in a high quality and well managed environment that will ensure the emergence of a vibrant new neighbourhood of choice.
- The scale and density of development will be informed by the historic grid street grid pattern and respond appropriately to the scale of residential development in adjoining neighbourhoods
- The general maximum storey height of buildings in the Oldham Road / Swann Street / Mason Street character area will be 8 storeys, a clear benchmark datum that runs throughout the City Centre northern fringe and in response to key heritage assets within the study area boundary and the adjoining Ancoats and Smithfield Conservation Areas.
- A lower density form of development is proposed within the heart of the site to maintain a high quality pedestrian environment and public realm, with opportunities for height restricted to the Rochdale Road / Thompson Street character area, in response to existing and planned development in key gateway locations along Rochdale Road.

- Development in Zone A will be residential led, although a mix of uses should be encouraged to combine and create a distinctive sense of place, ensuring life and vitality on weekdays and evenings.
- Flexible leasing strategies should be encouraged where appropriate to support a mix of uses, start-up businesses and independent operators, with opportunities promoted for potential workspace overspill from the Northern Quarter.
- Late night uses beyond 11pm will not be supported within Zone A and other night uses will be restricted to locations where potential conflicts with residential amenity can be properly managed.
- Community facilities, such as doctors and dentists, will be considered as appropriate uses along key arterial frontages that include Swan Street and Oldham Street, which are interface locations with existing residential communities.
- Designated heritage assets along with buildings of cultural and built environment value, including a number of Victorian warehouse and early 20th Century industrial buildings, should be retained to preserve the area's sense of place and distinctiveness.
- The urban grain and historic street pattern of Zone A will be retained to preserve the traditional urban form and promote permeability and connectivity to adjoining districts, and a sense of continuity across neighbourhoods throughout the north eastern City Fringe.
- New development in Zone A should be architecturally diverse and varied in character to build on the areas remaining heritage and built environment assets and contribute towards the creation of a neighbourhood with a strong sense of place.
- New buildings should be designed to support active frontages, particularly around key public spaces and pedestrian desire lines, to promote street life and provide visual interest for pedestrians.
- New development along the key frontages of Swan Street, Oldham Road and Rochdale Road should respond to the environmental conditions of these heavily trafficked streets, encouraging movement through the area and improved integration with the City Centre and surrounding neighbourhoods.
- Improvements to the townscape and pedestrian environment of Swan Street specifically should replicate the quality of the Northern Quarter frontage, maximising the potential of Swan Street as a south-facing location, and ensure that the design of new development contributes towards the creation of a gateway into the area from the City Centre.
- Options should be promoted in Zone A to reduce the severance effect and environmental constraints of the Inner Ring Road, which runs to the south of

Zone A along Swan Street and also through the heart of the study area along Addington Street.

- Opportunities for well-designed public realm will be encouraged to help establish and enhance connections and promote environmental buffer zones to support mitigating noise and other impacts arising from the proximity of core highways infrastructure.
- Options should be promoted to enhance walking routes along key pedestrian lines to effectively connect the Study Area into surrounding neighbourhoods; including the creation of permeable routes between the Northern Quarter and Collyhurst, as well as east to west routes between Ancoats, NOMA and the wider City Centre Fringe.
- Opportunities should be promoted in Zone A to establish a clear street hierarchy which responds to key pedestrian desire lines and opportunities to create connections with surrounding neighbourhoods - incorporating vehicle priority routes, shared surface solutions, street parking and pedestrian only environments.
- New development should be accompanied by an appropriate car parking strategy, incorporating on-site car parking in a manner that does not detract from the character or animation of the street, whilst considering the promotion of alternative sustainable forms of transport.
- The combination of development plots in Zone A will be supported where schemes can demonstrate and deliver enhanced development outcomes and drive better commercial and more viable schemes.
- New development should be sustainable, accessible to all and designed so as to provide a welcoming and safe environment, maximizing the area's locational advantages and proximity to public transport nodes.
- Development should be designed to allow accessibility for all and create a safe and secure environment using the principles of "Secure by Design".

7.5 Zones B and C

- Zones B and C offer a number of large development sites suitable for residential and commercial-led mixed use development that have the potential to complement and add value to existing and planned development in Zone A and opportunities in adjoining regeneration areas.
- Zones B and C offer the potential to consolidate a number of large development plots along with vacant and underutilised sites to establish strategic development opportunities and character areas that will help facilitate new development in key locations.
- Land uses in Zone B should remain predominantly commercial, given the important contribution current occupiers make to local employment. However,

vacant and underutilised sites within Zone B should be considered for residential and commercial mixed-use development.

- Opportunities should be promoted in Zones B and C to enhance connectivity between the City Centre and key neighbourhoods to the north, east and west of the study area, integrating and interlinking a number of core regeneration areas and the continued expansion of the north eastern City Fringe.
- Gateway locations within Zones B and C; including the foot of Gould Street and at the junction of Rochdale Road and Thompson Street should be promoted as key intersections for enhanced pedestrian routes through the study area and beyond to the City Centre, Collyhurst and Lower Irk Valley.
- The development of key vacant and underutilised sites in Zones B and C should seek to strengthen Rochdale Road as a key corridor connecting the City Centre to neighbourhoods in North Manchester, promoting a mix of uses and incorporating environmental improvements that will improve the pedestrian environment.
- The scale and density of development in Zones B and C should generally respect the 8 storey datum established in respect of Zone A and be informed by the generally lower scale of development in adjoining neighbourhoods, supporting a transition from higher density apartment living to a lower density form of suburban development transitioning into Collyhurst and the Lower Irk Valley.

8.0 Delivery Strategy

8.1 Subject to approval by the Executive Committee, the New Cross Development Framework will become a material document for the Local Planning Authority in its consideration of development proposals. The Framework will also form the basis for the City Council to co-ordinate future development activity - setting out a vision for the creation of a high quality residential-led neighbourhood that will support the City's growth ambitions.

8.2 However, successful delivery of the overall vision set out in the document, together with the required improvements to public realm, highway and other community infrastructure that have been placed central to this Framework will only be achieved if a number of critical constraints are tackled, namely:

- The fragmented nature of third party land holdings and the lack of consolidated ownerships in key parts of the framework area;
- The limited number of sites in public sector control through which influence on development can be exerted; and
- The poor quality and layout of the existing built form in key locations.

8.3 As such, a number of key strands of activity will be required to support delivery of the framework objectives:

8.4 Establish Implementation Agreements with Third Party Landowners

- 8.4.1 The consultation process has identified a number of significant landowners who are keen to bring forward redevelopment activity on their land in line with the principles of the Framework over the next few months. It has also identified landowners who would be willing to see other parties acquire and redevelop their land to realise the full potential of individual development opportunities.
- 8.4.2 Subsequently, a process of more detailed negotiation will be undertaken with these parties to better understand individual ambitions to bring forward new development, with the intention of securing commitments to bring forward schemes in a timely manner, and in accordance with the development and design principles outlined within the framework document.
- 8.4.3 Support will also be offered to facilitate project and design development by addressing individual scheme challenges; identifying potential sources of funding and facilitating discussions with adjoining landowners, where opportunities might exist to link together individual schemes to improve development viability and / or seek better design solutions such as parking and amenity provision.
- 8.5 Identification of Major Investor / Developer Partner – Zone A
- 8.5.1 Due to the multiplicity of fragmented private sector ownership within the study area it will also be key for the City Council to identify and secure a major investor and / or developer partner to work with on a comprehensive place making basis, assemble sites and bring forward a critical mass of development in accordance with the framework objectives.
- 8.5.2 As outlined within the Framework document and previously in this report, low levels of public sector ownership, specifically in the historic core of New Cross in Zone A where we anticipate increased levels of development pressure in the short-term, leaves the City Council with little leverage or influence to accelerate development activity and / or bring forward a critical mass of development to provide as a catalyst for ongoing regeneration. As such, it will be key for the City Council to identify an investor / developer partner or partners to support a coordinated approach to development and the delivery in priority locations, while at the same time providing confidence and stability to the market to support adjoining land owners in bringing forward individual schemes.
- 8.5.3 To support this process, it will also be necessary to undertake a full viability assessment of the proposed opportunity in New Cross, specifically in Zone A, where existing infrastructure has the potential to place restrictions on development plots and the deliverability of individual developments. An evaluation of overall site viability will support the understanding of potential development opportunities and the suitability of working with a major investor and / or developer partner in delivering a more comprehensive development strategy, and also whether collectively or as individual schemes new development has the scope to effectively support the framework ambitions.

8.6 Establish a Targeted Land Assembly Strategy – Zone A

8.6.1 Discussions will be sought with third party land owners in Zone A who have yet to engage in the public consultation process to identify their aspirations in relation to the future use of their sites. Where appropriate, in areas where land ownership is particularly fragmented, the Council may seek to acquire third party land interests by agreement to facilitate the delivery of the Framework. These discussions will help inform a more detailed Land Assembly Strategy which will be brought back to a future meeting of the Executive for consideration. However, it should be noted that the fractured nature of land ownership in Zone A may ultimately require the Council to use Compulsory Purchase Order powers to successfully deliver the vision set out in the framework document. As these powers are considered by the Secretary of State to be a power of last resort it will be necessary to demonstrate:-

- (1) that there is a compelling case in the public interest for the exercise of the powers;
- (2) there are no impediments to obtaining planning permission for the scheme;
- (3) The scheme is financially viable and can be delivered in a reasonable timescale;
- (4) That a detailed consultation programme has been undertaken and that this has indicated the necessity of CPO to deliver the part of the site.

8.6.2 Whilst some of these requirements can be met, further work is required to ensure there is a robust and compelling case in the public interest for pursuing a CPO. This work will include the need for further attempts to try to acquire relevant land interests by agreement. It will be necessary to show that there are no other reasonable options available to achieve the acquisition and / or development of the area, such as acquiring land by negotiation / agreement.

8.7 Establish a Place-Making and Public Realm Strategy – Zone A

8.7.1 As outlined in the Framework document, the provision of supporting public realm, highways and complementary community infrastructure is central to the vision for New Cross as a distinctive and successful residential-led neighbourhood, and, subsequently, fundamental to the creation of a sustainable development that meets the needs and demands of the local community.

8.7.2 As noted in Section 6, the Framework document has also been strengthened to more clearly outline the process and justification for seeking appropriate financial contributions from land owners / developers in accordance with national planning policy guidance, to ensure that quality outcomes are achieved and that public realm and core neighbourhood infrastructure is delivered in tandem with the proposed new development.

8.7.3 As a means of taking forward and providing a suitable basis to engage with prospective developers as part of the planning process, it will be essential to develop a comprehensive and financially robust strategy for the provision of public realm, highways and community infrastructure. As such, the City Council will procure a fully costed strategy for the provision of public realm and supporting infrastructure that clearly articulates the masterplan vision, as outlined in the framework document, and provides an analysis of programme and delivery requirements to be used as a basis for future negotiations.

8.7.4 As part of this process, the City Council will consider the viability and practicality of delivering the public realm and highways improvements, and the provision of new community / amenity space through the negotiation of Section 278 and Section 106 agreements in its role as Local Planning Authority, and will consider whether a more robust approach may be required through the adoption of a formal Supplementary Planning Document for the area; or as part of a city-wide / Greater Manchester approach to Community Infrastructure Levy. Proposals that emerge through this process will be brought back for consideration at a future Executive Committee meeting.

9.0 Conclusion

9.1 Following the Executive's approval in March 2015 of the Draft New Cross Neighbourhood Framework as a basis for public consultation, a robust exercise of engagement and consultation has been undertaken. The final document has been updated and modified in light of the feedback received and has been brought back to the Executive for adoption.

9.2 The vision articulated in the Framework establishes New Cross as a key edge of city centre neighbourhood that will play a pivotal role in accommodating new residential and commercial development; creating an environment that seamlessly knits the area into the growth and extension of the city centre northwards over the next ten to fifteen years. Further work will be required to ensure that this transformative vision is delivered and further updates on the draft Delivery Strategy set out in this report will be reported back to future meetings of the Executive.

9.3 Detailed recommendations appear at the front of this report.

10.0 Contributing to the Community Strategy

(a) Performance of the economy of the region and sub region

10.1 The proposals for New Cross offer the potential for, amongst other things, residential and commercial development to be brought forward enabling the area to add to the performance of the sub-regional and regional economy; increasing housing supply to support economic growth objectives and creating new employment opportunities.

(b) Reaching full potential in education and employment

- 10.2 The New Cross neighbourhood will continue to provide direct employment opportunities and offer a potential for job growth.

(c) Individual and collective self esteem – mutual respect

- 10.3 Not Applicable

(d) Neighbourhoods of Choice

- 10.4 The New Cross neighbourhood offers the potential to help deliver the Manchester Residential Growth prospectus, helping contribute to and meet the demand for new homes in the city. The redevelopment of the neighbourhoods will involve the creation of high quality new environments and the provision of facilities that are accessible to the local community.

11.0 Key Policies and Considerations

(a) Equal Opportunities

- 11.1 The Neighbourhood Development Framework and subsequent planning arrangements will all be prepared and introduced through appropriate consultation, giving all stakeholders opportunities to engage in the process.

(b) Risk Management

- 11.2 Not applicable

(c) Legal Considerations

- 11.3 As identified within the report, the City Council may need to exercise its CPO powers in order to deliver the comprehensive scheme identified within the Framework. CPO powers (under S. 226 TCPA 1990) are considered by the Secretary of State to be a power of “last resort” and the only practical means of delivering the whole or part of the development, hence, there is material risk in adopting this strategy. Therefore, it will be necessary to demonstrate;-

- (1) that there is a compelling case in the public interest for the exercise of the powers;
- (2) there are no impediments to obtaining planning permission for the scheme;
- (3) The scheme is financially viable and can be delivered in a reasonable timescale;
- (4) That a detailed consultation programme has been undertaken and that this has indicated the necessity of CPO to deliver the part of the site.

- 11.4 It must be accepted that the investment of time and cost in pursuing a CPO will be significant and fundamental so as to mitigate the inherent risk of this process.