

## **MANCHESTER CITY COUNCIL**

### **REPORT FOR RESOLUTION**

**COMMITTEE:** THE EXECUTIVE

**DATE:** 30 MAY 2007

**SUBJECT:** SOUTHERN GATEWAY:  
GREAT JACKSON STREET DEVELOPMENT  
FRAMEWORK

**REPORT OF :** THE CHIEF EXECUTIVE

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#### **PURPOSE OF REPORT**

To seek the Executive's approval on proposals for a new Development Framework to guide development within the Great Jackson Street area of the Southern Gateway. The Framework will help to provide the economic and spatial context for an area that is capable of accommodating the growth in key economic sectors, and will enable this area of the city centre to be brought forward for redevelopment in a way that complements existing developments in adjacent areas within the city centre, and connect local communities in Hulme to the employment opportunities that will be created.

#### **RECOMMENDATIONS**

The Executive is recommended to:

- i) Endorse, in principle, a new Development Framework for the Great Jackson Street area (copy of proposed layout is attached together with the full draft document);
- ii) Request the Chief Executive to consult local residents and businesses on the Development Framework; and
- iii) Authorise the Chief Executive to bring forward a Commercial Plan and detailed delivery arrangements for the implementation of the Development Framework, and to report back to the Executive with final detailed proposals.

#### **FINANCIAL CONSEQUENCES FOR THE REVENUE BUDGET**

The City Council has, together with the landowners, agreed to fund the production of the Framework. The cost of this will be met from existing budgets.

## **FINANCIAL CONSEQUENCES FOR THE CAPITAL BUDGET**

None at present

## **CONTACT OFFICERS**

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## **BACKGROUND DOCUMENTS**

Great Jackson Street Draft Development Framework  
Report to Executive: City Centre Office Market, April 2005 – Held on file in Room 307.

Report to Executive: City Centre Developments, December 2006 – Held on file in Room 307.

## **WARDS AFFECTED**

Central

## **IMPLICATIONS FOR:**

**Anti-Poverty**

No

**Equal Opportunities**

No

**Environment**

Yes

**Employment**

Yes

## **1. Introduction**

- 1.1 In December 2006, the Executive considered a further report by the Chief Executive on new and emerging developments taking place in the city centre office market. It was established that, in order to deliver the sustained economic growth and inward investment required to maintain and enhance the City's competitiveness, its commercial property offer must be broad based, responsive and capable of meeting the known and emerging needs of key growth market sectors.
- 1.2 Opportunities for providing the flexibility of product required by some new occupiers (many of whom are highly price sensitive) within the traditional boundaries of the city centre are limited. Members therefore endorsed the actions of officers in seeking to promote commercial development, as part of wider planned and co-ordinated mixed-use initiatives, across a small number of priority fringe city centre locations, which would complement existing and emerging initiatives within the Central Business District (CBD). It is these fringe locations - which offer the greatest flexibility and opportunity in terms of meeting occupier needs - that will ultimately be able to accommodate the city centre's expansion and diversification and drive forward its competitive offer.
- 1.3 The Chief Executive was authorised to progress, as a priority, a broad Regeneration Framework for the Southern Gateway, to include the important Oxford Road Corridor and the western part of the area bounded by the Mancunian Way and Chester Road. As a first delivery phase, a detailed Development Framework for the Central Spine area was produced in 2005, and work subsequently commenced in 2006 on a draft Development Framework for the adjacent area at Great Jackson Street.
- 1.4 The purpose of this report is to set out the key elements of the proposed Development Framework for the Great Jackson Street area, which has been prepared jointly by the key private sector landowners in the area and officers of the City Council.

## **2. Background**

- 2.1 Land within the Great Jackson Street area is owned by a relatively small number of private sector partners and the City Council retains a freehold interest within the area. Officers have been jointly working with the private sector landowners to progress a Development Framework for the area to ensure that it underpins the Council's regeneration objectives and supports the future growth and competitiveness of the city centre. The collaboration of landowner interests will be a key factor in enabling the successful delivery of the proposals set out within the Development Framework.

2.2 The detailed development of the Framework has been led by Ian Simpson Architects. All of the landowners have been fully involved in the process and the work has been developed from clear guiding principles, which were agreed by all parties. These guiding principles are set out below:

- Ensure that high quality mixed use development is brought forward in a comprehensive and co-ordinated manner and in a way that is fully integrated both functionally and physically with other parts of the Southern Gateway, the rest of the city centre, and adjacent areas outside the city centre;
- Deliver a new, distinctly urban, part of the city centre that builds on Manchester's robust urban blocks and encourages a mix of developments, including commercial, residential, retail, amenity and leisure uses, that combine to create a distinctive sense of place, ensuring life and vitality on weekdays, weekends and evenings;
- Make a major contribution to the Manchester: Knowledge Capital initiative in terms of uses, function and quality, and ensure that the Great Jackson Street area relates to and contributes towards adjoining and nearby initiatives, specifically in the Central Spine, Knott Mill and Oxford Road Corridor areas, and provides employment uses for adjacent communities.
- Respond to the area's 'gateway' status as one of the key entry points to the city centre, particularly from the national/regional motorway network;
- Provide a range of mainstream accommodation with particular emphasis on high quality and environmentally efficiency, with a significant level of office accommodation which should have a range of specifications and floorplate sizes to meet modern market requirements and which will enhance the overall competitive position of the city centre and fill a gap in market provision;
- Provide for the range and mix of residential accommodation needed to ensure that a vibrant new neighbourhood can emerge;
- Exploit the area's locational advantages in relation to the airport, Oxford Road Corridor, Deansgate railway station, GMEX Metrolink station, the Manchester & Salford Inner Relief Route, and the Chester Road and Princess Parkway corridors;
- Integrate the transport needs of the area, including pedestrian movements, with the wider city centre transport strategy and identify opportunities for developing linkages to surrounding areas (such as Castlefield, Hulme and Central Spine) to improve functionality and connectivity;

- Make a major contribution to the amount and quality of publicly accessible open space provision in the city centre through the creation of new areas of open space and the provision of safe and attractive routes and linkages;
- Take every suitable opportunity to incorporate tree planting in order to increase the overall provision in the city centre;
- To develop high quality contemporary buildings which will achieve the highest architectural standards;
- To ensure that the area has high levels of safety and security throughout, and is fully accessible to all.

### **3. Strategic Context**

- 3.1 Preparation of the Development Framework has been influenced by previous studies undertaken into the potential for the Southern Gateway to meet future demand for large floor-plate office development, in particular meeting the specific needs of knowledge-based industries. These studies confirmed that the area would provide a major opportunity to attract development that would enhance and diversify the economic base of the City, building upon its proximity to higher education institutions and other key institutions/facilities. The area is ideally placed to attract businesses that are price sensitive and who may find it difficult to provide the right type of accommodation in established commercial areas in the city centre.
- 3.2 The Framework will play a key role in enabling the unprecedented economic opportunities emerging within the Oxford Road Corridor (ORC) to be captured. The ORC is an extremely important asset and its profile and performance over the coming years will be a critical factor in driving the long-term economic competitiveness of the City and the region. The scale and quality of the institutions and economic activities based within the ORC represent a unique opportunity for the City to drive knowledge-based, creative, cultural and science-based growth which will be central to the creation of an estimated 125,000 new jobs in high value-added growth sectors over the next ten years, and will deliver a major step-change in the City and the region's economic performance.
- 3.3 The Great Jackson Street area is well placed to both benefit from and contribute to the economic growth prospects of the Oxford Road Corridor. The close proximity of the ORC to the Great Jackson Street area, incorporating direct links through Central Spine, will provide spatial development opportunities to augment the growth of these key clusters of activity and to support new enterprises that are complementary to these existing institutions. This important consideration has been recognised in the formulation of the

Development Framework which seeks to focus on the specific opportunities and accommodation needs that will result from the implementation of Project Unity, the expansion of the Central Manchester and Manchester Children's University Hospitals NHS Trust and the range of cultural and creative institutions already present in the Oxford Road Corridor.

#### **4. Current Position**

- 4.1 The Great Jackson Street area is located immediately to the south of the established city centre office/commercial core and adjacent to Castlefield (see plans attached). It is bounded by Chester Road and the river Medlock to the north and west, Mancunian Way to the south and the residential developments on City Road East to the east. It consists of some 20 acres (8 hectares) of predominately under-utilised land and premises, much of which is used only for surface car parking. Despite its distinct locational advantages and history of residential and economic uses, the area has for many years suffered from a lack of identity and economic purpose resulting from its perceived lack of connectivity, in a physical and economic sense, with the rest of the city centre, Castlefield, Hulme and the ORC. This has, to date, held back investment and prevented growth.
- 4.2 A key characteristic of the area is the significant amount of vacant and under-used land that is now available for development. This and the fact that much of the site is held in a limited number of strategic landholdings make it particularly important as a comprehensive city centre development opportunity.
- 4.3 The regeneration potential afforded by the Great Jackson Street area is considerable, demanding a co-ordinated and comprehensive approach to development. This is best achieved through the mechanism of an agreed Development Framework. The alternative would result in piecemeal development by individual landowners, which would seriously compromise the enormous potential offered by the area, and, more importantly, fundamentally undermine efforts to improve the wider competitiveness and functionality of the city centre.
- 4.4 The new Development Framework for the Great Jackson Street area has been drafted to meet the needs and demands of modern business occupiers and to be flexible enough to cope with the changing requirements of those occupiers into the future.
- 4.5 In preparing the Development Framework, the emphasis has been placed on delivering a product that, in terms of pricing and market positioning, is new to the city centre and is differentiated from that which is already on offer, for example in Spinningfields and Piccadilly. In this way, the development of the Great Jackson Street area will complement and underpin the growth and development of existing,

discrete regeneration areas within the city centre, including Central Spine.

- 4.6 Development of the Great Jackson Street area represents an important regeneration opportunity, though of a smaller scale than Spinningfields and Central Spine. Over the next decade the Development Framework will guide the development of almost 4 million sqft (359,000 sqm) of new and refurbished commercial, residential, retail and leisure floorspace in a way that will expand the economic boundary and functionality of the city centre; allow it to continue to drive the growth agenda for the City and the region as a whole; and provide employment opportunities for adjacent communities, specifically in Hulme.

## **5. The Development Framework – Key Elements**

- 5.1 The new Development Framework establishes the foundation for the creation of a place with unique attributes where people will want to work, invest and live. It would achieve this by introducing a new scale and density of built form, a well-balanced mix of new uses and a vibrant, diverse and animated streetscape and public realm. The key elements within the Framework are summarised below.

### **Density and Massing**

- 5.2 The Development Framework envisages the Great Jackson Street area taking on the established urban form of the rest of the city centre with its dense and compact city blocks. The proximity and accessibility of the area to good public transport links underlines its emergence as a predominately high density environment.
- 5.3 The focus of the Framework is on providing a highly competitive business environment linked to the economic activity and assets of the wider area, in particular the ORC. The Framework envisages the creation of strong commercial activity along the busy Chester Road and Mancunian Way frontages, and an inner core combining a mix of commercial, residential, leisure and amenity uses with high quality public spaces integrating the economic and physical aspects of the area. It specifically addresses the need to appeal to a wide range of occupiers by promoting a range of building sizes, floorplates and tenures.

### **Urban Design and Architecture**

- 5.4 The Development Framework establishes a strong urban design vision for the Great Jackson Street area, but it is not prescriptive in defining a particular architectural style for specific buildings, as this will be developed by individual architects utilising the principles set out in the Framework. Within the constraints set by the location and end product

envisaged, the objective will always be to secure buildings of the highest quality.

### **Open Spaces and the Public Realm**

- 5.5 The Development Framework identifies the principle components of a new public open space/public realm strategy for the area, which seeks to integrate and define the function and performance of the area. The quality of the public realm and spaces is crucial to the overall vision for the Great Jackson Street area as an exciting and dynamic place. Two primary new public open spaces are envisaged to the east and west of the site, linked by the extension primary east/west routes connecting Oxford Road/Central Spine and Castlefield. In respect of both spaces, it is important that they provide a focal point for all forms of social activities and are well used.
- 5.6 The other notable aspects of the Development Framework are the aspirations to create a wide 'green bridge' linking the eastern new public open space across the Mancunian Way to Hulme Park; the redevelopment of Owen Street to form a tree-lined avenue; and creation of a significant tiered open space alongside the river Medlock. It should be note that the green bridge will pose significant design and implementation challenges but it is a strong aspiration of all landowners to promote its delivery.
- 5.7 The amount of the land area devoted to the introduction of new public open space is significant. This is in direct response to the need to make the Great Jackson Street area a special place within the context of the existing city centre environment.

### **Accessibility, Movement and Circulation**

- 5.8 The Development Framework seeks to respect the existing street pattern and urban grid, where possible maintaining continuity in terms of place names and established routes and connections. Where this pattern serves only to limit the potential of the area or is contributing to its disconnection from its surroundings, bold new interventions are proposed.
- 5.9 The proposed green bridge linking Great Jackson Street with Hulme across Mancunian Way is a major element in this strategy. It would overcome a significant barrier to pedestrian movements into and out of the city centre in this area, simultaneously providing access to Hulme Park from the new developments around Great Jackson Street and creating a new high quality route from Hulme to the employment and leisure opportunities in the city centre.
- 5.10 Other significant interventions are the upgrading of Owen Street as a primary north-south connection, and the proposed extension of River Street as a principle east-west connection. This latter connection will



be vital in creating important links with Central Spine and the economic growth opportunities present in both areas. The current work to determine a comprehensive transport strategy for the city centre will clearly define the transport implications of anticipated development and growth in the Corridor and will underpin the long-term redevelopment of the Great Jackson Street area.

- 5.11 A critical ambition within the Framework is the improvement of accessibility to and through the area for pedestrians, cyclists, public transport and road borne vehicles. Accordingly the Framework seeks to promote a realistic approach to vehicular management and integration, and proposes a well-considered vehicular access/servicing strategy with routes to individual buildings, and effective and efficient vehicle parking arrangements.
- 5.12 Pedestrian activity will take priority over vehicular activity wherever possible, with traffic calming measures introduced as necessary to ensure that pedestrian and vehicular conflicts do not arise.

### **Car Parking Treatments**

- 5.13 The Development Framework endorses a car parking strategy that anticipates a range of building-specific, new multi-storey and on-street car parking provision throughout the site. Having regard to the needs of the target market in general terms, basement car parking options have been discounted owing to the prohibitive cost of such facilities.

## **6. Development Mix**

- 6.1 The comprehensive redevelopment of the Great Jackson Street site will be undertaken over a number of years. Therefore the precise form, function and mix of uses appropriate in respect of individual buildings within the Great Jackson Street area will change with time as property market and economic conditions alter. It is appropriate, however, in setting out the principles of the Development Framework to identify at the outset the proposed mix of uses that are deemed appropriate in seeking to achieve the critical sense of place needed to create a successful and vibrant quarter of the city centre.

- 6.2 For the Great Jackson Street area, the mix which is promoted is broadly as follows:

	<b>Approx Area (sq m)</b>	<b>Approx Area (sq ft)</b>	<b>Approx %</b>
<b>Total Gross External Area</b>	<b>359,386</b>	<b>3,866,993</b>	
Commercial space (mainly office)	135,681	1,459,927	38%
Residential	199,575	2,147,427	55%
Above ground parking	24,130	259,639	7%

- 6.3 It will, of course, be for the planning process to determine the precise mix and the detail of proposals across the whole area as each plot is brought forward for development, but the Development Framework now proposed will promote a strong basis for planning responsibilities to be practically discharged.
- 6.4 As well as providing new office space for a range of occupiers demanding large and flexible floorplates, the scheme will deliver new commercial space that will appeal to occupiers wishing to own their own office space, and those seeking new/refurbished small business office suites and workspaces that are aimed specifically at the small/independent business sector. The demands of this latter sector are growing as the work on the Regional Centre of the market has shown. The incorporation of workspace facilities within the Framework is an essential ingredient in ensuring a comprehensive range of commercial products are available which will support the area's vitality and functionality, as well as an element of ancillary leisure/retail uses.
- 6.5 A core element residential development within the mix is important to maintain a sufficiently large residential population, which will create an active and vibrant evening, night time and weekend population. The Framework promotes a collection of taller residential and mixed-use buildings at the heart of the site, forming an instantly recognisable skyline. A range of tenures is anticipated including key work accommodation.

## **7. Next Steps**

- 7.1 The Executive is recommended to endorse, in principle, the new Development Framework for the Great Jackson Street area. Following endorsement of the Framework, the Chief Executive will consult local residents and businesses over the summer months.

- 7.2 It is proposed that a further report be brought back to the Executive in September 2007, to include the outcome of consultation, the key elements of a Commercial Plan and detailed delivery arrangements for the implementation of the Development Framework. The Commercial Plan will specify the outline proposals within the Great Jackson Street area by way of a masterplan; the strategy for phasing the proposals; details of appraisals and returns for each of the core partners; and the intended construction procurement strategy.

## **8. Conclusion**

- 8.1 Re-connecting the Great Jackson Street area with the rest of the city centre, Castlefield, Hulme and the ORC will offer significant economic and social benefits and deliver long-term qualitative change.
- 8.2 Implementation of the Development Framework will result in the Great Jackson Street area emerging with its own unique identity, but functioning very much as part of the city centre and strengthening its overall vibrancy and product offer.
- 8.3 The Great Jackson Street area has the locational advantages and capacity to support a diversity of essential functions and will be easily accessible. It will deliver a range of flexible buildings and a variety of floorplate sizes set within an active neighbourhood environment. As such it will appeal to a wide range of commercial occupiers, particularly those from within the growing knowledge economy, seeking to locate in a high quality city centre environment but who are not currently able to find the right type of accommodation within established areas of the city centre.
- 8.4 The Great Jackson Street area will also play a key role in enabling the unprecedented economic opportunities emerging from the Southern Gateway and the ORC to be captured. The scale and quality of the institutions and economic activities based within the ORC represent a unique opportunity for the City to drive knowledge-based creative, cultural and science-based growth. The location of the Great Jackson Street area within the wider ORC area will also provide spatial development opportunities to augment the growth of these key clusters of activity and to support new enterprises that are complementary to these existing institutions. The proposed scale of development will create significant employment opportunities that can be accessed by communities in adjacent areas.
- 8.5 The development of a comprehensive transport strategy for the ORC and its environs will clearly define the transport implications of anticipated development and growth in the ORC; the overall functionality of the Corridor including east-west linkages; and will inform future development of the Great Jackson Street area. In addressing these critical issues, the transport strategy will assess

current and future transport infrastructure, services, movement patterns and needs to ensure that regeneration and investment in the ORC and surrounding areas is sustainable and generates maximum benefits across the city centre and for local communities.

- 8.6 Not all of the land required to deliver the key aspects of the Development Framework is in the ownership of the core partners. Third party site acquisitions will be required and this will form part of the delivery mechanism for the area.
- 8.7 The Development Framework anticipates a delivery programme of around ten years. During that time it will need to respond to many changing economic and market demand circumstances. A flexible phasing plan is therefore required to allow the partners to be both proactive in terms of bringing forward speculative development and reactive in terms to responding to individual market opportunities.
- 8.8 The Development Framework places a great deal of emphasis on the delivery of new high quality public open spaces and streets as a central component of the vision for the Great Jackson Street area. As with all successful environments these new spaces must be safe, secure, clean, well managed and accessible to all if they are to fulfil the role required of them.
- 8.9 The delivery partners will need to consider and agree an appropriate mechanism for prioritising the introduction of these spaces, funding the required works and establishing long term management strategies to ensure stringent quality thresholds are maintained. Securing pro rata funding contributions towards infrastructure costs at the point at which individual planning permissions are granted is the traditional way in which public spaces are paid for. However this approach is inflexible and it does not allow for core strategic infrastructure interventions to be delivered early in the development process. Such an approach would hold back the pace of development of the Great Jackson Street area considerably. Therefore alternative funding and delivery options for key elements of the public realm strategy will need to be explored by officers and the landowners as a matter of priority.
- 8.10 The landowning partners have established a project Steering Group to oversee all aspects of the delivery of the Great Jackson Street area Development Framework. Following the Executive Committee's endorsement of the Framework, officers will prioritise the necessary implementation and delivery arrangements with the private sector landowners to secure the early transformation of the Great Jackson Street area.
- 8.11 The Chief Executive believes that the Development Framework for the Great Jackson Street area is both ambitious and robust. It will play a major part in effectively positioning the City to capture the economic

benefits that will emerge in the coming years, particularly in respect of the Oxford Road Corridor.

## **9. Implications for Key Council Policies**

- 9.1 The redevelopment of the Great Jackson Street area will provide for a much improved environment that will be well maintained and attractive to future occupiers and users, and will make a positive contribution to the overall city centre offer.
- 9.2 The Great Jackson Street area will also be well placed to benefit from the economic opportunities emerging from the Oxford Road Corridor, which will play a critical role in driving the long-term economic competitiveness of the city and the region.

## **10. Recommendations**

- 10.1 Recommendations can be found at the front of this report.