THE DEVELOPMENT PLAN FOR SALFORD DOCKS
FOREWORD

The decline of Salford Docks has been a sad blow for the City. The trade and the jobs have gone; the land and the water remain and, if left to rot, would have a devastating effect on surrounding areas for years to come. That cannot be allowed to happen.

That is why the City Council decided to step in. In 1983 it purchased much of the former docks from the Manchester Ship Canal Company and in partnership with the private sector pioneered the exciting waterside development now taking place around dock 6.

The potential of the site is there for all to see. What is not so evident is the way in which this potential can be realised. For this reason, the City Council commissioned architects Shepheard, Epstein and Hunter, with their experience of similar schemes in London Docks, to prepare a redevelopment plan for the area. Their report is contained in these pages.

It is a bold, exciting and imaginative plan. It demonstrates clearly just what is possible given the determination and the resources to make it happen. Having received the report we have decided that it should be made available to a wider audience. Publication of the report in this way will also give everyone concerned the chance to make their views known. The City Council will then be able to take these into account before finalising the redevelopment plan.

We believe that this plan provides a tremendous opportunity to revitalise an historic area of the city and to develop new activities in the centre of the conurbation.

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INTRODUCTION

Salford Docks and the Manchester Ship Canal were opened in 1894 by Queen Victoria, and have played a vital part in the growth and development of the region over the last 100 years. In recent times they have gone into decline and the heart of what was once the nation's third largest port now lies derelict and vacant. Containing over 150 acres of land, 75 acres of water and 3 miles of open waterfront, they represent a unique redevelopment opportunity right at the heart of the conurbation.

These opportunities are demonstrated by the development which has taken place over the last three years. New industrial and commercial units have been constructed on the land south of Broadway; an exciting waterside development containing an hotel, marina, leisure complex and offices, is being created around Dock 6; and small industrial units have been developed along Trafford Road. The success of these developments and the need to realize the opportunities which still exist at the heart of the Docks prompted Salford City Council in 1984 to commission us to prepare a Plan to promote and co-ordinate the redevelopment of Salford Docks.

This report contains the Plan.

Section 1 describes the background to the study and the context within which the Plan has been framed.

Section 2 identifies the major reclamation works which will be necessary for the redevelopment opportunities to be realized.

Section 3 outlines the kind of development proposed for the future and the means by which this can be achieved.

Together they make up a formula which will ensure that Salford Docks play its part in the life of the region for the next 100 years.

Figure 1: The Regional Context.
SECTION 1: CONTEXT FOR THE PLAN

Regional Location

1.1 Figure 1 shows the location of Salford Docks in relation to Greater Manchester and the North-West. It demonstrates the locational advantages which the site enjoys, situated:

- Two minutes from the National Motorway network.
- Two miles from Manchester City Centre.
- Twenty minutes from Manchester International Airport.
- At the heart of a community of 2½ million people.
- Within a network of canals that includes the Manchester Ship Canal and the Bridgewater, Leeds and Liverpool, and Shropshire Union Canals.

Manchester Ship Canal

1.2 The Manchester Ship Canal Company has declared its wish to close the Ship Canal east of Runcorn. The problems faced by the canal and the way forward are being studied by a Steering Committee of Local Authorities, North-West Water, and the Ship Canal Company. Various options ranging from retention of ocean-going traffic to closure of the Ship Canal to through-navigation are being considered.

The outcome of these studies will have an important bearing on Salford Docks, and it has been necessary in preparing this Plan to retain an element of flexibility. Whatever the outcome of these studies, however, it has been assumed that:

- The Ship Canal in Salford will be retained in some form.
- The full extent of the former Docks for deep-water ships will not be required.

The Ship Canal is acknowledged as one of the greatest engineering feats of its day. There is a need to develop tourist and leisure facilities which allow its historical significance to be appreciated.

The Mersey Initiative

1.3 This campaign, promoted by the Department of the Environment is aimed at improving the quality of the River Mersey and its surroundings. A programme of schemes is being prepared with a view to attracting support from the European Regional Development Fund. The redevelopment of Salford Docks will both contribute and benefit from this initiative.
Figure 2: The City Context.

- Enterprise Zone
- Environmental Improvement Corridor
County Policies

1.4 The County Structure Plan approved by the Secretary of State for the Environment sets out broad policies for the use and development of land within Greater Manchester. The central themes of the Plan — urban concentration, inner city regeneration, maintenance of the Regional Centre and resource conservation — lend great support to the redevelopment of Salford Docks. The policies themselves would suggest redevelopment for housing, industry, mixed-use developments, leisure and recreation. The tourist potential of the Ship Canal and Salford Docks is specifically mentioned. Major shop and office development in competition with existing centres would not be favoured.

City Context — Housing

1.7 Another vital element is the renewal of housing in the City. The need to encourage home ownership and provide sites for private development within the inner-city has been identified. Recent joint ventures have been successful and demonstrate the scope for high quality dwellings close to the Regional Centre.

City Context — Jobs

1.8 The City has been hit hard by the recession and unemployment now stands at unprecedented levels. As older industries decline, there is a pressing need to replace them with new sources of wealth and employment. In its heyday, Salford Docks employed over 3,000 people and through its activities sustained thousands of other jobs throughout the Region. When reclamation is complete, the Docks will provide an ideal location for activities creating some of the new jobs of the future.

City Context — Leisure

1.9 New opportunities for leisure and recreation will help the regeneration of the inner-city. Salford has an unusual asset in the large areas of water contained in the Docks. They offer great potential for new water-based leisure activities, and are located close to football and cricket grounds of international importance at Old Trafford.

City Context — Location

1.10 Figure 2 shows the relationship between Salford Docks and the surrounding areas, and illustrates the many advantages which the site enjoys. In particular, there are opportunities to make major improvements alongside the Ship Canal and the River Irwell and to create an excellent waterside link between Salford Quays and the tourist facilities now being developed in the Regional Centre. These opportunities cannot be realized without a major transformation of the site.

How this can be achieved is described in section 2.
SECTION 2: RECLAMATION STRATEGY

2.1 The site lies derelict after being used for 100 years as a busy major port. It must be transformed into an area which can attract investment and activity of a different kind. We describe here a reclamation programme which concentrates resources on the three most important aspects of the site:—

WATER

ROADS AND SERVICES

PUBLIC ACCESS AND LANDSCAPE

WATER

2.2 This site is a unique combination of large areas of water surrounded by large flat areas of open land, all within minutes of two city centres. The water constitutes an asset which should be exploited with the same spirit of enterprise shown a century ago with the construction of the Manchester Ship Canal.

Enclosure

2.3 We propose that three of the four dock inlets be isolated from the Ship Canal by a series of dams which can be constructed using demolished material from the derelict buildings on the site.

Pollution

2.4 Once isolated in this way from the heavy pollution contained in the Ship Canal, the quality of the enclosed water would be improved using an aeration system. The water can thus be made safe enough for water sports, and eventually should be capable of supporting fish.

Recreation

2.5 Once enclosed, and with improved water quality, the new docks or basins can be made available for recreation. They will become a new and attractive amenity for the City. We propose that water craft will gain access to the basins through a gate in the middle of the new dam at the western end of Basin 8. Two new small canals should be cut to give access for small craft into Basins 7 and 9, and to allow the water to circulate.

Quays

2.6 Three new pairs of quays are also proposed, (one pair in Basin 9, two pairs in Basin 7). These will make possible a pattern of pedestrian routes which will help to ensure that the site is once again integrated into the City. They will also create a variety of types of water areas, and enhance the potential of all new development along the water's edge.
ROADS AND SERVICES

2.7 The road layout is a continuation of the entrance roads and roundabout already constructed on site, and has been designed to:

- Give easy access to all areas of the site which are to be made available for development.
- Connect up the piers between the existing water areas in order to avoid large cul-de-sacs and to provide an efficient and economical route for the new services.
- Allow the site to be divided into plots for development.

Roads

2.8 We propose two new loop roads:

- The major loop road connects Broadway in the north with Trafford Road via the recently constructed roundabout near Dock House, and crosses the new dam at the western end of Basin 9. This road should become a bus route which will link Salford Quays to the rest of the City.

- A smaller loop road should run around Basin 7 passing over the new dam at the western end, and connecting the Dock House roundabout with the Middlegate entrance further south on Trafford Road.

We propose that both roads be constructed using the colourful clay paving blocks which have already been used for the existing new entrance roads, which have contributed greatly to the visual improvement of the site. We envisage that both of these roads should be adopted by the Highway Authority.

Services

2.9 Gas, telephone, water and electricity services will be contained beneath the pavements adjacent to the two loop roads, and will link back to the existing systems in Broadway and Trafford Road (recently reinforced). Two or three branch roads containing services will also be required if there are development sites which are not directly accessible from the loop roads.

Foul Drainage

2.10 New foul sewers will be installed beneath the roadways of the two loops, connecting the existing sewer in Broadway with those in Trafford Road, and will take connections from all of the development sites. A number of pumping stations will be installed as part of this system.

Surface Water Drainage

2.11 A new surface water drainage system incorporating petrol interceptors will carry surface water from the development sites and discharge into the Ship Canal.
PUBLIC ACCESS AND LANDSCAPE

New Walkways

2.12 We propose three main pedestrian walkways through the site, to be constructed at the same time as the roads and the dams, and running:

- North-south linking through the canals and the development around Basin 7.
- Along all quay edges.
- Along pavements beside the two loop roads.

2.13 The walkways link up with existing features in the surrounding neighbourhood, namely:

- Ordsall Park
- Mode Wheel Locks
- Weaste Cemetery

and also form an extension to the riverside walkway from Manchester City Centre currently under construction.

2.14 A pedestrian walkway is also planned for Trafford Wharf (on the west side of the Ship Canal), which will link Old Trafford with Mode Wheel Locks, and which will provide an attractive aspect to the Salford Quays development.

2.15 The walkways should be designed using varied paving materials and should incorporate seats and street furniture relating to the site's maritime past such as bollards, capstans and masts. Trees should be planted alongside the walkways and a system of street lighting be provided.

Trafford Road

2.16 The Trafford Road boundary of the site should be improved by creating new views into the site through the three new entrances, by alterations to Trafford Road wall allowing views in, and by planting trees and shrubs.

Mode Wheel Park

2.17 We propose that a new waterside park, Mode Wheel Park, be sited to the south of Mode Wheel Locks. The park should accommodate several different types of activity, and should be elevated at the centre to allow views across the water and the new development.

Water Safety

2.18 Steps down to the water level should be provided at regular intervals, with grab-chains running around the walls of all basins. We propose that the surface of the water should be illuminated at night from light fittings on the basin walls.

New Planting

2.19 We propose an extensive programme of tree-planting around quay edges, new roads and pedestrian routes in order to effect a complete transformation of the site. The construction and previous use of the site will require substantial amounts of topsoil to be imported to allow this first phase of planting to become established.

Railway Bridge

2.20 We propose that the bridge be relocated across Basin 9 to carry the new pedestrian route.

The illustrations follow in section 3.
The site reclaimed ready for development.
3.1 This section describes the high-quality development that can take place once the Docks have been reclaimed. The fold-out plan at the back of this report shows the development as a pattern of buildings, courtyards, basins, promenades, trees, roads, and landscaped car parks. When buildings begin to take shape on site, we do not expect that they will follow the precise outline which we have shown. It is important however that they are designed around the framework of the Plan and the principles which it embodies.

THE CHARACTER OF THE PLAN

Uses and Places, Variety and Contrast

3.2 The Plan seeks to create a new quarter of the City which has a unique character derived from the way in which all parts of the development are related to water. Some places within the Quays should be vast and urban with almost continual public activity on the water and at the water’s edge. Other places should be very closed-in secluded places, where the public may enter (only by foot), but where they feel the privacy of others must be respected.

Views

3.3 The Plan has been designed around eight main views or vistas running across the length and breadth of the development, and linking roads, water areas and pedestrian routes together. The vistas are:

- Along the length of Basins 7, 8 and 9.
- Running from north to south, linking Basin 9 with the new canal, the development around Basin 7, a new opening in the existing Dock 6 warehouse, and the pedestrian route from Manchester City Centre.
- Along the smaller new canal, linking development on Basins 8 and 7 with that around Dock 6.
- General views from the elevated section of Mode Wheel Park.
- From Broadway down the existing mounded walkway, across Basin 9 to the semi-circular building, and from there across to Trafford Wharf.

Spaces

3.4 The Plan is also designed to contain a variety of external spaces, such as the following:

- The grand curving boulevard of the major loop road.
- The enclosed water-courtyards created in Basin 7.
- The tree-lined formal symmetry of the canal connecting Basins 8 and 9.
- The broad tree-lined promenade that follows the Quay edges.
- Small intimate courtyards.
- The large public open water areas of Basin 9.

Uses

3.5 The following uses are considered vital to the success of Salford Quays:

- Water sports, such as rowing, windsurfing, canoeing, fishing.
- Small-scale uses related to water, such as boat museums, dock museums, waterside pubs, waterside restaurants, mooring facilities.
3.6 The following range of uses is considered acceptable, and will help to create a mixed development where people can live, work and enjoy recreation:

- Housing, with a mixture of flats and houses.
- Small-scale office suites up to 1,500 m² for a single development.
- Mixed-use developments which incorporate work space and offices.
- Hotel (already under construction).
- Shopping in groups of small units related to other uses and designed to serve both visitors and the locality.
- Cinemas.
- Sports halls, clubs.
- Other leisure and tourist developments.

3.7 The following uses are considered unsuitable for this site:

- Heavy industry.
- Warehousing.
- Shopping in the form of large supermarkets or hypermarkets.
- Large-scale speculative offices over 1,500 m² for each single development.

Density and Car Parking Standards

3.8 The scale of the basins within the Quays should not be underestimated. We believe that the development surrounding these basins should have an urban quality, and therefore a fairly high density. In this way the intimacy of the courtyards, streets and buildings will contrast with the vastness of the water areas, particularly in basins 9 and 8.

3.9 The major loop road to the north has been designed as a bus route on which car parking should not be allowed. All parking should be contained in courtyards within the developments served by this road.

3.10 The parking arrangements around the southern loop road, however, should be assessed on the individual merits of the schemes put forward.

3.11 Generally, standards should be in accordance with the current policy of the City, except where the same car parking can be used by two neighbouring, but different activities at separate times of the day, where we would hope standards could be relaxed accordingly.

Landscape

3.12 In section 2 we proposed that the site should be transformed by a programme of tree planting along quaysides, walkways and roads, in advance of any development.

3.13 As access requirements become known, some of the trees planted during the reclamation works will need to be removed to allow new entrances to be constructed.

3.14 As the belts of trees become established they should be thinned to allow adequate space for further growth. We envisage that the initial spacing of trees at 4 m. centres will need to be thinned to 8 m. centres after about 6 years, and eventually to 16 m. after 20 - 25 years.

3.15 Each new development will have its own landscaping scheme which will need to relate to the landscaping already established as part of the reclamation of the site.
THREE AREAS IN DETAIL

3.16 We show here three areas in greater detail to illustrate four aspects of the plan:

- The density and scale of development required in relation to the size of the basins.
- The water areas are made available for enjoyment by the public.
- All parts of the plan are easily reached on foot.
- The water is surrounded by buildings.
The yellow flash shows the route of the main pedestrian route running north-south between the buildings. In this sketch, the new dam at the end of Basin 7A, which carries buildings and the new minor loop road, is in the distance. The Manchester Ship Canal is in the background.

Around the enclosed basins — for example, Basins 7A and 7B — openings in the buildings should allow people to see in, and to walk around the water's edge.
BASIN 9B AND THE NEW CANAL

- The new curving loop road
- Courtyard
- Large building at end of Basin 9B as focal point for the main view
- Boundary of existing car park
- Street line up on both sides of canals
- The new canal on two levels, lined with trees
- Courtyard
- Buildings arranged around courtyards
- Tree-lined promenade

The new canal connecting Basins 8 and 9.
WESTERN END OF BASIN 9A

Main pedestrian route north-south runs through North West Park

Dropped area next to waterside for public events.

Main view

Clocking for larger craft

Tree-lined promenade on Trafford Wharf

the new curving loop road

Tree-lined promenade

Floating island main view

Tree-lined promenade

Buildings on each side of basin 9A

New curving loop road

Buildings arranged around courtyards

Tree-lined quayside pedestrian walkway
The quay edge around Basin 9.

The new curving loop road.
IMPLEMENTATION – The Way Forward

3.17 We consider here how the proposals put forward in this Plan can be implemented, the agencies involved, the sources of finance and the programme for the works.

3.20 The experience gained in these ventures will be invaluable in the development of Salford Quays.

Infrastructure

3.21 In section 2 we describe the works required to reclaim the Docks. We propose that these works should be organized by the City of Salford in advance of development. Following the preparation of this Plan, detailed design work can commence.

Future Development

3.22 Once the works described in section 2 are complete, the site will have considerable potential for development. The public sector may be involved in some developments, such as leisure and cultural facilities, but on the whole we envisage that most developments will be carried out by the private sector with the City of Salford playing the role of promoter and co-ordinator, and ensuring that standards are high for all developments and that they fit into the framework of this Development Plan.

Management and Maintenance

3.23 The Plan envisages a revitalized area of some 150 acres being added to the City of Salford, containing over 20 acres of new basins and 3 miles of public waterfront. The management and maintenance of such an area will present a challenge which requires innovative solutions, although much of the infrastructure, such as roads, sewers, and lighting should be adopted and maintained by the Local Authorities in the usual way.

3.24 The newly created water areas, together with dock walls, pedestrian walkways, and landscaped areas should be managed and maintained by the City of Salford. Service charges should be levied by the City Council against developers to ensure that the quality of the environment surrounding development is maintained to the highest standards appropriate to a project of this nature. In addition, the City should promote and co-ordinate new development.

Existing Arrangements

3.18 Salford City Council own much of the land affected by this Plan; parts have been disposed of to private developers; the remainder is owned by the Manchester Ship Canal Company. The redevelopment of Dock 6 is well advanced, the marina is in operation, the hotel is under construction and other proposals are under active consideration. The Dock 6 development has been implemented by Urban Waterside Limited, a unique partnership between Salford City Council and private developers.

3.19 To the north, the rapid development of the Broadway Estate has been organized by Salford City Council under special arrangements within the Enterprise Zone. New roads, services and landscaping have been provided by the City Council and this, combined with Enterprise Zone benefits and promotion of the site by the City has resulted in the speed and quality of development now in evidence.
Finance

3.25 The costs of the reclamation works proposed in this Plan are in the region of £25m. The works are necessary in order to reclaim an area of derelict land and water before private development can take place. They will make a tremendous contribution to the regeneration of the City and the Region, and will assist in the revitalization of the Manchester Ship Canal for leisure and tourism.

3.26 The reclamation works are eligible for Department of the Environment and European Regional Development Fund Grants available for the reclamation of derelict land, and the revitalization of older cities and regions. We envisage that most of the buildings proposed within this Plan will be funded from private sources.

Programme

3.27 We believe most of the infrastructure works could be completed within 4 years. Work is already under way.

3.28 The first phase should be the demolition of existing structures on site, and the construction of the new dams. The new quays, roads, services and trees will complete the reclamation works, allowing development to commence on the first sites.

Marketing

3.29 The reclaimed land should be divided into a number of plots which can be made available for development. A planning brief should be issued to interested developers in respect of each site giving important information, such as the position of service entry points; planning, landscape and access constraints; preferred uses; method of disposal; and progress of neighbouring sites. In this way, many individual developments can be started simultaneously, all within an organized framework. From time to time, other methods of land disposal, such as architectural competitions, should also be considered.

Development Control

3.30 Developers will need to seek planning permission in the usual way unless their site is in the Enterprise Zone where special procedures apply. This Development Plan should be the framework against which applications are considered. In order for permission to be granted, proposals should conform to the principles of the Plan, be of a high quality of design and materials, and be a positive contribution to the area of Salford Quays and the City.

3.31 When considering applications, the City should pay special attention to the following aspects:

- Use and activities.
- General scale, with regard to both height and floor area of proposals.
- Density.
- Relationship to adjoining developments, vehicle and pedestrian routes, water and landscaped areas.
- Materials used for all external surfaces: buildings, walls, fences, roads, car parks, walkways, light fittings, street furniture.

Monitoring and Review

3.32 As the co-ordinator and promoter of all of the developments which together will make up Salford Quays, the City of Salford will need to monitor the implementation of this Plan, and we also propose that a Progress Report should be published annually.
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