

Manchester City Council Report for Resolution

Report to: Executive – 28 June 2017

Subject: Corridor Manchester Strategic Spatial Framework

Report of: Strategic Director (Development)

Summary

The purpose of this report is to seek the Executive's support for a new Strategic Spatial Framework (SSF) for the Oxford Road Corridor area. It seeks the Executive's endorsement in principle of the draft framework, which would help to guide development in a way that reflects its physical and locational characteristics, supports future growth and complements existing developments in adjacent areas. The report also seeks agreement for a consultation exercise to be undertaken on the draft framework.

If approved by the Executive the final version of the Corridor Manchester Strategic Spatial Framework will guide development and investment activity, future masterplanning, and provide a framework for supporting planning proposals.

Recommendations

The Executive is recommended to:

- i) Consider and endorse in principle the summary Strategic Spatial Framework and spatial plan as set out in this report;
- ii) Request the Chief Executive to undertake a consultation exercise on the draft Strategic Spatial Framework with local stakeholders, landowners, businesses and residents affected by the proposals contained within it, and report back on the outcome of the consultation to a future meeting of the Executive; and
- iii) Agree that the Council considers using its Compulsory Purchase Order (CPO) powers to acquire sites as appropriate, where it can be demonstrated that this will contribute to the further growth of the Oxford Road Corridor, as set out in the body of this report.

Wards Affected: City Centre, Ardwick, Rusholme, Longsight, Hulme, Moss Side

Manchester Strategy outcomes	Summary of the contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Assets within the Oxford Road Corridor area are vital to capture the commercial potential of research and innovation.

A highly skilled city: world class and home grown talent sustaining the city's economic success	Talent retention from a critical mass of activity to strengthen the economy.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Opportunities for local residents and a wide range of skills and employment initiatives linked to new developments and key employers.
A liveable and low carbon city: a destination of choice to live, visit, work	A destination of choice with factors including cultural assets. Integration of green and smart ideas.
A connected city: world class infrastructure and connectivity to drive growth	Transport improvements and connections with surrounding communities.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

None

Financial Consequences – Capital

There are no immediate capital consequences arising as a result of these proposals. If the Council does seek to use its CPO powers in the future, in line with recommendation (iii), then further reports will be brought to the Executive.

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy

please contact one of the contact officers on the previous page.

- Corridor Manchester Strategic Vision to 2025.
- Report to Executive January 6 January 2016 - Corridor Manchester Enterprise Zone (formerly known as GM Life Science Enterprise Zone)
- City Centre Strategic Plan 2015 – 18
- Report to Executive 28 June 2017 – MMU Estates Strategy (elsewhere on this agenda)

1.0 Introduction

- 1.1 The Oxford Road Corridor is economically the most important area within Greater Manchester, with more job creation potential than anywhere else. The area generates £3billion GVA per annum, consistently accounting for 20% of Manchester's economic output over the past five years. The area has more than 60,000 jobs, over half of which are within knowledge-intensive sectors, including health, education and professional, scientific and technical sectors.
- 1.2 The area contains one of the largest higher-education campuses in the UK, with close to 70,000 undergraduates and postgraduates studying at The University of Manchester, Manchester Metropolitan University and the Royal Northern College of Music. Alongside the universities sits the Central Manchester University Hospitals NHS Foundation Trust (CM, a leading Trust for teaching, research and specialist services. Also within the area is Manchester Science Partnership's (MSP's) Manchester Science Park, which is home to a thriving and diverse community of more than 160 high growth science and technology businesses, ranging from start-ups to global corporates.
- 1.3 The Corridor Manchester Partnership consists of Manchester City Council, Manchester Metropolitan University (MMU), The University of Manchester (UoM), Central Manchester University Hospitals NHS Foundation Trust (CMFT), Bruntwood, ARUP, and Manchester Science Partnerships (MSP).
- 1.4 The successful development of the Oxford Road Corridor is fundamental to driving future economic growth and investment in the Manchester City Region. By 2025, the planned development programme within the area will deliver over four million sq ft of commercial, leisure, retail and residential space of the highest quality. It is predicted that, through this additional investment, the Oxford Road Corridor will have a workforce of around 74,000 by 2025.
- 1.5 The Corridor Manchester Board has developed a Strategic Vision to cover the period to 2025, to capitalise upon the next decade of opportunity. The vision is for the area to be:

"Manchester's cosmopolitan hub and world-class innovation district, where talented people from the city and across the world learn, create, work, socialise, live and do business; contributing to the economic and social dynamism of one of Europe's leading cities."

The ambition is for the Oxford Road Corridor to continue on its course to become one of the top five innovation districts in Europe, competing at a global level and acting as the epicentre of the Northern Powerhouse. This change will be driven by the investment plans of the leading institutions, the continued growth of the private sector and the strengthening of the Oxford Road Corridor as a place to live, visit and work for students and knowledge workers from across the world.

- 1.6 The Corridor Manchester Strategic Spatial Framework (SSF) has been commissioned by the Corridor Partnership Board to identify the spatial principles that should support the strategic themes and objectives within the Strategic Vision. The SSF takes into account existing policy, estates strategies and adopted development frameworks for the Oxford Road Corridor's strategic development sites. The SSF would be used to both guide decision-making on future planning applications, and provide an important point of reference in the formulation of future policy and masterplanning work within Corridor Manchester.
- 1.7 The Oxford Road Corridor is specifically featured in the Our Manchester strategy, recognising that the area, with its dense cluster of knowledge-intensive organisations, is a key driver for economic growth. Businesses that want to innovate and grow are attracted to the area, recognising the major benefits of being located in an area rich with innovation and new ideas. We have estimated that an additional 14,000 jobs will be created by 2025, and the SSF is a crucial element in delivering jobs growth, by ensuring that growth can be accommodated. Corridor Manchester's Strategic Vision to 2025 and Strategic Spatial Framework (SSF) corresponds to the Our Manchester Strategy core premise of ensuring that the city grows in a sustainable way with all residents benefiting from its future success.
- 1.8 The purpose of this report is to seek the Executive's views on, and support for, the draft Strategic Spatial Framework for the Oxford Road Corridor area, so that it can be used as a basis for further consultation with local stakeholders and landowners affected by the proposals contained within it, and to help drive further economic growth.

2.0 Background

- 2.1 The Oxford Road Corridor area stretches from St Peter's Square to Hathersage Road, along Oxford Road, including parts of Ardwick, Hulme, Moss Side and adjacent to Rusholme and Longsight. Higher Education has been a prominent use of the area since 1824, along with healthcare, with hospitals on the site since 1814. During this time, the universities' and hospitals' estates have developed significantly, now forming an innovation district of global standing. The addition of a science park in the 1980s encouraged further growth, and MSP's Manchester Science Park is also world renowned as a prime location for companies.
- 2.2 Within the Oxford Road Corridor area there are already existing policies (Core Strategy Policy CC1 Primary Economic Focus identifies the Oxford Road Corridor as a focus for employment growth and a range of economic development uses), estates strategies (CMFT, UoM, MMU, MSP) and adopted development frameworks for the strategic development sites such as Circle Square, North Campus, Manchester Science Park and Great Jackson Street. However, to achieve the objectives within the Strategic Vision to become one of the top five innovation districts in Europe, it is important to consider the geographic scale of the whole area together.

- 2.3 The Oxford Road Corridor area has been successful for a number of years as a magnet for drawing in companies, creative/cultural activities, students and talented researchers from across the globe. The area is benefiting from significant growth and development, with the committed and planned investment of the major Corridor Manchester institutions between 2015 and 2025 estimated to be £2.6billion.
- 2.4 The Oxford Road Corridor is a strategic priority for the city, named alongside Airport City as a key employment site. As outlined in 1.5 above, Corridor Manchester's Strategic Vision highlights the need to support committed future investment and the future growth potential of its institutional partners in delivering research, innovation, commercialisation, skills, academic excellence and incubation facilities. It also highlights the need to support the private sector in terms of high value added and high growth companies, something that clearly has the scope to be realised on a significant scale within the Oxford Road Corridor. The SSF shows how this can be realised to achieve the ambitions.
- 2.5 Corridor Manchester's SSF fits with the broader ambitions for Manchester. The area is important to the City's existing economy and its future economic growth. There are a number of national and local strategic policy objectives which the SSF relates to, including Northern Powerhouse, Manchester Core Strategy and Manchester City Centre Strategic Plan.
- 2.6 Recent developments within the Oxford Road Corridor area include the National Graphene Institute, Citylabs 1.0, HOME and Manchester Metropolitan University's Birley Campus in Hulme. MMU's plans for the expansion of their estate over the next decade are the subject of a separate report elsewhere on this agenda.
- 2.7 A robust pipeline of future developments, both commenced and planned - including MSP's "The Bright Building", the redevelopment of the UoM's North Campus, including the Graphene Engineering Innovation Centre, The Sir Henry Royce Institute for Advanced Materials, UoM's Engineering Campus, Circle Square, Citylabs 2.0 and 3.0 - show that the area's growth trajectory is positive. The rationalisation of the two Universities' estates will provide further opportunities to support their growth plans.
- 2.8 More information on these key projects can be found in the City Centre Strategic Plan 2015 – 18, which can be accessed at:
http://www.manchester.gov.uk/downloads/download/6643/city_centre_strategic_plan_2015_-_2018).

2.9 Corridor Manchester Enterprise Zone

The Greater Manchester Local Enterprise Partnership (LEP) has also been awarded Enterprise Zone status by the Department for Communities and Local Government (DCLG) for two sites within the Oxford Road Corridor: MSP's Central Campus and the CMFT sites, Citylabs 1.0 – 3.0, now form the Corridor Manchester Enterprise Zone.

The Enterprise Zone specialises in life sciences. This is a key economic priority for the Oxford Road Corridor and the wider Greater Manchester region, in recognition that it has a number of competitive advantages to drive future growth in this sector. This includes its physical infrastructure through to its supply chains, skills and knowledge base. Enterprise Zone status will promote the continuing development of this leading innovation cluster within the life science sector, through a range of business incentives that will help to attract new businesses and investment. Proposals will be brought forward to invest the business rates retained through the Enterprise Zone into supporting further growth within the Enterprise Zone area.

3.0 The Corridor Manchester Strategic Spatial Framework

3.1 The new Corridor Manchester Strategic Spatial Framework sets out the spatial dimensions needed to be considered to secure the Strategic Vision for the Oxford Road Corridor. It contains recommendations for the next phase of development in order to achieve the ambitions within the Strategic Vision. In particular, the SSF identifies that over the period to 2025, an inadequate pipeline of space to grow which could limit both the potential for the future economic growth of the Corridor institutions and their drive for excellence, along with enabling the city to attract new added-value businesses who would be attracted to the Oxford Road Corridor.

3.2 To be able to attract global companies and support the development of growing companies to achieve the jobs growth potential, the Universities, the Hospital and the Science Park need to continue to invest in excellent facilities and premises. The proximity of these organisations encourage the myriad of interactions which are a key feature of innovation districts worldwide. However, by its very nature the proximity also means that development space and land is restricted.

3.3 Therefore it is proposed that the City Council and its partners identify and support locations for future potential growth, recognising that North Campus and the rationalisation of the Universities' estates provide opportunities to support the growth of business clusters and of the Higher Education Institutions. In response to this, the SSF has taken into consideration the following aspects:

- The need to reflect and support existing investment plans and strategic sites.
- Identification of potential expansion sites.
- Broadly identifying potential clusters of activity.
- Broadening the benefits of clustering through good quality and legible north-south and east-west connections, and considering public realm, wayfinding, signposting and digital platforms.
- Considering scope for an increase in density and densification.

3.4 For the Oxford Road Corridor area to continue to be successful, the whole range of uses needs to be considered, not just commercial, innovation and research uses. In the development of a cohesive, inclusive area, it needs to

be developed as a place where people choose to work, live and visit. The following strategic principles are therefore considered important to support the Strategic Vision.

- Showcasing the world leading work and activities taking place within the Oxford Road Corridor.
- Enhancement of wayfinding.
- Supporting cultural venues, performances and activities as anchors with a supporting range of uses including food & drink, creative, artistic, heritage and performance activities.
- Identification of new anchor destinations – including places where people make new connections and spend leisure time.
- Transformational development sites to be used to enhance the retail offer and act as growth poles.
- Management of retail to match the ambition of the area, and driving opportunities to create distinctive areas.
- Retail opportunities should be supported in locations that will attract leisure uses and achieve a critical mass of activity, such as at cultural anchor destinations, or key arterial routes and intersections of pedestrian routes.
- Improving the public realm and connecting spaces between different parts of the Oxford Road Corridor and surrounding neighbourhoods, to ensure that the benefits of investment are able to extend to adjacent communities.
- Broadening the range of residential options.
- Student accommodation to be managed in line with the City Council's strategic objectives, supported by institutional partners and evidenced demand, and aligned with wider regeneration objectives.
- New development should be sustainable, high quality, and follow the principles of energy efficiency, responding to existing strategic plans.

3.6 The Corridor Strategic Spatial Plan

3.7 The Strategic Spatial Plan is based on the principles outlined above. The plan overlays key opportunity sites that should be safeguarded for activity associated with the function of the Corridor Manchester partners, as well as high quality business accommodation and commercial R&D facilities. It identifies transformational strategic investment sites. The safeguarded and transformational sites include Circle Square, the UoM's North Campus, MSP's Central Campus, commercial sites within CMFT's estate, First Street, Great Jackson Street, the area surrounding Oxford Road Station, and the redevelopment of the former MMU Elizabeth Gaskell site by Nuffield Health.

3.8 The SSF also identifies other potential future development opportunity sites which could support further development within the Oxford Road Corridor, in line with the growth needs, considerations and strategic principles set out in section 2 of this report. As stated in the Framework, such opportunities will be considered by the Corridor Manchester Partners, together with other landowners and businesses in the area. In appropriate cases, the Council will consider and may use its powers (including, where justified, compulsory

acquisition powers) to facilitate development in accordance with the Framework, linked to current uses on the Oxford Road Corridor.

- 3.9 The document identifies clusters. This is not intended to be prescriptive, but is in recognition that the Oxford Road Corridor is intended to, and should, deliver distinctive clusters of activity focused around its key assets. This would assist in informing place-making strategies, and identifying key linkages between clusters.
- 3.10 Areas where there are possible opportunities to increase the density of development are also identified. Place making proposals, including public realm, linkages, and the amenity of existing residents in relation to privacy, traffic and transport, would be critical factors in these locations.
- 3.11 The wider range of uses are important to ensure the area provides a broad offer for residents, as well as higher education, health and science-based uses. The key principle is to ensure that new development (both physically and functionally) does not turn its back on local communities. New development will support improved connectivity with adjoining areas to ensure that the benefits of investment and regeneration flow into those areas and that there is access to the wealth of assets located within the Oxford Road Corridor, including employment opportunities, culture, leisure, transport, healthcare and sports facilities. For example, along Oxford Road where new development such as Manchester Metropolitan University's new Estate's Strategy will seek to re-activate frontages in order that they become welcoming and enhance the general offer of the area.
- 3.12 The creation of high-quality connections, through new and enhanced public realm, from the Oxford Road Corridor to surrounding neighbourhoods will play an important role. There are opportunities as part of the planned investment and transformational strategic sites outlined within the document to deliver these connections. Future development and growth will also provide opportunities for the partners to continue their successful initiatives to increase the number of local residents, including those from adjacent neighbourhoods, studying and working in the Oxford Road Corridor.
- 3.13 Building on the successful Cross City Bus Priority scheme, providing facilities for off road cycling (Dutch style cycle lanes), improved cross city connections and reduced journey times for bus travel are key priorities. The Oxford Road Corridor area is an important destination for public transport users, a key transport gateway with important rail and tram nodes.

4.0 Next Steps

- 4.1 Consultation will take place to seek views on, and establish support for, the Corridor Manchester Strategic Spatial Framework. The outcomes of this consultation will be reported back to a future meeting of the Executive.

5.0 Concluding Remarks

- 5.1 This draft Corridor Manchester Strategic Spatial Framework has been prepared to guide development and investment activity in the area in order to achieve the Corridor Manchester Strategic Vision to 2025. Subject to the outcome of the public consultation exercise, it will provide the framework to guide the future development of the Oxford Road Corridor, and be a material consideration when considering planning applications in the area.
- 5.2 Subject to Members' agreement, it is the intention that the draft Corridor Manchester Strategic Spatial Framework will undergo a period of public consultation following the Executive. The outcomes of that consultation will be evaluated and brought back to a future meeting of the Executive.
- 5.3 Detailed recommendations appear at the front of this Report.

6.0 Contributing to the Manchester Strategy

(a) A thriving and sustainable city

- 6.1 Within the Our Manchester Strategy, there is the specific reference to "Capture the commercial potential of research and innovation – particularly in advanced materials and at key employment areas such as Corridor Manchester and Airport City". Clusters linked to university expertise will be crucial to the development of the city and having the ability to work closely with university and health trust expertise is indeed one of the key ways in which Manchester can develop at scale and pace. The assets within the Oxford Road Corridor area are vital and, therefore, it is important that there is space for businesses to grow which benefit from proximity to the knowledge assets which fuel jobs growth. In order to deliver jobs growth and economic output, the space for commercial activity, institution's developments should be protected alongside the uses which develop an improved sense of place, such as retail, culture and leisure.

(b) A highly skilled city

- 6.2 Talent retention, both home-grown and the attraction of global talent, is imperative in this aim. The city as well as the universities' offer has to be attractive to ensure we retain the talent required to strengthen our economy. Manchester's future success as an economy depends on combination of a critical mass of students, graduates, universities, public research institutions, research-intensive companies and growth sectors that exist here and work dynamically together. The growth of the Oxford Road Corridor will provide further highly skilled jobs within the city. Enhanced connections are proposed by the SSF, which would provide improved access for residents of surrounding communities to the learning and job opportunities within the Oxford Road Corridor.

(c) A progressive and equitable city

- 6.3 For a number of years, the Corridor Manchester partners have worked on the development of skills so the city can meet its potential, with partners

continuing to focus on 'Increasing Corridor Manchester's contribution to Economic & Social Inclusion' as one of the objectives within the Strategic Vision to 2025. As highlighted above, enhanced connections to surrounding communities are prioritised, to help to spread the benefits of regeneration investment.

(d) A liveable and low carbon city

- 6.4 The Oxford Road Corridor area is a destination of choice, with the cultural venues a key part of the attraction. Also, recognise that the harnessing the potential of technology to improve the city's liveability, sustainability and connectivity can be achieved by integrating green and smart ideas into new developments and investment proposals, which is also included in Corridor Manchester's Strategic Vision. The SSF contains a priority to improve public realm and open spaces. All of these factors can contribute to making the Oxford Road Corridor an attractive place to live, work and spend time.

(e) A connected city

- 6.5 Corridor Manchester partners work together on transport issues on a variety of scales and modes all with the aim of enabling transport services to function within the area, enabling people to travel in a sustainable manner including walking and cycling. The Bus Priority Scheme, soon to be completed, on Oxford Road has been transformational in this regard. The SSF also considers connections and routes between surrounding wards; improving wayfinding; and enhancing key transport routes to be important.

7. Key Policies and Considerations

(a) Equal Opportunities

- 7.1 The Corridor Manchester Strategic Spatial Framework will be consulted on with a wide range of stakeholders, enabling all interested parties to engage in the process.

(b) Risk Management

- 7.2 Not applicable

(c) Legal Considerations

- 7.3 The City Council will receive a final version of the Framework later in the year which will include the results of a public consultation. Once the Framework has been adopted by Council it will become a material consideration for the City Council as Local Planning Authority.
- 7.4 It is recommended that the Executive agrees to the Council considering the use of its Compulsory Purchase Order (CPO) powers in appropriate cases, where strategically important sites are identified by the Corridor Manchester Partners in accordance with the Framework and where the use of such

powers may facilitate the development of such sites. Any proposed CPO will be the subject of a further report to the Executive, which will detail the justification for the exercise of the powers and will seek approval for their exercise in the particular case.