

Manchester City Council
Report for Resolution

Report to: Executive – 17 March 2021

Subject: Ardwick Green - Neighbourhood Development Framework

Report of: Strategic Director - Growth & Development

Summary

This report informs the Executive of the outcome of a public consultation exercise involving local residents, businesses and stakeholders, relating to a Draft Neighbourhood Development Framework (NDF) for the Ardwick Green area. The report seeks the Executive's approval of a final version of the NDF, which has been adjusted to take account of the consultation undertaken. When approved in a final form the NDF will act as a material consideration in the determination of subsequent planning applications that fall within its scope.

This report also presents Executive Members with details of a proposed Addendum to the Ardwick Green NDF based upon an extended boundary, and requests that the Executive approve the Draft Addendum to act as the basis for a further public consultation on the proposals for the extended area.

Recommendations

The Executive is recommended to:

1. Note the outcome of the public consultation on the draft NDF for Ardwick Green and subsequent revisions to the NDF that is appended to this report in final form;
 2. Subject to the views of the Executive, approve the NDF for Ardwick Green, noting that it will then act as a material consideration for the Local Planning Authority when assessing future planning applications within the NDF area;
 3. Request that the Strategic Director of Growth and Development, working in conjunction with colleagues in other Directorates, undertakes the programme of work outlined in the next steps section (section 5) of this report to ascertain the best way of implementing the ambitions of the Ardwick Green NDF, and,
 4. Approve the Draft Addendum to the Ardwick Green NDF and request that the Strategic Director, Growth and Development, undertake a further public consultation exercise on the proposals set out for the extended area with local stakeholders and bring a report back to a future meeting of the Executive with a final version of this Addendum, taking into account comments and representations made.
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Wards Affected: Ardwick

Environmental Impact Assessment - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city

The Ardwick Green Neighbourhood Development Framework recognises that future development within the area will need to respond to the City Council’s objective of achieving zero-carbon target and will be expected to move towards this aspiration through the active utilisation and deployment of leading building technologies. The City Council will use its land interests in the area to help deliver this outcome.

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	The proposals contained within the Ardwick Green Neighbourhood Development Framework (NDF) and Extension offer the potential to bring forward mixed - used development that will contribute to the creation of jobs within the area and provide a range of residential accommodation for the growing population of the city.
A highly skilled city: world class and home grown talent sustaining the city’s economic success	The NDF for Ardwick Green seeks to protect and support existing businesses in the area and will provide additional commercial space to meet demand from existing and newly established businesses, thus creating and sustaining employment opportunities within this area of the city centre.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The proposals contained within the NDF offer the potential to help deliver the Manchester Residential Growth Strategy and meet the growing demand for new homes in a range of tenures that are close to quality amenity space and within easy access of employment opportunities. The creation of additional commercial space will help create new and sustain existing employment opportunities.
A liveable and low carbon city: a destination of choice to live, visit, work	The NDF reaffirms the Council’s commitment to deliver zero carbon growth and sets out the intention of creating sustainable neighbourhoods with enhanced active travel routes and improved public realm and public open spaces.
A connected city: world class infrastructure and connectivity to drive growth	The NDF will help guide and coordinate the future development of Ardwick Green and area on the edge of the city Centre. The existing challenges for pedestrian movement and connectivity around and beyond the NDF area could be addressed through the principles set out in the NDF.

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

- Equal Opportunities Policy
 - Risk Management
 - Legal Considerations
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Financial Consequences – Revenue

There are no direct financial implications for the City Council arising from this report.

Financial Consequences – Capital

There are no direct 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 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 above.

- A Draft Neighbourhood Development Framework for Ardwick Green, Executive, 11th November 2020;
- Manchester Zero Carbon 2018 – Manchester City Council’s Commitment, Executive, 13th March 2019;
- Council Resolution on Declaring a Climate Emergency, Executive, 24th July 2019;

- Delivering Manchester's Affordable Homes to 2025, Executive, 11th September 2019
- Manchester Strategy 2016-25 ("Our Manchester"), Executive, January 2016

1.0 Introduction

- 1.1 This report is set out in two main sections - the first summarises the outcome of the recent public consultation undertaken in response to the draft Neighbourhood Development Framework (NDF) for Ardwick Green which the Executive endorsed in principle on 11 November 2020.
- 1.2 The second part of the report, from section 6, provides details about an extension to the Ardwick Green NDF which extends the area of coverage and continues the principles set out in the Ardwick Green NDF to cover a wider area associated with The Manchester College Nicholls Campus and industrial land to the north of it.

2.0 Background to the Ardwick Green NDF

- 2.1 The Ardwick Green neighbourhood is located on the south-eastern edge of the city centre. The area benefits from proximity to the Regional Centre; the principal economic driver for the City Region and a focus for employment, leisure, retail and cultural facilities. Ardwick Green is immediately adjacent to the Mayfield strategic regeneration area, the vision for which is to deliver a world class, transformational, distinctive and imaginative commercially led neighbourhood centred around a new 6.5-acre park. It also borders Brunswick which is undergoing a £106m regeneration programme seeing the remodelling of the neighbourhood with over 650 homes refurbished and over 500 new homes developed, including a 60 place extra care unit; new parks; a new retail hub and neighbourhood office.
- 2.2 The Ardwick Green area is increasingly attracting the attention of developers and investors. The development of a Neighbourhood Development Framework (NDF) will guide and co-ordinate the future development of this key area, in line with adopted planning policy and build on existing regeneration initiatives in Mayfield and Brunswick.
- 2.3 The aspiration is to see improved social, environmental and economic outcomes from well-designed developments in the local context and a sense of place. The starting point for the NDF is to address concerns, whilst protecting and enhancing the qualities of the local community that have been identified through research and extensive consultation. The NDF includes detailed and targeted objectives that could improve the liveability, functionality, design and connectivity of Ardwick Green.
- 2.4 The red line boundary for the Ardwick Green NDF is shown below:



3.0 Public Consultation

- 3.1 Letters were sent to 1,920 local residents, landowners, businesses, and stakeholders, in late November 2020 informing them about the public consultation for the Ardwick Green Neighbourhood Development Framework and how to engage in the process. The NDF was made available on the Council's website, and a webform invited comments on it.
- 3.2 The consultation was open for two months until the 31st January 2021 in order to ensure that all stakeholders had sufficient opportunity to comment on the framework.
- 3.3 A webinar presentation was delivered by the authors of the NDF to interested consultees in early January providing an opportunity for stakeholders to ask questions of the project team.
- 3.4 The City Council received 25 responses to the public consultation. 21 responses were made via the consultation web pages on the City Council website and a further 4 were received by email from the Environment Agency, CBRE representing a landowner, Manchester and Salford Ramblers and the Medlock Primary School.
- 3.5 Nine respondents noted their overarching support for the framework and the principles upon which it is based. An analysis of respondents, their comments and responses to the comments can be found in Appendix 1 attached to this report.

4.0 Conclusions in response to the consultation

- 4.1 Ardwick Green is a key, but underutilised, neighbourhood on the fringe of the city centre offering potential to make a significant contribution towards the regeneration and growth ambitions of the city.

- 4.2 The majority of the stakeholders who responded to the consultation expressed their overall support for the draft NDF, believing that appropriate development and preservation of the heritage aspects of the neighbourhood and the green spaces would enhance the neighbourhood. Responses to specific points raised have been considered within this report and a number of suggested changes made to the NDF (see paragraph 4.4 below)
- 4.3 The framework sets out a coordinated and sustainable approach to development that acknowledges the area's heritage assets and incorporates its key assets, whilst contributing to the continued growth of this part of the city.
- 4.4 In response to the consultation some minor revisions have been made to the NDF document as follows:

Section 5

- 5.27 - Further text added to confirm that there is a limited amount of controlled crossing points that restrict pedestrian movement.
- 5.24 - Additional text provided to note the lack of cycle connections along the A6 / Ardwick Green South.
- 5.33 and 5.34 – This point has been strengthened to confirm there is clear local resident support for parking controls and this should need to be balanced by traffic calming measures to ensure that a reduced amount of parking doesn't allow cars to accelerate.
- Additional text included around the opportunity for further facilities in the park.

Section 6

- 6.38 – An additional reference to cycle infrastructure has been made.
- 5.18 - The area analysis has been strengthened to make reference to the lack of retail provision or larger format convenience store.
- 6.10 - References to shops in the Knitting District included to support convenience retail shops within the area.
- 6.45 – Further reference has been added to set out the options for different types of tenancy.

Section 7

- 7.22 - Reference to development on school grounds and within the drawings has been removed.

- 7.37 and 7.38 - Edits have been provided to clarify that a range of heights would be expected in this area, which should be tested on a case by case basis, with a mix of new build and refurbished buildings.
- 7.19-7.22 - Additional text to clarify the short-term opportunity presented by the Hippodrome site.

4.5 A final version of the NDF is attached to this report as Appendix 2.

5.0 Next Steps – Implementing the NDF

5.1 Subject to endorsement of the Ardwick Green NDF document by the Executive, there are a number of important next steps for Manchester City Council and project partners, including One Manchester, that need to take place to ascertain the best way of implementing the ambitions of the Ardwick Green NDF:

- Undertake further technical work to devise a strategy for the management of residential and commuter parking that is currently adversely affecting the area. Such a strategy is likely to include additional Traffic Regulation Orders to prohibit on-street parking, Controlled Parking provision in specific locations; and measures that provide the ability for existing residents to park on-street in specific locations given existing built form (i.e. a Residents Only permit scheme). The capital costs of implementing the solution to the parking issues will be funded from any Section 106 payments from future development. The intention is to design a solution that is self-financing in terms of ongoing revenue costs. However, if this proves not to be possible, a plan to fund any long term revenue costs will need to be determined in advance of implementation.
- In conjunction with the relevant registered provider partners and landowners in the area, undertake an audit of the existing social and affordable housing stock to identify the ways in which improvements could be delivered;
- Support the opportunities presented and allow key stakeholders to carry out further detailed design and feasibility work on the potential form and function of the crossing points that could be included both within and to adjoining areas to improve connectivity, including crossings over the Mancunian Way and the A6; and
- Take steps to support community projects that could help to deliver immediate positive change in the local area and public spaces, such as tree planting and play equipment, where feasible.

5.2 Although technical in nature, all solutions to the further work set out above can be developed through positive and close working with the existing community; landowners; and statutory stakeholders. There are a variety of mechanisms to bring forward wider environmental improvements across the area, including planning contributions through Section 106 of the Town and Country Planning

Act 1990 (as amended). All mechanisms will be considered.

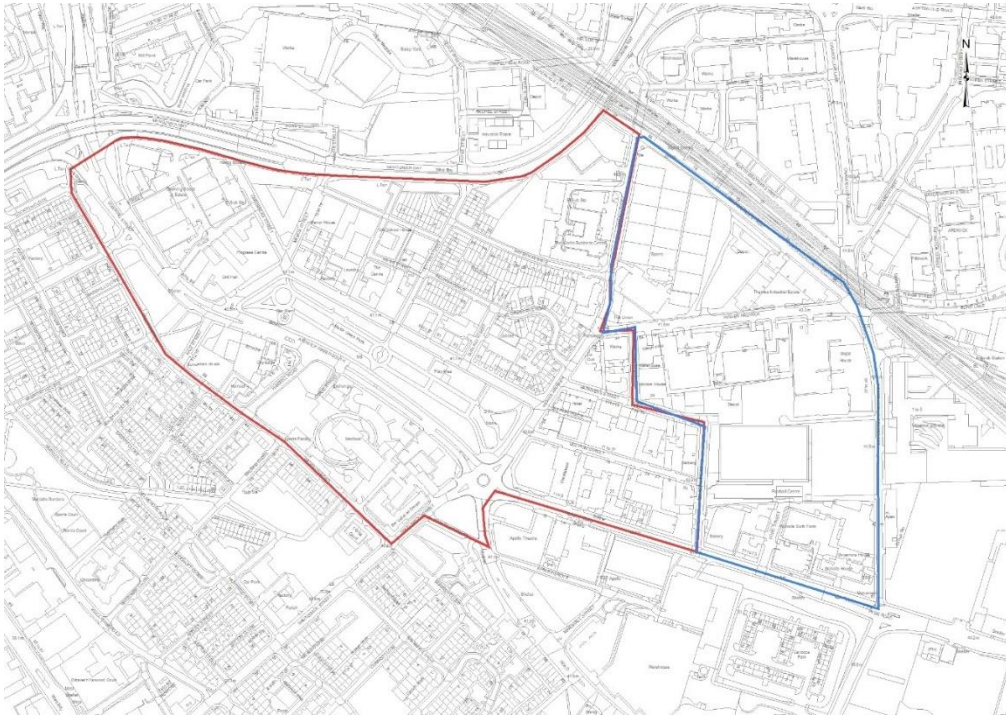
6.0 Proposed Addendum to the Ardwick Green NDF

- 6.1 As set out above, the City Council identified the need for the establishment of an NDF for the Ardwick Green area in 2019 – in recognition that development momentum was pushing towards this modestly sized mixed use area on the south east edge of Manchester City Centre.
- 6.2 The eastern boundary for the NDF area runs from Temperance Street / Union Street to the north; and then along Higher Ardwick, Palfrey Close, Harkness Street and Dalberg Street to meet Hyde Road to the south.
- 6.3 During the period of NDF development and consultation the City Council became aware of the emergence of a new driver for change in the immediate area of the NDF, namely that the Manchester College had undertaken a review of its educational estate within the city and identified the Nicholl's College Campus on Hyde Road / Devonshire Street as a surplus asset that would be suitable for disposal for redevelopment.
- 6.4 Given the significance of this site it has been agreed that an Addendum to the NDF should be prepared to extend the area of coverage and continue the principles set out in the Ardwick Green NDF to incorporate the Nicholls College Campus, and commercial and industrial land to the north.
- 6.5 The development of this draft NDF Addendum was jointly commissioned with The Manchester College who own the Nicholls College campus located within the NDF Extension boundary.

7.0 Extended Boundary covered by the Addendum

- 7.1 By the early 19th century, Ardwick had grown from a rural settlement into a pleasant and wealthy suburb of Manchester but the character of Ardwick was transformed as a direct result of industrialisation. By the late 19th century, areas such as Ardwick became populated by the working classes. Large textile warehouses and expansive rows of terrace housing were built on the once open meadowland around Ardwick Green.
- 7.2 The introduction of the Mancunian Way and the clearance of terraced housing in the 1960s drastically altered the townscape and severed the township of Ardwick from Manchester city centre consequently discouraging redevelopment and footfall within the area. The NDF extension area is now characterised by large warehouse / industrial units and commercial building to the north of the Nicholls College Campus and the Powerleague facility in the northwest corner of the area.

NDF - Boundary of the Extended Area



The original NDF boundary is shown above in red and the extension boundary is shown in blue.

- 7.3 This NDF Extension borders the original framework area along Union Street and Ardwick Green North; and spans the area bounded by Devonshire Street and Hyde Road connections to the east and south; and by the railway to the north along the arches. The extended area therefore forms a natural extension to the wider Ardwick Green neighbourhood, linking to the original NDF's character areas to the west, such as Union Street, Ardwick Green North, and the Knitting District.

Manchester College Nicholls Campus

- 7.4 The primary asset of this NDF extension area is the Grade II* listed Nicholls building located along the two primary streets, Hyde Road and Devonshire Street North. The Nicholls Hospital (now The Manchester College Nicholls Campus) was constructed in 1880; a grand gothic building established at the corner of Hyde Road and Devonshire Street North which has since been designated as a Grade II* listed building. Records suggest the building was originally established as an educational institution for orphaned boys, and the building was both a school and a home for many working-class children throughout the late-19th and early- 20th century.
- 7.5 The Manchester College are to consolidate their existing 14 locations onto just five main campuses, with impetus provided by the construction of a new campus on the former Boddington's Brewery Site in Cheetham Hill. As the Nicholls Campus in Ardwick is not one of those being retained, it is likely that there will be opportunity for significant redevelopment of this site once the site

is vacated by the college therefore providing a key opportunity to direct the future of the area covered by the NDF Extension.

Ardwick Cemetery

- 7.6 The grounds to the rear of the Nicholls building, currently used as football pitches, were historically known as 'Ardwick Cemetery' from 1868 – 1950. Following the closure of the cemetery in the mid-20th century, records suggest the gravestones were removed and recorded, leaving remains in-situ.
- 7.7 The Ardwick Green NDF established Ardwick Green Park as the green heart of the NDF area, and this extension offers an opportunity to continue this green network. The former cemetery grounds offer the opportunity for a green space at the heart of the NDF extension area, connected to Ardwick Green Park by Dolphin Street.
- 7.8 Further details can be found in the draft NDF Addendum document appended to this report as Appendix 3.

8.0 Key Objectives for the Ardwick Green NDF Extension

- 8.1 The Ardwick Green NDF introduced a vision for the area based upon in-depth research and extensive community engagement. It is considered that the vision and principles applied to Ardwick Green can be largely extended to cover this NDF Extension, which allows the new areas introduced to seamlessly blend and connect organically over time to the rest of the neighbourhood.
- 8.2 This NDF Extension will continue to promote key principles of community centred activity, green place making, and heritage enhancement; and seek to guide development activity in a way that is beneficial, contextual, appropriate, and distinctively Ardwick.
- 8.3 The aspiration is to see improved social, environmental and economic outcomes from well-designed developments in the local context and a sense of place. The NDF includes detailed and targeted objectives that could improve the liveability, functionality, design and connectivity of Ardwick Green. The overarching principles of the NDF are:
- **Protect and preserve:** the area is under significant development pressure due its location on the edge of the city centre. To protect and preserve the existing community, any future opportunities could consider whether they are in conflict with the needs of protecting the local area or exacerbating existing problems identified, such as commuter car parking.
 - **Positively engage:** in the formulation of site specific development proposals, the Council wish to see early engagement with community and interest groups in the local area to maximise the potential to create positive change, offer and allow for a community-led approach.

- **Enhance:** where there are opportunities for higher density commercial or residential development, the NDF envisions that this development would seek to enhance the level of amenity for the local area, reflect the spatial context in which the opportunity exists and complement existing features and fabric of the area.

Zero Carbon

- 8.4 In July 2019 the City Council declared a Climate Emergency with a stated ambition for the city to become carbon neutral at the earliest possible date. Amongst other things, it set an objective that all new development is to strive to be net zero carbon. It is intended that the NDF will seek to minimise carbon emissions from new development.
- 8.5 The objectives contained within the NDF aim to create a more sustainable neighbourhood, with communities and lifestyles that have a reduced carbon footprint. Ardwick Green presents an opportunity to bring forward development that responds to the need to reduce carbon output through design and construction methods that utilise cutting edge technologies, and through the creation of mixed-use neighbourhoods providing employment opportunities adjacent to residential development that reduces the dependency on car travel and encourages active travel. The provision of enhanced and well linked green spaces will provide useable amenity space and promote pedestrian movement.

Affordable Housing

- 8.6 The City Council's Executive approved a report in September 2019 that increased the numbers of Affordable Homes in the city to be delivered in the ten-year period to March 2025 to 6,400. In doing so the Executive noted that the delivery of new affordable homes in the city would be dependent on robust partnership relationships with Registered Providers, which currently have the financial and delivery capacity to deliver those homes. The Executive also agreed to an approach to the disposal of sites in Council ownership for the provision of new affordable homes in the city. This draft extension to the NDF envisages the provision of a high quality affordable housing offer close to the city centre.

Transport, movement and connectivity

- 8.7 Accessibility within, to and from the area all present challenges that could be addressed through the principles set out in this NDF. There are illegible walking routes, blocked footpaths from parked cars, severance caused by busy vehicular routes and poorly lit environments. The adjacent highway network is busy and could be adapted to be more balanced in favour of pedestrians and cyclists in order to improve safe and sustainable local connections to key destinations including local services, schools and public transport stops.
- 8.8 The connections ought to be primarily improved by enhancing pedestrian

connectivity through enhanced footway provision, improved crossings at junctions and restriction of on street commuter car parking to keep pavements clear. Improving connectivity to and through Ardwick Green could also assist with onward longer journeys made via public transport.

- 8.9 In accordance with planning policy, there ought to be a focus on sustainable modes of transport, particularly active travel. This, in tandem with the sense of place being created, means that there ought to be prioritisation of people friendly streets to create a healthier and more pleasant environment for the local community.

Vision

- 8.10 The vision for the main Ardwick Green NDF is that Ardwick will be enhanced as a vibrant community-led neighbourhood, where the distinctiveness and history of the area is apparent and preserved, whilst it looks forward to a brighter, greener and cleaner future.
- 8.11 There is an opportunity to extend these principles across the NDF Extension and support the regeneration objectives for Ardwick as a whole. The five themes of the endorsed Ardwick Green NDF Vision, which take heed from the site analysis and consultation undertaken, are defined as follows:
- Being ‘Appropriately Ardwick’: recognise that Ardwick Green is comprised of smaller, defined character areas.
 - Harnessing heritage: huge potential and a notable character rooted in the area’s history and distinctive buildings.
 - Green public place making: increase the amount of greenspace, ecology and biodiversity in the NDF area.
 - A place to live, work and play: ensure that the character areas and mix of uses complement, rather than conflict, with one another.
 - Community-centred activity: Supporting the aims and ambitions of the passionate local community through continued engagement and participation when bringing forward development proposals.
- 8.12 To allow development to come forward in the right manner and allow for a consistent approach, the vision statements set out above are applied to the NDF Extension as summarised below.

Character Areas

- 8.13 Overall, there is a strong desire to create a vibrant neighbourhood of choice that has opportunities for living, working and leisure time. Like the endorsed NDF, the approach to development within the NDF Extension is defined by smaller, district character areas which build on the observed existing qualities and opportunities. There are four of these character areas in total within the NDF Extension and allow each area to support the vision of being ‘Appropriately Ardwick’.
- 8.14 Development in each character area ought to be holistic so that it addresses

localised needs and opportunities, whilst working together cohesively with the other character areas defined and set out in the endorsed Ardwick Green NDF, to deliver framework-wide connections and strategies.

8.15 This is to create a diversity in the sense of place and to clearly identify the opportunities within character areas. This will seek to ensure sustainable and complementary development comes forward in each area, as well as the NDF Extension as a whole.

8.16 The character areas for the NDF Extension are as follows:

Temperance Street – bounded by the railway arches and Temperance Street to the north and includes the Power League pitches to the west, with warehousing to the east.

Higher Ardwick – currently occupied by large industrial plots, where a radical rethink of the new streets, space and buildings are required to improve the quality of the area and reinstate street grid of the early 20th century.

Playing fields – to the north of the existing Nicholls Campus buildings are a series of sports pitches that are located on the site of the former Ardwick Cemetery, where a new public space could be delivered to support the development of the wider area.

Nicholls Campus – home of the Grade II* listed Nicholls Building that requires a new use once the Manchester College vacate the site and supports the enhancement of the distinctive architectural qualities of the listed building with new high quality developments. Work will be undertaken with Historic England and Manchester City Council's Conservation Officer to understand the extent of the existing Nicholls building Grade II* listing (Nicholls Campus main building) and identify opportunities to introduce new buildings around the Grade II listed building through an assessment of key views and massing studies, and the feasibility for converting the buildings.

9.0 Next Steps – Consultation on the Draft NDF Addendum

9.1 Subject to the Executive's approval, the intention is that this draft extension to the Ardwick Green NDF will be the subject of a public consultation exercise that will take place between May and July 2021, involving local residents, landowners, businesses, developers, statutory and non-statutory bodies and other local stakeholders.

9.2 The consultation process will be designed to raise awareness of the objectives for the Ardwick Green neighbourhood among key audiences, including local stakeholders within the area and a wider audience across the city. Feedback will be gathered to help refine and finalise the NDF with an opportunity for concerns/issues relating to specific areas to be addressed and for consideration to be given to any new suggestions that may enhance the draft proposals.

- 9.3 Once comments have been received and assessed, a final version of the NDF document, incorporating any necessary amendments will be brought back to a future meeting of the Executive for consideration and approval, together with details of an Implementation Strategy for the Ardwick Green to support the delivery of the proposals set out.

10.0 Contributing to a Zero-Carbon City

- 10.1 As set out above, the draft NDF establishes that future development in Ardwick Green will be required to respond to the City Council's Zero Carbon policy through the use of low carbon technologies and solutions in the design and delivery of buildings and infrastructure. The proposals set out in the draft revisions support the provision of residential and employment uses close to the conurbation core and will promote the use of public transport and active travel routes as the primary means of movement; reducing commuting distances and reliance on private cars as the primary means of transport.

11.0 Contributing to the Manchester Strategy

(a) A thriving and sustainable city

- 11.1 The objectives will contribute to the delivery of residential and commercial development that will support the city's economic and residential growth objectives and contribute to the continued growth of the local and regional economy.

(b) A highly skilled city

- 11.2 The objectives of the NDF confirm that Ardwick Green will continue to provide new commercial space in line with adopted planning policy to meet demand from existing and newly established businesses, thus creating and sustaining employment opportunities.

(c) A progressive and equitable city

- 11.3 The NDF offers the potential for Ardwick Green to contribute to meeting Manchester's residential growth targets, responding to the demand for new homes in close proximity to the city centre in a range of types and tenures to meet the needs of a growing workforce who wish to live close to the Regional Centre.

(d) A liveable and low carbon city

- 11.4 The NDF will support the delivery of high quality residential development using state of the art technologies to reduce the carbon footprint and create neighbourhoods with a range of amenities to support its residents close to the conurbation core. The Ardwick Green park is established as the green heart of the neighbourhood and proposes improvements to it while identifying opportunities for green fingers to spread out and begin to sow seeds of change in the surrounding areas through tree planting and pocket parks.

(e) A connected city

- 11.5 The NDF supports better linkages through the Ardwick Green neighbourhood and beyond which will provide lifestyle benefits, health benefits and improve the overall accessibility of the area through walking, cycling and other modes of active travel.

12.0 Key Policies and Considerations

(a) Equal Opportunities

- 12.1 A key principle of the NDF is to positively engage with community and interest groups in the local area to maximise the potential to create positive change, offer and allow for a community-led approach.

(b) Risk Management

- 12.2 Not applicable at this stage of the process.

(c) Legal Considerations

- 12.3 Upon approval by the Executive the NDF will become a material consideration for the City Council as Local Planning Authority. The Executive will receive a final version of the updated NDF addendum in the summer of 2021 which will include the results of the public consultation exercise proposed above. Once the Addendum to the NDF has been approved by the Executive it too will become a material consideration for the City Council as Local Planning Authority.