

**Manchester City Council
Report for Resolution**

Report to: Executive – 14 November 2018

Subject: Oxford Road Corridor Strategic Regeneration Framework Guidance

Report of: Strategic Director (Development)

Summary

The purpose of this report is to seek the Executive's support for a new Strategic Regeneration Framework Guidance (SRFG) for the Oxford Road Corridor area. It seeks the Executive's endorsement in principle of the draft framework, which would help to guide the development of specific sites in a consistent way, reflective of the Oxford Road Corridor's physical and locational characteristics. 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 Oxford Road Corridor SRFG will guide development and investment activity, and provide a framework for supporting planning proposals.

Recommendations

The Executive is recommended to:

- i) Endorse in principle the Strategic Regeneration Framework Guidance for the Oxford Road Corridor area;
 - ii) Request the Strategic Director undertake a public consultation exercise on the framework with local stakeholders; and
 - iii) Request that a further report be brought forward, following the public consultation exercise, setting out comments received.
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Wards Affected: Piccadilly, Ardwick, Hulme,

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 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 70,000 jobs, over half of which are within knowledge-intensive sectors, including health, education and professional, scientific and

	<p>technical sectors.</p> <p>Assets within the Oxford Road Corridor area are vital to capture the commercial potential of research and innovation.</p> <p>There is the potential to create further significant job opportunities on the sites included within the Strategic Regeneration Framework Guidance.</p>
<p>A highly skilled city: world class and home grown talent sustaining the city's economic success</p>	<p>The Oxford Road Corridor Strategic Spatial Framework sets out the development opportunities to create the optimum environment for the knowledge economy to thrive and grow. Alongside the local business community, the Oxford Road Corridor contains the city's key knowledge institutions that create a high calibre talent pool. The creation of a range of new employment opportunities and enhanced connections to these roles will assist in retaining talent retention from a critical mass of activity to strengthen the economy.</p>
<p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p>	<p>Oxford Road Corridor partners have worked, and continue to work, on the development of skills to ensure the city can meet its potential.</p> <p>Partners continue to focus on 'Increasing Oxford Road Corridor's contribution to Economic and Social Inclusion' as an objective of the Strategic Vision to 2025. Enhanced connections to surrounding communities are prioritised, to help spread the benefits of regeneration investment.</p>
<p>A liveable and low carbon city: a destination of choice to live, visit, work</p>	<p>The Oxford Road Corridor is a neighbourhood of choice that contains a wealth of cultural, leisure and educational assets. These attractions which include The Whitworth Gallery and park, Manchester Museum, Contact Theatre and Manchester Academy, make the area a key visitor destination and a place to spend time.</p> <p>Oxford Road Corridor is also the home to a leading research and teaching hospital campus which serves the wider region.</p> <p>The Strategic Regeneration Framework Guidance sets out the priorities for further place-making activity, including new public realm, within the sites included.</p>
<p>A connected city: world class infrastructure and connectivity to</p>	<p>Oxford Road Corridor partners work together on transport issues on a variety of scales and modes</p>

drive growth	<p>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.</p> <p>The framework alongside the Oxford Road Corridor Spatial Framework considers connections and routes between surrounding wards; improving wayfinding; and enhancing key transport routes to be important.</p>
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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 consequences arising as a result of the framework. If the Council does seek to use its CPO powers in the future, on the basis set out by the Council's Executive in June 2017, 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 above;

- Oxford Road Corridor Strategic Vision to 2025.

- Report to the Executive - Oxford Road Corridor Enterprise Zone (formerly known as GM Life Science Enterprise Zone) - January 6 January 2016
- City Centre Strategic Plan 2015 – 2018
- Report to the Executive – MMU Estates Strategy - 28 June 2017
- Report to the Executive – Oxford Road Corridor Strategic Spatial Framework – 28 June 2017
- Report to the Executive – Oxford Road Corridor Strategic Spatial Framework – 8 March 2018
- Oxford Road Corridor Strategic Spatial Framework – March 2018
- Draft Oxford Road Corridor Strategic Regeneration Framework Guidance – October 2018

1.0 Introduction

- 1.1 This Strategic Regeneration Framework Guidance is intended to sit alongside the endorsed Oxford Road Corridor Strategic Spatial Framework (SSF) and provide further detail relating to four specific sites within the Oxford Road Corridor area.
- 1.2 The Oxford Road Corridor is economically the most important area within Greater Manchester, with more job creation potential than anywhere else in the city region. 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 70,000 jobs, over half of which are within knowledge-intensive sectors, including the health, education and professional, scientific and technical sectors.
- 1.3 The area contains one of the largest higher-education campuses in the UK, with close to 75,000 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 (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 companies.
- 1.4 The Oxford Road Corridor 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).
- 1.5 The successful development of the Oxford Road Corridor is fundamental to driving future economic growth and investment in the Greater Manchester City Region. By 2025, the planned development programme within the area will deliver over four million sq. ft. of high quality commercial, leisure, retail and residential space.

2.0 Background

- 2.1 In March 2018, following a public consultation on the proposals, the Council's Executive endorsed the Oxford Road Corridor Strategic Spatial Framework (SSF). This document identified a series of overarching spatial principles for the Oxford Road Corridor as a whole, providing a masterplan and guidance document for the future development of sites, as they come forward for development within this strategically important area.
- 2.2 A number of regeneration sites within the Oxford Road Corridor already benefit from individual Strategic Regeneration Frameworks (SRF's), including North Campus, First Street, Circle Square and Manchester Science Park. SRF's are developed in accordance with Manchester's Core Strategy, to ensure that individual strategies for sites complement the city's wider strategic

objectives and contribute towards the social, economic and environmental well-being of Manchester. These endorsed SRF's have helped to facilitate the regeneration of these key regeneration areas over recent years, in a way that will maximise their contribution to Manchester's strategic objectives.

2.3 This SRFG is being brought forward by the Oxford Road Corridor Partners in relation to four key sites, which are integral to the Oxford Road Corridor Strategy. These sites are:

- Upper Brook Street
- Former Elizabeth Gaskell Campus
- Wilmott Street (Former Salvation Army)
- Birchall Way

2.4 These sites, with the exception of Wilmott Street (which is located within the First Street SRF area), do not currently benefit from an endorsed development or regeneration framework. There is a need therefore to establish site-specific urban design, place-making and development principles as well as planning guidance that will enable similar positive regeneration outcomes to be secured.

2.5 A summary of the principals for each of the four areas is provided in the following sections of this report. For each area, the SRFG provides the key principles for the site included in SSF, and the site priorities of the Oxford Road Corridor Partners, in line with the principles within the SSF. A detailed set of development and masterplanning objectives are then set out under each of the partner priority areas, including, for example, development heights, connectivity, sustainability, car parking strategies and future maintenance, in order to guide future planning applications and decisions.

3.0 Upper Brook Street

Spatial Context

3.1 The Upper Brook Street (UBS) site is identified within the SSF as a "future development opportunity", with scope for increased density, providing mixed commercial uses. The site is adjacent to an area of the University of Manchester estate identified as a Science, Research and Innovation cluster (including the National Graphene Institute and Sir Henry Royce Institute) and the North Campus development area. It is also close to the Piccadilly, Mayfield and Circle Square regeneration areas, providing a significant opportunity to connect the Corridor into surrounding development areas and beyond to Ardwick and East Manchester, opening up employment, leisure and commercial opportunities to local residents. A plan of the site is included at Appendix 1.

3.2 The UBS site is identified as providing a major opportunity for large-scale employment generating uses, with a mix of uses which are complementary to the nearby regeneration areas.

Site Priorities

3.3 Economy

- A commercially-led masterplan, focused on further workspace in the research and development sector, along with education and research facilities.
- Scope for rationalisation and re-location of uses, including the car dealerships and supermarket, to facilitate development and consideration of the relationship to the adjacent Brunswick Private Finance Initiative area.
- The possibility of residential development will be considered only where it can be demonstrated that it would facilitate delivery of the employment led masterplan.

3.4 Place

- Explore the potential for height in appropriate locations, but with lower density development to the eastern end of the site, towards Brunswick Estate and Gartside Gardens, and which complements the building line across Upper Brook Street, supporting positive townscape.
- Deliver high quality, inclusive new public realm, integrating with, and enhancing, existing space at Gartside Gardens and Brunswick Park.
- Improving the pedestrian environment and reducing the dominance of traffic, through setting back buildings, tree planting and animation.
- Enhance pedestrian connections to Upper Brook Street and east west through the Oxford Road Corridor to Ardwick and Hulme.
- Improving north south cycle connectivity.
- Identify appropriate locations for anchor community, retail and leisure uses to serve existing and new communities.
- Sustainable development, including promotion of health and well-being, sustainable building design, and provision of cycling facilities.

3.5 People

- Support a mix of uses that will create new employment, training and apprenticeship opportunities, accessible to local residents.
- Provision of new and improved public realm and social infrastructure (as described under 3.4).

4.0 Former Elizabeth Gaskell Campus

Spatial Context

- 4.1 The former Elizabeth Gaskell Campus site is identified within the Oxford Road Corridor SSF as a “Transformational Strategic Investment Site” and part of the existing and emerging cluster of Health, Innovation and Well-being, including at Citylabs. It is located immediately adjacent to the existing Manchester University NHS Foundation Trust, at the southern edge of the Oxford Road Corridor. A plan of the site is included at Appendix 2. It is considered essential to safeguard the site to provide further floorspace to support the health and innovation cluster, and the overall growth objectives of the Oxford

Road Corridor, for example, as would be provided through the existing the Nuffield Health hospital proposal.

- 4.2 The SSF also identifies the opportunity to strengthen and enhance east to west connections from development of the site, through new wayfinding and activation of the key frontage to Hathersage Road.

Site Priorities

4.3 Economy

- A commercially-led masterplan, which supports the delivery of new floorspace which can facilitate the commercialisation of health research, science, technology and innovation. This could be a new hospital facility, clinical and laboratory, commercial or educational floorspace.
- Creation of new employment opportunities within these key growth sectors

4.4 Place

- Enhance the east west pedestrian route along Hathersage Road, by facilitating new animation and connecting to the main Manchester Science Park campus.
- Strengthened north west linkages from Citylabs and the wider Hospital Trust estate through to communities to the south.
- Development that makes a positive contribution to the Victoria Park Conservation Area, including through retention and refurbishment of existing heritage assets (Brook House and Shepherd House).
- Retention of existing mature trees and hedge planting, and potential for new public realm that contributes to the existing green environment on the southern edge of the site.

4.5 People

- Development that will contribute to the strategic priority of Manchester to deliver more effective and sustainable healthcare services, contributing to Greater Manchester's devolved health and social care activities.
- Enhanced east to west connections and appropriate wayfinding within new development.

5.0 Wilmott Street

Spatial Context

- 5.1 The Willmott Street (former Salvation Army) site is also identified within the Oxford Road Corridor SSF as a "Transformational Strategic Investment Site". It is part of an existing and emerging cluster of creative, cultural and mixed-use development within the First Street regeneration area. A plan of the site is included at Appendix 3.

- 5.2 In order to capitalise on the popularity of First Street as an office location, as demonstrated through existing demand, and to respond to the urgent on-going demand for Grade A office accommodation in the city centre, the use of further plots within First Street, to promote office-led use with supporting retail and leisure facilities, may now be considered appropriate.

Site Priorities

5.3 Economy

- A mixed-use masterplan, which facilitates either the delivery of new large office floorspace, or residential use, together with complementary retail and leisure uses.
- Redevelopment of a gap site that will contribute towards the regeneration “arc” from First Street to Circle Square.
- Creation of new employment opportunities.

5.4 Place

- Development that makes a positive contribution to the townscape and sensitively responds to the existing Grade II Listed Macintosh Mill and warehouse buildings.
- Retention of the existing trees and an opportunity to create new public realm, through setting back the building line, enhancing connections between First Street and Circle Square and the environment of the listed buildings.
- Active ground floor uses across all frontages.

5.5 People

- Create new employment opportunities that are accessible to local residents.
- Enhanced east to west connections and appropriate wayfinding within new development.
- Opportunities for new public realm, resulting in an improved environment for local residents.

6.0 Birchall Way

Spatial Context

- 6.1 The Birchall Way site is identified within the Oxford Road Corridor SSF as a “future development opportunity”, and part of an existing and emerging cluster of education uses, including health education and student living. The site is located in Hulme ward, adjacent to Princess Road. It is a key route between Manchester Metropolitan University’s Oxford Road Estate and the Birley Fields Campus. A plan of the site is included at Appendix 4.

Site Priorities

6.2 Economy

- A longer-term (10-20 year) masterplan opportunity, which should be reserved for education expansion or commercial floorspace, as part of a mixed-use destination, also incorporating social and community infrastructure. There is also the potential for an element of residential use.
- Creation of new employment opportunities within the education or other key growth sectors

6.3 Place

- Provide new community infrastructure and public realm, which allows the integration of the site with existing residential neighbourhoods.
- Connect to the enhanced public realm and linkages being delivered through Manchester Metropolitan University's estate masterplan.

6.4 People

- Create new employment opportunities that are accessible to local residents.
- Enhanced east to west connections and appropriate wayfinding within new development.

7.0 Conclusions

- 7.1 The successful development of the Oxford Road Corridor is fundamental to driving future economic growth and investment in the Greater Manchester City Region.
- 7.2 The Oxford Road Corridor SRFG relates to four key sites, which are integral to the Oxford Road Corridor Strategy – Upper Brook Street, Former Elizabeth Gaskell Campus, Wilmott Street (Former Salvation Army) and Birchall Way – but (apart from Willmott Street in the First Street area) are not covered by existing development or regeneration frameworks. It provides site-specific urban design, place-making and development principles, and planning guidance, to enable positive regeneration of the sites, contributing to the economic growth of the city.
- 7.3 Subject to Members' agreement, it is the intention that the draft Oxford Road Corridor SRFG 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.
- 7.4 Detailed recommendations appear at the front of this Report.

8.0 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 Oxford Road Corridor 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 SRFG, 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 Oxford Road Corridor partners have worked on the development of skills so the city can meet its potential, with partners continuing to focus on 'Increasing Oxford Road Corridor'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. A recognition that 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, is also included in Oxford Road Corridor's Strategic Vision. The SRFG 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 Oxford Road Corridor 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 on Oxford Road has been transformational in this regard. The SFRG also considers connections and routes between surrounding wards; improving wayfinding; and enhancing key transport routes to be important.

7.0 Key Policies and Considerations

(a) Equal Opportunities

- 7.1 The Oxford Road Corridor Strategic Regeneration Framework Guidance 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 Once the Framework has been adopted by Council it will become a material consideration for the City Council as Local Planning Authority.
- 7.4 The Executive agreed in June 2017 to the Council considering the use of its Compulsory Purchase Order (CPO) powers in appropriate cases, where strategically important sites are identified by the Oxford Road Corridor Partners in accordance with the Strategic Spatial 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.