

Manchester City Council Report for Resolution

Report to: Executive – 28 June 2023

Subject: ID Manchester Strategic Regeneration Framework Update

Report of: Strategic Director – Growth & Development

Summary

This report presents Executive Members with a draft updated Strategic Regeneration Framework (SRF) for ID Manchester (formerly the University of Manchester's North Campus), and requests that the Executive endorse the framework in principle, subject to public consultation on the proposals.

Recommendations

The Executive is recommended to:

- (1) Endorse in principle the updated Strategic Regeneration Framework for ID Manchester;
 - (2) Request the Chief Executive undertake a public consultation exercise on the regeneration framework with local stakeholders; and
 - (3) 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 and Hulme.

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

<p>The revised ID Manchester SRF is responding to the City Council's aim of achieving net zero-carbon, and includes a commitment to being a world leader in tackling climate and ecological emergencies. One of the key principles of the SRF is to plan for net zero carbon and reduce resource use and waste.</p>

<p>The SRF includes aims for the sustainable re-purposing of the most significant existing heritage buildings on-site; provision of new buildings with the highest standards of sustainable design; and the creation of new green space and connections. An increase of at least 10% in Biodiversity net gain is anticipated following delivery of the scheme.</p>
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<p>Close to Piccadilly Station and Oxford Road, the area is well connected to all forms of public transport, minimising the need for car journeys to and from the area. The revised SRF also aligns with the city's active travel aspirations, providing attractive and safe walking and cycling routes for visitors and residents, and prioritising pedestrians and cyclists.</p>
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Equality, Diversity and Inclusion - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments

ID Manchester has the potential to provide a range of job, skills and leisure opportunities available to local residents from across the city. Enhanced connections will be provided to surrounding communities, to enable them to take advantage of the opportunities offered on the site and in the wider area beyond.

The proposals in the updated SRF will provide significant new public realm, accessible to all, providing wellbeing opportunities to residents, workers and visitors. In addition, there is a commitment to ensure that design standards throughout the development will comply with the highest standards of accessibility.

Manchester Strategy outcomes	Summary of how this report aligns to the OMS/Contribution to the Strategy
<p>A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities</p>	<p>Given the site’s prominent location within the Oxford Road Corridor and in close proximity to Piccadilly Station, the site has potential to attract new businesses and jobs into the city centre. The area will become a new “Innovation District”, built around existing research facilities, including the Graphene Engineering Innovation Centre (GEIC) and the Manchester Institute of Biotechnology, and new anchor occupiers providing high skilled jobs and commercialisation and clustering opportunities for local businesses. This will attract other science, technology, advanced materials and research-based business growth and jobs into the area.</p> <p>The regeneration framework proposes new residential accommodation at a key gateway to the city centre. This will contribute towards meeting the increasing demand for city centre homes, close to job opportunities.</p>
<p>A highly skilled city: world class and home grown talent sustaining the city’s economic success</p>	<p>The vision in the SRF is to provide a world-class centre for innovation, driving skills, new ideas and economic growth and opportunity for Manchester. Development at ID Manchester will improve connectivity to the Oxford Road Corridor, Mayfield and other areas of the city centre, through to surrounding communities such as Brunswick and</p>

	<p>Ardwick. This would enable more people to access the educational and training facilities and employment opportunities located in the Corridor. The site has the potential to accommodate over 10,000 new jobs, at a range of levels, particularly in science and technology. The scheme will also support graduate retention in the city through the provision of new jobs close to the higher education and research institutions.</p> <p>The residential development provided at ID Manchester could allow talent that is both home grown and new to the city to live close to the range of new job opportunities within the area and the wider city centre.</p>
<p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p>	<p>The partners will seek to maximise local employment from this initiative. The scheme can provide new connections to other parts of the city centre, including the Oxford Road Corridor, Circle Square and Mayfield, and through to local communities such as Brunswick & Ardwick. The area has the potential to provide new open space and leisure opportunities, accessible to all residents.</p>
<p>A liveable and low carbon city: a destination of choice to live, visit, work</p>	<p>Development at ID Manchester has the potential to deliver a major mixed-use scheme, and an enhanced gateway to the city centre, which can become a desirable location in which to live, work and visit. New and improved public realm is proposed, contributing to climate resilience and increasing biodiversity, resulting in an improved local environment for this part of the city centre.</p> <p>The area is well connected to all forms of public transport, minimising the need for car journeys to and from the area, and pedestrian and cycle routes will be prioritised.</p>

<p>A connected city: world class infrastructure and connectivity to drive growth</p>	<p>As outlined above, the site benefits from good access to public transport. As part of the development, new pedestrian connections will be provided from Piccadilly Station to the Oxford Road Corridor, other areas of the city centre, including Mayfield, and surrounding.</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 directly from this report.

Financial Consequences – Capital

None directly 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.

- Corridor Manchester Strategic Vision to 2025
- Corridor Spatial Framework (2018)

- Manchester Corridor North Campus Strategic Regeneration Framework March (2017)
- Report to Executive - North Campus Strategic Regeneration Framework - 8 March 2017
- Report to Executive – Corridor Manchester: North Campus Strategic Regeneration Framework – 14 December 2016
- Draft ID Manchester Strategic Regeneration Framework (2023)

1.0 Introduction

- 1.1 In March 2017, following public consultation, the Executive approved a Strategic Regeneration Framework (SRF) for the University of Manchester's North Campus site, within the Oxford Road Corridor. This document set out the overarching strategic principles and planning context for the future development of the site, as a vibrant new mixed-use area, combining high quality public realm with a mixture of technology, learning and research facilities, residential accommodation and office campuses, and complementing and connecting to surrounding areas.
- 1.2 Following the publication of the 2017 SRF, in 2021 the ID Manchester Joint Venture Partnership has been formed between the University of Manchester and Bruntwood SciTech. The relocation of the majority of the University's teaching functions have also been moved from North Campus to the new Manchester Engineering Campus Development (MECD).
- 1.3 Working in close collaboration with Manchester City Council, the JV partnership has produced a refreshed ID Manchester (IDM) SRF, to take account of these new arrangements and updated market conditions and opportunities, in order to maximise the benefits that can be delivered for the city and its residents. The remainder of this report summarises the updated SRF, for consideration by the Executive.

2.0 Background

- 2.1 ID Manchester lies at a strategic location, forming a gateway to the Oxford Road Corridor from Piccadilly station and the city centre core. It is a key regeneration area on the southern side of the city centre, stretching from Great Jackson Street through to Mayfield. The site is bounded by the Mancunian Way, Princess Street, Whitworth Street, London Road and Coburg Street. It is located in close proximity to a number of other key developments, including Mayfield, the Piccadilly SRF area, Circle Square, Kampus and Manchester New Square. A plan showing the site's location is attached at Appendix 1.
- 2.2 The relocation of most of the University's teaching and research functions from North Campus to MECD provides a unique opportunity to deliver the comprehensive regeneration of this 9-hectare site and develop a world-class innovation district in the heart of the city centre, building on the key growth sectors linked to the University and Manchester NHS Foundation Trust (including health innovation, digital technology and advanced materials). The scheme is, therefore, of strategic importance to the future success of the city. Its delivery could provide over 10,000 new jobs, supporting the next phase of Manchester's growth and success, critical in the current economic context. It would also deliver new homes and new public realm and connections, benefitting local residents and supporting sustainable and inclusive growth.
- 2.3 The revised SRF establishes opportunities to enhance linkages in all directions: integrating ID Manchester into the city centre; enhancing the

entrance to the Oxford Road Corridor from Piccadilly station, via to Mayfield, increasing permeability through the Corridor; and reducing barriers to the Brunswick and Ardwick communities.

3.0 Vision

3.1 The overall objective for IDM is for a world-class innovation platform, driving skills, new ideas, and economic growth and opportunity for Manchester, the City Region and the UK. The vision described in the SRF is that:

“ID Manchester will be recognised internationally as one of the world’s leading applied innovation districts. Home to the UK’s most exciting new ideas and disruptive technologies, it is a place founded on the belief that ideas flourish where business, education and communities come together. ID Manchester will be a world-class innovation platform in the heart of one of the most exciting global cities, all set within an abundantly green and vibrant new neighbourhood. It will honour the heritage of Manchester while driving inclusive, sustainable and economic growth for the city region and beyond.”

3.2 The IDM vision is founded on a number of pillars, which subsequent development proposals should adhere to, in order to ensure that they are contributing to the vision. These are:

- **A world-leading innovation district** - providing a platform to accelerate growth, partnership and collaboration.
- **An exemplar of urban regeneration** – new mixed-use development, creating homes, jobs and vibrant public realm.
- **A place for collaboration, innovation and commercialisation** – providing a Research & Development intensive model of growth, and the creation of sustainable and resilient jobs and prosperity.
- **A platform for growth** - building on the current and future strengths of the University of Manchester.
- **A commitment to inclusivity, diversity and creativity** – an inclusive destination, where research ideas can improve people’s lives.
- **Creating opportunities for Manchester’s residents** - through access to education, training and jobs; delivery of homes; stimulating cultural assets; and provision of high-quality public realm and green infrastructure.
- **Be distinctively Manchester** - a place that is immediately identifiable as being “of Manchester” through the design and use of its buildings and public spaces.
- **Supporting the City Council’s Climate Change Framework** - a world-leader in tackling the climate and ecological emergencies - planning for

net zero carbon; enhancing green and blue networks; and reducing resource use and waste.

- **The cornerstone of the UK's Innovation Strategy** – by 2035, recognised internationally as one of the world's leading applied innovation districts, providing unique access to technologies and ideas, centred around advanced materials, health innovation, digital technologies and bio-materials.

3.3 By implementing the pillars planning for net zero carbon and waste reduction; providing a platform for growth; by creating jobs, training and learning opportunities; enhancing access to nature and public realm; and breaking down physical and perceptual barriers between the city centre and adjacent communities, IDM can deliver sustainable, inclusive growth to the benefit of all Manchester's residents.

3.4 Over its lifetime, the SRF has the potential to deliver:

- Over £1.7bn investment in Manchester
- Over 2m sq feet of innovation and commercial space
- Over 10,000 new jobs
- Over 1,500 new homes
- At least 10% Biodiversity Net Gain

4.0 Site-wide Principles

4.1 The SRF sets out a number of place-based principles that will guide detailed development proposals coming forward in the SRF area. These principles are set out below.

4.2 **A Human Collider:** Bringing together a diverse mix of people and companies, set within a framework of buildings and spaces that create a vibrant place, designed to maximise collaborations between people that encourage innovation, lead to breakthroughs and inspire new ideas.

4.3 It is proposed to achieve this by providing:

- A series of shared spaces at the heart of the site.
- An ecosystem of innovators, ranging from large anchor institutions through to start-ups and SMEs, researchers and supply chain organisations.
- Homes and hotels to bring 24/7 life and activity to the area, with opportunities for a range of housing types.
- Movement patterns of people through the site, walking or wheeling, that strengthen connections with the rest of the city.
- Spaces for catalysts, interspersed through the area, creating opportunities for clusters to form and to grow connections with adjacent communities.

- 4.4 **Connected, permeable and accessible:** Seamlessly connected, breaking down physical and perceptual barriers to create an integral and immediately identifiable part of Manchester, with characterful routes and spaces welcoming people into and through the heart of the place.
- 4.5 Characterful, well-defined and accessible routes and spaces are proposed to concentrate movement through the central shared spaces, making them the focal point for social interaction. A series of shared spaces and connections are proposed, including:
- A new civic-scale square to form the centre-point of the area, where the former bowling green currently sits.
 - A connection from the Civic Square to the upper level of the site to extend the space and support the quantum of people passing through, and fully accessible routes.
 - Extending and enhancing Vimto Park by removing the car park and rationalising servicing routes along Granby Row. There is also potential to create a light-weight pavilion structure to activate the space.
 - Transforming the Renold Building into a public commons hub for ID Manchester, providing an internal extension of the public realm, and helping to negotiate the level change between upper and lower parts of the site.
 - Reinforcing east-west routes between London Road and Princess Street, through enhancing Altrincham Street and Water Street, including opportunities to incorporate Sustainable Urban Drainage Systems (SuDS) and planting.
 - Creating a north-south route from Cobourg Street through the shared spaces at the centre of the SRF down towards Water Street.
 - Introducing a series of threshold spaces: welcoming, outward-looking spaces at the edges, each with its own character, that act as animated gateways to the SRF area, in particular, repairing and enhancing the green space along London Road.
 - Adding secondary routes and spaces to tie together and strengthen connectivity, including Granby Row, Renold Street, and Charles Street.
- 4.6 Active travel should be prioritised, with safe and legible routes for those walking or wheeling, no matter their mobility needs. Delivery and servicing would be limited to the periphery of the area where possible.
- 4.7 Outside of the SRF area (and, therefore, not covered directly by the SRF), opportunities could be explored for repairing connections underneath the Mancunian Way, to reduce the barriers to the Brunswick and Ardwick Green communities and improve routes through to the University campuses.
- 4.8 **Platform for the future, built on the foundations of the past:** Evolving a renewed structure from the SRF area's rich urban legacy to create a place that is both new but also rooted in its context and history.
- 4.9 A holistic, place-based approach should be adopted, which seeks to retain and breathe new life into the most significant heritage assets within the SRF

area, namely the Grade II listed Sackville Building and the Renold Building. It is acknowledged that consideration would need to be given to how buildings could be redeveloped, to achieve the aims of the SRF in terms of the indicative amount, flexibility and diversity of accommodation, and enable IDM to achieve its potential and maximise the benefits to the people of Manchester. By retaining the most important assets, the SRF can support both their long-term retention and re-activation, and the Framework's overarching project and placemaking objectives.

- 4.10 The SRF area comprises two distinct character areas: Sackville and Vimto Park, north of the viaduct, which is within the Whitworth Street Conservation Area; and land to the south, comprising the mid-20th century campus and later buildings.
- 4.11 **North Area** - The IDM SRF presents the opportunity to repurpose and restore the Sackville Building, one of Manchester's largest and most important heritage assets, to provide a mixture of residential, leisure, commercial and innovation uses. New entrances and openings for bars, restaurants, work and event spaces would increase opportunities for public access and enjoyment of the building.
- 4.12 The distinctive setting of the **railway arches** should be used as an opportunity to activate and open up the structure as a seamless and inviting connection between the areas north and south of the viaduct, reinforcing Altrincham Street as a principal pedestrian route through the SRF area.
- 4.13 **South Campus Area** – proposals should respond to the existing campus layout, with decisions to be made on individual buildings formed on robust analysis, as the detailed design of each zone is progressed. The Renold is considered the most important asset south of the viaduct and has the potential to play an important role in the emerging masterplan.
- 4.14 The **Hollaway Wall** currently acts as a visual and physical barrier along the eastern boundary of the area, and directly conflicts with many of the place making priorities in the SRF, including integration with Mayfield and Piccadilly. The wall is Grade II Listed and a detailed options analysis will be required to determine how best to secure these place-making priorities.
- 4.15 Across the site, detailed design proposals should respond to the setting of retained assets and seek to capture the essence of the place and specific heritage benefits wherever possible. This should be reflected in the siting and design of buildings, choice of materials, and the public realm framework.
- 4.16 **A flexible framework for flexible buildings:** A masterplan framework capable of establishing a strong sense of place and identity, whilst allowing the flexibility to respond to occupier requirements and be adaptable over time.
- 4.17 A series of Development Zones (or plots) are envisaged across the SRF area. The zones are flexible areas, which can accommodate different uses, forms and appearances of buildings which will be defined through detailed planning

applications when each phase comes forward. Each Development Zone could contain a single or multiple buildings.

- 4.18 The public realm framework has been based on the structure of the existing campus. This supports a delivery strategy where decisions for removal or retention of existing buildings are based on a rigorous, holistic analysis that considers heritage, embodied carbon, opportunities for viable re-use, and ability to deliver the critical mass and flexibility of floorspace, and the public routes and spaces, needed to support a successful innovation district at IDM.
- 4.19 **A living landscape:** Making use of planting and SuDS within the public realm and upper levels of buildings to support people's well-being, habitats, biodiversity, and climate change mitigation.
- 4.20 The public realm should be designed to showcase the character and heritage of the area, whilst restoring the ecological value of blue-green habitats in nature areas and creating access to a thriving urban life. A variety of new and enhanced open spaces are proposed, tied together through common planting and materials, comprising:
- A north-south "spine" of shared spaces, from a formal green setting within Vimto Park, through a large civic space in the heart of the site, to smaller spaces to the south.
 - The railway viaduct arches and Altrincham Street including two welcome plazas at the east and west, and landscaped steps.
 - Water Street through the southern part of the area, where water and natural habitats shape the space's identity.
- 4.21 Public spaces should be designed for a full spectrum of future users, including families and children, older people and those with mobility needs, and promote equity and free access to nature. They should encourage interaction and play, include seating and be activated through a range of measures. Proposals should look to improve blue and green, biodiversity and social links.
- 4.22 Microclimate considerations should be considered through the design and selection of hard and soft landscaping materials and orientation of buildings and spaces. Low points on the site should be utilised for water capture, creating varied and changing landscapes that support a wide range of biodiversity and reduce surface water run-off, including (SuDS).
- 4.23 Development within the SRF should aim for a minimum 10% biodiversity net gain. A holistic, site wide strategy for biodiversity net gain should therefore be taken. The retention of high value mature trees will be prioritised where practical, and trees to be removed will be replaced at a ratio of at least 3:1 with appropriate use of native species. The area will also form part of the Manchester Tree Trail. The planting strategy should seek to re-introduce habitats and provide a range of types, for example, woodland, wildflower, wetlands and scrublands. Opportunities should be explored to re-use and recycle materials from the building works within the site where practical.

- 4.24 **Curated commons:** Animated ground floors, first floors and spaces outside buildings, activated by events and exhibitions, leisure opportunities, and amenities that support the needs of those living in and around IDM.
- 4.25 Encouraging a variety of uses in the building edges, public realm and active spaces within buildings are likely to be an important consideration for the long-term success of the innovation district. Interfaces between public realm and buildings are also an essential part of the strategy. Active frontages should be prioritised where possible at ground and upper-ground floors where these address principal routes and spaces. Ground and upper-ground floor uses should be diverse, to suit the needs of those living and working at IDM, local communities, and visitors, and could include leisure, food and drink; exhibition and gathering; and local amenities.
- 4.26 **Critical mass:** Opportunities for buildings of scale to accommodate over 10,000 workers and around 3,000 residents, who will energise the place, and enhance Manchester's skyline whilst protecting the setting of heritage assets and allowing sun and light to fill its generous public realm spaces.
- 4.27 A critical mass of commercial, innovation and supporting uses (such as homes and hotels) is needed to make ID Manchester a genuinely world-class innovation district, with a vibrant, inclusive, 24/7 community, that can deliver the anticipated benefits to the city. It is envisaged that over 4m sq ft of total floorspace can be accommodated across the SRF. Uses should be commercially led, and capable of meeting the requirement of a diverse range of occupiers who may wish to be located in the innovation district.
- 4.28 It is anticipated that buildings would be highest around the edges of the SRF area (along London Road, the Mancunian Way, Sackville Street, and Princess Street), stepping down towards Renold Building and ID Square. This distribution maximises the amount of sunlight into ID Manchester's major public open spaces in the heart of the site, including the civic square and Vimto Park. Stepped building forms could create opportunities for green roof terraces that respond to the public realm and add animation to the top of buildings.
- 4.29 Buildings located at the site's entrances could be taller and more assertive, creating landmarks to identify and draw people into ID Manchester, particularly at the north-east corner of the site where buildings will be the first visual entry point for IDM and the Oxford Road Corridor from Piccadilly Station. There is opportunity in the south-eastern corner of the SRF area to continue the development pattern of tall residential towers located around the inner ring road of the city centre.
- 4.30 **An identity that expresses purpose and place:** Creating a powerful and distinctive identity for IDM by building on the strong character of Manchester, revealing the innovation at its heart, and expressing exemplary sustainability in its buildings and landscape.

- 4.31 The buildings and spaces should have a strong Manchester identity, including a material pallet which ties into the city's industrial past. Buildings should showcase innovation and feel open, welcoming and lively. "Healthy buildings" will be encouraged, designed to support the physical, mental, and social health of occupants and visitors, and a "long life, loose fit, low carbon" approach to building design should be followed to allow for future adaptability and flexibility.
- 4.32 **Meanwhile strategy:** An evolving mix of uses that bring early activity and identity to the place alongside and ahead of plans for permanent re-development of buildings.
- 4.33 **Intelligent infrastructure:** A site-wide approach to drainage and utilities, digital infrastructure, servicing and management, and sustainable energy strategies.
- 4.34 The main transport modes for the site are proposed to be walking, wheeling and public transport. The public realm and green spaces should prioritise walking and cycling as the principal modes. The energy strategy for the site should seek to supply energy so far as possible by on-site renewables. Physical digital infrastructure should be integrated through flexible, resilient connections, SMART-enabled buildings and site wide infrastructure.

5.0 Delivery & Phasing

- 5.1 The development principles offer a flexible framework that supports commercially viable development capable of meeting future occupier requirements, whilst allowing the masterplan to evolve and adapt to changes in demand, design and technology over time. Essential infrastructure and public realm will also be phased and be delivered in a way that allows the public and occupiers to enjoy the emerging place as the site and buildings are re-activated and plots are developed. Meanwhile uses will form a vital component of this strategy, bringing early activation and identity to the place.

6.0 Conclusions & Recommendations

- 6.1 ID Manchester represents a major strategic opportunity to create a world-class innovation district at a key city centre gateway site, contributing to support the next phase of Manchester's inclusive growth and future economic resilience. The site is in a pivotal location within the Oxford Road Corridor and is a key part of the regeneration "spine" running from Great Jackson Street to Piccadilly.
- 6.2 The proposals in the updated ID Manchester SRF have the potential to create over 10,000 jobs; encourage new business growth and clustering, linked to the city's research and development strengths; and provide significant new homes, public space and facilities for local people. They will also provide new and improved routes and connections to Piccadilly, the rest of the Oxford Road Corridor, other parts of the city centre and adjacent communities.

6.3 Recommendations appear at the front of the report.

7.0 Legal Considerations

7.1 Subject to Executive approval, a further report will be brought forward after the public consultation exercise, setting out the comments received and any changes to the final version of the draft updated IDM SRF.

7.2 If the draft updated IDM SRF is subsequently approved by the City Council, it will become a material consideration for the Council as Local Planning Authority when determining any applications within the IDM SRF area.