

## **Manchester City Council Report for Information**

**Report to:** Economy and Regeneration Scrutiny Committee – 16 October 2023

**Subject:** Strategic Regeneration Frameworks and Neighbourhood Development Frameworks Overview

**Report of:** Director of City Centre Growth & Infrastructure and Director of Strategic Housing & Development

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### **Summary**

This report provides Members with an overview of the role, purpose and process of producing Strategic Regeneration Frameworks (SRFs) and Neighbourhood Development Frameworks (NDFs) for different areas of the city. It also provides some case studies of SRFs and a list of existing and upcoming SRFs and NDFs.

### **Recommendation**

Economy and Regeneration Scrutiny Committee Members are requested to note and comment on the contents of this report.

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### **Wards Affected:** All

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

Strategic Regeneration Frameworks set out the broad approach to how development can achieve high environmental standards. As proposals progress from high level frameworks to development plans and schemes, the specific details on how this will be achieved is captured within planning applications. The aspirational environmental and sustainability elements of frameworks are updated in line with best practice as new standards emerge.

Examples include the SRF at First Street, which has facilitated the delivery of some of the city's exemplar commercial developments. No.8 First Street has achieved BREEAM Excellent and the Net Zero Carbon Plot 9a is due for completion in 2024. Under the NOMA framework, the delivery of 4 Angel Square, a 200,000 sq. ft. operationally net zero operational building, has been achieved.

Individual SRFs also set out the approach to connectivity. The primary focus is on sustainable modes of transport, ensuring strong links to public transport modes and delivering safe, functional, and attractive active travel routes. They also include green and public spaces where appropriate, which can contribute to climate change mitigation. SRF's take a place-based approach, addressing opportunities to include

new homes close to employment sites where appropriate and leisure facilities, reducing the need to travel to work.

**Equality, Diversity and Inclusion** - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments

Frameworks include anticipated high-level job opportunities where appropriate, that will be delivered both during construction and post-delivery. SRFs also play a role in articulating the commitment in respect of equality, diversity and social value. NOMA represents a good example of this, with the development partnership connecting to the wider community through a range of initiatives and activities. The detail and achieved outputs for the NOMA development are captured in a socio-economic impact report:

[https://www.noma-manchester.com/dl/NOMA\\_Economic\\_Social\\_Report.pdf](https://www.noma-manchester.com/dl/NOMA_Economic_Social_Report.pdf)

A primary function of SRFs is to seek to improve connections between neighbourhoods and communities. Recent schemes at the edge of the traditional city centre boundary have sought to provide better connectivity and inclusion with adjacent areas. An example of this is ID Manchester, where linkages are being improved through to Mayfield and the wider Piccadilly area.

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>SRFs/NDFs are based around identified strategic areas, sites, and neighbourhoods, and subsequently guide development within these locations.</p> <p>These schemes incorporate different uses, where appropriate, including residential, commercial, cultural and leisure assets set within high quality public spaces. This supports the city's drive to attract and retain businesses and a range of employment opportunities, across all levels and within a diverse range of sectors. High level employment targets are often included within frameworks.</p>
<p>A highly skilled city: world class and home grown talent sustaining the city's economic success</p>	<p>Development within the city, as captured within the range of approved SRFs &amp; NDFs has underpinned Manchester's ability to attract and retain talent.</p> <p>Frameworks enhance the confidence of the city's thriving commercial sector; the proximity of residential development to these businesses allows greater access to job and training opportunities for Manchester residents.</p> <p>Manchester's wider business ecosystem has also supported the city's economic success. SRFs have guided the creation of significant volumes of high-quality homes across the city, of varied type and tenure. The frameworks have also shaped major cultural, leisure and retail infrastructure delivery which has strengthened Manchester's consistent ranking as the UK's most liveable city.</p>

<p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p>	<p>Physical connectivity and accessibility are a fundamental element of SRFs/NDFs.</p> <p>As development has been brought forward in strategic locations across an expanded city centre and the wider city, enhancing connections for residents with the opportunities and amenities within the development areas have been vital.</p> <p>For example, development at Manchester Airport has implemented enhanced physical connections between the airport and the Wythenshawe community, whilst MAG have also undertaken initiatives within the local communities to attract and recruit local talent to their workforce.</p> <p>Similarly, within the city centre, initiatives including Mayfield and NOMA, guided by the relevant SRFs, have sought to improve connections to, and the ongoing involvement of, the communities of Ardwick and Collyhurst respectively.</p>
<p>A liveable and low carbon city: a destination of choice to live, visit, work</p>	<p>The provision of public realm and high-quality sustainable design are regular themes addressed within SRFs/NDFs.</p> <p>The frameworks integrate new and improved public realm as a central feature, contributing to climate resilience and increasing biodiversity, and an improved local environment.</p> <p>Frameworks also seek to improve an area's connectivity to transport infrastructure. The priority is to create places that are well connected to all forms of public transport, and to encourage active travel, including pedestrian and cycle routes and infrastructure, all of which minimises the need for car journeys</p>
<p>A connected city: world class infrastructure and connectivity to drive growth</p>	<p>SRFs/NDFs are developed in conjunction with and complementary to the city's existing planning and transport policies.</p> <p>As a result of this aligned approach, frameworks seek to maximise connections to key transport investment and deliver schemes which fully support the city's aspirations and targets in relation to sustainability.</p>

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.

- Executive & Economy & Regeneration Scrutiny Committee reports on individual SRF documents (as this is a high number of reports, they have not been listed individually).
- Individual SRF and NDF documents, as listed in Appendix 1.

## **1.0 Introduction**

- 1.1 Manchester benefits from a having a range of Strategic Regeneration Frameworks (SRFs) and Neighbourhood Development Frameworks (NDFs) approved by the Council, to guide development and regeneration activity across the city. The delivery and implementation of these frameworks are all at different stages, with some fully delivered and others which will continue to be delivered over the next 10 – 15 years. There are also frameworks which are currently in development or being refreshed. A full list of existing and developing frameworks is included at Appendix 1.
- 1.2 The geographies of SRFs and NDFs also varies, with some SRFs focused on specific plots/sites for example the Great Northern Warehouse whilst others consider much large areas of the city, for example Eastlands. Generally, NDFs, as their name suggests, focus on distinct neighbourhoods however they also vary in scale from a set of street and urban blocks, for example the Poland St Zone NDF, through to large district centres such as Wythenshawe.
- 1.3 This approach has proved successful in driving forward the city's regeneration over a number of years. Manchester's SRFs and NDFs provide guidance, at an appropriate local level, to support a holistic and coordinated approach to development across the city, to ensure an appropriate mix of uses that supports the City Council's objectives, and the growth of the city's economy, making it a leading international city to live, work, study, and visit, whilst providing growth that is accessible to all of Manchester's residents. SRFs and NDFs are also important in helping guide the Council (in its capacity as landowner) on how it uses its assets – in the form of buildings and land – to drive delivery of development across the city.
- 1.4 This report sets out the statutory framework which governs the role and content of an SRF/NDF and sets out the steps which informs the drafting and democratic reporting process of SRFs.

## **2.0 Background**

- 2.1 Under the Planning and Compulsory Purchase Act 2004, an SRF or NDF is classed as a type of local development document (LDD). A LDD differs to a development plan document (DPD) in that it does not form part of the Council's development plan and is not independently examined. While a LDD is a material consideration in planning decisions, it is unable to make policy.
- 2.2 It should be noted that the Council's position has always been that SRFs are only one of a number of material considerations to be taken into account when determining planning application. The Council does not rely on these documents as policy documents which is consistent with the legal position.
- 2.3 As a LDD, the purpose of an SRF/NDF is to set out the environmental, social design and economic objectives as guidance for future development, rather than to set out specific criteria for determining planning applications or identify

specific building designs, as these will be later tested through planning applications.

### 3.0 SRF/NDF Overview

3.1 The structure of an SRF/NDF will need to be considered on an individual basis and may be influenced by a range of factors. However, most approved frameworks follow a similar structure as set out below:

- **Introduction** – Identifying the site to which the framework relates to and presenting and relevant context to aid the readers understanding of the document.
- **Planning Policy context** – Detailing the relevant and approved planning policy relating to the proposals detailed within the early chapters of the document and not in an appendix.
- **Strategic context** – This chapter provides the opportunity to indicate how the proposals link to other Council policies and provide any supporting evidence. Examples of strategic context could include data and linkages to the Council's residential growth and affordable housing targets, zero carbon aspirations or social value approaches.
- **Vision** – The aspiration for development within the SRF area, consistent with existing planning policy.
- **Regeneration Context** – Indicating what has taken place within the framework area historically and highlighting any relevant successful outcomes or challenges which remain.
- **Objectives** – Capturing the environmental, social, design and economic outputs and aspirations for the framework area and based on an analysis of drivers, opportunities and challenges.
- **Implementation and delivery** – An indicative approach to development delivery including details where appropriate on phasing and broad timescales.

3.2 The Council ensures that all frameworks follow a consistent process, from draft through to consultation. This uniform approach ensures transparency and fairness. This process is set out below:

- A draft framework is developed either on behalf of the Council (by a professional team appointed by the Council) or by a landowner / development partner or partnership, in discussion with the Council. All SRF/NDF documents are required to be prepared in line with the latest accessibility guidelines as set by Government.
- In most cases, once a draft SRF/NDF is received officers will table a report to the Council's Executive. This report summarises the framework's

content and requests approval to consult on the proposals. In the case of some NDFs, these may go directly to public consultation, with the final draft version going to Executive post-consultation for consideration.

- Once approved for consultation, a non-statutory consultation process is undertaken. The consultation process is normally for a 6-week period, but may occasionally vary slightly, for example, to take account of holiday periods. It typically includes a mailout to stakeholders informing them of the consultation and how to engage, alongside a consultation web page. Responses from all stakeholders are welcomed online, via email or letter. This activity may also be supplemented by consultation events or other activities, normally undertaken by the development partner.
- Following the end of the consultation, a report is presented to the Council's Executive on the outcome of the consultation, which responds to the comments received and notes any proposed amendments that could be included in the draft SRF/NDF as a result of the consultation. This report will seek the Executive's agreement of any suggested amendments, and to the approval of the document as a material consideration for the local planning authority.
- Once approved, the document is hosted as an approved framework on the Council's website for public access.

- 3.3 As SRFs/NDFs typically set out the development approach over a 10–20-year period, it is common for frameworks to regularly be reviewed and refreshed, as proposals are refined, and to take account of evolving market conditions. For example, the St John's area SRF was updated to reflect changing market conditions and to meet demand for more workspace and commercial offices.
- 3.4 The development of an approved SRF/NDF can also support the process of securing inward investment or delivery funding for a scheme. This can be internally through the allocation of Council capital funding, within the wider public sector through supporting any Council funding bids to Government but also within the private sector. The Council's private sector funding partners are often supported in securing development funding by an approved SRF which sets out the high-level development principles for a scheme.
- 3.5 An SRF can also strengthen the identification of a development partner and bring together a range of other partners such as Central Government, Homes England, TfGM and a range of statutory agencies to work collaboratively. This has been the case in a number of instances, including at Mayfield where a framework helped a competitive tender process for the identification of the most appropriate development delivery partner. This has also recently been the case at ID Manchester.



## **4.0 Case Studies**

### **First Street**

- 4.1 First Street has over the past decade undergone a phased programme of major regeneration.
- 4.2 The original framework for the site was developed and approved in 2010 and set out the vision to deliver a new mixed-use neighbourhood at this southern entrance to the city centre.
- 4.3 Anchored by the cultural centre HOME, the first phase of development also saw the delivery of Grade A commercial floorspace, a new hotel, multistorey car park, and a mix of retail and leisure facilities and public realm.
- 4.4 The SRF for First Street has been subsequently refreshed in 2012, 2015, 2018 and 2020. The updates to the framework have been aligned with the original site development principles but have responded to the area's success as a desirable and increasingly popular location for key growth sectors. They have, for example, increased the size of the area for commercial development, and consequently increased the floorspace to attract further growth sector businesses.
- 4.5 The approved Strategic Regeneration Frameworks for First Street have continued to guide the developer's comprehensive regeneration of the neighbourhood. The latest phase of development currently on site is delivering a mix of new homes alongside further high quality commercial floorspace which seeks to achieve the highest levels of sustainability within the city.

### **Mayfield**

- 4.6 The Mayfield project is led by The Mayfield Partnership made up of Manchester City Council, London & Continental Railway (LCR), and Transport for Greater Manchester (TfGM) and development partner U+I.
- 4.7 A Strategic Framework for the area was first produced, approved and published in 2010, and was subsequently refreshed in 2014 and in 2018, following the appointment of U+I as the delivery partner. The SRF provides the basis for the Partnership to bring forward delivery of the transformational regeneration of the site. It sets the overall ambition to create a new neighbourhood, comprising 1,500 new homes, 1.6 million sq. ft of high-quality workspace, retail, and leisure opportunities, with the potential for up to 10,000 new jobs.
- 4.8 The first Phase of delivery commenced in 2020, delivering the new 6.5-acre Mayfield Park. This public park opened in September 2022, and is the first city centre park in more than 100 years. The opening of the landmark park has kick-started further phases of development at Mayfield, with new commercial development expected to begin in early 2024.

## **Gorton**

- 4.9 A Neighbourhood Development Framework for Gorton was endorsed by the Executive in January 2023. The framework was commissioned from a professional team made up of urban designers and commercial advisors as part of the Council's renewed focus on District Centres, and in recognition of the significant potential for jobs and growth in Gorton.
- 4.10 The NDF provides an analysis of the existing physical, social and economic conditions in Gorton, and sets out a series of high-level proposals for the district centre in terms of new public realm, new homes, and wider 'placemaking' considerations. This last point is an important one, as one of the failings identified in Gorton was the weak 'sense of place', due to various factors including the severance created by Hyde Road, as well as the loss of the historic street pattern. The framework proposes a new public square outside the existing Gorton Market to address this, along with a long-term re-orientation of activity and building frontages onto Garratt Way, which was the historic 'centre'.
- 4.11 This process of re-orientating the district centre has already begun with the building of the new Gorton Hub. Shared Prosperity Funding has been earmarked for the construction of the new public square, whilst over the longer-term the library site and other sites in and around Garratt Way will be used for mixed-tenure residential development, with active ground floor uses helping to generate activity and animation at street level. The NDF provides a clear vision and commitment to development that will enable officers to engage with housing developers and Registered Providers as appropriate.

## **5.0 Conclusion**

- 5.1 The comprehensive suite of SRFs and NDFs in place across Manchester enable a holistic approach to be taken to the regeneration of neighbourhoods, the city centre and the city as a whole, to deliver the best outcomes for those that live, work and visit the city. They inform about future plans and priorities, how we take forward place-making and shaping, and gives stakeholders the opportunity to input into those frameworks.
- 5.2 The frameworks set out the broad objectives and aspirations for the relevant area, to guide development plans. The documents are used as material considerations during the planning process, when the specific detailed proposals for the sites are brought forward and assessed.
- 5.3 Recommendations appear at the front of the report.