

**Manchester City Council
Report for Resolution**

Report to: Executive – 11 September 2019

Subject: Oxford Road Corridor Strategic Regeneration Framework Guidance

Report of: Strategic Director – Growth & Development

Summary

This report informs the Executive of the outcome of a public consultation exercise with local residents, landowners, businesses and other stakeholders, on the draft Strategic Regeneration Framework Guidance (SRFG) for the Oxford Road Corridor area, and seeks the Executive’s approval of the Framework.

Recommendations

The Executive is recommended to:

- i. Note the outcome of the public consultation on the draft Strategic Regeneration Framework Guidance for the Oxford Road Corridor area.
 - ii. Approve the draft Strategic Regeneration Framework Guidance including proposed amendments in response to the consultation and request that the Planning and Highways Committee take the Framework into account as a material consideration when considering planning applications for the four sites covered by the SRFG.
 - iii. Agree land in Council ownership will be used to support the SRFG as opportunities are brought forward.
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Wards Affected Deansgate, 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 over £3.6 billion GVA per annum, consistently accounting for 20% of Manchester’s economic output over the past five years. The area has almost 80,000 jobs, over half of which are within knowledge-intensive sectors, including health, education and professional, scientific and technical sectors.

	<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 Regeneration Framework Guidance 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 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 drive growth</p>	<p>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</p>

	<p>a sustainable manner including walking and cycling.</p> <p>The Strategic Regeneration Framework Guidance 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

Financial Consequences – Capital

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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 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
- Report to the Executive – Draft Oxford Road Corridor Strategic Spatial Framework Guidance – 14 November 2018

1.0 Introduction

- 1.1 On 14 November 2018, the Executive endorsed, in principle, the draft Strategic Regeneration Framework Guidance for the Oxford Road Corridor area, and requested that the Strategic Director undertake a public consultation on the framework with local stakeholders.
- 1.2 This report summarises the outcome of the public consultation on the framework. This was also presented to the Oxford Road Corridor Partnership Board in July 2019.

2.0 Background

- 2.1 The Oxford Road Corridor is a very significant and important zone of academic excellence, innovation and entrepreneurship within Greater Manchester, with more employment creation potential than anywhere else in the city region. The area is already home to almost 80,000 jobs, over half of which are within knowledge-intensive sectors, including the health, education and professional, scientific and technical sectors.
- 2.2 A recent economic impact assessment shows how employment has increased by 11 % over the last four years. The area accounts for 20% of Manchester's GVA, totalling over £3.6 billion. Fuelling the area's business and start-up growth is the large supply of highly skilled workers and competitive business environment, supported by 27,000 graduates and postgraduates who enter the labour market each year.
- 2.3 Future growth forecasts for the Oxford Road Corridor estimate the creation of an additional £2 billion of GVA and a significant growth in employment, taking the total number of FTE jobs to over 104,000 by 2025, and generating an additional £162 million of residential spend per annum.
- 2.4 The Oxford Road Corridor Strategic Spatial Framework 2018 provides guidance for the future development of sites which are proposed for redevelopment, to ensure they are fully utilised with an appropriate mix of uses and density. It is clearly established in planning policy and the existing SRF that the mix of uses must be employment-led.
- 2.5 The purpose of the Strategic Regeneration Framework Guidance (SRFG) is to establish site-specific urban design, place-making and development principles, as well as planning guidance to enable positive regeneration outcomes to be secured at four key sites. Unlike North Campus (ID Manchester), Manchester Science Park, Circle Square and First Street, the sites covered by the SRFG do not currently benefit from an endorsed development or regeneration framework (with the exception of Wilmott Street which is located within the First Street SRF area).
- 2.6 This consultation on the SRFG brought forward by the Oxford Road Corridor Partners, relates 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

- 2.7 At the heart of the education, health and research cluster, the Upper Brook Street (UBS) site is identified as a 'future development opportunity' with scope for increased density. Mixed commercial uses are considered to be the priority for the area. The site is strategically very important in terms of its scale, locational advantages and capacity to accommodate larger, flexible floorplate commercial buildings required to sustain the continued economic growth of the Oxford Road Corridor and wider area. The SRFG establishes a long-term strategy to guide development of the UBS site as an employment-led destination over the next 10-15 years, ensuring that land is safeguarded for employment-generating uses within key growth sectors.
- 2.8 The Former Elizabeth Gaskell Campus site is identified as a 'transformational strategic investment site' and part of the existing and emerging cluster of health research and innovation. The site is located immediately adjacent to the existing Manchester University NHS Foundation Trust estate at the southern edge of the Oxford Road Corridor. It is 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.
- 2.9 The Wilmott Street site is also identified 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. The 2018 First Street SRF confirms that in addition to previously identified residential use, the site is also suitable as a commercially-led mixed use development, capitalising on its locational advantages.
- 2.10 The Birchall Way site is identified as a 'future development opportunity' site and part of an existing and emerging cluster of education uses, including health education and student living. The site is identified as a longer term opportunity, which should be reserved for education expansion or commercial floorspace as part of a mixed-use destination. The site should also incorporate social and community infrastructure. There is also the potential for a small element of residential use.
- 2.11 A report will be presented to a future Executive setting out the current context around provision of student accommodation within the city and particularly the city centre. It will be informed by the MSP SRF and Oxford Road Corridor SRFG and we will engage with local members.
- 2.12 The draft SRFG is also fully aligned to the report on the Manchester Science Park SRF which is also included on this agenda. It sets out a refreshed strategy for the delivery of the expansion and intensification of the Science Park, establishing a globally leading urban science park. As with the SRFG, the Manchester Science Park report also details the opportunities around

research, educational and commercial uses which should be maximised for sites that have the potential to further contribute to the economic and inclusive growth of the area.

3.0 The Consultation Process

- 3.1 Due to the large area covered by the Oxford Road Corridor area local residents, landowners, businesses and stakeholders were informed about the consultation online and via social media. The public consultation began on 22 March 2019 providing details about the public consultation, how to participate and engage in the process, and where to access the SRFG document. The draft Framework was made available on the Council's website on the corporate consultation homepage and City Centre Growth and Regeneration page, and comments were invited on this. Social media posts were provided on the Council's Facebook and Twitter feeds throughout the consultation period providing users with the link to details on the consultation.
- 3.2 The formal consultation closed on 3rd May, following a six week period of consultation.
- 3.3 The City Council received five responses to the consultation. Responses were submitted by two landowners (along with a joint statement), a higher education institution and a local charitable organisation.
- 3.4 A briefing was provided at the regular Aquarius Tenants and Residents Association meeting held in December 2018. This was held at the Aquarius Centre and outlined the purposes of the Oxford Road SRFG and provided the opportunity to ask any questions and highlight the forthcoming consultation. A briefing was provided at February's regular Brunswick Tenants and Residents Association meeting. This was held at Brunswick Church and outlined the purpose of Oxford Road Corridor SRFG and provided guidance on how to take part in the consultation and the opportunity to ask any questions.

4.0 General responses to the Consultation

- 4.1 Comments were received from a higher education institution, outlining its support for the principles set out in the SRFG. The submission welcomed the recognition of the economic importance of the area, and the need to ensure finite land resources support the activities and growth of the area. The designations proposed in the guidance provide the potential for growth and are welcomed. Landowners also welcome the specific focus on the Upper Brook Street and Birchall Way sites.

5.0 Comments on the Upper Brook Street site

- 5.1 Land owners submitted detailed individual responses along with a joint statement relating to the Upper Brook Street ("UBS") site. The submissions are broadly supportive of the overall ambitions of the SRFG and development principles for the Upper Brook Street site, particularly the need to fully utilise

finite land resources. However, a number of detailed points and concerns have been raised. A summary of key issues raised by landowners is outlined below.

Key principles of Development

- 5.2 There is agreement amongst the landowners who responded that the Upper Brook Street site has the potential to accommodate significant levels of new development growth, including large floorplate commercial buildings. However, the high density development of the wider site should allow a broader mix of use and heights.

Density

- 5.3 Based on architectural analysis, the landowners believe that the overall volume of development on the UBS site can be increased and should not be capped. In their view, the site could comfortably accommodate around 1.5 m sq. ft. of development and therefore reference to the overall volume of development should be deleted as this is unnecessarily prescriptive. One landowner commented that as long as a minimum of 850,000 sq. ft. of new commercial space is created, any additional floorspace could then be utilised for additional or alternative uses. The landowner stated that this could be achieved by optimising site densities for development to the west of the site at the University of Manchester, without impacting the residential amenity of residents to the east of the site. Landowners believe that there should be flexibility within the SRFG for additional non-commercial uses to be market-driven and tested at the detailed planning stage.

Mix of uses

- 5.4 There is no objection amongst the landowners to the wider UBS site redevelopment being employment-led, and there is recognition of the potential for high quality employment generating uses as an early phase of development. This would, however, need to be part of a wider mix of uses and not restrict potential residential, PBSA, health, community and other uses.
- 5.5 Another landowner requests a broader mix of use and heights, as at Circle Square and North Campus. Additional non-commercial uses should be market-driven and tested at the detailed planning stage, subject to compliance with adopted policy.

Residential and Student Accommodation

- 5.6 Landowners believe that stipulating that there is scope only for 'very limited' amounts of new residential development including PBSA is over prescriptive, and could prevent future employment-led development proposals from coming forward.
- 5.7 Given the scale of the UBS site and its location close to the universities, landowners believe that it has the potential to accommodate high quality PBSA as part of an employment-led regeneration scheme. A greater extent of

residential/PBSA would complement existing uses within the area, bringing more vibrancy.

- 5.8 Given the historic undersupply of residential units in Manchester, landowners are of the view that the limit on residential use is not justified and is overly prescriptive. There is a pressing need for housing of all types across Greater Manchester.
- 5.9 One landowner comments that the narrow section of the northern element of the UBS development site between Kincardine Road and UBS does not lend itself to flexible office layouts and would be more appropriate for high quality residential development. PBSA would also be an appropriate use for this space.
- 5.10 Another landowner is of the view that high quality PBSA should be included within the mix. The former Citroen garage is considered to be the optimum location to focus any new student accommodation.

Heights & Massing

- 5.11 Landowners are concerned there is no rationale nor design justification for the approach taken to heights. An alternative indicative scale and massing drawing demonstrates how additional storeys could be incorporated on the northern part of the site.
- 5.12 A more flexible and responsive approach is recommended by one landowner that identifies a general height limit, but that a bespoke approach is pursued for landmark locations on corners and associated significant viewpoints.
- 5.13 Landowners believe that the limit of 10 storeys could prevent aspirations to create a high quality place. A separate masterplan study demonstrates that taller buildings above ten storeys could be successful at the UBS site, particularly at the landmark locations, without having a negative impact on the character of the area or street scene. References to the site not being suitable for tall buildings should be deleted and replaced with text requiring any proposals over ten storeys to be carefully considered.
- 5.14 Landowners are of the view that the draft SRFG fails to acknowledge that storey height of buildings depends on their use. As the UBS development site is intended to be commercially led, proposed development heights should be based on commercial storey heights or the corresponding number of residential or PBSA storeys to achieve equivalent height. To illustrate this point, a 6 storey commercial building would be roughly equivalent to an 8 storey residential building.
- 5.15 Landowners suggested that the footprint of the development plot behind the former Unitarian Chapel should be extended to enclose the new public realm.

Kincardine Road

- 5.16 Landowners stated that the reference to the possibility of re-alignment of Kincardine Road should be removed as this would be challenging given the multiple land ownerships in the locality. Landowners recommended that unless the supporting plan is amended, reference to the realignment of Kincardine Road should be removed.

Building Lines

- 5.17 One landowner objects to the width of the secondary pedestrian route through the site between proposed development blocks B and C being between 15 and 18 metres, on the basis that there is no justification for this large distance between blocks. They suggested that an additional 143,000 sq. ft. of commercial floorspace could be achieved through reduced width routes and that imposing a 15m minimum distance at this stage is unfounded and an unnecessary constraint on future development.

Mawson Hotel

- 5.18 A number of residents raised concerns regarding the future of the Grade II listed Mawson Hotel and single storey building close by.

SRF document

- 5.19 Landowners commented that the document should only relate to strategic issues, and contain a sufficient level of flexibility to allow for future discussions when detailed and commercially viable proposals come forward.

Car parking

- 5.20 One landowner supports the clear focus on sustainable transport and proposals to reduce reliance on cars throughout the Oxford Road Corridor. They also support the position that a multi-storey car park would not be the most appropriate use for the site.
- 5.21 The University of Manchester has a particular interest in developments along Upper Brook Street and supports the SRFG recommendations on car parking. A new car park will support the Manchester Engineering Campus Development (MECD) development and the institution's long term estates strategy.

Delivery and Collaboration

- 5.22 Landowners state that greater flexibility is required regarding the approach to delivery. Individual sites should be able to come forward independently to promote further regeneration of the wider area, provided they accord with the broad principles of the final SRFG.
- 5.23 Landowners believe that there should be no requirement for a collaboration agreement to be entered into by the various landowners before development can be brought forward. One landowner is concerned this requirement would

inhibit the ability to bring forward individual development plots in a timely manner, and therefore objects to this wording in the draft SRFG.

- 5.24 Another landowner does not object to the need to secure appropriate financial contributions towards place-making and the delivery of public realm and infrastructure, however, considers that this should be on a site-by-site basis as opposed to through any collaboration agreement.

6.0 Former Elizabeth Gaskell Campus

- 6.1 A charitable organisation commented that the document is in line with current City Council policies and identifies opportunities for the four sites in question. Specific comments received relate to the Former Elizabeth Gaskell Campus as follows:

Shepherd's House

- 6.2 The original Nuffield site extends further along Oxford Place and includes Shepherd's House. The respondent asks about the rationale for excluding Shepherd's House and its footprint from the proposed development site and its proposed future use.

Massing and Landmark Opportunity/Use, Public Open Space and Community diagram

- 6.3 The respondent noted that the desire line appears to run through the existing Brook House which is to be retained. The diagram should be amended accordingly.
- 6.4 The respondent noted that the diagram shows two areas of active frontages to either side of Brook House. These seem at odds with the proposal as they do not address proposed public realm in the centre of the site. These should be relocated or removed.
- 6.5 The respondent expressed strong support for the proposal to retain and enhance the character of Oxford Place, including retention of trees and garden walls. This could also be illustrated in the diagram.

7.0 Wilmott Street (Former Salvation Army)

- 7.1 No comments were received regarding the Wilmott Street site.

8.0 Birchall Way

- 8.1 Landowners broadly support the overarching principles of the SRFG for the Birchall Way site. A number of specific issues have been raised and are summarised as follows:

Timescales

- 8.2 Landowners are of the view that the Birchall Way site should be identified as an immediate development opportunity given that the site will be vacant from September 2019. The draft refers to a 10-20 year timeframe for regeneration, which, if not deleted, could stall the positive use of the site and become a focus for anti-social behaviour and actively conflict with the aspirations of the guidance.

Mix of Use

- 8.3 Given the sustainable location of the site and the mix of surrounding uses, the landowners are of the view that the draft SRFG rightly allows for a flexible mix of uses on the site covering residential, education and commercial. In their opinion, the most suitable use for this site is residential/PBSA given the site's context within the immediate proximity to residential neighbourhoods, university campuses and other student residential developments.
- 8.4 The landowners suggest that paragraph 5.5.1.1 should be amended to identify PBSA as an additional potential use for the site. The inclusion of PBSA as part of any proposals to redevelop the site would not compromise the aspiration to create a 'balanced portfolio of housing' and therefore increased flexibility should be provided.

Height

- 8.5 The landowners state that the proposed height and density provisions should be amended to reflect the character of the surrounding area and not just adjoining neighbours. This would enable development of the site to more positively respond to the scale of developments approved within the locality, and not just those immediately adjacent, specifically in the context of nearby MMU Birley Fields Campus and other existing and consented schemes.

Active Frontages

- 8.6 A landowner is supportive of the need to incorporate active frontages as part of the redevelopment of the site, but does not agree that the requirement for active frontages located adjacent to Princess Road is appropriate, given the proximity to significant highway infrastructure and the lack of amenity. They also object to the proposed inclusion of active frontages on the site's eastern boundary next to the existing basketball court, given the lack of animation that can occur in this area. In their view, active frontages would be better incorporated in to the site's northern elevation where it lies in proximity to Poynton Street.

9.0 Response to Consultation Comments

- 9.1 Comments received on the consultation relate to the specific sites and a summary of the responses to the comments is set out below for each site.

Upper Brook Street

Key principles

- 9.2 The City Council welcomes support from landowners that the site is a ‘further transformational opportunity’ and the primary focus should be employment and commercial-led development. The draft SRFG sets out a framework that is designed to enable the site to be brought forward in a way that maximises its contribution to economic growth in accordance with local planning policy. It allows for employment-led, high density mixed use development, as well as a very limited amount of residential use.

Density

- 9.3 Based on the comprehensive master planning exercise undertaken, it is considered that around 1 million sq. ft. of new floor space could be achieved. In order to retain an element of control on density, there is no requirement to remove this reference. This reflects wider design and townscape considerations, such as existing and future building heights, natural and heritage assets, residential amenity, access to good sunlight and daylight, and appropriate wind microclimate within public realm.
- 9.4 It is recommended that a minor amendment to the wording be made to confirm that in excess of 1 million sq. ft. could be delivered. The draft SRFG clearly states the precise volume of floorspace delivered will be determined through planning applications. Potential for additional floorspace and increased density can therefore be tested through the planning process, along with a detailed understanding of how overall density is planned across the site. The draft is not intended to be prescriptive as it sets out opportunities for the site and guidance that developers must respond to.

Mix of Uses

- 9.5 No amendments are proposed in relation to the mix of uses. The Oxford Road Corridor is identified as a strategic economic location and focus of employment growth. The Oxford Corridor Strategic Spatial Framework reinforces the importance of bringing forward land for employment uses, suitable for office, research and development, light industrial, general industrial, education and health related uses, in line with the adopted Manchester Core Strategy. Local planning policy also provides support for a range of economic development uses, including retail, leisure, entertainment, cultural and tourism facilities to support the vibrant employment location attractive to businesses, employees and visitors to the city centre. The UBS site is key site within this context and has significant potential to contribute to the continued success of the Corridor as a major economic driver.
- 9.6 A key principle of the Oxford Road Corridor SRFG is to prioritise development for educational and employment uses, in line with the function and growth of, and the strategic priorities for the area. As such, the Upper Book Street site is not primarily identified as a strategic location for residential development nor for PBSA. There is already a pipeline of PBSA, either under construction or with planning consent, within the Oxford Road Corridor, in accordance with the

relevant planning policies. Further guidance on a revised Student Accommodation Strategy will be provided in a report to be presented to a future Executive meeting. In response to these comments, it is recommended that paragraph 2.2.1 of the SRFG should be clarified, to state that residential uses may form part of the development on the northern part of the UBS site as detailed in paragraph 9.9, if it can be demonstrated that this is in accordance with regeneration objectives, in particular supporting economic and educational growth, and planning policy.

Residential and Student Accommodation

- 9.7 The draft SRFG recognises that there may be potential for high quality PBSA on the UBS site, where it can be demonstrated that this is in full compliance with local planning policy, and that it will help unlock employment-generating commercial uses across the wider site.
- 9.8 The delivery of new high quality PBSA could have benefits in terms of releasing existing housing stock back to family housing, as well as ensuring that student accommodation is designed to meet the needs of students and is easier to manage. The draft SRFG makes provision for a very limited amount of PBSA, and it is considered that this is appropriate for the UBS site. This is in accordance with Core Strategy Policies, including H12 Purpose Built Student Accommodation, and in light of the fact that there is already a significant amount of PBSA within the construction and planning pipeline. In addition, the universities are developing their own student accommodation strategies, which will likely see further new and enhanced stock.
- 9.9 The plot to the north of the site (bounded by Grosvenor Street and Kincardine Road) is recognised as being constrained due to its narrow width and is considered to be an opportunity for flexible use, provided that this is in line with the wider principles. This could include residential use, however it is not considered an opportunity for a standalone PBSA development. There is very limited scope for this use and the plot adjacent to the former Unitarian Chapel is considered the most suitable for this use. It is considered that the central blocks, including the site of the former Citroen garage, should be retained as a focus for employment-led or educational use. The scale of these blocks and their frontage to Upper Brook Street and the University of Manchester estate means they are well placed to deliver the type of large-floorplate, flexible commercial buildings that are required to support continued economic growth.
- 9.10 There is some potential for flexible use to be incorporated into the Kincardine Road frontage, therefore there is some scope through a detailed planning application to test a scheme that includes an element of residential use, provided that it forms part of an overall employment-led development and in accordance with planning policy.

Heights and massing

- 9.11 The UBS site is not considered to be an appropriate location for tall buildings. Principles on height have been developed in line with local planning policy and

in response to the existing site context and future site consent. This reflects the transition in scale from the University of Manchester estate to the residential community of Brunswick, and existing assets with the site boundary and local area.

- 9.12 Whist there are a number of taller buildings in the wider vicinity, heights immediately adjacent to the UBS site are generally up to 10 storeys within the university estate and up to three storeys within the UBS site and Brunswick estate. There are some limited exceptions. It is considered appropriate that the general heights range between 6-10 storeys fronting Upper Brook Street, then drop down in scale to respond to the Brunswick residential neighbourhood and the natural and heritage assets in and around the site.
- 9.13 Existing green space at Gartside Gardens, as well as a number of heritage assets (including the Grade II* listed former Unitarian Chapel and Grade II listed Mawson Hotel), have been considered in establishing height principles. Further issues such as residential amenity, access to good sunlight and daylight and appropriate wind microclimate within public realm, have also been taken into account.
- 9.14 It is noted that there are differences in storey heights between commercial and residential uses and it is recommended that this should be reflected in the final version of the SRFG. As the UBS site will be employment-led, it is appropriate that the height principles are referred to using commercial building heights. It is recommended that the draft is amended to state that applications to test the potential for an equivalent residential storey height, where it can be demonstrated that this is compliant with local planning policy and would result in a high quality scheme.
- 9.15 It is recommended that Section 2.5.1.3 of the SRFG is amended to read “A *general height of between 6 and 10 commercial storeys or, subject to demonstrating that the scheme is otherwise Development Plan compliant and would result in a high quality development, number of residential or PBSA storeys to achieve equivalent height.*” And *...height of 4 commercial storeys or subject to demonstrating that the scheme is otherwise Development Plan compliant and would result in a high quality development, number of residential or PBSA storeys to achieve equivalent height.....*”
- 9.16 The draft SRFG recognises there is a landmark development opportunity on the Upper Brook Street site, given its proximity to the city centre and location within key viewing corridors. However, taking into account existing and future site context it is not considered an opportunity for increased height. Architectural quality will be the focus for any landmark proposal, rather than height. It is recommended that the sections 2.5.1.1 and 2.5.1.3 of the SRFG will be clarified to reference that the potential for taller buildings may be considered in landmark locations, if it can be demonstrated that this would be in compliance with local planning policy including Core Strategy Policy EN2 Tall Buildings.

- 9.17 No amendments are proposed in relation to massing. The blocks and massing principles are designed to enable scope for new public realm to create an appropriate setting for the Grade II* listed former Unitarian Chapel.

Kincardine Road

- 9.18 The reference to the realignment of Kincardine Road is primarily to enable north to south pedestrian and cycle connectivity between Princess Street and Levenshulme. This is a well-used route but would benefit from environmental improvements. It is an option for future consideration and is therefore proposed to retain this reference.

Building Lines

- 9.19 No amendments are proposed in relation to building lines. The proposal for a 15 metre distance between buildings between plot B and C is on the basis that the route forms part of a longer distance east-west connection, providing a pedestrian link between Trinity High School through to Medlock Primary School and Ardwick Green Park, and connecting key focal points within the University of Manchester estate. Bridgeford Street itself provides a useful precedent for street width, which has a predominantly 15 metre interface between buildings. This principle is considered necessary to define key pedestrian connections from the perspective of orientation as well as continuity.

Mawson Hotel

- 9.20 The masterplan established a principle that the Mawson Hotel will be retained and refurbished and that new active community uses will be developed in this area. This could include small scale retail, café, bar and other social infrastructure. The existing open space between the buildings has potential for improvement as part of an enhanced public realm.

Level of detail

- 9.21 The draft takes a flexible approach and has been developed in line with local planning policy. Detailed designs will be developed through the planning process as proposals come forward.

Car parking

- 9.22 No amendments are proposed regarding car parking. The draft allows for car parking to be considered on a site by site basis, provided that planning applications are supported by a car parking strategy. The draft recognises there may be a need for a multi-storey car park, noting that it would not be the most appropriate land use. The general approach is that there should be a focus on sustainable transport modes and any detailed planning applications would need to be accompanied by a car parking strategy, giving consideration to the wider UBS site.

Delivery and collaboration

- 9.23 No amendments are proposed in relation to delivery and collaboration. The draft SRFG is not intended to be prescriptive. It establishes a series of principles to support the delivery of high quality development which is compliant with the Development Plan, whilst allowing for flexibility for developers to respond to the principles and market conditions through the detailed planning process.
- 9.24 It is encouraging to see that collaboration has already commenced between key partners. It is critical however that the site is brought forward for redevelopment in a comprehensively planned and collaborative manner to ensure regeneration opportunities are maximised. A collaboration agreement will remain a requirement to demonstrate how the overall and timely development of the site will be delivered.

10.0 Former Elizabeth Gaskell Campus

Shepherd's House

- 10.1 Shepherd's House is proposed to form part of the site boundary for the SRFG. As set out within the text, the principles established are for the retention of the building, which makes a positive contribution to the setting of the Victoria Park Conservation Area, and for its refurbishment as a commercial or community use that works with its significant features. This could potentially be for smaller commercial operators as part of a wider business eco-system. New development should be designed to integrate with both the retained villas (Brook House and Shepherd's House). It is recommended that the site boundary is amended to include Shepherd's House.

Massing and Landmark Opportunity/Use, Public Open Space and Community diagram

- 10.2 It is proposed that Brook House will be retained and refurbished for a commercial or community use. The framework also recognises an opportunity to enhance functional and physical connections including improved permeability between the Oxford Road Corridor and Oxford Place. The diagram notionally indicates a route through the site that would facilitate this connection and beyond into Upper Park Road. This would be subject to further development through planning applications in due course.
- 10.3 The framework supports the principle of introducing animation and activity within the site, including around areas of new and enhanced public realm. The supporting diagrams demonstrate where activity may be focused within the site and this would be developed through planning applications.

11.0 Birchall Way

Timescales

- 11.1 A minor amendment to the SRFG is proposed to include reference to the possibility for earlier development, provided that this is in accordance with local planning policy and the SRFG as a whole. Whilst there is nothing in the draft SRFG that would prevent the Birchall Way site coming forward in shorter timescales, it is envisaged that a comprehensive masterplanning and redevelopment of the site may be a longer term opportunity. If the site does become vacant in September 2019, consideration should be given by the landowners to potential compatible meanwhile uses and security measures required.

Mix of Use

- 11.2 The site is a future development opportunity within the Oxford Road Corridor Spatial Plan area, as designated in the Oxford Road Corridor Strategic Spatial Framework.
- 11.3 The draft SRFG provides a framework for the site's future development that ensures it is fully utilised with an appropriate mix of land uses at an appropriate density, in accordance with local planning policy and existing site context.
- 11.4 Whilst the site itself falls outside of, but immediately adjacent to, the area covered by the city centre policies of the Core Strategy, it is located within the designated Regional Centre and forms part of the Central Manchester regeneration area and subject to Central Manchester policies on employment land and housing.
- 11.5 Policy EC8 established that Oxford Road Corridor will make a significant contribution to the delivery of employment land being suitable for office, research and development, light industrial, general industrial, education and health uses. This policy forms the basis for the establishment of the Birchall Way site as suitable for academic expansion and commercial use.
- 11.6 The Birchall Way site is a key gateway site immediately adjacent to Princess Parkway, it is not identified as being a key location for new housing. However, it does have potential for residential uses that would add to the creation of a balanced mix of residential development within the Hulme area. Whilst the site is well-located, adjacent to a number of existing and future PBSA, as well as the Manchester Metropolitan University estate, it would have to be demonstrated that there is a demand for additional PBSA or a formal agreement with one of the universities and that the scheme would contribute towards a positive regeneration in its own right.
- 11.7 It is proposed to include an additional note to section 5.5.1.1 as follows:

The land currently occupied by the Land Rover car dealership within the wider Birchall Way site represents a development opportunity that can be brought forward within the short term. The remaining sites located along Princess Parkway represent longer term regeneration opportunities; which may be developed over the next 10 years. However, this would not prevent earlier

development, in the event that proposals in accordance with the Development Plan and the SRFG are brought forward in a shorter timescale.

It should be reserved for academic expansion and/or commercial uses and/or residential uses that would add to the creation of a balanced mix of residential development within the Hulme area. In relation to housing, it is likely that a priority would be placed on the creation of a balanced portfolio of housing that will broaden the choice and quality of housing for local people, make provision for families and also make provision for economically active residents wishing to locate in close proximity to expanding employment opportunities associated with Manchester City Centre and the Oxford Road Corridor (all in accordance with Core Strategy Policy H1 Overall Housing Provision and Policy H5 Central Manchester). PBSA is not considered the most appropriate use of this site to deliver the development mix required. A proportion of student accommodation has been delivered nearby at MMU's Birley Fields Campus, while the majority of other University sites are some distance from the Birchall Way site.

Height

- 11.8 The principles in relation to height have been developed in response to the existing and future site consent, reflecting the transition in scale from the Birley Fields Campus and future Manchester Metropolitan University scheme, which is currently under construction, to the residential community of Hulme. The draft responds to this context and is considered to allow for the delivery of an increased density of development, including through increased scale adjacent to Princess Road. No amendments are proposed regarding heights.

Active frontages

- 11.9 The key diagram indicates the potential for new active frontages to Princess Road. This is appropriate, as it is proposed that a new pedestrian and cycle connection would be created in this location, which would benefit from animation and activity. It would also be appropriate to support the integration of the site with the wider community to include some active uses.
- 11.10 The key diagram will be updated to reflect the opportunity for an active frontage to Poynton Street and the Primary Movement corridor.

12.0 Clarifications to diagrams

- 12.1 The following clarifications will be made to diagrams in the SRFG:

Upper Brook Street

- Study area boundary to be consistent across all diagrams.
- Final iteration of public realm comparator diagrams required.
- Movement and street hierarchy diagram includes shapes and line described by a black dashed line, which is not included within the key. This will be deleted.

- Additional diagram to be included to demonstrate the potential for re-alignment of Kincardine Road.

Birchall Way

- Diagram will be updated to show Poynton Street as suitable for active frontage.

Former Elizabeth Gaskell Site

- All diagrams, including site boundary, to include Shepherd's House (existing building).

13.0 Conclusions

- 13.1 The successful development of the Oxford Road Corridor is fundamental to driving continued economic growth and investment in Manchester and the wider city region.
- 13.2 Land within the ownership of the Council will be used to support the SRFG as opportunities are brought forward.
- 13.3 As set out in the Corridor Strategic Spatial Framework and draft SRFG, the Oxford Road Corridor has an internationally significant combination of public and private sector partners committed to bringing forward new investment in academic and research excellence.
- 13.4 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. A recent economic impact assessment underlines the increasing role the Oxford Road Corridor plays in contributing to the continued economic success of the city and wider conurbation.
- 13.5 Substantial investment programmes of major institutions combined with investment in new research, incubation, science park facilities, important civic buildings, public space and cultural facilities have firmly established this area as a world class location. It is a key driver of, and further opportunity for, accelerated high valued added economic growth and enhanced productivity for Manchester and the wider city region.
- 13.6 The future development of the four sites focusing on commercial and educational uses is therefore integral ensuring continued positive regeneration and economic outcomes. Overall support for the draft SRFG key principles is welcomed.
- 13.7 Recommended amendments to the draft SRFG have been detailed throughout the report.
- 13.8 A range of minor clarifications are recommended to be added to the SRFG and are detailed in section 12 of this report.

13.9 Subject to approval by the Executive, amendments arising from the consultation outlined above will now be incorporated into the final SRFG.

13.10 Recommendations appear at the front of this report

14.0 Key Policies and Considerations

(a) Equal Opportunities

14.1 The Oxford Road Strategic Regeneration Framework Guidance has been consulted on with a wide range of stakeholders, enabling all interested parties to engage in the process.

(b) Risk Management

14.2 N/A

(c) Legal Considerations

14.3 N/A

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