

**Manchester City Council
Report for Resolution**

Report To: Executive – 24th June 2009

Subject: Manchester Metropolitan University Campus Development at
Birley Fields, Hulme

Report Of: Deputy Chief Executive (Regeneration)
City Solicitor
Head Of Corporate Property

Purpose: The purpose of this report is to present for the Executive's approval a revised development framework for Birley Fields, centred around the creation of a new MMU Campus

Recommendations:

The Executive is recommended to:

1. Approve in principle MMU's Development Framework/Masterplan for the creation of a community Campus on Birley Fields in Hulme, to replace the previous Framework approved by the Executive in May 2006.
2. Authorise the Chief Executive to commence detailed consultation with residents and key stakeholders of the area and make any amendments required to the Masterplan as a result of that exercise.
3. Delegate authority to the Chief Executive and City Treasurer in consultation with the Leader and Executive Member for Finance and Human Resources to negotiate and agree the terms of a development agreement between the City Council and MMU for the project.
4. Request the Planning & Highways Committee to note the emerging Framework as a material consideration when determining planning applications for the area.

Wards Affected: Hulme, Moss Side primarily but impacts on all Wards

Community Strategy Spine	Summary of the contribution to the strategy
Performance of the economy of the region and sub region	Enhanced opportunities for the University to be engaged with businesses, young people and neighbourhood communities
Reaching full potential in education and employment	Increased and enriched partnership working between the University, local schools and other learning and skills providers.
Individual and collective self esteem – mutual respect	Opportunities to deliver inspirational changes to aspirations within local communities, which will improve individual and collective self, esteem.
Neighbourhoods of Choice	Choice and diversity of a distinctive and successful University at the heart of local communities.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

Existing revenue requirements to maintain the 9 plots of land at Birley Fields will be reduced once the 6 plots are drawn down by the MMU for development within the Development Agreement. All revenue consequences post development will be borne by the MMU.

Financial Consequences – Capital

See comments on Part B report

Contact Officers:

Name: Steve Mycio
Position: Deputy Chief Executive (Regeneration)
Telephone: 234 3031
E-mail: s.mycio@manchester.gov.uk

Name: Richard Paver
Position: City Treasurer
Telephone: 234 3564
E-mail: r.paver@manchester.gov.uk

Name: Sara Todd
Position: Assistant Chief Executive (Regeneration)
Telephone: 234 3286
E-mail: s.todd@manchester.gov.uk

Name: Susan Orrell
Position: City Solicitor
Telephone: 234 3087
E-mail: s.orrell@manchester.gov.uk

Name: Peter Babb
Position: Head of Planning
Telephone: 234 4501
E-mail: p.babb@manchester.gov.uk

Name: Helen M. Jones
Position: Head of Corporate Property
Telephone: 234 1202
E-mail: h.jones4@manchester.gov.uk

Name: Angela Harrington
Position: Regeneration Manager
Telephone: 277 1880
E-mail: a.harrington@manchester.gov.uk

Name: Sue Ahmadi
Position: Hulme Manager
Telephone: 277 1880
E-mail: s.ahmadi@manchester.gov.uk

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.

Manchester Metropolitan University – Birley Fields, Hulme, Strategic Development Framework – John McAslan and Partners
MMU – Birley Fields in Hulme – Campus Impact Assessment – Roger Tym and Partners
Transport Context for the Strategic Development Framework – Colin Buchanan
Corridor Manchester- Strategic Development Framework
Central Manchester SRF
Plan of the sites at Birley Fields

1.0 Introduction

- 1.1 The Manchester Metropolitan University (MMU) under its 2020 Vision for the University is currently undergoing a programme of transformation, consolidation and the reconfiguration of its existing estate that is currently spread across 7 different sites in Manchester and Cheshire. Under this programme the number of MMU sites will reduce down to just 2 centres at All Saints in Manchester and Crewe in south Cheshire. The All Saints site is already being partially redeveloped to provide new buildings and facilities, which include a new Business School and student Hub, as well as relocated facilities from the former Hollings Campus and Aytoun Street in the city centre. The new Hulme Campus at Birley Fields will accommodate the proposed relocation of the Faculty of Health, Psychology and Social Care, together with the Institute of Education from the existing Didsbury and Elizabeth Gaskell Campuses.
- 1.2 The MMU Development Framework / Masterplan for Birley Fields forms part of the consolidation proposals linked to the All Saints Campus, which is just over 0.5km away to the east. The proposals represent an exciting opportunity to complete the landmark regeneration of Hulme with facilities that will provide far-reaching community benefits over and above the ambitious targets set in the City Challenge programme of the early 1990s.
- 1.3 The Birley Fields sites are identified on the plan attached to this report. The MMU Community Campus proposals seek to develop 6 of the 9 plots of land on Birley Fields (the plots subject to the Development Framework are identified in the attached documents). The sites are bounded by Princess Road, Greenheys Lane West, Old Birley Street, Stretford Road, Leaf Street and Birchall Way. Bonsall Street bisects the area east / west, with Princess Road bisecting the area north / south at lower level under the Hulme Arch Bridge.

2.0 Background

- 2.1 In 1992, the redevelopment of Birley Fields was identified by the Hulme City Challenge Initiative as a key employment site for the area, with the potential to create 2000 new jobs. The original strategy for creation of new employment focussed on B1 activity – office development with a focus on knowledge based industries. The original plans also sought to create job opportunities that could be accessed by local residents.
- 2.2 Between 1999 and 2002, a number of office developments were constructed, however development stalled during 2001 as a result of lower than anticipated take-up of space, much of it pre-let to companies whose Business Plans were undermined in the 'dot com' crash of 2000. The economic slow-down associated with 9/11 was also a contributing factor to a number of businesses not relocating onto Birley Fields. Subsequently, parts of the new development have been slow to market and remain empty or under-occupied with remaining plots of land lying vacant. Taken together, the unoccupied sites and buildings in this area do not create a positive image of Hulme at this prominent and high

profile gateway to the city. The original City Challenge objectives to act as key drivers for the regeneration of the area and offer much needed employment opportunities for local people have not been met.

- 2.3 In May 2006 Executive approved the adoption of the Birley Fields Strategic Review, which included a Development and Land Use Strategy for the 9 plots of undeveloped brownfield land. This strategy proposed the creation of additional office development in the southern part of the site, employment-generating uses on central sites straddling Princess Road and residential uses on the northern plots.
- 2.4 Subsequently the Council had engaged consultants to manage, market and maintain the Birley sites, however this commission was overtaken by the interest shown from the Manchester Metropolitan University who wish to develop the area in a comprehensive manner.

3.0 Strategic Context

3.1 Central Manchester SRF

- 3.1.1 The Central Manchester SRF provides a strong vision for the regeneration of Central Manchester over a 10 – 15 year time span centred on the “Connected City”. Hulme is considered a key employment centre of sub-regional significance. It reflects the presence of some of the city’s key assets in the Universities and, as the Knowledge Capital Prospectus is taken forward, employment is likely to increase.

3.2 The Corridor Manchester Partnership

- 3.2.1 The Corridor Partnership recently published its Strategic Development Framework. This is a partnership between the University of Manchester, Manchester City Council, Manchester Metropolitan University, NWDA, and the Central Manchester and Manchester Children’s University Hospitals NHS Trust. Key priorities for the area include maximising economic opportunities; the consolidation of academic activity; improving connectivity and increasing local economic benefit for the communities adjacent to the university; and the creation of a unified public realm.

3.3 Manchester: Knowledge Capital Initiative

- 3.3.1 The prospectus sets out plans and themes that will take forward its vision and includes the “Arc of Opportunity” which stretches from the University of Salford in the west to Piccadilly Station in the east. This area encompasses the Higher Education Campus at Oxford Road and contains a concentration of academic expertise, cultural assets, core commercial activity and new and growing sectors. Birley Fields falls within this area, which when taken as a whole, is unique within the UK.

- 3.3.2 With the focus of all of these activities taking place in the south side of the city and along the Oxford Road corridor, there is now huge potential to place Birley Fields at the heart of unprecedented educational and economic growth in this area of the City over the next five to ten years.

4.0 MMU Masterplan / Development Framework

- 4.1 The MMU proposals promote the development of a new community Campus on Birley Fields that will accommodate around 6,000 students in the relocated Faculties of Health, Psychology and Social Care and the Institute of Education Manchester: Knowledge Capital initiative. MMU wishes to develop a campus that will provide facilities over and above their straightforward academic requirements, by creating an integrated educational, and community location which has high quality environmental standards throughout in both the built form and public realm elements of the scheme. Taken together All Saints, combined with the Birley Fields site will become the main University Campus, serving 30,000 students in total, across seven faculties. MMU aspires to build the greenest Campus in Britain/Europe and will strive to deliver against targets that promote a 3 Zero approach to the development – Zero Carbon / Zero Water / Zero Waste.
- 4.2 The Birley Fields Masterplan has been developed via a joint MMU/MCC Project Board and with the active involvement of Hulme and Moss Side's elected Members. There will be exhibition material available outlining the Development Framework at the Executive and attached in the Appendix are several slides identifying the Masterplan for Birley Fields sites and an illustration of what the community Campus will look like.
- 4.3 The Birley Fields site will be developed to provide 22,000 sqm of new academic teaching facilities. New student accommodation will be provided as part of the consolidation process through the development of purpose built halls which will be well managed. This will help alleviate pressure on more traditional family housing. Facilities for community activity are also planned. MMU are committed to ensuring that the Campus will provide local communities access to neighbourhood facilities within the development. Initial proposals identified that a separate, stand-alone building would be developed at the north western end of the site to house a range of community activities. This has subsequently changed so that any facilities are now proposed to be integrated throughout the campus at ground floor level. The Council is keen to support MMU to deliver a strong community focus but the ability to resource any capital or revenue input would be dependent upon the extent to which these were mainstream priorities for the Council, and whether they were affordable. The exact nature of the community facilities will continue to be explored with MMU and partners in the coming months. Any proposals brought forward for this scheme will be subject to the same budget and business planning tests as any other initiative, and made the subject of a further report.
- 4.4 The creation of a new public square fronting onto Stretford Road (comparable with Grosvenor Square) at the heart of the new Campus is also proposed.

Academic and student blocks will be configured around the square which will be an area of open green space accessible to all – local residents and students alike.

- 4.5 The Masterplan also contains proposals to close Bonsall Street in the western section to facilitate the new Campus, whilst to the east the street will become a green pedestrian priority route connecting to the new Campus via a green bridge that links in the east through to Boundary Lane and All Saints.
- 4.6 New parking facilities are also planned as part of the consolidation of the MMU estate. A car park providing 400 spaces for academic staff is proposed, which will cater for staff from both All Saints and Birley Fields. This element of the masterplan has been the subject of intensive discussions between MMU, MCC, local Councillors and residents and the location of the car park at plot B addresses these concerns. MMU's traffic consultants have undertaken detailed analysis of the impact on the highways network and a supplementary report is available.
- 4.7 MMU has adopted a Green Travel Plan, which promotes the enhancement of public transport, cycling and walking provision and connectivity. Furthermore, to minimise the impact of the facility on adjoining communities, Residents Parking Zones around the proposed Campus will be funded by the MMU and introduced prior to occupancy of the first buildings and be monitored and enforced.
- 4.8 The creation of one Hulme Campus combining All Saints with Birley Fields will strengthen east – west connections between local communities, MMU and the Corridor.

5 Investment

- 5.1 Under the comprehensive consolidation of the MMU estate a substantial capital investment is to be spent by the university over the next 5 years. The investment will include a new business school and student hub, an art and design new build and refurbishment, new build Sandra Burslem, all on the All Saints campus and the new Hulme Campus on Birley Fields. MMU consider they will be in a position to secure the majority of the costs of the consolidation and construction programme from its own resources and through borrowing to fund this investment and can begin work on Birley Fields shortly. However, there is a funding gap of £30m which needs public sector support. Details of the City Council's land disposal strategy to facilitate the development are the subject of a Part B report on this Agenda.

6 Impact Assessment

- 6.1 Roger Tym and Partners were jointly commissioned to carry out an Impact Assessment of the proposed Campus, which highlights significant outcomes as a direct result of the Campus development. These include supporting 877 local jobs, generating a gross value added (GVA) of £29.2 million per year to

the economies of Hulme and Moss Side and creating direct additional revenue of £76.7m to the Hulme and Moss Side area. These figures are based on direct, indirect, induced and multiplier impacts as described in the Executive Summary of the Impact Assessment attached. The campus will also create a high quality physical environment and public realm, which will better connect local residents to the wider MMU campus and opportunities created by the Corridor Partnership.

- 6.2 The report lists a series of further impacts on the local economy which would arise from the Birley Fields campus development as a purchaser of goods and services. It is estimated that an additional £3.99m would be spent by the university in the local area as a result. Induced impacts would include the university staff, students and local visitors spend on rent, leisure, books and other goods and services in the local area. The report subsequently indicates an employment multiplier of 1.47 for the development (i.e. for every 100 jobs at MMU Birley Fields a further 47 jobs would be supported in the local economy). It also confirms that the Birley Fields campus would provide an income multiplier impact equivalent to 1.74 (i.e. for every £1 in turnover at MMU Birley Fields campus, a further £0.74 would be generated in the local economy).
- 6.3 The Impact Assessment also identifies the potential to increase the take up of higher education places among local young people in neighbourhoods where it has been traditionally low. Positive role models demonstrating the value of education and raising aspirations for education amongst young people are all identified as positive impacts within the report. The report recommends a strategic partnership approach to engaging with local schools and the community to ensure that the above aims are delivered.

7 Public Consultation

- 7.1 A Community Engagement Plan has been developed by MMU and MCC, and it is proposed that a three-month public consultation exercise will commence at the end of June, which will engage with residents and stakeholders from Hulme and Moss Side. A series of drop-ins and more formal meetings have been arranged to ensure that people have the opportunity to contribute their views on the Masterplan for MMU to consider prior to developing detailed designs.

8 Conclusions

- 8.1 The proposals presented by MMU offer the opportunity to significantly complete the regeneration of Hulme – a process that has been in motion since the early 1990's. The development of the Campus and the supporting social, economic, educational and environmental actions that will be taken by the University will ensure that there are major economic, education, social and community opportunities for Hulme and Moss Side residents. It also offers an opportunity to create greater connections between local communities and the work of the Corridor Partnership and its institutions.

- 8.2 The development of a high quality and green campus will provide an important gateway to the City. The university's ability to continue to attract students to study in Manchester, many of whom stay and work in the City post graduation, will make a major contribution to delivering the knowledge economy objectives and higher skills agenda in the City and City region. This is a significant regeneration project at local, city and city-region level, capable of being delivered in the next 5 years.

9.0 Contributing to the Community Strategy

(a) Performance of the economy of the region and sub region

- 9.1 Through the formation of strategic partnerships with schools, businesses, learning institutions and other community organisations MMU would secure an increased local profile, supporting their engagement in the sub-regional and regional economy and the developments of higher level skills in the City and City Region. Many of the students currently attracted to the MMU are from the Greater Manchester region and remain post graduation to live and work in the area. Whilst research shows that 52% of MMU's students intend to stay in the region post qualification, the figure for those students that actually do stay is higher at 68%. MMU's wider contribution to the creative industries and knowledge economy all contribute to making the City, City Region and Region more competitive in economic terms.

(b) Reaching full potential in education and employment

- 9.2 Increased and enriched partnership working between the University, local schools and other learning and skills providers are part of the engagement strategy that MMU are seeking to deliver. The promotion of outstanding educational achievement and continued improvement within the educational offer are significant priorities for the MMU and are priorities for the surrounding neighbourhoods. The Impact Assessment undertaken identifies that 877 jobs will be supported by the development proposed. The University and City Council will review the educational and economic projections at regular intervals to monitor progress to achieving the highlighted targets.

(c) Individual and collective self esteem – mutual respect

- 9.3 Raising aspirations is key to the ongoing success of the area and this will be achieved by working with educational establishments across the 0-18 year, pre-higher education spectrum. Opportunities will be developed to work with people to increase their expectations within the job-market and how they can positively contribute to their communities will all improve individual and collective self-esteem.

(d) Neighbourhoods of Choice

- 9.4 The development of a distinctive and successful community Campus for the University at the heart of local communities will provide a significant boost to

the area. The ambitious proposals of the MMU will create a modern, green sustainable campus that will complete the regeneration of the central part of Hulme. This will have a beneficial impact on the perceptions of the area that is often referred to as “unfinished”. The proposals will also impact positively upon a key gateway site adjacent to the city centre and provide landmark buildings on this high profile site.

10. Key Policies and Considerations

(a) Equal Opportunities

10.1 The university’s Widening Participation mission incorporates the following objective:

- to raise aspiration and attainment, improve access, support transition and enhance retention and progression among widening participation target groups, in order to contribute to an equitable society in which anyone with the potential to progress to and through higher education may do so on an equal footing;

10.2 Social inclusion is fundamental to MMU’s core philosophy and widening participation is integrated throughout their operations. This core philosophy extends beyond reaching out to young people in schools and colleges and encompasses all members of society who are, or have been, disadvantaged in any way and may benefit from access to higher education. MMU’s approach incorporates the development of new, flexible routes into and through higher education. The estates strategy also demonstrates the University’s commitment to this aspiration. The intention to develop a new campus at Birley Fields in Hulme explicitly serves these objectives. Situated in the Central Manchester regeneration area, this development will stand as a powerful symbol and gateway for MMU’s community engagement, with a major focus on regeneration for the whole area.

(b) Risk Management

10.3 A joint MMU / MCC Project Board has been established to monitor potential risks to the project. This body will continue during the consultation and development phases of the project. Any risks will be identified and presented to the Project Board and mitigation measures agreed by the joint partnership.

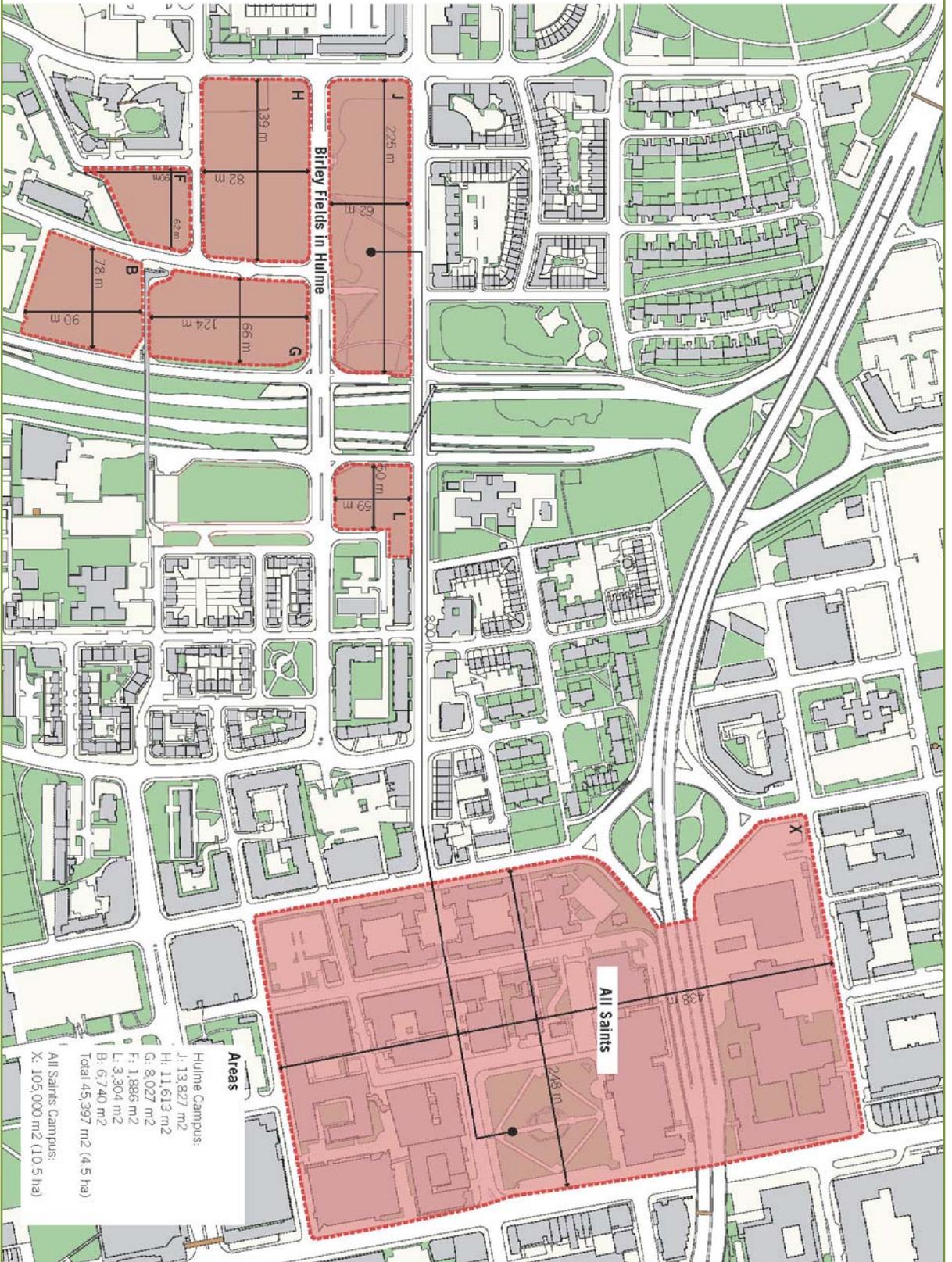
(c) Legal Considerations

10.4 The Council as Local Planning Authority may take account of the emerging development framework for Birley Fields and to determine what weight if any should be attached to it in the determination of planning applications for the area.

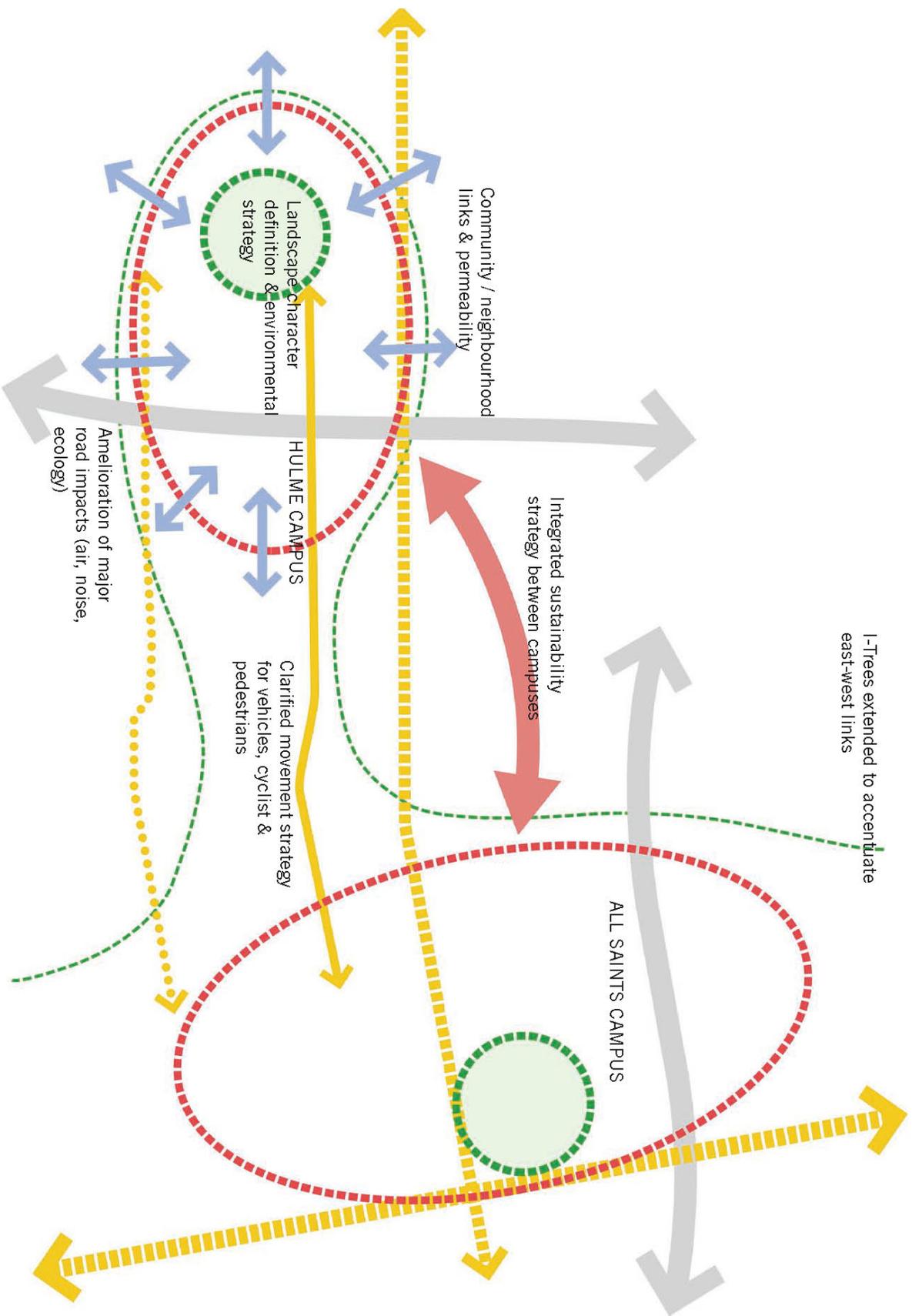
APPENDICES

Extracts from Masterplan for Birley Fields, Hulme

1. MMU Birley Fields – The site – Plots
2. The proposal – Concept
3. Masterplan
4. Proposals
5. Vision (2 slides)
6. Brief Arrangement
7. Potential Environmental Diagram



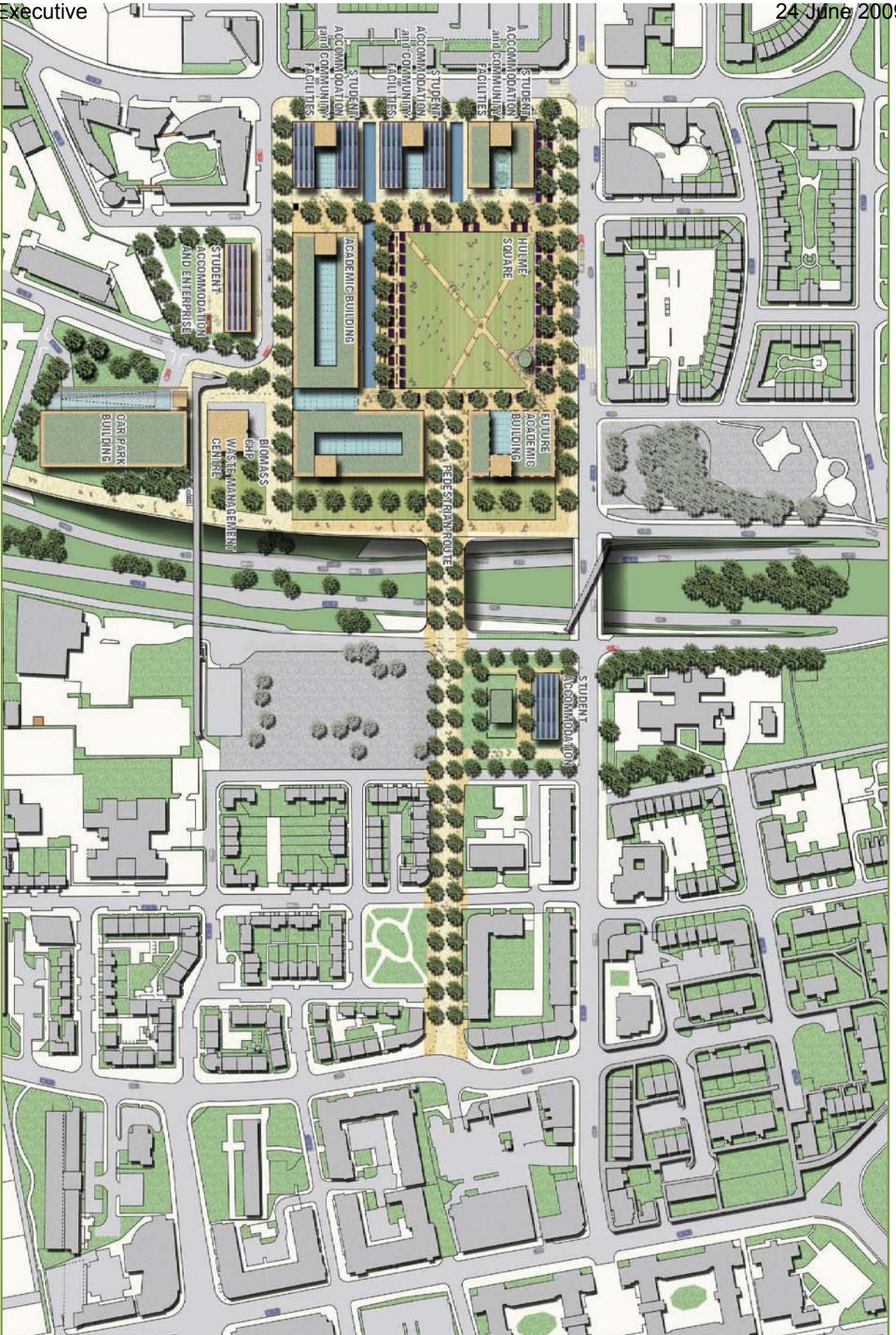
MMU BIRLEY FIELDS THE PROPOSAL - CONCEPT



MMU BIRLEY FIELDS THE PROPOSAL - MASTERPLAN

Manchester City Council
Executive

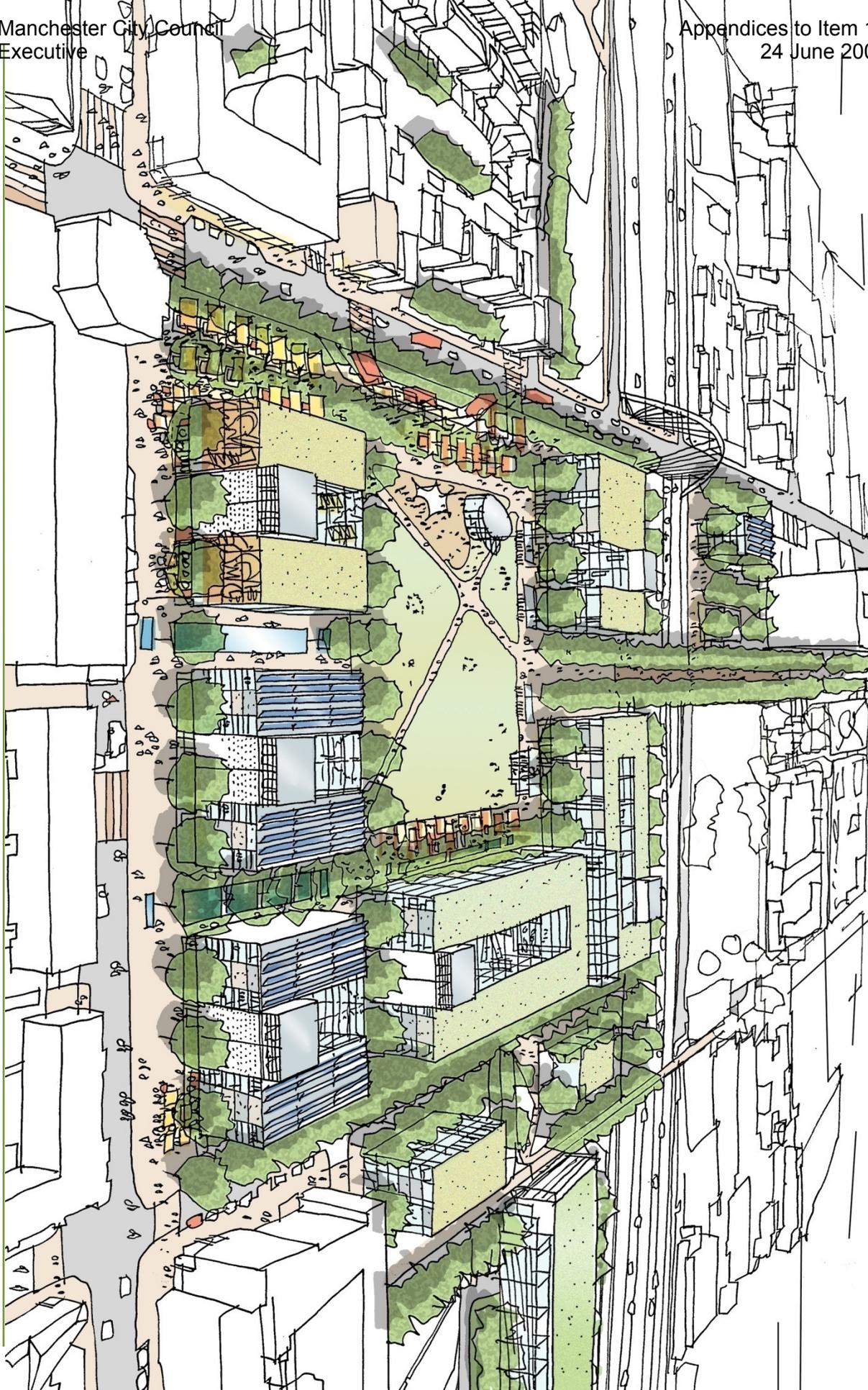
John McAslan + Partners



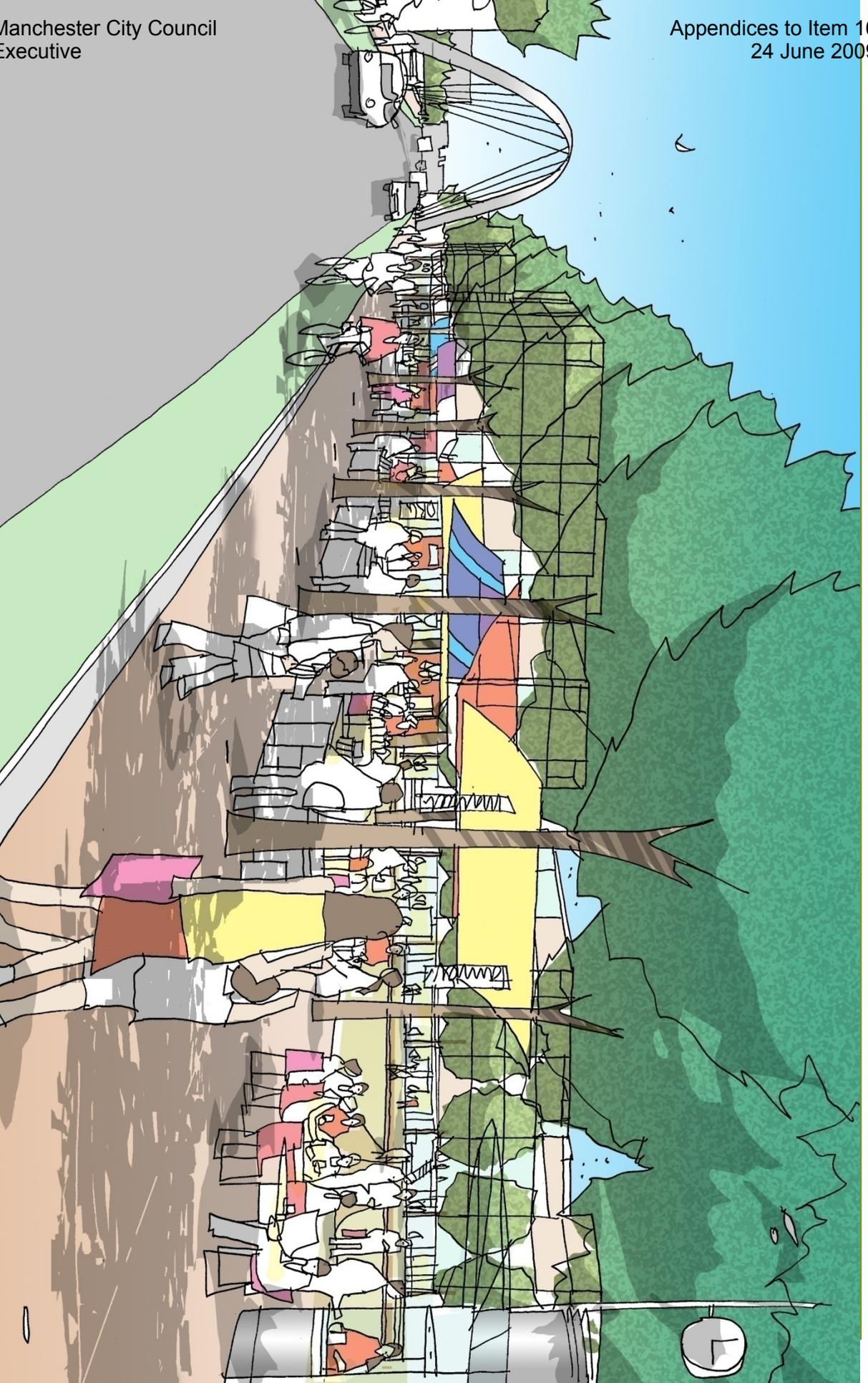
MMU BIRLEY FIELDS PROPOSALS

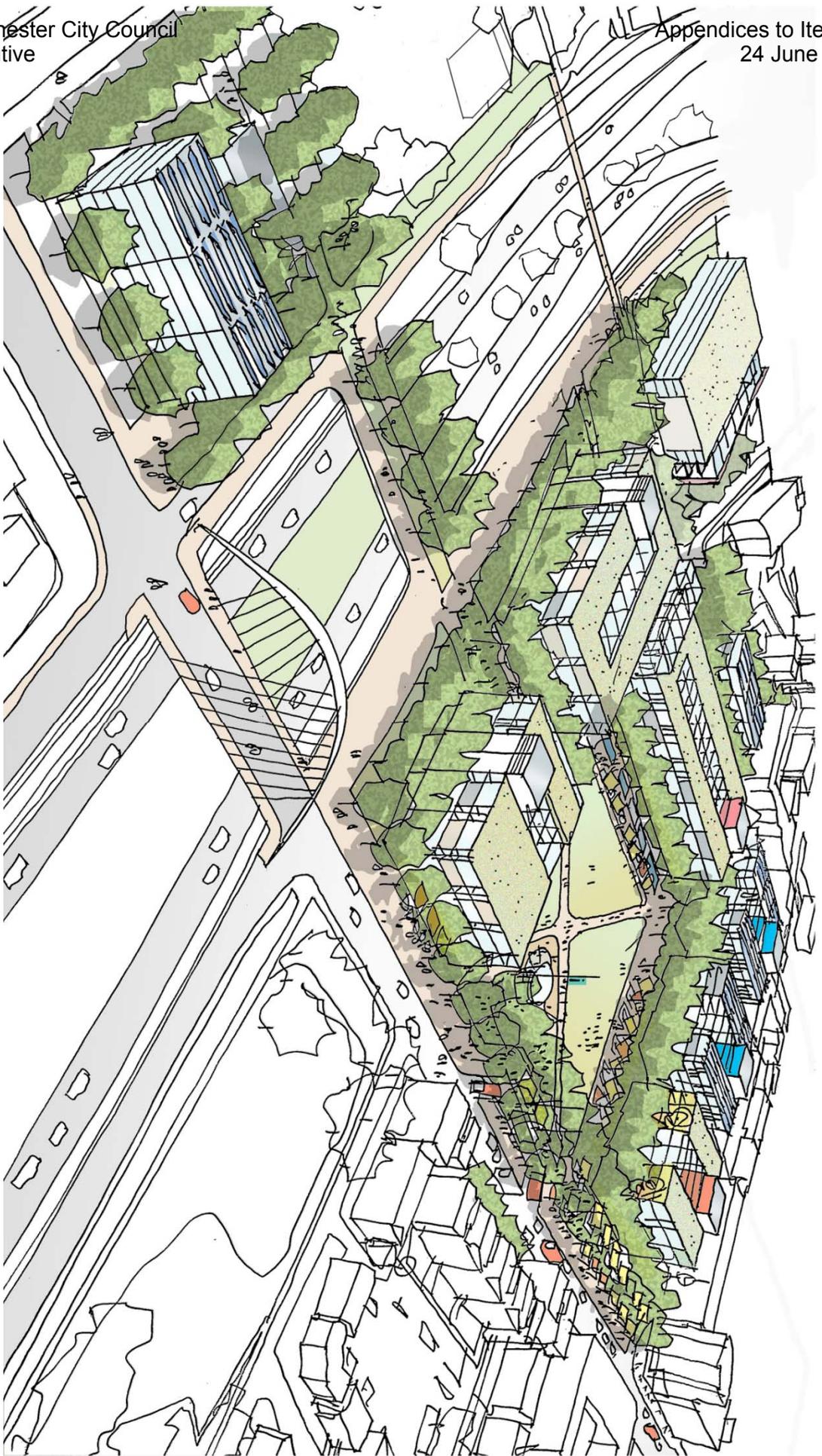
Manchester City Council
Executive

John McAslan + Partners

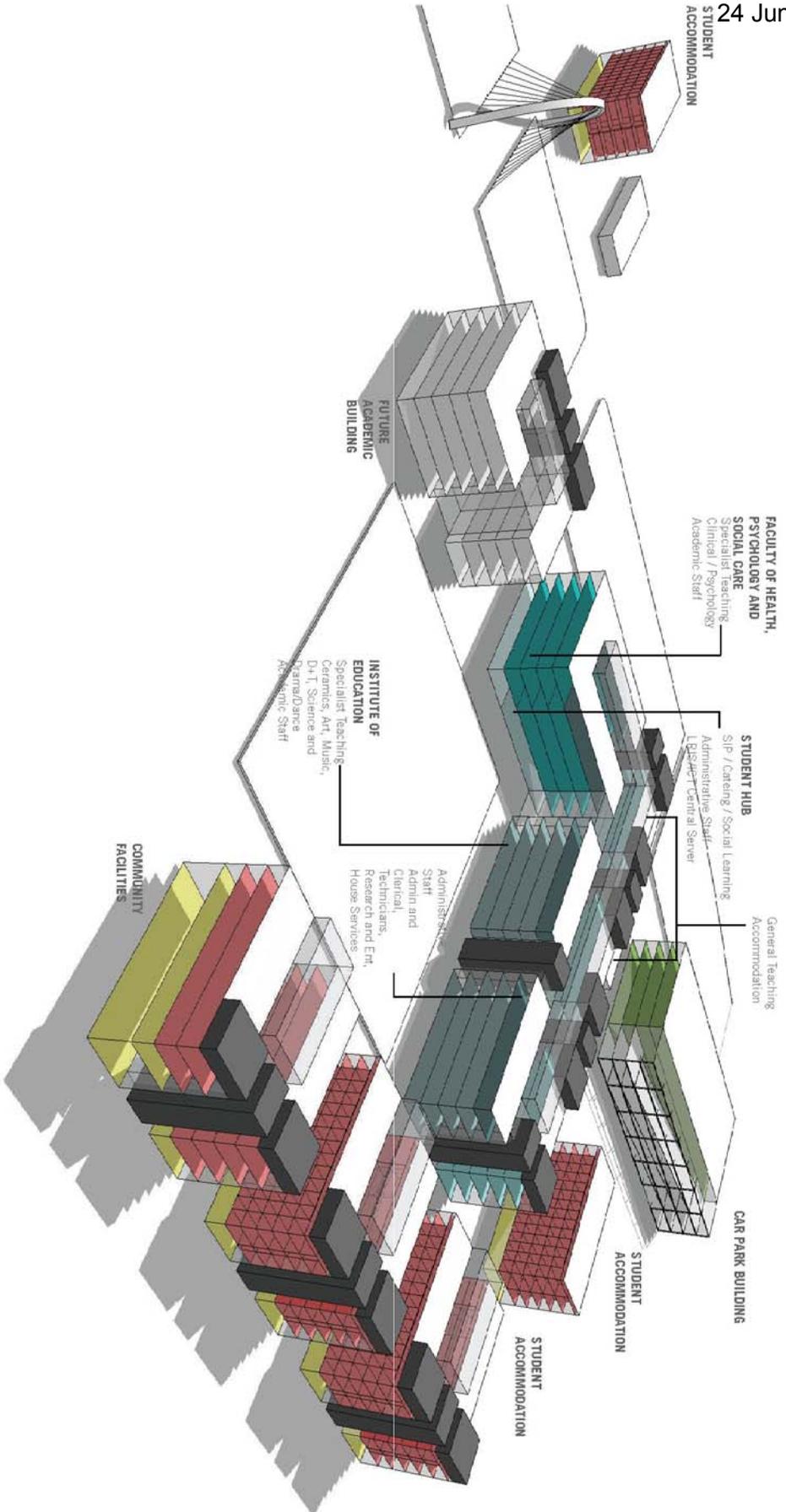


MMU BIRLEY FIELDS THE PROPOSAL - VISION





MMU BIRLEY FIELDS THE PROPOSAL - BRIEF ARRANGEMENT



MMU BIRLEY FIELDS THE PROPOSAL - POTENTIAL ENVIRONMENTAL DIAGRAM

