

**Manchester City Council  
Report for Resolution**

**Report to:** Executive - 25 July 2018

**Subject:** Chorlton - New Development Opportunities

**Report of:** Strategic Director (Development)

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**Summary**

This report sets out the broad outcomes of the consultation on the two draft Development Frameworks within Chorlton that were consulted upon in late 2017: the Chorlton Cross Shopping Centre Development Framework and the Ryebank Road Development Framework. The report also provides an update on the site of the former Chorlton Leisure Centre which was also the subject of consultation in the October to December 2017 period.

This report puts forward an approach that responds to the consultation and seeks to address the significant issues raised in the consultation associated with: the development of new homes in Chorlton, and in particular affordable homes; the impact of housing growth on school places and on access to primary care services; the impact of residential development on the highways system and car parking; the need to secure a vibrant retail offer that sustains and enhances the functioning of Chorlton as a place to live, work and visit; and that any planning application process should be informed by a meaningful participatory based approach involving local resident groups.

**Recommendations**

The Executive is recommended to:

- Approve the approach as set out in paragraphs 5.3 and 5.5 of this report that the Chorlton Leisure Centre site should be brought forward for affordable housing predominantly social rent and that consideration should be given to a primary and community healthcare facility being incorporated into the development;
- Approve that the City Council owned land on Withington Road be held for a new Primary School as set out in Paragraph 5.4 of this report;
- Note the comments received from stakeholders and delegate to the Strategic Director – Development in consultation with the Executive Member for Housing & Regeneration, approval to the final version of the Chorlton Cross Shopping Centre Development Framework, with the intention that it will become a material consideration in the Council's decision making as a Local Planning Authority.

- Note the comments received from stakeholders and delegate to the Strategic Director – Development, in consultation with the Executive Member for Housing & Regeneration, approval to the final version of the Ryebank Road Development Framework with the intention that it will become a material consideration in the Council's decision making as a Local Planning Authority.

**Wards Affected:** Chorlton

<b>Community Strategy Spine</b>	<b>Summary of the contribution to the strategy</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The proposals offer the potential to promote mixed use developments that broaden and deepen the retail offering in Chorlton thereby strengthening the neighbourhood offer, contributing to the creation of jobs within the area and also providing a range of new residential accommodation for the growing population of the city.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Chorlton will help meet the demand for housing from workers who wish to live within the heart of the conurbation.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The proposals offer the potential to help deliver the Manchester Residential Growth prospectus and meet the growing demand for new homes in the City. The proposals will involve the creation of high quality amenity space that will be accessible to the local community.
A liveable and low carbon city: a destination of choice to live, visit, work	The proposals will support the delivery of new residential developments using state of the art technologies to reduce the carbon footprint and create neighbourhoods with a range of amenities to support its residents.
A connected city: world class infrastructure and connectivity to drive growth	The proposals for new development in Chorlton are all accessible to a range of public transport routes.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

### **Financial Consequences – Revenue**

None

## Financial Consequences – Capital

There are no immediate capital consequences arising as a result of these proposals.

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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.

- Chorlton District Centre – Action Plan 2010 to 2020, Executive, 28<sup>th</sup> July, 2010
- Proposed Hough End and Levenshulme Leisure Facilities Update, Executive, 20<sup>th</sup> November 2013
- A Stimulus for Residential Growth, Executive, 24 June 2014
- Extra Care Retirement Housing Development Opportunities, Executive, 4<sup>th</sup> November 2015
- Manchester Residential Growth Strategy and Action Plan 2016/17, Executive, 2<sup>nd</sup> March 2016
- Housing Affordability, Executive, 14<sup>th</sup> December 2016
- Interim output from the District Centres Subgroup, Economy Scrutiny - District Centres Subgroup, 23<sup>rd</sup> February 2017
- Delivering Residential Growth: Update and Action Plan 2017 - 2022, Executive, 28<sup>th</sup> June, 2017
- The Manchester Metropolitan University Estate Strategy 2017 – 2027, Executive, 28<sup>th</sup> June, 2017
- Chorlton – New Residential Growth Opportunities, Executive, 26<sup>th</sup> July 2017

## **1.0 Introduction**

- 1.1 This report sets out the broad outcomes of the consultation on the two draft Development Frameworks within Chorlton that were consulted upon in late 2017: the Chorlton Cross Shopping Centre Development Framework and the Ryebank Road Development Framework. Chorlton Cross Shopping Centre is owned by the Greater Manchester Property Venture Fund (GMPVF) and the Ryebank Road site is owned by Manchester Metropolitan University. This report also provides an update on the site of the former Chorlton Leisure Centre which was also the subject of consultation in the October to December 2017 period.
- 1.2 This report puts forward an approach that responds to the consultation and seeks to respond to the significant issues raised in the consultation associated with: the development of new homes in Chorlton, and in particular affordable homes; the impact of housing growth on school places and on access to primary care services; the impact of residential development on the highways system and car parking; and the need to secure a vibrant retail offer that sustains and enhances the functioning of Chorlton as a place to live, work and visit.

## **2.0 Background**

- 2.1 In March 2016 the Executive endorsed the Manchester Residential Growth Strategy which set a minimum target of 25,000 new homes to be delivered within the city by March 2025. The Residential Growth Strategy proposes a set of priorities to support the city's sustained economic growth and to ensure that there are affordably priced houses and apartments for sale and rent, which meet the needs of economically active households who want to live in the city. The Strategy comprises 6 key objectives:
- Increase house building on existing and new sites;
  - Improve the quality and sustainability of the city's housing;
  - Increase opportunities for home-ownership;
  - Expand the family housing offer;
  - Professionalise the private rented sector across the city; and
  - Provide appropriate housing options for retirement living.
- 2.2 In December 2016, the Executive also approved a new Housing Affordability Policy Framework for Manchester. The Framework sets out an aim to increase the proportion of homes affordable to Manchester residents to between 1,000 and 2,000 new homes each year. Decent and secure housing that meets the needs of Manchester residents with below average household incomes were defined as 'affordable'. The Residential Growth Strategy will be delivered in accordance with this Framework.

2.3 With regard to Chorlton the Executive approved a District Centre Action Plan in 2010 that set out a very clear vision for the District Centre. This was that:

“Chorlton will continue to be a successful neighbourhood that is accessible to all and well connected. It will provide an attractive and vibrant district centre with a full range of quality shops and community facilities. A redeveloped core will provide the catalyst for further investment, providing a new destination where people can meet and shop, encouraging visitors to spend more time in the district centre.

The distinctive independent retail sector will continue to differentiate Chorlton from other centres in Manchester.”

2.4 The Chorlton District Centre Action Plan also established a set of key principles that formed the bedrock of the Action Plan. These included:

- Providing a high-quality further range of convenience offers to improve the retail core;
- Improving and developing the comparison non-food retail offer;
- Supporting and further developing the mix of independent traders and seeking to encourage more high-quality operators;
- Improving public services and public service provision;
- Maximising the benefits of Metrolink as an economic ‘accelerator’;
- Upgrading and improving the age-friendliness of the public realm, and increasing the amount of time visitors spend in the centre;
- Improving accessibility, connectivity, green infrastructure, public transport and parking;
- Protecting existing employers and encouraging the space for small to medium enterprise businesses where appropriate;
- Promoting a sustainable place, taking on the principles of the Manchester Climate Change Call to Action; and
- Ensuring strong leadership, management and governance through partnership working.

2.5 Finally, the nature of how “high streets” in the UK are changing as a result of number of differing drivers such as new patterns of retailing, new demands for food service offerings and a demand for new residential development has led the City Council’s Economy Scrutiny Committee to establish a District Centre Sub Group to examine the role and function of our district centres in the city with a view to making a series of recommendations to improve them. The

interim report published in February 2017 made a number of observations including:

- There has been a significant shift in the ways that many District Centres operate over recent years attributable to wider economic trends, such as the general reduction in high street retail as retail has moved online; shifting demography through inward migration of particular groups; the growth of a night-time economy and other factors.
- The Council's aims for District centres, as local centres, need to be more clearly defined as places where there is public space where people can meet and spend time together, and where people can meet a reasonable part of their basic day to day needs. District Centres also require transport and digital interconnectivity. Viable retail activity is therefore a really important element of this mix, and will only flourish where there is sufficient population density to bring enough footfall to make retail viable businesses.
- The city's population has grown rapidly over the last decade and is projected to continue to grow and homes are being built to meet the housing needs of this growing population, with the sites for these primarily in the North and the East of the city.

2.6 It is against this background that the Executive approved a consultation process that addressed the development of two Planning Frameworks for the Chorlton Precinct Shopping Centre and the Manchester Metropolitan University (MMU) owned land on Ryebank Road. The opportunity was also taken to secure views on the future use of the site of the former Chorlton Leisure Centre This consultation was concluded in December 2017 and the next section of this report summarises the key feedback received.

### **3.0 Chorlton: The Public Consultation Process**

#### Promotion of the Consultation

3.1 In order to build up awareness of the consultation process information was published in a local Chorlton magazine, "Open Up Chorlton." This publication is regularly delivered to 8000 homes in Chorlton as well as distributed through local shops, businesses and the library. The August 2017 edition contained an interview with Cllr Matt Strong that provided detailed information on the proposed developments and the forthcoming consultation. This was published on-line on 30<sup>th</sup> August and delivered to homes shortly afterwards.

3.2 A City Council press statement was also released by our Press Office in mid-September. The statement summarised the proposed developments, explained that the Council would be co-ordinating a consultation and provided dates for when it would be going live. The statement was picked up and used by the Manchester Evening News who used it in an article on 21<sup>st</sup> September 2017.

- 3.3 Consultants acting on behalf of the GMPVF also attended a meeting of Chorlton traders before the consultation formally opened so that they were provided with advance information on the proposals and the consultation process.
- 3.4 The consultation went live on 16<sup>th</sup> October. Information was published on the City Council's website that contained:
- A summary of each development
  - A questionnaire on each development for respondents to complete and submit on line.
- 3.5 To promote the launch of the website, emails were sent to all the community contacts in Chorlton and links to the website were promoted on Twitter. The Chorlton Twitter account has approximately 1600 followers and information was re-tweeted by colleagues and Councillors.
- 3.6 Letters were also sent directly to residents living close to Chorlton Precinct and to the MMU owned land on Ryebank Road to inform them about the proposals and the consultation. In total, just over 1100 letters were sent direct to households in Chorlton. Each letter provided information on the public drop in sessions and advice on how residents could make their views known.
- 3.7 Finally, a series of flyers were distributed at the Chorlton Tram stop and also to the four local primary schools in Chorlton (who agreed to distribute them to parents via pupil post). Approximately 1000 flyers were also distributed to local shops, pubs and businesses in Chorlton for distribution to their customers. A half page advert was taken out in "Open Up Chorlton" which repeated the information provided in the press release and provided the dates of the consultation events. This free magazine was again delivered to 8000 households in Chorlton and published on-line at the end of October. Information was also on put on permanent display at the library where hard copies of the brochures relating to each development were made available together with the consultation questionnaires. Similar information was also provided at the Barlow Moor Community Centre in Chorlton Park ward.

#### The Consultation Events

- 3.8 A number of "have your say" consultation drop in events were held that were open to all residents. Consultants on behalf of MMU and on behalf of the Greater Manchester Pension Fund attended each session together with staff from the South Neighbourhoods Team.
- 3.9 Attendees at these sessions were offered the opportunity to complete questionnaires at the events or, if they preferred, were directed to the MCC website where they could submit their views on-line. For those who did not want a whole questionnaire, they were provided with a form that allowed them to make any comments they wished.

- 3.9 Six events were held in a number of venues and over 850 people attended these events.

#### Responses to the Consultation

- 3.10 In addition to the responses received on-line and through the post, individual and detailed responses have been received from:

- Local councillors
- Trafford Borough Council
- Southways Housing
- Chorlton Traders
- Friends of Longford Park
- Oswald Road Primary School
- A new residents group in Chorlton established specifically to respond to the Ryebank development.
- The Liberal Democrat Party;
- A range of other residents, some of whom submitted detailed drawings and plans which they proposed as alternatives to the developments put forward in the consultation.

#### **4.0 Chorlton: the Public Consultation Outcomes**

- 4.1 The level of interest generated by the efforts undertaken to engage residents and other interested stakeholder parties in the Chorlton area has been significant. In total over 1260 responses were received. Given this level of interest there was clearly breadth of opinion on each of the proposals. For each of the three proposals the following themes emerged that need to be addressed:

#### Chorlton Precinct Shopping Centre

- 4.2 The following issues emerged as key themes that the final version of the Framework must address:
- A majority of respondents indicated that there was a need for new homes within Chorlton and that there was a need to make provision for affordable homes within any new provision;
  - There was support for the Precinct redevelopment to be a mixed use development of new residential and new retail;
  - There was strong support for the Precinct to be the subject of new investment and regeneration;



- Similarly, there was strong support for existing retail businesses to be retained and that there should be a mix of independent and national retailers within any new development; and
- Support for new improved car parking and provision for cyclists was also raised.

#### Ryebank Road

4.3 The responses to the proposals for the transformation of the land on Ryebank Road owned by Manchester Metropolitan University raised the following issues:

- A majority did not agree with promoting the development as set out in the draft Framework;
- The potential for highways issues in the locality to be exacerbated by the proposed development were raised by a significant number of respondents;
- The impact of the proposed development on Longford Park, including increased use of the Park, the relationship between the boundary of the Park and the development site, and the maintenance of the Park;
- A significant proportion of respondents did not support the proposals to link the residential development into Longford Road with the preferred approach being a dual road connection onto both Longford Road and Ryebank Road to the north of the site;
- The conservation of green space and the protection of the Nico Ditch which runs through the Ryebank Road site was also raised;
- The impacts of new homes on local facilities such as local school places and access to GP Patient Lists was also flagged as a concern;
- A majority of respondents did not support the proposals for 70 homes on this site but there was no indication if this was too low or too high; and
- that any planning application process should be informed by a meaningful participatory based approach involving local resident groups.

#### Chorlton Leisure Centre Site

4.4 In relation to the Leisure Centre site the following responses were raised:

- A significant proportion of those responding wished to see the building used for a community use or for a leisure use; and

- In respect of housing an affordable housing offer was supported with social rented being the one form of affordable housing that was highlighted.

4.5 Across all three sites the following themes have clearly emerged:

- the development of new homes in Chorlton;
- the impact of housing growth on school places and on access to primary care services;
- the impact of residential development on the highways system and car parking; and
- the need to secure a vibrant retail offer that sustains and enhances the functioning of Chorlton as a place to live, work and visit.

In respect of these points the next Section of the report will seek to secure guidance from Members on the steps that should be taken to address the first three issues that were raised in the consultation process.

## **5.0 Responding to the Public Consultation: Chorlton - Proposals to be Considered**

- 5.1 In terms of responding to the public consultation it is clear that if new homes are to be delivered in Chorlton then any residential development must respond to the issues of housing affordability. It is also critical that provision is made to ensure that the delivery of key place making services can respond to population growth – particularly school places and primary health care.
- 5.2 In relation to housing affordability the city council's ownership of the Leisure Centre site offers an opportunity to bring forward new homes for predominantly social rent. The site value will be ring fenced and re-invested into the Council's Housing Affordability Fund to subsidise the provision of a social rent housing offer. Other sources of grant from Homes England will be sought as well as any Section 106 contributions that can be secured from other housing development in the local area as set out below.
- 5.3 Whilst the Leisure Centre site has the potential to help bring forward an affordable housing offer for Chorlton both the Precinct site and the Ryebank Road site have the potential to broaden the housing offer and deliver a mid-market priced offer on the former and an Executive home priced offer on the latter. Notwithstanding the final positioning in the market both sites are anticipated to be capable of delivering contributions via Section 106 into the Council's Housing Affordability Fund and help maximise the number of homes available for social rent on the Leisure Centre site. Such outcomes will, of course, be the subject of a decision by the Planning & Highways Committee. Both the GMPVF and Manchester Metropolitan University have acknowledged this position.

- 5.4 In respect of the delivery of future proofing the impacts of population growth on key place making services it is proposed that the land at Withington Road, previously approved by Executive in November 2015 for extra-care housing, is now set aside for a primary school. This site will only be brought forward for a new school if the Director of Education is satisfied that there is an anticipated shortage of schools places in the Chorlton / Whalley Range network of schools sufficient to warrant investment in a new primary school. The site will not be released unless that conditionality is met.
- 5.5 With regard to the provision of new primary care and, potentially, other community services in the Chorlton area, it is proposed that the redevelopment of the Leisure Centre site makes provision for a health related ground floor use in a new building. Having an active ground floor use facing onto the street that provides health related services would strengthen the offer to all Chorlton residents.
- 5.6 Whilst all three schemes will be expected to make a contribution to supporting the Council's ambitions to reduce car use in the city specific mitigation measures are required to address the impacts of new residential growth on the highways in and around the Ryebank Road site. The proposals for the redevelopment of this site continue to sustain a low density of circa 70 homes on the site as set out in the original draft Framework. However, the preferred approach put forward through the consultation process is proposed to be incorporated into the final version of the Framework. This is a proposal to promote a dual entry to the site off Longford Road and off Ryebank Road to the north of the site. The two access points would not be connected for vehicle traffic. Cycle and pedestrian access will be facilitated. These proposals will require further discussion with Trafford Metropolitan Borough Council as the access onto that part of Ryebank Road was a concern raised in their response to the Framework. Other highways mitigation measures will be considered by the City Council as part of the any planning application process.
- 5.7 In addition to addressing the concerns of residents associated with Ryebank Road in terms of both the future pressure on public services and on the highways strong emphasis will be required to create an external environment that embraces the Longford Park. The proposals in the final version of the Framework must seek to protect, enhance and create a parkland setting for the new homes. Measures to protect mature tree planting and introduce a new layer of vegetation to enhance the existing must be delivered as part of any development. The quality of the public realm on-site along with the how development on the site relates to and responds to the surrounding area, including the physical relationship with Longford Park, will be reflected in the final version of the Framework and any subsequent planning application.
- 5.8 Given the sensitivities associated with Ryebank Road the University will commit through their procurement process to select a Development Partner for this site who will engage with local resident groups to bring forward a participatory based approach to the development of any planning application for this site.

- 5.9 Finally, in respect of the Precinct discussions with the Greater Manchester Property Venture Fund (GMPVF) have indicated the following issues.
- Firstly, the Fund will not be redeveloping the Precinct until after March 2021. Between now and then the GMPVF intend to procure a development partner and then bring forward a planning application for consideration by the City Council in period late 2019 to mid-2020. In parallel with these processes the intention is to maintain the occupancy of the Precinct as much as possible and for as long as possible prior to redevelopment commencing. The Fund have agreed short term leases with existing occupiers to facilitate their continued trade;
  - Secondly, the GMPVF have stated that there is no predetermined mix of shops, cafes, restaurants, gym or other ground floor uses. The Fund is open to a mix of occupiers including local independent traders and national multiple retailers. The mix of uses and the nature of occupier will be a reflection of market conditions at the time of the redevelopment in 2021 and beyond, set against the aspirations of GMPVF to maintain a viable and vibrant mix of occupiers which enhances the residential amenity of the development. This may comprise a blend of existing and new occupiers;
  - And thirdly, in regard to the residential development on the Precinct site the GMPVF has a track record of delivery both sales and rental houses through a variety of developments and investments, notably including the Matrix Homes Joint Venture with the City Council. The GMPVF have stated that the mix and nature of the residential development remains to be confirmed. It will respond to the market conditions prevailing at the time of the development – as set out in their draft Framework the Fund expects that it will comprise a mix of apartments and houses, although the mix of sales and rental remains open. Local Members have stated that they would wish to see affordable homes as part of that mix. As stated elsewhere the GMPVF, like the Manchester Metropolitan University, have acknowledged that any proposals will need to address the Council's affordable housing policy that is in place when a planning application is made.
- 5.10 In respect of the future redevelopment of the Precinct Shopping Centre in 2021 and beyond that it is now timely to review the 2010 Chorlton District Centre Action Plan and for it to be updated with a very clear focus on the wider environs around the intersection of Wilbraham Road and Barlow Moor Road.
- 5.11 Taking into account the above proposals it is proposed that, subject to Members approval, that the Chorlton Precinct Shopping Centre and the Ryebank Road Frameworks are amended to incorporate the specific comments detailed above that relate to each Framework.

## **6.0 Concluding Remarks**

- 6.1 It is evident from the consultation processes undertaken in the October to December 2017 period that there are wide ranging views on promoting development and if not on that matter then the type and quality of development being promoted. As the July 2017 report to Executive stated Chorlton continues to be one of the city's most popular neighbourhoods with very few opportunities to secure significant new investment into it.
- 6.2 The specific concerns that residents have outlined in relation to the impact of housing growth on school places and on access to primary care services along with the impact of residential development on the highways system and car parking have been responded to with a series of concrete proposals that have been set out in this report.
- 6.3 The proposals to bring forward new residential development on the sites of Chorlton Leisure Centre, the Chorlton Cross Shopping Centre and on Manchester Metropolitan University's Ryebank Road sites have the potential to not only broaden and deepen the housing offer in Chorlton with significant opportunities to develop affordable, mid-market and executive type homes for families, couples and single people. These schemes also have the opportunity to work with local resident groups through a participatory based engagement process to achieve not only this mix of housing but also to achieve the clearly expressed views in the consultation of these developments contributing to a significant number of other Council supported agendas such as Age-friendly Manchester, the Manchester Residential Quality Guidance, the Manchester Green and Blue Infrastructure Strategy and the Manchester Climate Change Action Plan.
- 6.4 Detailed recommendations appear at the front of this Report.

## **7.0 Contributing to the Manchester Strategy Outcomes**

### **(a) A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities**

- 7.1 The proposals offer the potential to promote mixed use developments that broaden and deepen the retail offering in Chorlton thereby strengthening the neighbourhood offer, contributing to the creation of jobs within the area and also providing a range of new residential accommodation for the growing population of the city.

### **(b) A highly skilled city: world class and home grown talent sustaining the city's economic success**

- 7.2 Chorlton will help meet the demand for housing from workers who wish to live within the heart of the conurbation.

### **(c) A progressive and equitable city: making a positive contribution by unlocking the potential of our communities**

7.3 The proposals offer the potential to help deliver the Manchester Residential Growth prospectus and meet the growing demand for new homes in the City. The proposals will involve the creation of high quality amenity space that will be accessible to the local community.

**(d) A liveable and low carbon city: a destination of choice to live, visit, work**

7.4 The proposals will support the delivery of new residential developments using state of the art technologies to reduce the carbon footprint and create neighbourhoods with a range of amenities to support its residents.

**(e) A connected city: world class infrastructure and connectivity to drive growth**

7.5 The proposals for new development in Chorlton are all accessible to a range of public transport routes.

## **8.0 Key Polices and Considerations**

### **(a) Equal Opportunities**

8.1 An outcome will be to capture local employment opportunities and ensure that local residents have the opportunity to compete for such job opportunities.

### **(b) Risk Management**

8.2 Not Applicable

### **(c) Legal Considerations**

8.3 If the Development Frameworks are approved by the City Council, they will become material considerations for the Council as Local Planning Authority.