

## **Manchester City Council Report for Resolution**

**Report to:** Executive – 18 October 2023

**Subject:** Moston Lane Development Framework (Part A)

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

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### **Summary**

Manchester City Council is regenerating Moston Lane. This report provides an update to Executive outlining the public consultation process that has guided the proposed Development Framework. Through this process opportunities have been identified to unlock investment that will deliver hundreds of mixed tenure new homes that match local demand, alongside the construction of a new public square with aspirations for this to be animated by community, health and education infrastructure.

The report outlines the rationale and scope of a property acquisition strategy that is required to enable the significant economic growth and future resilience of the local centre. Approval is sought to implement these private acquisitions as part of the next phase of delivering the regeneration programme.

An update is also provided on the investment to spearhead physical and environmental interventions into Moston Lane using Shared Prosperity (SPF) monies, and the integration of this investment into the wider regeneration plans.

### **Recommendations**

The Executive is recommended to:

- (1) Note the outcome of the public consultation on the Moston Lane Development Framework, as set out in the Consultation Report at Appendix 2.
- (2) Approve the Moston Lane Development Framework (Appendix 1) and request that the Planning and Highways Committee take the Development Framework into account as a material consideration when considering planning applications in the Moston Lane area.
- (3) Note the progress on the Shared Prosperity Fund (SPF) projects.
- (4) Approve the acquisition strategy as outlined in Part B of this report and delegate authority to the Director of Development in consultation with the Executive Member for Housing and Development to conclude negotiations and acquire interests required to deliver the Moston Lane Development Framework.
- (5) Authorise the City Solicitor to do all things necessary or incidental to implement the above.

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**Wards Affected:** Moston

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

The Moston Lane Development Framework sets out a range of interventions, including the construction of new homes, improvements to active travel, and investment in public realm and green spaces. These can each contribute towards the city's target zero carbon target.

Where selective demolition is required, materials will be recovered in line with good construction practice. In the case of new homes, the Council will ensure that those delivered on its land are sustainable, and work with third party landowners to promote zero carbon developments across other sites. Public realm and green space improvements will be designed and procured with the aim of reducing carbon impacts both during construction and the operational life of those spaces.

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

Many of the city's district centres contain significant levels of deprivation, with those residents often facing additional health inequalities. Creating and sustaining safe, vibrant district centres that provide new jobs, homes and opportunities therefore supports the Council's broader promotion of equality and diversity.

In addition, as specific projects and interventions are developed and delivered an Equalities Impact Assessment will be undertaken by the relevant officer/service, as required.

<b>Our Manchester Strategy outcomes</b>	<b>Contribution to the strategy</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The diversification of the centre will expand the retail offer through the delivery of a public square and associated development, providing an enhanced offer for the community and creating employment opportunities.
A highly skilled city: world class and home-grown talent sustaining the city's economic success	The proposed investment will result in an expanded retail offer, providing opportunity for the residents to gain employment. Development brought forward by the Council will include social value outputs in line with the North Manchester Social Value Framework.
A progressive and equitable city: making a positive contribution by	Any contractual capital works to deliver the regeneration of the district centre will incorporate social value outputs as

unlocking the potential of our communities	part of the procurement and evaluation. This will include a commitment to local employment strategies. The provision of high-quality affordable homes is vital to support a growing population. A range of tenures would ensure all housing needs are catered for, including affordable tenures in line with local housing needs.
A liveable and low carbon city: a destination of choice to live, visit, work	All works will be undertaken in line with sustainability principles to meet wider MCC targets. A key component will be to activate the district centre at evenings and weekends to ensure that it becomes a destination for local residents and visitors.
A connected city: world class infrastructure and connectivity to drive growth	The centre is well-connected in terms of public transport via the tram and bus routes. There are also bus services connecting the centre to the neighbouring areas. By linking public realm improvements on key gateway locations to the wider active travel network, residents will be able to access the district centre and beyond by walking, cycling and other active travel means.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

### **Financial Consequences – Revenue**

Any revenue property holding costs will be met from existing budgets.

### **Financial Consequences – Capital**

The financial implications of the land acquisition strategy are set out in the report on Part B of this report. None directly from this report.

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**Background documents (available for public inspection):** None

## **1.0 Introduction**

- 1.1 This report provides an overview of the recent public consultation and now seeks approval for the draft Development Framework for Moston Lane at Appendix 1.

## **2.0 Background**

- 2.1 Moston Lane is a local centre within the ward of Moston. It is an important local centre for shopping and amenities for the local community, which numbers approximately 7,500 households.
- 2.2 Moston Lane local centre boasts a number of attractive heritage buildings, a range of local/independent shops and amenities (including a post office, butchers, bank and churches) employing circa 950 residents<sup>1</sup> and three small pocket parks. In addition to employment opportunities in the City Centre and via the M60, local opportunities exist within Tulketh Industrial Estate, North Manchester General Hospital and Central Park.
- 2.3 The experience of visiting the centre is currently undermined by the volume of traffic and limited opportunities for meeting and spending time with friends and family. Parts of the centre are dominated by areas of informal car parking taking place on Council-owned sites cleared for potential future development. In addition, it also suffers from poor linkages and few cycle routes, meaning many visitors travel by car rather than walking or cycling. The centre is surrounded by attractive green spaces including Boggart Hole Clough, Moston Vale, Broadhurst Fields and Broadhurst Clough Local Nature Reserve, but poor signage of pedestrian routes undermines connections between the local centre and its surrounding assets and in some cases create opportunities for anti-social behaviour.
- 2.4 There are a number of vacant and underutilised sites which hold the potential to increase and diversify housing choice in the area, responding to strong demand due to the relative affordability of homes in this area. In addition to the framework area there are opportunities in the surrounding locality suitable for mixed tenure residential development to assist in the delivery of the Council's Housing Strategy. One such example is the Winston Road and Hodge Street site in the Moston Lane area, which forms part of Project 500. This disposal secured Executive approval in November 2022 to deliver 19 affordable homes.
- 2.5 It should be noted that land receipts received from nearby development activity have been ringfenced to provide working capital for the regeneration activities outlined in this report.

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<sup>1</sup> Business Register Employment Survey, 2020

### **3.0 Development Framework details**

- 3.1 The Moston Lane Development Framework sets out the vision for Moston Lane as a “vibrant centre where families, community and culture mix along rejuvenated streets and new community-focused spaces”.
- 3.2 Key interventions are identified within the Framework which seek to upgrade and improve the wider environment whilst creating new equitable public spaces. Through careful coordination and placemaking it is envisaged that these spaces are animated and supported by adjacent uses that match the needs of local people, whether that be specific housing needs, space for local businesses to grow or health and education infrastructure.
- 3.3 The development framework will achieve this through building on the area’s strengths and identifying investment and development opportunities that will guide the regeneration of Moston Lane for the next 10+ years.
- 3.4 The strategy for change is centred around eight objectives that are designed to guide the future regeneration of Moston Lane, these are:
- Creating a new local centre destination for Moston. A new place that offers space for the community, residents and local businesses to come together.
  - To provide more opportunities for visitors to spend longer together in Moston Lane in attractive new spaces which can support a vibrant programme of events.
  - To make more of green and built assets.
  - To support Moston to be an attractive, safe and vibrant neighbourhood.
  - Improved and safer streets that provide walking and cycling opportunities for all.
  - To enhance the choice and diversity of quality affordable and market homes and improve the quality and management of existing stock.
  - Provide new, sustainable homes that integrate with existing streets.
  - Local businesses continue to prosper, and new retail and commercial units allow for growth.
- 3.5 These objectives have been translated into seven key physical opportunities for change, which work in tandem with the proposed non-physical interventions to create a more successful Moston Lane local centre. These include:
- Establishing a stronger local centre with the creation of a new community focused space;
  - Supporting the delivery of new homes;
  - Improving the quality and management of existing private rented stock;
  - Enhancing the quality of the public realm along Moston Lane;
  - Supporting more sustainable movement around the local centre and to surrounding green spaces;

- Enhancing existing spaces to offer improved functions for the local community; and
- Rationalising car parking and improving the provision of parking within the centre.

#### **4.0 Public Consultation**

4.1 An extensive process of consultation and engagement has been undertaken in order to produce the Moston Lane Development Framework. A detailed report on this consultation, setting out in detail who was consulted, how this was done, and the feedback from residents and businesses is provided at Appendix 2. However, to summarise:

- the headline proposals in the draft Moston Lane Development Framework were positively received. In many cases, respondents raised legitimate questions about how the proposals would be delivered and/or managed over the long-term (e.g. how the new square would be looked after, or what tenure the new homes would be), and such questions will be considered as and when the individual projects come forward.
- The draft Framework document has been, where possible, amended to reflect some of the feedback received, for example to address the Moston Lane 'retail offer' and to respond to questions about school and health provision.
- Further consultation on specific projects will be undertaken on a case by case basis.
- The wider environmental, liveability and community cohesion issues identified during the consultation are being assessed and addressed, in consultation with the Neighbourhoods team for the area, and partners such as GMP.

#### **5.0 Proposed framework amendments following consultation**

##### Greenspaces

5.1 Engagement through online and in-person consultation has been used to ensure the proposals for the pocket parks Peace Gardens, St Dunstan's Green and the front garden of Simpson Memorial Hall meet the aspirations and concerns of the community. The design development of these spaces will take account of comments received during the consultation to include better visibility, improved perception of safety, more colour and greater selection of types of plants. Further engagement with the community will be undertaken as the design develops, including with the Moston Matters community group.

##### Moston Lane Shops

5.2 A large number of respondents to the consultation commented negatively on the shops along Moston Lane, noting a large number of hair and beauty

salons, barbers, convenience stores and off licences, but a lack of recognised high street brands or shops selling clothing, footwear and similar 'comparison' goods. Similarly, places to eat and drink were in short supply, it was said, other than takeaways. However, many of these shops are established businesses operated by independent retailers and they evidently respond to local demand. The relatively low vacancy rate when compared with other high streets, indicates a level of sustainability for shops of this type.

- 5.3 The Development Framework seeks to promote the diversification of the retail offer and a broadening of its appeal by accommodating larger retail units in the ground floor of new developments that are located around the perimeter of the public square. This type of unit is anticipated to be of interest to larger retailers or food and beverage operators, complimentary to the existing offer rather than in direct competition with it.
- 5.4 In addition, existing businesses can be supported to grow in the future and/or improve their existing commercial performance. Officers are speaking with the Business Growth Hub to identify a potential package of business support measures. This could include advice and guidance around investment, funding and strategy or specific training on certain aspects of business or management.

#### Public square

- 5.5 A majority of the respondents were in favour of the public square. As such we have now identified the broad location of the square on Moston Lane within the Development Framework. The exact location will be developed as the design work is more progressed, with additional consultation proposed in future to ensure it continues to meet resident aspirations.

#### Social infrastructure

- 5.6 Whilst the majority of respondents were in favour of new housing, concerns were raised on the potential increased pressure on existing education and health infrastructure. The Framework now considers these aspects with options to explore, in consultation with the NHS and health partners, how healthcare and educational facilities could be considered as sites come forward for development. Specifically, with the delivery of a new square along Moston Lane, there is an opportunity to explore how health and wellbeing uses could integrate into the ground floors of the surrounding properties.

#### Affordable Housing

- 5.7 The majority of respondents were in support of the delivery of additional homes in Moston Lane, in line with the draft framework proposals. This is unsurprising given Moston has one of the highest levels of rental inflation in the city, driven by high demand for housing with limited availability (fewer than 1% of homes remain empty for over 6 months).



5.8 Utilising available land to deliver well insulated housing with good amenity spaces for families will help to provide better housing choice for local people whilst also attracting new residents. In support of this the Council will use its land holdings strategically to deliver high quality homes and seek to deliver affordable homes in accordance with the Housing Strategy.

## **6.0 Acquisition Strategy**

6.1 The Council does not own all the land within the Development Framework area, and consequently acquisition of land interests will be required to deliver the framework vision.

6.2 The Development Framework proposes limited clearance of existing properties which front on to Moston Lane, in order to create the public square. The first phase of acquisitions is discussed further in Part B of this report. These will be funded through the capital receipt obtained from the historic disposal of land in Moston to Redrow.

## **7.0 Shared Prosperity Fund**

7.1 Whilst the Development Framework sets out the long-term vision for Moston Lane and interventions that will take place over a number of years, complimentary investment is already being made into the area through the Government's UK Shared Prosperity Fund (SPF), which has replaced the European Structural Investment Funds (ESIF). Manchester's full allocation will eventually extend to more than £5m, and a proportion of this funding is being used in Moston Lane to:

- Enhance the three green spaces at the Peace Gardens, Moston Green and at the Simpson Memorial Hall;
- Implement alley gating to the rear of Moston Lane, and implement a commercial waste project to reduce littering and fly-tipping;
- Amend parking arrangements on streets adjoining Moston Lane to improve road safety and reduce fly-parking;
- Make improvements to the Simpson Memorial Hall, a key hub for the local community.

7.2 These interventions will ensure that residents see tangible improvements in Moston Lane over the short-term, in advance of the delivery of the more significant projects set out in the Development Framework.

## **8.0 Conclusions**

8.1 The proposed interventions have secured community-wide support and will guide the regeneration of Moston Lane for the next 10+ years. The proposals have been carefully considered to ensure a balanced approach to Moston Lane, where possible minimising negative impacts and concentrating on a deliverable regeneration proposition. Whilst the high street remains active with few voids, there is a need to bring forward new development that better meets

community aspirations and unlocks opportunities for economic growth and homes.

## **9.0 Contributing to the Our Manchester Strategy**

### **(a) A thriving and sustainable city**

The diversification of the centre will provide for new retail to expand the local offer which will provide employment opportunities for small to medium sized businesses to locate in Moston, with associated opportunities for the local community. The provision of additional services will increase the local offer available to the community, attracting a fuller cross section of the community.

### **(b) A Highly Skilled City**

During future construction phases, there will be employment opportunities available on site and a social value policy will be sought. The provision of sustainable new homes within the neighbourhood centre would support the growing population.

### **(c) A progressive and equitable city**

Any contractual capital works resultant from the regeneration of the neighbourhood centre will include significant social value outputs as part of the procurement and evaluation. This will include a commitment to local employment strategies. The provision of high-quality affordable homes is vital to support a growing population. A range of tenures would ensure that the delivery of new housing will be in line with local housing needs.

### **(d) A liveable and low carbon city**

Any future development will be undertaken in line with sustainability principles to meet wider Council targets.

### **(e) A connected city**

The centre is well-connected in terms of public transport via the tram and bus routes. There are also bus services connecting the centre to the neighbouring areas. By linking public realm improvements on key gateway locations to the wider active travel network, residents will be able to access the district centre and beyond by walking, cycling and other active travel means.

## **10.0 Key Policies and Considerations**

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

An Equality Impact Assessment has been produced to assess impact on protected characteristics. Ongoing reviews will take place as the interventions and projects set out in the Framework are considered for implementation.

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

Not applicable.

**(c) Legal Considerations**

If approved by the Executive, the Moston Lane Development Framework will not form part of the Council's Development Plan but would be a material consideration when development control decisions are made.

**APPENDICES**

Appendix 1 – Moston Lane Development Framework

Appendix 2 – Moston Lane Neighbourhood Development Framework: report from the public consultation in June/July 2023