

Manchester Fort Shopping Park

2020s Vision

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Stephen Bell
Stephen.Bell@turley.co.uk

Client

Manchester Fort Shopping Park Limited Partnership

Our reference

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Foreword

1. Following its original establishment as a bulky goods shopping destination, investment and continued evolution has seen Manchester Fort Shopping Park become one of the largest and most successful retail parks of its kind. As owners of the Park, Nuveen is looking to continue its long term investment and is committed to ensuring that the Park plays its part in the continued regeneration, revitalisation and growth of North Manchester.
2. The Park complements the established district centres of North Manchester and contributes significantly to the economy, social wellbeing and employment of both the Cheetham Hill Area and wider City. However, in the face of a vulnerable retail market which is characterised by low consumer confidence, changes in shopping behaviours and a weak retailer demand for floor space, there are a number of threats to the future success of the Shopping Park. To continue its contribution to North Manchester and enhance its resilience to an increasingly challenging market more needs to be done to ensure the longevity of the Park.
3. Nuveen has examined the future potential of the Park and has sought to identify an approach to proactively address the challenges faced and grasp opportunities associated with offering a more diverse and varied experience for the communities of North Manchester, which are planned to expand in the coming years.
4. This Development Framework seeks to establish a long-term vision, which will provide clarity to help advance significant investment decisions. This Framework seeks to position the Shopping Park as an integrated retail and leisure destination of choice, achieved through an enhanced offer, the redevelopment of the northern section of the Park, improved public realm, and the creation of a new gateway into the Park offering and improved connectivity.
5. This Development Framework captures the vision for the site and seeks to establish guiding principles, which will, in turn, be a material consideration in the planning process. Future planning applications at the Shopping Park, arising as a result of the principles established within the Development Framework, will need to be supported by an appropriate

evidence base which demonstrates the suitability of the site for a mix of town centre uses including an enhanced leisure and food and beverage offer. The evidence base is to be prepared in accordance with the requirements of both Local and National Planning Policy.

Structure of the Document

6. The structure of this document reflects the sequence of key stages which have been undertaken to inform the Development Framework for the Manchester Fort Shopping Park and the next steps which will support the future development of the Park in order to achieve the identified vision.

7. This document is therefore split into a number of areas which provide a narrative for the development vision:

01. Introduction

8. Explains the purpose of the Development Framework and the future vision for the Shopping Park.

02. Context

9. A summary of the Shopping Park's location and thematic summary of the relevant planning policy, strategic policy and the regeneration, development and economic context for the site.

03. The Shopping Park

10. The Shopping Park's history; how it has evolved; its current form and composition; its economic performance and role in the Manchester and GM economy; and, the challenges it faces.

04. Development Opportunities

11. The opportunities that exist to enhance its performance, integration and contribution to Manchester: including the creation of a multi-purpose retail and leisure destination complementary to Manchester's City centre and district centres.

05. Development Principles and a Framework for the Future

12. Identifies and explains a number of high-level development principles for the evolution of the Shopping Park and how collectively they come together to form an appropriate framework for the future development of the Park. This is articulated through framework plans and illustrations.

06. Outcomes

13. Outlines the potential socio-economic benefits of the proposed 'vision'.

07. Next Steps and Delivery

14. Sets out a summary of the future actions in the delivery of development

1. Introduction

- 1.1 Manchester Fort Shopping Park plays a significant role in contributing to the economy and social wellbeing of Manchester. Complementing the City centre and the established district centres of Cheetham Hill, Harpurhey and Newton Heath, the Shopping Park contributes positively to the retail network of the City whilst performing a critical role as a major employer and regeneration driver for North Manchester.
- 1.2 Located at the intersection of the strategic routes of Cheetham Hill Road (A665) and Queens Road (A6010), with extensive frontage along Cheetham Hill Road, the Shopping Park is highly prominent and a well-known feature of the City's shopping landscape.
- 1.3 The site is designated as an 'out-of-centre' destination¹ and possesses a unique offer which complements other designated centres.
- 1.4 Since being established as a bulky goods shopping destination, the Shopping Park has evolved and is now one of the largest and most successful retail parks of its kind in Greater Manchester, focussed on brands such as Next, H&M, Boots, M&S Food, presented in a retail park format. There are still, however, remnants of the original bulky goods offer.
- 1.5 Despite the continued success of this thriving commercial destination, attention must be paid to the increasing complexities of the challenging retail market. Changes in shopping behaviours represent a significant threat to all retail centres, including those as successful as Manchester Fort.
- 1.6 The site owners recognise this and have engaged with Manchester City Council to explore the future potential of the site, to consider how to proactively address these challenges, and to ensure the Park can sustain its full contribution to serving local communities and the Manchester economy long into the future.
- 1.7 This Development Framework seeks to establish a long-term vision, which will offer clarity on the opportunities that exist for enhancement and

¹ Core Strategy Policy C9

provide a supportive basis on which to advance significant investment decisions. It seeks to re-position the Shopping Park in the evolving retail and leisure market, allowing it to be versatile and responsive to contextual change. Some of these changes may take time to be delivered, but it is essential for the owners to be able to plan with confidence and appropriate flexibility.

- 1.8 The vision and development principles established in the Development Framework are underpinned by Nuveen's understanding of the challenge and the transformation required across the real estate sector to mitigate the impacts of climate change and improve sustainability.
- 1.9 Nuveen is a signatory of the Better Building Partnership (BBP) Member Climate Change Commitment - a collaboration of the UK's leading commercial property owners striving to improve the sustainability of their retail portfolio. The BBP commitment highlights the need for buildings to be net zero carbon by 2050 and commits Nuveen (as a signatory) to publicly publish its own pathways to achieving this by the end of 2020. The pathway will cover new and existing buildings, both operational carbon and embodied carbon, and critically, include the impact of the energy consumed by the buildings' occupiers. Nuveen will also be required to report annually on the progress against its pathway and disclose the energy performance of its portfolio, demonstrating a clear intention to improve transparency within the market.
- 1.10 More generally, Nuveen's Tomorrow's World approach is about delivering outperformance for clients and protecting tomorrow's world by implementing an investment strategy that aligns positive returns with taking action on climate change, as well as addressing a wide range of other environmental, social and governance issues. In doing so, Nuveen has made a commitment to reduce the energy intensity of their global equity portfolio by 30% by the year 2030. This reduction is designed to respond and support the goals for sustainable real estate established at the Paris Accord in 2015 and puts Nuveen at the forefront of the transition to the low-carbon economy.
- 1.11 It is this understanding and commitment that encapsulates the future vision for the Shopping Park.

Figure 1.1: Site Location Plan



The Vision

- 1.12 The creation of a balanced, cohesive shopping and leisure experience, which integrates effectively with its surroundings, has 'life' throughout the day and evening, and is appealing and accessible to all sections of the communities which it serves
- 1.13 The realisation of the vision is anticipated to be achieved principally through:
- A comprehensive remodelling of the northern section of the Shopping Park to provide more flexible retail formats and ones which support the remainder of the Park;
 - Introduction of new uses which diversify the offer, have a broader appeal and encourage visitors to spend more time on the park ('dwell time'), including a cinema, a food retail outlet, food and drink outlets and a hotel;

- Making more of the site's gateway location on a key radial route into the City centre;
- Creating a more inviting and usable pedestrian environment.

1.14 The remainder of the document provides the rationale for and further defines the key opportunities identified. It establishes a planning framework against which to evaluate future detailed proposals and emphasises the need for appropriate and robust supporting sequential and impact assessments.

1.15 The following steps in preparing this Development Framework have been undertaken:

- Public consultation on the draft Development Framework;
- Reflection on the consultation feedback and appropriate revisions;
- Seeking the in-principle endorsement by the City Council's Executive Committee subject to further consultation;
- A second, focused period of consultation;
- Endorsement by the Council as a material planning consideration.

Figure 1.2: Artist impression of new quarter

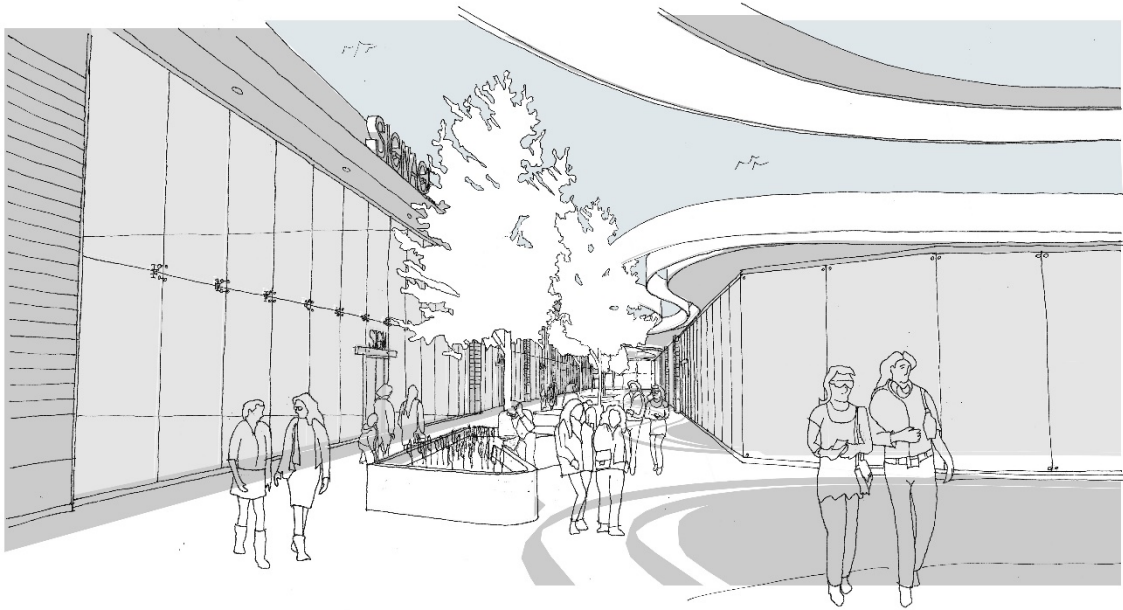


Figure 1.1 CGI view



2. Context

- 2.1 This section of the Development Framework provides a summary of the site's location and a thematic summary of the relevant planning policy, strategic policy and regeneration, development and economic context for the site.

Locational Context

A Gateway Location

- 2.2 Manchester Fort Shopping Park is strategically located in North Manchester, at the intersection of Cheetham Hill Road and Queens Road.
- 2.3 Cheetham Hill Road is the main radial route into the City Centre from the north; Queens Road an important arterial route connecting the communities of North Manchester. Over 28,000 vehicles pass the site each day.
- 2.4 The Shopping Park occupies an important gateway location, with high visibility and presence.

An Accessible Location

- 2.5 The City centre lies a short distance to the south. Frequent bus services serve the Cheetham Hill Road corridor, with 38 buses passing the site each hour at peak times. The Metrolink network is accessible from the Queens Road station, within walking distance to the east.
- 2.6 The residential communities of North Manchester, such as Cheetham Hill, Cheetwood, Harpurhey and Crumpsall, all lie within easy access of the Shopping Park. Over 20,000 people live within a 20-minute walk, and 830,000 live within a 15-minute drive².

A Sustainable Network

- 2.7 The Shopping Park plays an important role in the established retail network. It complements both the regional retail, business, cultural and tourist destination role of the City centre and the local key service role of the district centres. Whilst classed as out of town in retail policy terms,

² Source: Census 2011 Usual Resident Population (whole output areas)
Paragraph 4.42 of North Manchester SRF

the Core Strategy recognises the important role played by established shopping parks and the opportunities that exist for refurbishment and replacement to enhance the retail environment. The North Manchester Strategic Regeneration Framework ('SRF') recognises the strong comparison retail role the site performs alongside the City centre, making a distinction with the primarily convenience-retail and social infrastructure function of the district centres in this part of Manchester, namely Cheetham Hill and Harpurhey³.

An Area of Change

- 2.8 North Manchester is a regeneration priority and an area undergoing notable and continual change. A key component of this will be the delivery of the Victoria North SRF, which covers an area of land of c. 155 hectares extending northwards from the City centre. The SRF seeks to build on the North Manchester SRF to support the drive for further residential development in sustainable and vibrant communities and the delivery of economic development across North Manchester in order to underpin success over the coming years.
- 2.9 Victoria North is being progressed via a partnership between the City Council and the Far East Consortium and is envisaged to deliver 15,000 new homes and supporting infrastructure over a 10-15 year period.
- 2.10 The effect of this alters the context in which the Shopping Park lies and will lie in the future – being close to new and expanded residential communities, and to areas of strategic investment over the long term. This raises the importance of the Shopping Park as a community asset, one which is accessible to and aligned with the needs of residents and creates an opportunity for the Shopping Park to respond to potentially significant greater local demand.
- 2.11 In addition to Victoria North, there are a range of other schemes which would increase demand in this part of the City. For example, the Manchester College's new City centre campus is set to open in September 2022. This new academic campus is also a short walk from NOMA, a phased regeneration project delivering the redevelopment of the historic Co-operative Group's Estate to create a distinctive

³ Based on the rank of all Lower Super Output Areas (LSOAs) in England (Source: 2015 Index of Multiple Deprivation)

neighbourhood to live, work, create and innovate in. Given its location, it is envisaged that the retail and leisure offer of both the City centre and Manchester Fort will benefit from the growth delivered at Victoria North, NOMA and the new Manchester College campus.

Social, Economic and Market Context

Sustaining local employment

- 2.12 Despite significant progress over the last 15 years, deprivation remains a challenge in North Manchester, with many areas being ranked within the 1% most deprived nationally⁴. There are many reasons for people experiencing deprivation, including within a North Manchester context employment, income and health-related factors.
- 2.13 A particular focus of the regeneration effort in North Manchester is ensuring local people can access employment. Unemployment in North Manchester among the working age population stood at approximately 805 residents (Job Seeker Allowance claimants, Jan 2019⁵). This accounted for over 37% of JSA claimant's resident across Manchester at this time, increasing from approximately 25% in July 2017.
- 2.14 Over 86% of claimants in North Manchester have been claiming JSA benefits for over six months as of January 2019, compared to approximately 50% in July 2017. The number of claimants in receipt of JSA for over 12 months⁶ has risen from 33% to 49% during this period. 9.3% of claimants in North Manchester are young people aged 18 to 24 years, as of January 2019.
- 2.15 The role of the Shopping Park as a local employer will remain crucial and the future vision for the Park seeks to sustain and support this role. By providing the opportunity for a greater diversity of uses and an enhanced overall offer, the Park can increase its appeal and improve its resilience to economic change.

⁴ Based on the rank of all Lower Super Output Areas (LSOAs) in England (Source: 2015 Index of Multiple Deprivation)

⁵ ONS via Nomis (Feb 2019) Jobseeker's Allowance by occupation Jan 2019

⁶ ONS via Nomis (Feb 2019) Jobseeker's Allowance by age and duration Jan 2019

A changing market

- 2.16 The UK retail market is in a fragile state characterised by low consumer confidence, increased personal mobility, high shop vacancy rates, weak retailer demand for space and general market uncertainty caused by both the migration of shopping to on-line platforms and Brexit. Recent economic conditions have had an impact on expenditure growth and the changing ways in which goods are purchased has had a significant impact on the retail sector as a whole.
- 2.17 These factors have combined to result in higher shop vacancies and corporate failures amongst shop-based retailers. In the past two years, the retail market has witnessed the failure of Maplin Electronics, Toys R Us and Poundworld. A number of large units remain vacant on retail parks as a consequence of these developments. Of the 160 BhS stores which closed in mid-2017, 32% are still vacant. Marks & Spencer has plans to close 110 stores by 2022 as part of its radical restructuring programme first announced in 2016.
- 2.18 Stalwarts of the retail market such as Mothercare (closing 50 shops) and New Look have entered into Company Voluntary Arrangements (CVAs) to both reduce their store numbers and renegotiate rental terms with their landlords. Whilst House of Fraser was bought out of administration by Sports Direct in August 2018 with a promise of radical restructuring, it is likely that a number of its remaining stores will close in the next few years. Debenhams is also to press ahead with a rescue plan involving the closure of more than 20 stores across the UK, after falling into administration in early 2019.
- 2.19 On-line shopping now accounts for 18%⁷ of all retail sales and continues to grow. Even before the growth of on-line shopping, retailers needed smaller branch networks than previously as personal mobility increased. For a retailer to access 50% of the population in 1974 a branch network of 200 shops was needed: by 2014 the same percentage of the population could be served with only 90 shops⁸.
- 2.20 As a result of declining traditional retailing formats, the market has become polarised with higher order retailers needing fewer shops, whilst

⁷ ONS (September 2019)

⁸ NSLSP (2014)

seeking larger well-located shops as an alternative to online shopping. This has led to a strengthening of major centres, in particular, the metropolitan locations such as Manchester, Birmingham, Leeds and Newcastle as well as out of town shopping centres including the likes of the Trafford Centre and Meadowhall.

- 2.21 As a result of this, there is a realisation across the market that in order to attract shoppers a more diverse and varied experience is required, which in turn has led to the growth of the food and beverage leisure and entertainment offers which seek to offer a full day out or a shopping trip extended by leisure and dining.
- 2.22 Building on the need to diversify the range of uses by combining the shopping and leisure experience, the delivery of the vision outlined in this Framework seeks to secure the long term prosperity of the Park. The vision will ensure that the Park continues to play an important role in the established retail network of Manchester.

Serving local leisure demand

- 2.23 At present North Manchester has a limited provision of leisure uses and a notable gap exists in the cinema market. The provision of cinemas across Manchester is focused in the City centre and at out-of-centre locations to the South (Cineworld Didsbury) and East (Showcase Cinema) of the city.
- 2.24 The district centres of Cheetham Hill, Harpurhey and Newton Heath perform a primarily convenience retail and social role for the communities of North Manchester with a limited leisure offer.
- 2.25 Analysis of the UK cinema market⁹ indicates that there is continued room for growth within the sector. The market has remained strong over the past 10 years and operators are continuing to invest in all aspects of the market. Key performance indicators for 2017 identified that the year substantially out-performed preceding years in terms of box office and admissions. Cinema demand remains strong therefore, and presently the communities of North Manchester are poorly served compared to other parts of Manchester. With the anticipated population growth associated

⁹ Appendix 1 Cinema Analysis

with the Victoria North SRF, there is both a further impetus and opportunity to deliver an enhanced leisure offer in the area.

Policy Context

- 2.26 There are a series of policy documents at national, sub-regional and local level that provide important context for the development opportunity at the Shopping Park. These are summarised below, in respect of planning policy and strategic/economic policy.

Planning Policy

National Planning Policy Framework (2021)

- 2.27 The National Planning Policy Framework ('the Framework') sets out the Government's planning policies for England. At the heart of the Framework is a 'presumption in favour of sustainable development'¹⁰ for both plan making and decision taking. To achieve this, three overarching objectives (economic, social and environmental) are set out which are interdependent and need to be pursued in mutually supportive ways.
- 2.28 Local Planning Authorities are required to approach development in a positive manner to secure development that would improve economic, social and environmental conditions.
- 2.29 Core principles of the Framework include building a strong and competitive economy to help create the conditions in which businesses can invest, expand and adapt; making effective use of land with substantial weight given to the use of previously development land (brownfield land); achieving well-designed places which create better places in which to live and work; and, taking a proactive approach to mitigating and adapting to climate change through the reuse of existing resources and low carbon energy infrastructure.
- 2.30 It also emphasises the importance of delivering facilities which provide social, recreational and cultural facilities and services for communities and promoting sustainable transport methods.
- 2.31 The need to ensure the continued viability of town centres is also emphasised in the Framework¹¹. To this regard, the planning system

¹⁰ Paragraph 11

¹¹ Section 7

should support the role that town centres play at the heart of local communities. In doing so, Councils are required to define a network and hierarchy of town centres and promote their long-term vitality and viability by allowing them to grow and diversify in a way that can respond to rapid changes in the retail and leisure industries¹². The Framework identifies that development for town-centre uses on out of centre sites should be controlled so as to ensure the vitality and viability of designated centres is sustained.

- 2.32 To do so Local Planning Authorities are required to apply a sequential test to planning applications for main town centre uses which are neither in an existing centre nor in accordance with an up-to-date plan. The Framework goes on to state that main town centre uses should be located in town centres, then in edge of centre locations; and only if suitable sites are not available (or expected to become available within a reasonable period) should out of centre sites be considered¹³.
- 2.33 When considering edge of centre and out of centre proposals, Local Planning Authorities are required to give preference to accessible sites which are well connected to the town centre. Flexibility on issues such as format and scale, so that opportunities to utilise suitable town centre or edge of centre sites are fully explored is to be demonstrated¹⁴.
- 2.34 Applications for retail and leisure development outside of town centres, which are not in accordance with an up-to-date plan are also required to be supported by an impact assessment if the development is over a proportionate threshold. The assessment is required to assess¹⁵:
- (a) the impact of the proposal on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal; and
 - (b) the impact of the proposal on town centre vitality and viability, including local consumer choice and trade in the town centre and

¹² Paragraph 86

¹³ Paragraph 87

¹⁴ Paragraph 88

¹⁵ Paragraph 90

the wider retail catchment (as applicable to the scale and nature of the scheme).

Manchester Core Strategy (2012)

- 2.35 The delivery of an enhanced mixed-use offer at Manchester Fort aligns with the adopted Core Strategy ('CS') and will help towards achieving the principal objectives of growth.
- 2.36 Policy SP1 (Spatial Principles) of the CS contains the key spatial principles aimed at guiding the strategic development of Manchester to 2027. The policy states that the Regional Centre will be the focus for economic and commercial development, retail, leisure and cultural activity, alongside high-quality city living. In addition to this, the core development principles of the policy identify that development in all parts of Manchester should: make a positive contribution to neighbourhoods of choice; minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible; and improve access to jobs, services, education and open space. Supporting the future development of Manchester Fort meets these policy objectives by ensuring a positive contribution to neighbourhoods of choice by delivering enhanced retail, leisure and cultural destination immediately adjacent to the Regional Centre.
- 2.37 A key objective of the CS emphasises the need for significant further improvement of the City's economic performance over the course of the plan period. A significant improvement will see the benefits of growth spread across the City to reduce economic, environmental and social disparities. Policy EC 1 (Employment and Economic Growth in Manchester) identifies that the Council will support significant contributors to economic growth and productivity including the delivery of retail, cultural and tourism facilities. In order to prioritise economic growth, development should demonstrate that employment-generating development has fully considered opportunities to provide jobs for local people; improve the portfolio of employment premises, by providing a range of employment sites; and, ensure the continued social, economic and environmental regeneration of the City. Policy EC 3 (The Regional Centre) encourages the delivery of employment generating uses including larger scale leisure uses, for which City centre sites are unsuitable.

- 2.38 The inclusion of a more appealing and resilient retail and leisure offer at the Shopping Park aligns with the principles of the policies by contributing significantly to employment generation and maximising the use of a suitable site for a large scale leisure use immediately adjacent to the Regional Centre.
- 2.39 Policy CC4 of the CS identifies the importance of ensuring the adequate provision of hotels rooms across the City to ensure the continued growth and strength of the hotel market in Manchester. Policy CC4 identifies that proposals for new hotels outside the City centre will be supported where they support visitor-oriented development and where the Council is confident that they will be deliverable.
- 2.40 The provision of a hotel at the site, anticipated to be of a budget/ 3* offer, can help fill a gap in the market that exists within the hotel accommodation of North Manchester at a location on the Shopping Park which can serve to support and sustain an existing visitor destination.
- 2.41 Policy EC 4 (North Manchester) identifies that North Manchester is predominantly a residential area providing employees for the Strangeways employment area and the City Centre. The policy identifies that access to work is a key aspect of creating neighbourhoods of choice in North Manchester given that some parts of the area suffer from high levels of deprivation. The Policy acknowledges the Shopping Park and the significant role it plays in employment and the economy.
- 2.42 Another key aspiration for the CS is to provide a network of distinctive, attractive and high-quality centres which an aim of strengthening local identity, providing essential services close to homes and local access to healthy food. In doing so CS Policy C1 (Central Hierarchy) establishes a hierarchy for centres across the City, these are identified as the City centre, district centres and local centres. In North Manchester, the identified district centres are Cheetham Hill and Harpurhey. Notwithstanding the identified centres, there are five out-of-centre retail locations defined within the CS including Higher Blackley Retail Park, Manchester Fort, Central Retail Park, Kingsway Burnage and Parrswood and East Didsbury.

- 2.43 Policy C9 Out-of-Centre Development recognises the important role played by established shopping parks and the opportunities that exist for refurbishment and replacement to enhance the retail environment. Development of additional town centre uses in these locations will be supported if: there are no sequentially preferable sites, or allocated sites within the area the development is intended to serve that are available, suitable and viable; the proposal would not have an unacceptable impact on the vitality and viability of the City Centre and designated centres; and, the proposal is appropriate in terms of its scale and function to its location.
- 2.44 The vision for the future of the Shopping Park needs to reflect these policy drivers and the distinction between out-of-centre parks and designated centres. However, the existing important role of these established out-of-centre destinations, including Manchester Fort, provides a particular context for adjudging future investment, as reflected in the support for refurbishment and replacement contained in Policy C9.
- 2.45 Future developments proposals will need to demonstrate how they align with the adopted Development Plan, in particular the need to contribute to positive neighborhoods of choice and reflective of the out-of-centre location of the Park. Future planning application for uses other than retail or for any notable increase in retail floorspace will need to demonstrate its suitability through a proportionate impact and sequential assessment.
- 2.46 Policy C 10 (Leisure and the Evening Economy) reiterates that some areas of the City suffer from a lack of activity during the evening and there is a need to achieve a better balance of day/evening and night-time activities across the City, subject to amenity and related considerations. Manchester Fort at present caters only towards the daytime economy and this limits its potential; the opportunity exists to extend its appeal into the evening.
- 2.47 Policy EN 1 (Design Principles and Strategic Character Areas) identifies the site as forming part of the Northern Character Area. Development in this area should respond to the underlying topography and varied townscape created by the balanced built form and tree-covered landscape. Manchester Fort is clearly an established feature of the Character Area; design should be responsive to the existing context of

the Shopping Park but also grasp new opportunities for enhancement. In this regard, the site's relationship with the junction of Cheetham Hill Road and Queens Road and its extensive frontage are key considerations.

- 2.48 Policy EN4 (Reducing CO2 Emissions by Enabling Low and Zero Carbon Development) emphasises the importance of enabling low and zero carbon development and states that where possible, new development and retrofit projects must be located and designed in a manner that allowed advantage to be taken of opportunities for low and zero carbon energy supplies. The use of building materials with low embodied carbon in new development and refurbishment is also sought.
- 2.49 Policy EN 6 (Target Framework for CO2 reductions from low or zero carbon supplies) states that applications for development over 1,000 sq. m will be expected as a minimum to meet the targets shown in Tables 12.1 and 12.2 of the CS with regard to non-domestic CO2 emissions.
- 2.50 Policy T2 (Accessible Areas of Opportunity and Need) states that the Council will actively manage the pattern of development to ensure that new development in the City provides appropriate levels of car parking which reflect the realistic requirements of the development proposal. It is recognised that car parking provision is an important consideration when planning for the future of the Shopping Park; this is a matter which has been evaluated, as addressed in later sections of the document.
- 2.51 Policy DM 1 (Development Management) identifies that all development proposals should amongst other things have regard to the following issues: the impact of design in terms of scale, layout, form, massing and materials on its surrounding area; accessibility; and, vehicular access and car parking.

Emerging Local Plan

- 2.52 The emerging Local Plan will eventually replace the CS and the remaining saved UDP policies and establish MCC's spatial strategy to shape the City over the next 15 – 20 years up to 2038.
- 2.53 The focus of the emerging Local Plan centres on four key strategic issues. This includes achieving the science based target established by the Tyndall Centre by becoming a zero carbon City by 2038; delivering a sustainable transport system which supports existing and further

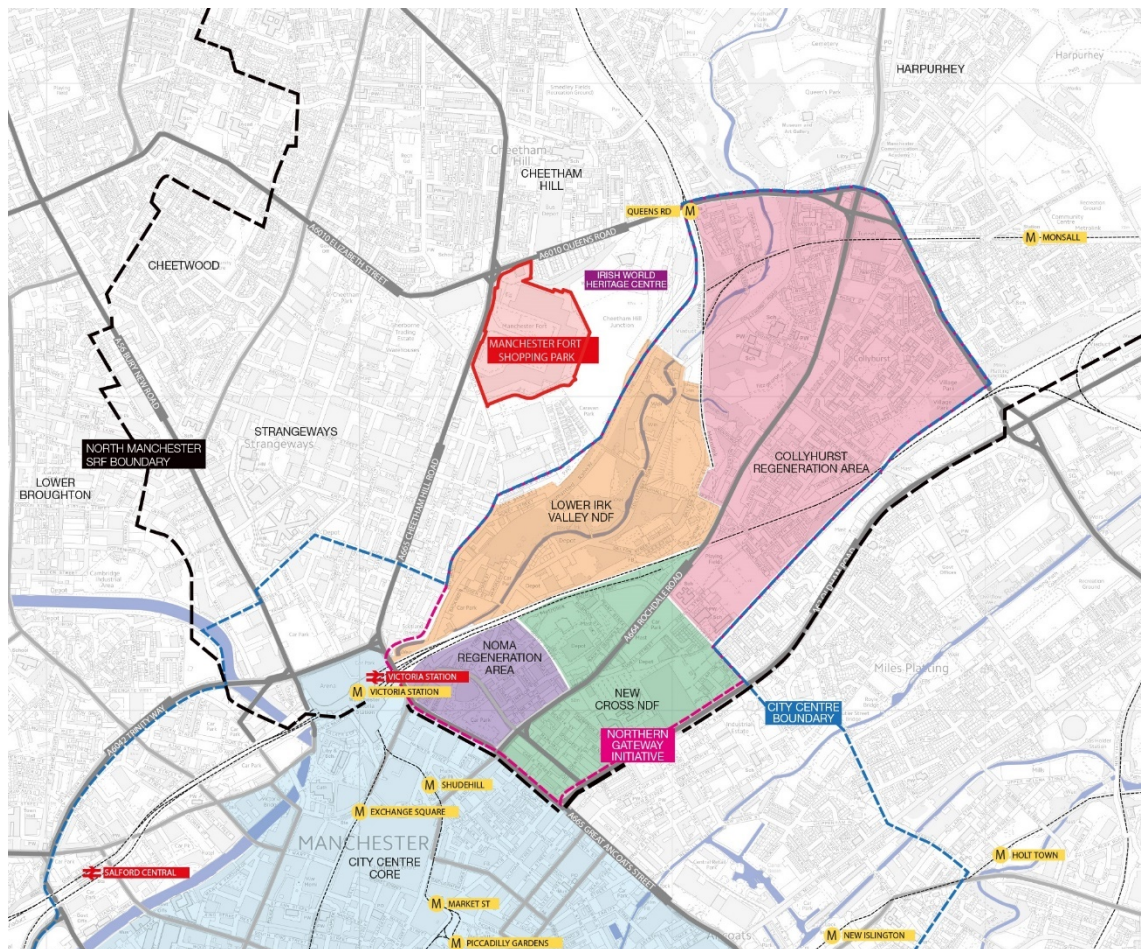
development; balancing competing demand for space; ensuring critical infrastructure requirements are addressed; and, creating neighbourhoods that promote and enable healthy lifestyles.

- 2.54 The strategic issues underpinning the emerging Local Plan, are reflected in the vision for the future development of the Shopping Park. The vision seeks to establish a series of principles that ensures that the communities, the economy and the environment of North Manchester benefit from the future development by delivering the right development in the right location and contributing positively to and promoting the creation of neighbourhoods of choice

Surrounding Regeneration Initiatives

- 2.55 As referenced above, the Shopping Park is positioned in an area of the City which is set to experience significant transformation.

Figure 2.1: Contextual Plan



The North Manchester SRF (2012)

- 2.56 Adopted by the City Council in 2012, the North Manchester SRF seeks to guide future regeneration and development across North Manchester by establishing the strategic context which underpins the area to drive further residential development in sustainable and vibrant communities and economic development which is crucial to the underpinning the success of the area. The important and strong retail role Manchester Fort performs alongside the primarily convenience retail and social infrastructure function of the defined district centres as well as the City centre is recognised in the SRF. The SRF identifies that despite significant progress being made as a result of previous iterations of the SRF more is required to continue the process of regeneration and to ensure that the residents of North Manchester benefit from continued investment in the area.

Victoria North SRF (2019)

- 2.57 The Victoria North SRF was adopted by the City Council in February 2019. The SRF seeks to build on past regeneration initiatives and guide the future development of neighbourhoods on the northern periphery of the City centre and within the Inner Core of the North Manchester SRF; this includes NOMA, New Cross, Collyhurst and the Lower Irk Valley.
- 2.58 The comprehensive regeneration of the Victoria North will see approximately 15,000 new homes delivered over the next 15-20 years and make a significant contribution to Manchester's Residential Growth Strategy. The SRF seeks to create a high performing sustainable new community across North Manchester through the deliver a series of vibrant, sustainable and integrated residential neighbourhoods. In doing so the SRF outlines eight core objectives which will underpin the delivery of the vision. These objectives seek to:
- Deliver a unique and high-quality residential-led regeneration scheme;
 - Deliver a varied network of high-quality green streets and public open spaces;
 - Deliver Manchester's unique city river park;
 - Build on the best of what is there;

- Improve connections across the Victoria North and beyond;
- Create New Gateways to and from the City centre;
- Promote truly sustainable places; and,
- Foster the emergence of local retail and service hubs.

2.59 As noted earlier, this transformational project provides a highly supportive context for remodelling and broadening the purpose of the Shopping Park, by enhancing the offer available locally to the expanded population and contributing to employment opportunities.

Strategic and Economic Policy

Greater Manchester Strategy ('GMS') (2013 – 2020)

2.60 The GMS identifies the City Region's approach to economic development. At the heart of the strategy are people and places. The Strategy emphasises that creating strong employment locations in all parts of Greater Manchester ensuring good access from residential areas is central to achieving a more inclusive and sustainable city-region. In addition to this, the strategy proposes an integrated approach to investing in all places in Greater Manchester so that they are attractive environments in which to live, work, visit and invest.

2.61 In doing so, the Strategy seeks to respond to the significant challenges that remain across Greater Manchester. Emphasis is placed on those neighbourhoods which have not shared in the benefits of economic growth and the resulting deprivation which damages the life chances of current and future generations and act as a drag on the economic potential of the city region.

2.62 A number of key priorities for GM are outlined in the Strategy, this includes ensuring a green city region, a high-quality cultural and leisure offer for all, which offers a vibrant, stimulating environment for people to live, work, study and play.

The "Our Manchester" Strategy 2016 – 2025

2.63 The "Our Manchester" Strategy sets out the vision for the City over the next decade. By 2025 this vision for Manchester is to be in the top flight of world-class cities, which is an attractive clean and green city, where

residents from all backgrounds feel safe, can aspire, succeed and live well. In order to achieve the aspirations of the plan, a number of high-level aims are outlined in the Strategy. The high levels aim seeks to create new jobs which are accessible to Manchester residents in order to reduce the number of people who are unemployed, be a city recognised for its high quality of life, with improved green spaces and access to world-class sports and leisure and cultural facilities

Marketing Manchester Tourism Strategy (2013)

- 2.64 As the strategic framework for tourism across Greater Manchester, the Strategy sets out the direction for the economy through to 2020. By 2020 the ambition of the strategy is for the visitor economy of GM to continue to be a key driver of the social, cultural and economic life of the region which delivers substantial economic benefits for residents and businesses.
- 2.65 In order to achieve this, the Strategy identifies that further development and promotion of the product offer for leisure and business visitors, as a year-round vibrant and stimulating cultural city destination is required.
- 2.66 The strength of Manchester's position as a destination is identified in the Strategy, with the City being the UK's second most visited city destination. Building on the region's ambition and enhancement of the quality and appeal of the product offer is required in order to maximise the capacity for growth with the city region.

Marketing Manchester Destination Management Plan (2017)

- 2.67 The Destination Management Plan aligns with the Manchester Tourism Strategy (2013) and identifies what needs to be done in the period 2017 – 2020 to achieve the overall Tourism Strategy for Manchester. In doing so the Management Plan outlines a number of key priorities and actions which includes improving the quality and appeal of the product offer and maximising the capacity for growth. As a result of this, a number of targets to be achieved by 2020 are identified in the plan. This includes achieving an £8.8bn economic contribution to Greater Manchester and supporting 112,477 FTE jobs.

Summary

2.68 Overall, the strategic policy position relevant to the Development Framework identifies the importance of providing neighbourhoods of choice for the people of Manchester with particular importance placed on the opportunities that exist to regenerate the neighbourhoods of North Manchester. This is emphasised by:

- The need to ensure that development in all parts of Manchester make a positive contribution to the City; importance is placed on the creation of a high performing sustainable new communities across North Manchester through a series of vibrant, sustainable and integrated residential neighbourhoods;
- The support that will be given to developments which significantly contribute to economic growth and productivity including the delivery of retail, cultural and tourism facilities;
- Recognising the important role played by identified established out-of-centre retail locations and supporting opportunities to enhance those locations. Opportunities to do so will need to be robustly supported by suitable sequential and impact assessments (where appropriate) to demonstrate that the vitality and viability of designated district centres and the City centre will not be harmed.
- Achieving a better balance of day/evening activities across the City.

3. The Shopping Park

- 3.1 Manchester Fort Shopping Park is a major success story in the ongoing regeneration of North Manchester. First conceived in the late 1990s as part of a comprehensive mixed-use regeneration of existing low-grade retail and employment premises, the Queens Road household waste tip and the original Irish World Heritage Centre, the Shopping Park first opened in 2004.
- 3.2 It served to transform this prominent site, presenting a radically improved interface with the adjoining main roads, creating a high-quality retail destination for both local residents and a much broader catchment, and offering significant employment opportunities for people of North Manchester and Greater Manchester as a whole.
- 3.3 The original vision was of a bulky goods – focused Park but as the retail market evolved, so did the Shopping Park. It has now become the largest shopping park of its kind in Greater Manchester, accommodating principally ‘high street’ brands including Next, H&M, Nike, Boots, Asda Living, JD Sports, TK Maxx, Sports Direct, Argos and Clarks. It also offers a limited food and beverage offer, intended to support the retail environment.
- 3.4 As a place, it has undergone improvements to its unit facades since first being developed and a series of new additions, such as the units fronting the car park and within the centre of the car park, have provided greater enclosure and a sense of place. The mix of uses has advanced, to a degree, with the introduction of restaurant uses, including the McDonalds restaurant, which is separately accessed off Queens Road. Most recently, improvements at the Park have included elevational alterations to the façade of units 26 and 27 which was approved by the City Council in September 2018¹⁶. These works were undertaken to accommodate a new retailer, JD Sports, and reflected the need to tailor the built form to modern retailer demands.
- 3.5 The ongoing commitment to enhancing the park demonstrates the highly successful nature of the development; its strong commercial proposition

¹⁶ LPA Ref: 120195/FO/2018 superseded by LPA Ref: 122149/JO/2018

and the critical role that it plays in the local economy, as reflected in the Core Strategy, North Manchester SRF and the Victoria North SRF.

Figure 3.1: Manchester Fort Shopping Park access plan



This is reflected by the following key indicators of success and contribution:

- circa 7.1 million customer visits per year to the Park.
- £500 million is the total spend by visitors at the Park each year.
- 92% of visitors make purchases, converting visits to custom.
- 70+ minutes is the average time spent at the Park. Visitors 'dwell' but more could be done.
- £72 average spend per customer. Given the tendency for repeat visits, this equates to an average of £2,621 each year.
- 40 times a year is the number of visits by an average visitor, evidencing continual appeal and customer satisfaction.

- 86% of all visitors from an 'M' (Manchester) postcode, with 28% from M8/M9 showing strong local customer base.
- 60+% of shoppers visit more than three stores. A destination delivering linked trips.
- 745 employees 233 are full-time roles and 512 in part-time roles, including retailers and associated roles with the running of the Park.
- Major employer within a Northern Manchester context and an important source of local employment.

Challenges

3.6 Despite its unquestionable success in being a regeneration driver for the North Manchester area and radically transforming this part of the City, the Shopping Park is not maximising its potential, nor its contribution to the area. Given its dominance by retail, it is also vulnerable to the changing retail market place and the general decline of physical retail occupation. The challenges faced by the Shopping Park, now and in the future, include:

- There are remnants of the original bulky goods offer, in the form of the B&Q Warehouse (with a garden centre and builder's yard) and Halfords.
- This legacy jars with the rest of the retail offer and character of the Park as a whole, in appearance, profile and customer appeal.
- As clear outliers from the predominant 'high street' offer, the likelihood of linked trips to occur between the B&Q and Halfords and the rest of Park is limited. This encourages single purpose visits to the Park, which are less sustainable and do not support the vitality and vibrancy of the wider Park.
- A largely 'dead' frontage extending along one-third of the Park's façade (the B&Q) limits activity along that frontage and indeed in this general area of the Park, which in turn dilutes the appeal of the Park and affects the quality of the place.

- The Halfords unit presents its side to the key frontage of Cheetham Hill Road. It has no interaction with the street and fails to address the junction with Queens Road.
- The Halfords unit also causes, alongside its service yard, a barrier to permeability, with the first pedestrian access located to the south of the unit, requiring pedestrians to walk further from the residential communities to the north and reducing awareness of its presence.
- This relationship with the key junction and closest proximity to residential communities is poor, failing to optimise its gateway presence. The buildings don't actively address the street or the junction, and there is no definition by scale. At one of the most visible locations, passers-by are faced with limited landscaping obscuring the service yard wall of the Halfords unit.
- There is a dominance of retail and only limited provision of supporting leisure facilities concentrated on a limited range of food and beverage outlets. Whilst these outlets represent a crucial part of the overall Park's offer and do serve to increase customer dwell time, it is a narrow offer. There is no broader leisure or other offer that could extend customer stay, particularly into the evening. Evidence shows that the vast majority of visits take place between 10 am and 5 pm and very few visits occur or continue beyond 9 pm. This serves to limit the role of the Park and the service it can provide to nearby communities, reduces the opportunity for linked trips and fails to maximise the economic contribution the Park can make to the area.
- The lack of breadth in the offer also challenges the resilience of the Park. Whilst the Park has successfully maintained high tenancy occupation in recent years, as documented above the retail market is becoming increasingly volatile in the face of increased online shopping. Whilst in-store shopping remains far in excess of online, and the more attuned retailers are refining their offer and continuing to invest, the market trend is towards fewer physical stores. This presents a real threat to the Shopping Park in being able to sustain its retailer composition and tenancy levels and its ability to continue to provide significant benefits for North Manchester. Greater

diversity in the offer, a new presence that supports the retailers by attracting footfall and lengthening stay, and enhancements in the visibility and environment of the Park, can all serve to manage that threat and provide greater resilience.

- 3.7 In the context of the established presence of the Park, the changing retail and leisure market and the wider transformational activities taking place locally, the challenges highlight opportunities to transform the Park and ensure its longevity and continued positive presence in North Manchester.
- 3.8 The following section of this Development Framework explores these opportunities in further detail.

Figure 3.2: The Shopping Park Plan

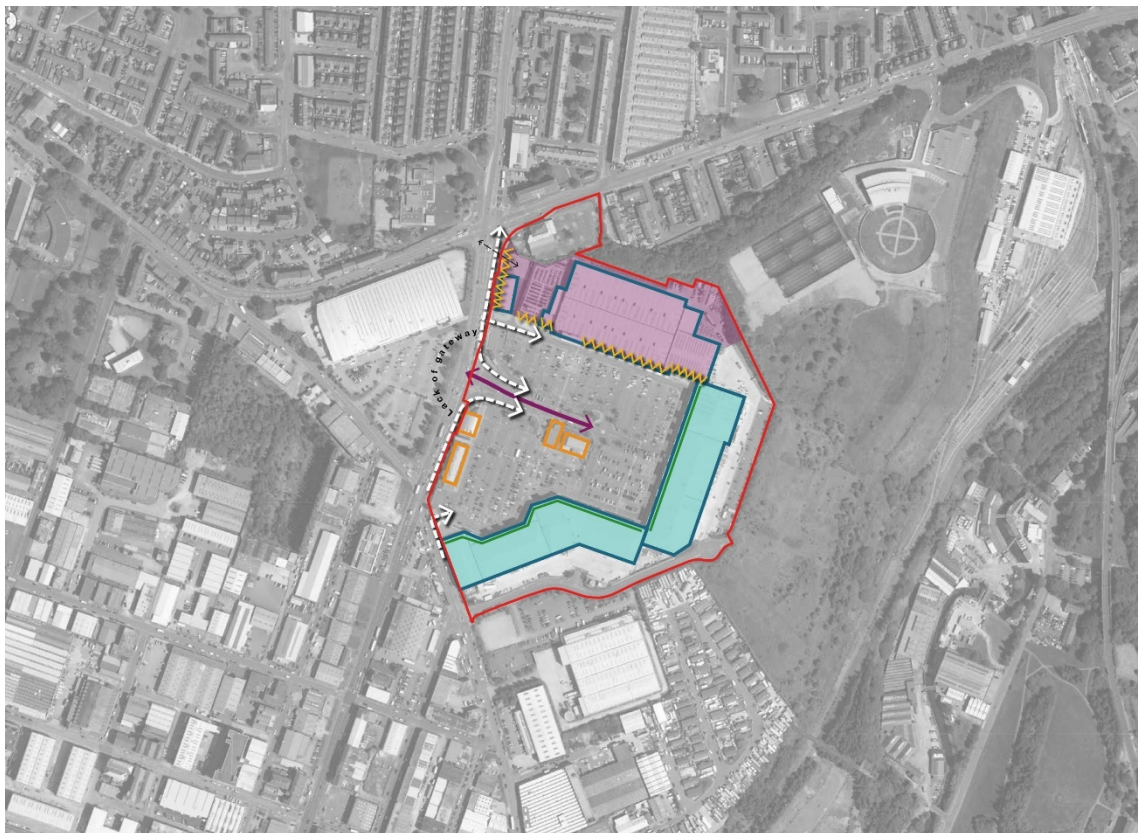


Figure 3.3: Car park



Figure 3.4: Unit façade



4. Development Opportunities

- 4.1 This section of the document, which identifies the opportunities presented at the site, is informed by a clear understanding of how the Park operates and interacts with its surroundings.
- 4.2 The Park has the opportunity to make a greater contribution to the urban fabric and economic and social well-being of the area, complementary to the Victoria North SRF priorities and the ongoing initiatives to increase population levels and create sustainable new communities across North Manchester.

Figure 4.1: Evening shopping at Manchester Fort



An Enhanced and Broadened Offer

- 4.3 Over the coming years, as leases come up for renewal, the opportunity exists to remove the remaining bulky goods offer (B&Q and Halfords) and deliver the site's full potential by providing a broader range of retail and leisure opportunities to reflect evolving consumer expectations.
- 4.4 A simple sub-division or remodelling of the existing bulky goods units would offer the opportunity to create smaller, more flexible units capable

of accommodating new tenants and delivering an enhanced retail offer. However, the opportunity exists to make much more of the space through a comprehensive redesign of this northern section of the Shopping Park.

- 4.5 The scale of the development opportunity and success of the existing retail offer at the Shopping Park reinforces the need to deliver a new environment which equals if not exceeds the appeal and activity of the other terraces within the Park.
- 4.6 With the flexibility afforded by the removal of the large floorplate bulky goods offer, a variety of new retail formats can be introduced, responsive to an evolving market place. The customer experience is crucial, and the opportunity exists to create a more diverse experience, evolving the traditional retail park format in this part of the Park and attracting a broader range of retailers and retail models, including those that may enter the market in the future.
- 4.7 Given its established position as a shopping destination and the extent to which it serves a local community, which is planned to grow significantly, part of this revitalised retail presence could include a complementary and suitably scaled convenience (food) retail offer, adding to the M&S Food which presently sits at the southern end of the Park. This may also be a positive response to any additional vacancies that emerge across the rest of the Park. A food retail offer would help with the diversification and resilience of the Park by driving footfall and encouraging linked trips.
- 4.8 These enhancements could be achieved without any increase in retail floorspace, cognisant of the out of centre designation and associated policy considerations.
- 4.9 Moreover, the principle of greater flexibility of uses sought within the vision provides an opportunity for the Shopping Park as a whole. Greater flexibility will help maximise Nuveen's ability to attract occupiers and investment thereby helping to retain high occupancy levels.
- 4.10 Alongside, and to provide the foundation for an evolved and resilient Park which serves the North Manchester communities to an even greater extent, new leisure uses can be introduced, which serve to drive further footfall, increase dwell time and enhance the Shopping Park's evening offer.

- 4.11 'Linked trips' would become more commonplace, with visitors undertaking their destination shopping trip, potentially picking up a daily food shop from the supermarket offer (M&S Food plus a potential addition), and then experiencing the leisure offers on the Park. Such linked or multi-purpose trips are sustainable (reducing the need to travel), particularly so in such an accessible location as this, and are appealing to the customer as they are more convenient and ultimately more enjoyable. They also help sustain the commerciality of the destination, by creating a mutually supportive commercial environment that responds to different customer needs and over an extended period. Retailers benefit from the leisure attraction and vice versa, and visitors spend more time enjoying the offer, through the day and evening.
- 4.12 Market research and testing have established that the introduction of a multi-screen cinema is a viable proposition for the Park. As addressed in Appendix 1, cinema-going remains very strong across the UK; it remains a highly popular leisure experience which is sustaining a growth (and improvement) in cinema provision. However, as also shown in Appendix 1, cinema provision in North Manchester is lacking compared to other parts of Greater Manchester; the local communities are not as well served by a modern cinema offer as other parts of the conurbation. Whilst cinemas in the City centre are accessible, just as they are for other parts of the City and conurbation, the City centre performs a much broader offer (including for City centre residents, workers and visitors from far afield), and consumers will both visit the City centre and destinations such as the Shopping Park (or for example Parrswood, Didsbury, which has extensive leisure and retail offer). Just in the way that many of the retailers represented on the Shopping Park are represented in the City centre, leisure attractions can be replicated in order to enhance choice, provide customers with the different types of visits they seek and operate on a complementary basis.
- 4.13 Given its likely broad appeal, both during the day and evening, the introduction of a cinema could act as an 'anchor', drawing customers to the Park and enhancing footfall around its entrance. It would, therefore, be most beneficially positioned in the north-eastern corner of the Park, such that visitors are drawn along the northern and eastern 'terraces'.

- 4.14 The 'anchor' of the multi-screen cinema would also help to sustain and support an expanded and more diverse food and drink offer. A range of restaurants, coffee shops and other establishments would be attracted by the relationship with both the cinema and the broader retail offer, and in turn would provide a more attractive destination, particularly into the evening.
- 4.15 Finally, an analysis of hotel provision across Manchester identifies that an opportunity exists to introduce a hotel as part of this broader mix. The analysis identifies that at present there is a limited provision of 3*/budget hotels outside of Manchester City Centre, something that is noticeable in North Manchester, particularly within Cheetham Hill, Harpurhey and Crumpsall areas where only 3 budget hotels currently operate. The introduction of a hotel at the site would help, along with other forthcoming hotel proposals (Irish World Heritage Centre Hotel and Carnarvon Street), to improve and diversify the hotel offer in North Manchester.
- 4.16 The degree to which the Shopping Park is already an established destination, and its location adjacent to a key radial route, means the Park lends itself to a prospective location for a hotel. The Park's prominence at a gateway location on the strategic intersection of Cheetham Hill Road and Queens Road is the optimal position for a building of scale to help further establish the importance and prominence of the Park.
- 4.17 A hotel can perform this role. More broadly speaking, it is envisaged that the provision of a hotel further encourage visitors to increase 'dwell time' at the Park and maintain activity into the evening.

Figure 4.2: Opportunities Plan



Permeable Frontages

- 4.18 The site's scale and frontage adjacent to the main arterial routes of Cheetham Hill Road and Queens Road provides an opportunity to reinforce the importance of a well-designed attractive environment and create a 'gateway' of significance.
- 4.19 At present, there is a distinct disconnect between the Shopping Park and nearby residential neighbourhoods to the North of the Park due to the limited active and impenetrable frontage which addresses the street and junction. Given the prominence of this area of the Park and at present its limited permeability an opportunity exists to enhance the level of interaction with Cheetham Hill and Queens Road and the nearby residential neighbourhoods. The creation of a permeable frontage on this junction can more effectively address the street and draw pedestrians in at a more northerly point, enhancing connectivity.
- 4.20 The large bulky goods stores provide a largely dead frontage along one-third of the Park's façade, which in turn limits activity along its frontage and indeed the use of this area of the Park, which dilutes the appeal of

and affects the quality of the place. Addressing this third of the Park provides an opportunity through a comprehensive redesign to create a sense of place and provide a frontage which is more active and appeals to customers.

Scale and Visibility

- 4.21 The relationship with the junction of Cheetham Hill Road and Queens Road provides further opportunity to create a greater presence in this location. A landmark could be created, which signposts the Park and celebrates its success and contribution to the North Manchester area. This opportunity would most readily be addressed by the introduction of the hotel use referred to above; more than any other aspect of the vision, this offers the prospect of creating a building of height.

Public Realm

- 4.22 At present, the Shopping Park has limited public realm. The comprehensive redesign provides the opportunity to introduce notable areas of public realm which will help to raise the quality of the environment and achieve a sense of 'place'. The area close to the Cheetham Hill Road and Queens Road junction, where the concept of a 'gateway' is identified (see above), provides the most suitable opportunity to create a notable gathering space and to set the tone for enhanced treatment into a revitalised northern section of the Park. This could include appealing and innovative street furniture, an opportunity for the 'greening' of the site, and potentially play areas or other features that support the site's broad appeal.

Connectivity

- 4.23 The Park's strategic location adjacent to the junction of Cheetham Hill Road and Queens Road and its proximity to modes of sustainable transport provides a great opportunity to integrate with the surrounding neighbourhoods of North Manchester and deliver a retail and leisure destination of choice. The redesign of the area close to the Cheetham Hill Road and Queens Road junction, where the concept of a 'gateway' is identified, provides an opportunity to enhance the level interaction with Cheetham Hill and Queens Road and the nearby residential neighbourhoods.

Opportunities Summary

- 4.24 By considering the context within which the site lies and envisaging a long term future for the Shopping Park that reflects it, opportunities have been identified that can help the Park deliver on its full potential, maximise its contribution and reflect the evolving expectations and behaviours of the retail and leisure customer.

5. The Opportunities

5.1 The preceding sections have confirmed the importance of Manchester Fort and its relationship with North Manchester; the challenges it faces as the retail and leisure market continues to evolve and the opportunities that present themselves. The site is of significance in its own right and in order to ensure its longevity, future development should be seen and planned for in the context of a changing market and the broader vision for the areas surrounding the Park.

5.2 This section presents the key development principles and a framework plan which it is proposed will frame future development of the Shopping Park and help to realise the stated vision. The principles identified, and their application in appraising future detailed proposals will ensure that future development aligns with and contributes to the regeneration objectives established in the surrounding area, drives a high-quality solution, and ensures the Park remains complementary to the City and district centres.

Development Principles

5.3 The development principles that follow will guide the development of detailed proposals and investment decisions. The City Council, as Local Planning Authority, will have regard to these principles in the evaluation and determination of planning applications on the site.

An integrated shopping and leisure destination

5.4 As addressed above, the Shopping Park has been a success story and performs an important social and economic role. However, it is both faced with the challenge of an increasingly volatile retail market and increased opportunities associated with the transformational change ongoing in North Manchester. The principle of evolving the Park into an integrated shopping and leisure destination is therefore supported, to provide resilience and maximise its contribution to the local economy and wellbeing of Manchester's residents.

5.5 This is on the following basis:

- Retail is expected to remain the predominant use on the Shopping Park, sustaining the Park's role within the City's retail hierarchy.

- Proposals that entail the redevelopment/remodelling of existing retail provision will be supported where they serve to enhance the customer experience and provide an opportunity to introduce new retailer representation.
- Any material increase in the extent of retail floorspace will be adjudged against policies of the Core Strategy and the Framework in respect of maintaining the vitality and viability of designated centres. Planning applications which entail a material increase will be required to provide a sequential test and impact assessment.
- The retail offer shall remain non-food (comparison) in its focus. The potential suitability and benefits of introducing a small to medium-sized convenience food store (not exceeding a total gross floor space 20,000 sq. ft) within the Park is accepted. An additional food retail offer presents an opportunity to cement the Park's role as an important social and economic function for the communities of North Manchester. Furthermore, its inclusion could provide a catalyst for the wider vision, an additional food store can help to attract visitors to the Park, enhance the opportunity for linked trips, and sustain other retailers. In any event, the introduction of food retail will have to be justified at planning application stage in respect of the sequential test and impact assessment.
- The introduction of a cinema into the Shopping Park, which serves as an 'anchor' and helps to encourage an active evening economy, will be supported subject to appropriate, proportionate assessment in impact and sequential terms and satisfying those considerations.
- A hotel offer, which provides the opportunity to create scale on the junction of Cheetham Hill Road / Queens Road, as referred to below, will be supported in principle.
- An enhanced food and drink offer will also be supported, recognising the role that this can play in supporting the principal retail function of the Park, complementing a broader leisure presence, and increasing the time that visitors stay on the Park. A suitable management regime will be expected to be adopted to

mitigate against prospective anti-social behaviour and to protect amenity for nearby residential areas.

- Notwithstanding the broad principle for additional/alternative town centre uses established within the Development Framework. Future planning applications (where relevant) will need to be supported by appropriate sequential and impact assessments which robustly demonstrate:
 - (i) A thorough assessment of the suitability, viability and availability of locations for the proposed town centre uses.
 - (ii) The impact of proposals on existing, committed and planned investments in a centre or centres in the catchment area of the proposal, and
 - (iii) The impact of the proposal on town centre vitality and viability. These assessments are to be in accordance with both Local Planning Policy the National Planning Policy Framework.

Scale and massing

5.6 Forthcoming development should seek to better integrate and enhance the existing Park. The following principles will be expected to be adhered to:

- Proposals which seek to replace the existing bulky goods units should generally be of a scale and massing which is consistent with the existing retail units at the Park. The exception being close to the junction of Cheetham Hill Road and Queens Road, referred to below, where a building of greater height is appropriate.
- The introduction of a range of low-level units should comprise a series of new formats capable of attracting a breadth of tenants in order to sustain the success of the Park.

Public Realm

5.7 New public realm should contribute positively to the Shopping Park and enhance the quality of the customer experience. In order to support high-quality public realm, development proposals should seek to deliver active frontages across the Park, notably in the northern section of the Park.

Creating a recognised gateway

- 5.8 Building on the opportunities outlined above, future development of the Park should emphasise the importance and prominence of creating a Gateway adjacent to the strategic junction of Cheetham Hill and Queens Road. Opportunities should be taken to deliver a building of height to act as a landmark for the park.
- 5.9 As a key node to the Park, the Gateway should seek to address the disconnect between the Park and residential communities to the north. In emphasising the importance of this Gateway, opportunities should be taken to greatly enhance the quality of the built form and activity in this area of the Park. Development proposals should incorporate high-quality design with active frontages to complement the delivery of extensive public realm.

Design quality

- 5.10 Give the Park's prominent frontage the opportunity exists through the comprehensive redevelopment of the Park to set a new benchmark for developments of this type and complement the design aspirations that will underpin the broader regeneration initiatives of the North Manchester SRF and Victoria North SRF. As previously stated and in accordance with the adopted Development Plan future development proposals should seek to maximise the opportunities that exist for refurbishment and/or replacement to enhance the retail environment at out-of-centre locations. Emphasis will, therefore, be placed on the importance of high-quality design for forthcoming development proposals.
- 5.11 Future planning applications will need to be accompanied by appropriate design documents, which outline the rationale for the proposal and demonstrate a high quality of design.

Accessibility, Highways and Parking

- 5.12 Preliminary traffic assessment has been undertaken to inform the Development Framework. This has identified that in the absence of any increase in retail floorspace the introduction of leisure uses as described above will cause no material impact on the local highway network. This is principally due to the expected increases in traffic movements being at those times when there is greater capacity in the network (i.e. outside of peak hours), and the likelihood of 'linked trips' taking place. Likewise, it

has indicated that capacity exists in the Shopping Park's car park at those times where it is likely to experience the greatest increase in demand.

- 5.13 The introduction of secondary access at the site has also been explored as part of the preliminary assessments. On the whole, it is considered that the introduction of a secondary access to the Park via the McDonalds entrance (which was originally envisaged as part of the McDonalds planning permission) would not only have an adverse impact upon pedestrian safety but would also be detrimental to the overall vision of the Development Framework – it would impede the ability to create the 'gateway' and enhanced connections which are a key objective of the vision. Similarly, delivery of a secondary access along the site frontage would be unfeasible without a significant reconfiguration of the site frontage and the wider highway network.
- 5.14 Planning applications will need to be accompanied by an appropriate Transport Assessment, which demonstrates that proposals would not cause severe impact on the highway network and that sufficient car park provision exists to accommodate the anticipated increase in demand.
- 5.15 The site is highly accessible by non-car modes. Development proposals should, however, explore means of enhancing connectivity into the site (for instance, in creating the more permeable frontages described above) and encouraging sustainable travel (for instance, through the introduction of cycle parking and use of employee travel plans).

Sustainability

- 5.16 As a member of the BBP Climate Change Commitment improving the sustainability of its property portfolio is at the heart of Nuveen's business and the transition towards net zero carbon is of great importance. Nuveen have publicly committed to publishing a net zero carbon pathway which outlines the trajectory towards net zero carbon in both new and existing buildings. Nuveen's pathway will seek to address:
- Operational Carbon – whole building performance
 - Embodied carbon of development – refurbishment and fit-out

- Principles of the energy hierarchy - focus on reducing energy demand and improving energy efficiency
- 5.17 It is through careful consideration that future development proposals will be brought forward at the Shopping Park to ensure that they contribute to both the City's target of meeting its zero-carbon commitment and Nuveen's commitment.
- 5.18 The principle of repurposing the Shopping Park is fundamentally a sustainable approach. It makes use of an existing accessible urban site, utilising existing infrastructure.
- 5.19 Future development proposals at the Shopping Park will, where appropriate, demonstrate that they follow the principles set out in the Development Plan for the use of the Energy Hierarchy; clearly demonstrate consideration of key environmental objectives including amongst others reducing pollution, reducing emissions from buildings, promoting less waste and encouraging sustainable travel have been considered; and, meaningfully promote use of sustainable transport modes.

Delivering the vision: a development framework

- 5.20 The Illustrative site proposal represents a vision for the site which takes into account the challenges, opportunities and principles identified in the document. It provides an indication of what the future development of the Shopping Park may entail and how the development principles could be applied.
- 5.21 The principles of the Vision will ensure that future proposal for the Shopping Park is appropriate for the site and its emerging context and are complementary to the wider development aspirations for North Manchester.

Figure 5.1: Site Proposal



Figure 5.2: Illustrative view looking towards proposed focal space and hotel planting

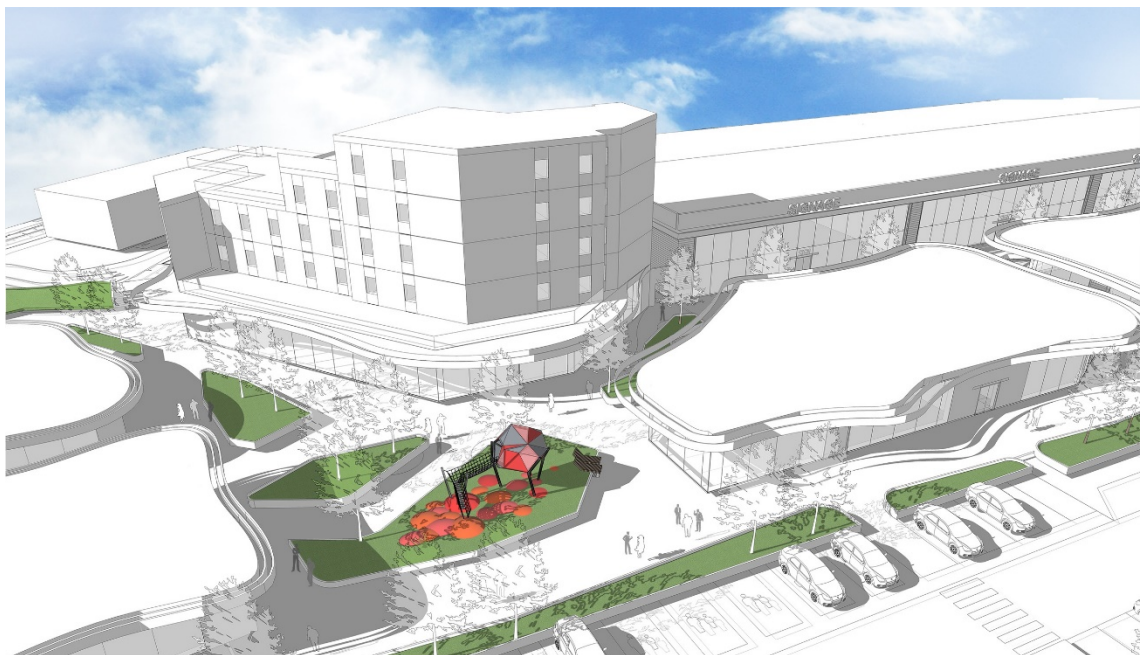
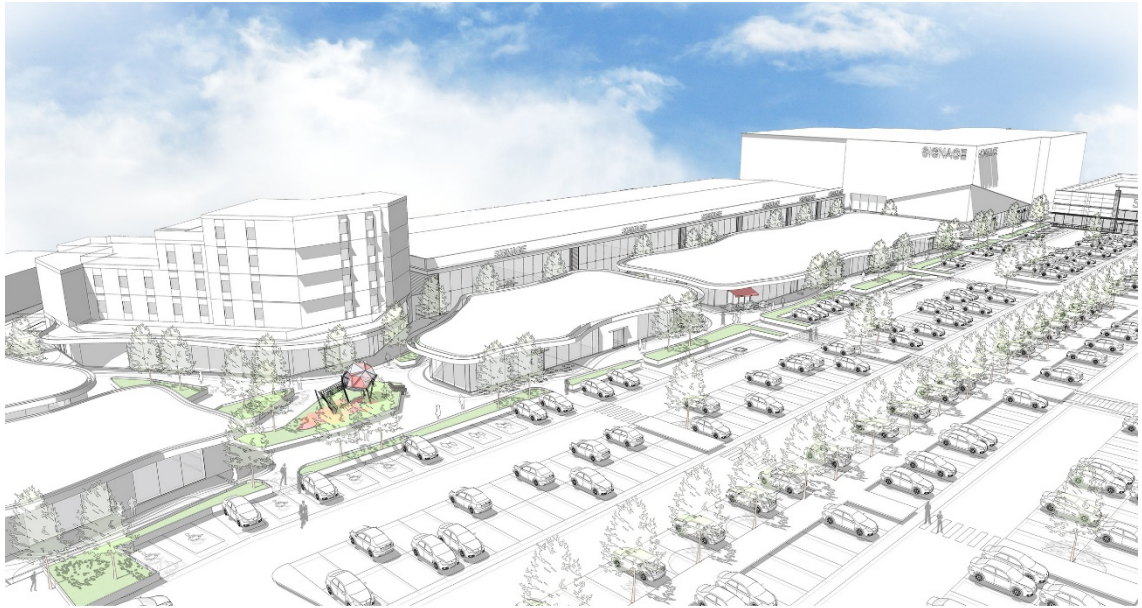


Figure 5.3: Illustrative view of remodelled northern edge



The detailed design identified in the drawings articulates one way in which the development principles could be interpreted across the site. It is presented for illustrative purposes only.

6. Outcomes

- 6.1 Based on the illustrative interpretation of the vision for the Shopping Park identified in Chapter 5, a number of significant social, environmental and economic benefits can be realised. The detail provided below provides an indication of the scale of benefits that can be derived as a result of the vision.

Social

- 6.2 During construction and once the development is complete, there will be a number of social benefits associated with the additional employment opportunities created. They include:

- Currently, 2,175 Job Seekers Allowance (JSA) claimants¹⁷ are seeking work in Manchester, of which 30 are seeking work in the construction section. The development could help to meet a local need for employment in construction;
- New employment opportunities can generate social benefits for those currently out of work. Research by New Economy has found that returning to work and no longer claiming JSA has a government cost saving of £9,725 per individual per year^{6,7} ;
- Approximately £900,000 will be created per annum in wages from additional direct jobs potentially taken by Manchester residents. This will create personal financial benefits for employees, supporting wellbeing and financial security;
- Manchester City Council will benefit from an uplift in business rates which based on comparative rates data could be equivalent to £155,000 per annum. This additional revenue will be available to contribute to supporting the running of local services and fund the city's infrastructure. 100% of business rate revenue will be available for retention by the Council under planned reforms from 2020.

Environmental

- A notable enhancement in the design quality of the development and its contribution to the urban fabric of the area. In particular its

¹⁷ ONS, Jan 2019, JSA Claimant Data

interface with Cheetham Hill Road and its junction with Queens Road. Given the presence and profile of the Park, this enhancement will be of considerable benefit to perceptions of the area.

- Enhanced pedestrian accessibility into the Park, with the access closer to residential communities and set in a more appealing environment, thereby encouraging greater access by foot and reduced use of the private car.
- Providing a greater opportunity for linked trips, with a more complementary retail offer, and more diverse leisure facilities. With an increased propensity for linked trips, the number and length of car journeys can be reduced.

Economic

6.3 The investment made during construction has the potential to create a number of benefits for the local economy of Manchester and the wider region:

- Around 160 FTE (full-time equivalent) construction-related jobs will potentially be generated both on and off-site;
- A proportion of construction jobs are likely to be drawn from the local labour market within Manchester and North West more widely. Around 140 direct net additional FTE jobs are likely to be held by residents in the North West, of which 50 could potentially be held by Manchester residents based on existing containment of labour force;
- Expenditure on construction materials, goods and other services will result in an economic 'multiplier' effect. This could result in around 70 additional jobs supported across the North West, of which 10 are likely to be in Manchester.
- Additional construction jobs will generate an increase in economic productivity which could amount to £10.7 million GVA in the North West, including £3.0 million GVA in Manchester every year during construction.

6.4 Once completed and occupied the development will produce long-lasting net additional economic benefits for the economies of North Manchester and Manchester:

- 260 gross FTE jobs will be supported on site, over and above those supported by the B&Q and Halfords stores currently trading from the site;
- Of the jobs created on site, circa 220 net direct FTE jobs could be held by North West residents and 80 FTE jobs held by residents within Manchester. This could be further enhanced by local recruitment initiatives, working closely with the City Council and North Manchester partners;
- When multiplier effects are factored in, a further 110 indirect and induced FTE jobs could be created within the North West, of which indirect 20 jobs could be local to Manchester.
- Retail and leisure based employment are likely to boost GVA by around £14.5 million every year in the North West, including £4.0 million GVA attributable to Manchester.

6.5 It is clear that the vision for the Park will deliver significant net additional benefits, over and above those currently being delivered by the arrangement and use of the Park. The vision will, therefore, optimise the contribution that the Park makes socially, economically and environmentally to North Manchester and ensure that residents resulting from the vision. In order to ensure that the benefits derived from the future development of the Shopping Park are maximised by the local community, Nuveen will commit to the following:

- Maximising local employment at the Shopping Park,
- Continued investment in a facility of importance in North Manchester; and,
- Delivery of a destination of choice in accordance with the regeneration initiatives of North Manchester.

7. Next Steps and Delivery

- 7.1 Following City Council Executive endorsement of the Development Framework the planning status of this document will be as a material consideration in determining all planning applications relative to the site.
- 7.2 Whilst it does not form part of the Development Plan, it has been prepared to align with the adopted policies of the Council's Core Strategy, the North Manchester SRF and the National Planning Policy Framework.
- 7.3 It is Nuveen that will bring forward development proposals in accordance with the agreed vision of the Development Framework. As the Framework represents a long-term vision for the Park that is designed to inform significant future development investments. Whilst the vision may not be realised in the short term due to existing commercial agreements, Nuveen will be able to plan for the Park's future with confidence and an appropriate level of flexibility to ensure it can pro-actively and contextually respond to market opportunities as and when they arise. Nuveen are committed to continuing to work closely with the City Council, local stakeholders and local communities in developing detailed proposals.

Figure 7.1: Enhancing planting



Figure 7.2: Creating a vibrant family space



Figure 7.3: Enticing retail frontages



Figure 7.4: Creating linked spaces



Appendix 1: Cinema Provision

Market Analysis

The inclusion of cinema offer in the vision for the Park has evolved in the context of the existing provision of cinemas across Greater Manchester, notably those within the Manchester Local Authority Boundary as well as the appetite of cinema operators to support a new facility in this part of Manchester. At present, there are 18 cinemas across GM (Figure 7.1 below shows the distribution of cinemas across GM) operated by providers which range from National Cinema Operators to smaller more independent operators.

The distribution of cinemas across GM is largely focused in existing centres (i.e City/Town Centre) or in out-of-centre locations or adjacent to the strategic highway network.

In Manchester, the majority of cinemas are located in the City centre and cater for the broad resident/worker/visitor customer base the City centre benefits from. Cinemas are also located in South Manchester (Cineworld) and East Manchester (Showcase Cinema).

More generally, the UK Cinema Association identifies that the Cinema Market in the UK continues to remain strong year on year with their Annual Report 2017¹⁸ identifying that cinema operators invested in all aspects of the market and the performance across the year out-performed the preceding years in terms of box office and admissions. The report identifies that a record-setting 170,616,774¹⁹ admissions were recorded over the course of the year.

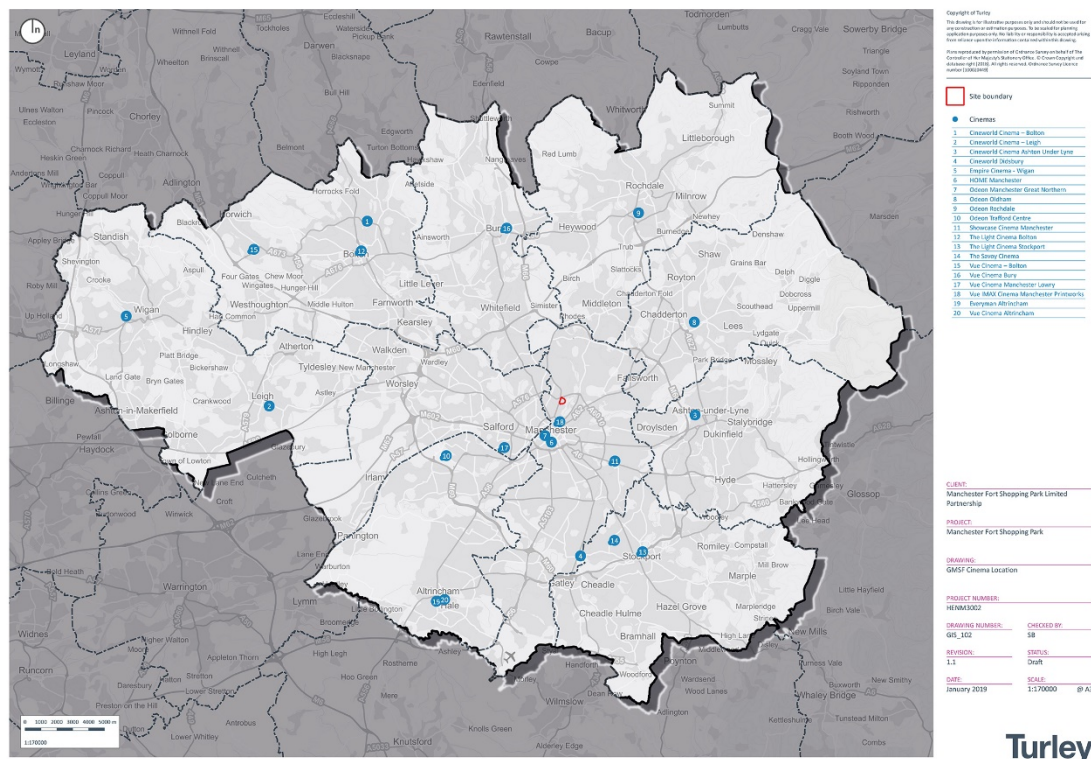
Further research undertaken by the UK Cinema Association analyses the growth of cinema provision in the country from the period 2007. Over the 10 year period 2007 – 2017 the research identifies that the provision of cinema screens has increased year on year rising from 3,596 to 4,309 (c.19 % increase). At the same time, the number of cinema sites in the UK decreased post-recession with the number of sites decreasing from 775 in 2007 to 743 in 2014. This reflects the delivery of larger cinema with multiple screens. More

¹⁸ UK Cinema Association Annual Report 2017 - <https://www.cinema.uk.org.uk/2018/06/uk-cinema-association-published-2017-annual-report/>

¹⁹ Source: Cinema Advertising Association

recently, however, there has been an increase in the number of cinema sites with the number of sites available as of 2017 being 801²⁰.

In the context of the existing cinema market, the delivery of a new cinema would build on the strong foundations of the year-on-year growth of the industry and enhance the provision of cinemas of GM.



Capacity Study

The adjacent plan was prepared to analyse how the existing cinema provision serves the population of GM. The plan illustrates a 5 and 10 minute drive time from each cinema. The analysis identifies that the Shopping Park is located on the periphery of the area served by cinemas located in the City centre. It also indicates that there is a deficiency of cinemas across the north of the city, and a gap in the market exists.

The provision of cinemas in the City centre caters for a broad population, underpinned by the nature of the City centre's function. The introduction of a cinema to rebalance the deficiency in north Manchester will not be detrimental to the vitality or viability of the City centre. It is envisaged that the new facility

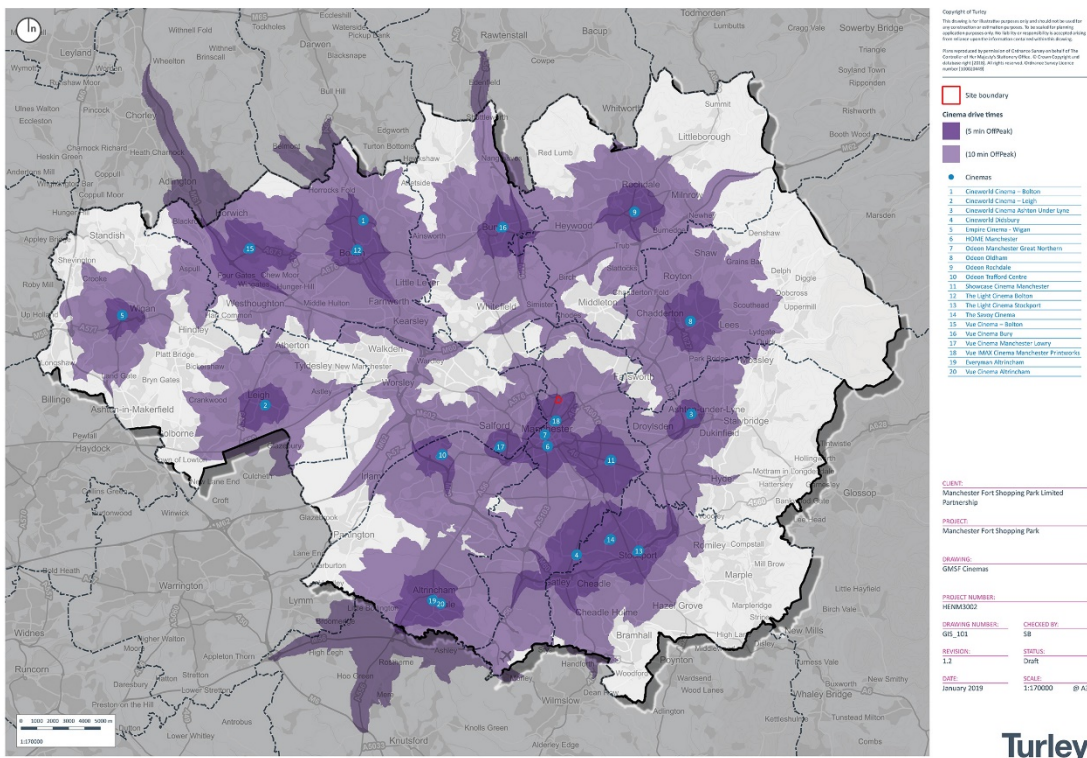
²⁰ <https://www.cinema.uk/the-industry/facts-and-figures/uk-cinema-industry-infrastructure/sites-and-screens/>

will cater towards a different customer-base and behaviour and would align with the aspirations for growth identified in the Victoria North SRF.

Delivery

A core principle of the development vision is to deliver an enhanced retail and leisure offer at the Shopping Park. In order to realise the vision, it is envisaged that the inclusion of a cinema at the Park will become the ‘anchor’ tenant, aimed at providing a more diverse and rounded experience intended to encourage greater propensity for linked trips and increased dwell time throughout the evening.

The illustrative drawings included within the framework detailed how a cinema could be incorporated at the site subject to the removal of the B&Q unit.



Turley Office
1 New York Street
Manchester
M1 4HD

www.turley.co.uk