

TRAFFORD COUNCIL

Report to: Planning and Development Management Committee
Date: 22 November 2018
Report for: Consultation
Report of: Head of Planning and Development

Report Title

Trafford Civic Quarter Masterplan: Supplementary Planning Document

Summary

This report seeks the views of the Planning and Development Management Committee in respect of a draft supplementary planning document which will guide the development and regeneration of the proposed 'Civic Quarter', a Masterplan area centred on Trafford Town Hall.

Securing the successful regeneration of Stretford/Old Trafford is a key priority for the Council. The Civic Quarter Masterplan Supplementary Planning Document (CQM SPD) provides an opportunity to act as a catalyst for the continued regeneration of Stretford/Old Trafford, building on the area's existing unique opportunities, including the presence of renowned sporting institutions, the delivery of University Academy 92 (UA92) and as the focus of Trafford's civic functions.

The CQM SPD will set out the Council's vision and key objectives for the development and regeneration of the area. The extent of the Masterplan area and the expected parameters of development within it will be defined by a Development Framework plan. The SPD will include a set of adopted planning policies and is intended to set clear parameters regarding the Council's expectations and aspirations for development proposals within the area. It is also intended to be used to guide development which may come forward adjacent to or just outside the boundary of the Civic Quarter which would nonetheless connect to it or affect its character and setting. A Strategic Environmental Assessment (SEA) is required to accompany the SPD and this considers the likely impact the Masterplan proposals could have on the environment.

The draft Civic Quarter Masterplan SPD and its accompanying SEA are currently undergoing a six and a half week period of public consultation, in accordance with statutory procedures and a robust consultation plan. This consultation began on 30 October 2018 and closes on 14 December 2018. Following this, a revised version will be prepared for formal adoption by the Executive. Seeking the views of Members of the Planning and Development Management Committee is part of the overall consultation strategy.

Following adoption, the SPD will form part of the planning policy framework for the Borough and will be a material consideration in the determination of planning applications.

Recommendation(s)

It is recommended that the Planning and Development Management Committee:

- (i) Note the contents of the draft Supplementary Planning Document which, if adopted, will be a material consideration in the determination of planning applications.
- (ii) Note the contents of the accompanying Strategic Environmental Assessment.
- (iii) Take the opportunity to express their views on the draft SPD and SEA.
- (iv) Note that the views of the Planning and Development Management Committee expressed at the meeting or in writing (including those of individual Members) will be recorded for inclusion (in summary form) in any subsequent consultation statement.
- (v) Note that following public consultation a further report will be presented to the Planning and Development Management Committee reporting on the outcome of the consultation and with a final version of the Civic Quarter Masterplan SPD. This report will seek the Committee's recommendation to Executive in respect of the adoption of the SPD.

Contact person for access to background papers and further information:

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Appendix One: Trafford Civic Quarter Masterplan SPD (Consultation Draft)

Appendix Two: Trafford Civic Quarter Masterplan SPD Strategic Environmental Assessment (SEA)

1.0 Introduction and Background

- 1.1 The Council in partnership with Bruntwood, and Lancashire Cricket Club (LCC) appointed Feilden Clegg Bradley, Planit-ie and How Planning in February 2018 to produce a Civic Quarter Masterplan Supplementary Planning Document (CQM SPD) for the revitalisation of the Civic Quarter area (see Appendix 1).
- 1.2 Securing the successful regeneration of Stretford/Old Trafford has been a long-standing priority for the Council. The Civic Quarter area occupies a strategic position in the Borough being in close proximity to both Manchester City Centre and MediaCityUK with excellent transport links. Building on the existing major assets of the Civic Quarter area provides an opportunity to act as a catalyst for the regeneration and renewal of Trafford's northern area.
- 1.3 With circa 2.5 million visitors per year to Manchester United Football Club and 500,000 to Lancashire County Cricket Club, this area is the most visited place in the Borough. It also contains several important civic functions and community facilities such as Trafford Town Hall, Trafford College and Stretford Leisure Centre. However, the area is fragmented by a number of large footprint single uses with little pedestrian permeability and a significant opportunity exists to improve the visitor experience for its sporting attractions and to create a vibrant neighbourhood for existing and new residents.
- 1.4 The Civic Quarter Masterplan SPD will support the creation of a new mixed-use neighbourhood in a highly accessible location, creating an inclusive, safe and

sustainable community for the people of Stretford/Old Trafford, through the active reuse of vacant brownfield sites, underused land and the improvement of existing facilities and services.

- 1.5 The Civic Quarter Masterplan SPD will set out the Council's vision and key objectives for the regeneration of the area. The extent of the Masterplan area will be defined by a Development Framework plan. The SPD is intended to set clear parameters regarding the Council's expectations for development proposals within the area. It is also intended to be used to guide development which may come forward adjacent to or just outside the boundary of the Civic Quarter which would nonetheless connect to it or affect its character and setting.
- 1.6 The draft SPD has been prepared collaboratively by the Council and its partners, to guide the regeneration and future development of the area and its surrounds. If approved, it will be adopted by the Council as SPD and will be a material planning consideration in the determination of planning applications. It will also aid the pre-application process for landowners and prospective developers.

2.0 Strategic Context

- 2.1 The draft SPD provides a comprehensive and fully joined up approach to delivering future growth to benefit of residents and businesses. The Refreshed Stretford Masterplan was approved by the Council in January 2018 as its strategy for securing the transformation of Stretford Town Centre and the surrounding area. It sets out the opportunities for further development of the Civic Quarter area to take full advantage of the proposals to establish UA92, providing a new higher education facility in the Stretford area, and maximise the potential of existing assets. The SPD further develops the specific aspirations for the Civic Quarter area in accordance with the Refreshed Masterplan.
- 2.2 The draft Masterplan is consistent with the Council's Corporate Objective of 'Economic Growth and Development' and the Trafford Economic and Housing Growth Framework (2018). The SPD will support the delivery of the adopted Trafford Local Plan: Core Strategy (2012) and the LCCC Quarter Strategic Location for major mixed-use development (Policy SL3), as well as other Core Strategy policies. The Masterplan also supports key corporate priorities which set a long term vision for the future through the "Trafford Together" vision for the Borough.
- 2.3 At a Greater Manchester (GM) level it will support the growth ambitions articulated within the emerging Greater Manchester Spatial Framework (GMSF) and the GM Strategy. Specific proposals within the Masterplan will be developed in the context of the GM 2040 Transport Strategy, GM Congestion Plan, and Made to Move walking and cycling plan to identify improvements to tackle traffic congestion, promote sustainable modes of travel and better integrate transport and new developments.

3.0 Vision and Objectives

- 3.1 The Vision of the Civic Quarter Masterplan SPD is:

"The creation of a new, diverse and vibrant mixed-use neighbourhood that builds on and maximises the existing opportunities in the area. It will have its own distinctive identity, providing a unique and attractive destination for visitors and residents alike. New opportunities for work, leisure and play will be created in a high quality setting."

- 3.2 The SPD provides a set of policies for the redevelopment of the area. The main elements are:
- (vi) The delivery of new development zones which could be suitable for a range of uses such as leisure, residential (including student and older persons' accommodation), hotels and commercial, community uses, restaurants, hot food/drinking establishments, retail and other civic functions to support the new neighbourhood.
 - (vii) The creation of a high quality processional route from Old Trafford Metrolink Stop connecting to Manchester United Football Club.
 - (viii) A new 'wellbeing' route along Talbot Road which will see the downgrading of the existing highway and enhanced pedestrian and cyclist provision.
 - (ix) A new public leisure centre for Stretford.
 - (x) A new educational campus centred on University Academy 92 including supporting residential and commercial uses.
 - (xi) Enhancements around Lancashire Cricket Club including a major new civic space at the junction of Talbot Road and Warwick Road.
- 3.3 In order to achieve the comprehensive regeneration of the area there will be a requirement for further coordinated investment.

4.0 The Quarters

- 4.1 Four distinct quarters have been identified in the SPD where there is potential for intervention or new development which would meet the vision and objectives for the Civic Quarter area.
- 4.2 The vision for each quarter is:
- **Civic Quarter:** To create a real civic centre for Trafford building on the existing Trafford Town Hall and open space that can link to the new civic square. The area also offers the opportunity to develop the current leisure centre site, which would be suitable for new housing.
 - **Leisure Quarter:** To build on the existing success of LCC as a leisure destination, through improved connectivity around the stadium and the creation of a new civic square. Building on the identity as the Leisure Quarter, the area also offers the unique opportunity to provide a new modern public leisure centre with direct links to LCC's outdoor pitches, which will create a unique combination of indoor and outdoor sport provision.
 - **Campus Quarter:** To provide a new neighbourhood that includes the higher education campus for UA92, offering degrees in media, business and sport. The area also offers substantial opportunities for the delivery of further residential, leisure and commercial uses.
 - **Commercial Quarter:** To create a diverse and connected quarter maximising opportunities for the positive enhancement and potential re-development of White City Retail Park.
- 4.3 Members will be aware that full planning permission was granted in August 2018 by this Committee for the conversion of the former Kellogg's building for use by UA92 with the first students due to attend by September 2019. The Council anticipates further early development activity will be possible on surplus land around the former Kellogg's building and through the delivery of a new public Stretford Leisure Centre.

- 4.4 The SPD provides a clear framework to guide future development, a set of design criteria to be followed in the determination of planning applications and an illustrative masterplan for the area.
- 4.5 The SPD also identifies a series of substantial public realm improvements to link development sites and create a better sense of place through the provision of:
- A wellbeing Route along Talbot Road with enhanced footways and cycleways;
 - Enhanced pedestrian connections to the Old Trafford Metrolink stop;
 - An enhanced 'Processional Route' linking the Metrolink, LCC and MUFC; and
 - A new Civic Square at the heart of the area fronting the Town Hall and LCC along Talbot Road.

5.0 Strategic Environmental Assessment (SEA)

- 5.1 The Council is required to produce a Strategic Environmental Assessment (SEA) to accompany the SPD as the Masterplan proposals, as a whole, may have significant environmental effects which were not anticipated at the time of the production of the adopted Core Strategy in 2012 (Appendix 2).
- 5.2 The SEA has been undertaken in accordance with Regulations, good practice and government guidance. It is aligned with the SEA of the emerging Local Plan, following the same methodology and approach, and is proportionate, acknowledging the hierarchy of plan-making and the tiering of assessment processes.
- 5.3 Overall, the SEA has found that the implementation of the CQM SPD will have positive effects on SEA objectives within the scope and sphere of influence of the plan. Effects on landscape / character, housing, employment / economy, health and wellbeing are likely to be major positive, synergistic and cumulative in the longer term; such effects are also likely beyond the spatial boundary of the SPD as the implementation of the SPD inspires and encourages other regeneration.

6.0 Delivery Strategy

- 6.1 The SPD provides a clear strategy for the continued regeneration of the area. The delivery of the SPD will continue to be dependent on effective partnership working with the community, businesses, landowners, developers, investors, and operators. The Council will seek to work collaboratively with partners to deliver the SPD, including through the development of joint ventures and the direct delivery of development. The Council will act proactively to assemble land to ensure the delivery of the identified opportunities and use its CPO powers where necessary, subject to appropriate approval(s).
- 6.2 The successful delivery will build effectively on the work completed to date as part of the Stretford Masterplan and act as a major catalyst to accelerate the long-term transformation of Old Trafford.
- 6.3 The SPD will form part of the adopted planning policy framework for the Borough and will be a material consideration in the determination of planning applications, carrying significant weight.

7.0 Other Options

7.1 Other options are not to prepare the SPD or to prepare a different strategy. The continued absence of an overarching framework for the delivery of development in the Civic Quarter area will not provide the Council with a strategic context within which to make decisions on future development in support of its priorities for economic growth and development. The adoption of the Civic Quarter Masterplan as SPD will enable the Local Planning Authority to give it significant weight in the determination of planning applications, which will mean the document can meaningfully influence and shape development activity in the area.

8.0 Consultation

8.1 The draft SPD has taken full account of the informal consultation exercises that have been undertaken by the Council and their partners over recent months. This includes the 101 responses received following a well-attended public drop-in session on 14 August 2018 which was held at Trafford Town Hall.

8.2 The CQM SPD is currently undergoing a period of public consultation which began on 30 October 2018 and will run until 14 December 2018. The consultation process provides an opportunity to further involve all interested parties, including local people, businesses and key stakeholders in the development of the proposals and establish the views of the community and other key stakeholders.

8.3 The Strategic Environmental Assessment (SEA) is also required to be consulted on, in accordance with statute, and has been made available alongside the SPD.

8.4 As part of the formal consultation process the Council has made the draft Civic Quarter Masterplan SPD available for inspection and comment at a variety of places including public libraries and Trafford Town Hall. An electronic copy of the draft SPD and accompanying SEA, together with details of where hard copies have been made available, has been published on the Council's website along with online copies of a feedback questionnaire. The evidence base which supports the content of the CQM SPD (Transport Study, Crime Impact Statement, Heritage Assessment, Townscape and Visual Impact Assessment) will also be made available for inspection and comment.

8.5 A public consultation event took place on Tuesday 6 November 2018 and a further event will be held on Tuesday 11 December 2018. These are to enable people to hear about and ask questions relating to the draft Trafford Civic Quarter SPD and its specific proposals. The meeting on 6 November was well attended by a range of interested parties and a variety of views were expressed.

8.6 The Council will consider all comments and representations made in writing and use them to inform necessary changes to the draft SPD / SEA prior to adoption. Statutory consultation and adoption statements will be produced as and when required by Regulations.

8.7 Members of the Planning and Development Management Committee are now invited to give their views on the draft CQM SPD and accompanying SEA at the Committee meeting, which will be recorded and included (in summary) in any subsequent consultation statement. Should Members wish to make any further comments following the meeting, these can be emailed to civicquartermasterplan@trafford.gov.uk.

9.0 Recommendations

9.1 That the Planning and Development Management Committee:

- (i) Note the contents of the draft Supplementary Planning Document which, if adopted, will be a material consideration in the determination of planning applications.
- (ii) Note the contents of the accompanying Strategic Environmental Assessment.
- (iii) Take the opportunity to express their views on the draft SPD and SEA.
- (iv) Note that the views of the Planning and Development Management Committee expressed at the meeting or in writing (including those of individual Members) will be recorded for inclusion (in summary form) in any subsequent consultation statement.
- (v) Note that following public consultation a further report will be presented to the Planning and Development Management Committee reporting on the outcome of the consultation and with a final version of the Civic Quarter Masterplan SPD. This report will seek the Committee's recommendation to Executive in respect of the adoption of the SPD.

Background Papers

None.