

## TRAFFORD COUNCIL

**Report to:** Executive  
**Date:** 28 September 2020  
**Report for:** Decision  
**Report of:** Executive Member for Housing and Regeneration

### Report Title

**Sale Moor and Hale Place Plans**

### Summary

Our local centres and high streets have never been as vital a resource to local communities. The Sale Moor and Hale Place Plans have been developed with the involvement of the local community, businesses and stakeholders and identify opportunities to improve both centres for those who live, work, visit and spend time there. The Place Plans will assist in ensuring both centres met their full potential and support the recovery from the Covid-19 pandemic.

The Place Plans will be a material consideration in the determination of planning applications in the centres and will sit alongside the Council's Core Strategy and support preparation and delivery of the emerging Trafford Local Plan.

### Recommendation(s)

It is recommended that the Executive

(i) Approves the Sale Moor and Hale Place Plans

(ii) Approves the Action Plans for Sale Moor and Hale and explore measures identified to improve both District Centres.

(iii) Agrees to the main improvement areas identified in the Sale Moor and Hale Place Plans.

### Contact person for access to background papers and further information:

**Name:** Mike Reed (Strategic Growth Manager)  
Damien Cutting (Senior Strategic Growth Officer)

**Extension:** x4924  
x2756

Appendix One: Sale Moor Place Plan  
Appendix Two: Hale Place Plan  
Appendix Three: Consultation Summary Sale Moor  
Appendix Four: Consultation Summary Hale

Background Papers: None

Relationship to Policy Framework/Corporate Priorities	The Sale Moor and Hale Place Plans will support the delivery of the Council's Corporate Plan (2019), including the priorities Building Quality, Affordable and Social Housing, Health and Wellbeing, and Successful and Thriving Places. The final Place Plan will support the adopted Core Strategy and preparation and delivery of the emerging Trafford Local Plan. Delivery of the Place Plans will also support the Council's strategy for recovery from COVID-19.
Relationship to GM Policy or Strategy Framework	At a GM level the Sale Moor and Hale Place Plans will support the growth ambitions articulated within the emerging Greater Manchester Spatial Framework and the GM Strategy. Specific proposals within the Place Plans have been developed in the context of the GM 2040 Transport Strategy, GM Congestion Plan, and Made to Move walking and cycling plan to identify improvements tackling traffic congestion, promote sustainable modes of travel and better integrate transport and new developments.
Financial	The delivery of the Place Plans can be supported within existing resources. The financial implications of any specific future developments will be assessed at the time.
Legal Implications:	None arising specifically from the contents of this report. There may be requirements for highway and traffic orders in the future when detailed proposals are drawn up.
Equality/Diversity Implications	Equalities Impact Assessments will be completed as part of the process to deliver specific proposals outlined in the Place Plans.
Sustainability Implications	New development will be carried out in accordance with the Council's sustainability principles. The proposals will help deliver the Council's climate change / low carbon agenda and the GM Environment Plan by supporting more sustainable modes of travel, better use of existing land resource and promoting development in sustainable urban locations.
Resource Implications e.g. Staffing / ICT / Assets	Existing staff resources are in place to support delivery of the Place Plans.
Risk Management Implications	The delivery of the proposals within the Place Plan will be supported by a risk register setting out the key risks to delivery and proposed mitigation measures.
Health & Wellbeing Implications	None as a consequence of this report.
Health and Safety Implications	None as a consequence of this report.

## **1.0 Background**

- 1.1 In May 2019 Trafford Council appointed Nexus Planning, working alongside technical consultants WSP, Gillespies and Buttress Architects, to prepare two Village Place Plans for Sale Moor and Hale Village Centres (appendix one and two).
- 1.2 The Place Plans will help guide future policy, actions and investment within the village centres and assist in ensuring that Sale Moor and Hale best meet their full potential as centres that serve their local communities. They will seek to make Sale Moor and Hale sustainable and viable centres, well equipped to meet the current and future needs of its residents and visitors, and effectively support local businesses.
- 1.3 We are in a period of uncertainty following the impact of the COVID-19 pandemic which has substantially altered people's way of life and how they use local centres. It has had a significant economic impact and affected the operation of retailers and service providers across the country. The Place Plans form part of the Council's wider response to these challenges in Sale Moor and Hale.
- 1.4 The Place Plans have been prepared alongside the local community with a significant amount of engagement, including approximately 400 attendees at consultation events and 404 questionnaire responses. Meetings have also been held with ward members and local stakeholders. A summary of the consultation process is set out in appendix three.

## **2.0 Purpose of the Place Plans**

- 2.1 The Place Plans have been developed to improve the village centres of Sale Moor and Hale as places to be, live, work, shop, eat and drink, and support the local community. The focus of the Place Plans are to:
  - Establish a clear vision and development strategy for the areas which is reflected in approaches to development management, design, investment, partnership working, transport and other matters;
  - Provide confidence to partners in the prospects for Sale Moor and Hale and to encourage further investment;
  - Establish clear development and design principles to be used as a material consideration in the determination of planning applications;
  - Support the preparation and delivery of Trafford's new Local Plan - ensuring new development is supported by the necessary infrastructure, including identifying requirements for development contributions (including CIL, S106 and on site design);
  - Identify the focus for public sector investment and support in unlocking the potential of Sale Moor and Hale; and
  - Provide a focus for on-going stakeholder and public engagement in delivering the vision for Sale Moor and Hale.

## **3.0 Community Village Place Plans**

- 3.1 Community engagement has been integral to the entire process of creating the Place Plans and involving the local community from the outset was fundamental in preparing the Plans. Some of the proposals gained support as well as challenging opinions from some members of the local community. There were four integral stages to the engagement strategy in the production of the Place Plans from June 2019 through to July 2020.

- 3.2 **Stage 1** Involved a baseline analysis and initial engagement to reach out to the community and to gain an initial insight into the issues that the Plans needs to address. Business and community surveys were distributed electronically and by hand between June and September 2019. This comprised consultations with a range of stakeholders including, but not limited to:
- Local Businesses and Traders of Sale Moor Village Centre
  - Local Councillors and Members
  - Local Groups & Service Providers
  - Property owners (freehold and leaseholders if known)
  - Local Schools & Churches
  - Residents and wider community
  - Trafford Council
- 3.3 This stage concluded with a Members Update in October 2019.
- 3.4 **Stage 2** Involved the production of the draft Village Plans and engagement with relevant stakeholders through workshops and meetings at the Waterside, Sale and Hale Bowling Club. This stage was undertaken between October and December 2019.
- 3.5 **Stage 3** of the community engagement process took place in January 2020. This period of public engagement comprised of public consultation over four weeks, focussed on an exhibition day at Sale Moor Methodist Church and staying with the Bowling Club in Hale.
- 3.6 **Stage 4** - the final Village Plans were under executive review in September 2020.
- 3.7 The full findings, including the community survey and SWOT analysis undertaken, have formed the evidence base for the preparation of the Village Place Plans and can be found in Appendix 3.

*Table 1: Stage 1 Consultation and Engagement – June to December 2019*

<b>Consultation Stage 1</b>	<b>Activity</b>	<b>Outcome</b>
Initial Engagement June - November 2019	Baseline Analysis and Initial Engagement: <ul style="list-style-type: none"> <li>• Retail health checks</li> <li>• Car parking Survey (Hale only)</li> <li>• Demographic review</li> <li>• Planning policy review</li> <li>• Review Accessibility and movement patterns</li> <li>• Review streetscape, urban design and public realm</li> <li>• Business and community surveys</li> <li>• Walk-arounds and door knocking with businesses</li> <li>• Meetings with stakeholders</li> <li>• Ongoing meetings with ward members</li> <li>• Meetings with Trafford</li> </ul>	<ul style="list-style-type: none"> <li>• 516 responses from the Hale community and 318 responses from Sale Moor community.</li> <li>• In-depth discussions with ward members, stakeholders and local businesses.</li> </ul>

	Council officers	
Preparation of Draft Village Plans  November 2019 – December 2019	Production of draft Village Plans and engagement with Council officers, stakeholders and consultees throughout.	Responses that will feed into preparing final Place Plans for Hale and Sale Moor.

3.8 A summary of the main findings of the consultation and engagement activity is set out in Tables 2 and 3 below.

*Table 2: Stage 2 Consultation and Engagement Summary - Hale Village Centre*

Likes	Dislikes	Improvements
<ul style="list-style-type: none"> <li>• Proximity to home</li> <li>• The range of places to eat and drink</li> <li>• The selection of independents</li> <li>• Quality of the shops and offer</li> <li>• General cleanliness</li> <li>• The village isn't too busy</li> <li>• The overall parking options</li> <li>• Community facilities - the library and bowling green</li> <li>• Everything!</li> </ul>	<ul style="list-style-type: none"> <li>• The cost and/or amount of parking</li> <li>• Road congestion</li> <li>• Lack of choice of shops</li> <li>• Poor quality greenspace</li> <li>• Lack of secure/clean toilets</li> <li>• Run down appearance of shops</li> <li>• Dirty shopping streets/litter</li> <li>• Safety and ease of accessibility by bike</li> </ul>	<ul style="list-style-type: none"> <li>• More independent retailers</li> <li>• More parking</li> <li>• Cheaper parking</li> <li>• Better street furniture</li> <li>• More outdoor spaces</li> <li>• More family orientated facilities</li> <li>• Cleaner Streets</li> <li>• Control on anti-social behavior</li> <li>• Increasing the opportunities to travel safely to Hale by bike</li> </ul>

*Table 3: Stage 2 Consultation and Engagement Summary - Sale Moor Village Centre*

Likes	Dislikes	Improvements
<ul style="list-style-type: none"> <li>• Proximity to home</li> <li>• Selection of independents</li> <li>• Quality of shops</li> <li>• Parking options</li> <li>• The village isn't too busy</li> <li>• Nice street furniture</li> <li>• Range of places to eat and drink</li> <li>• Good public transport</li> <li>• Feels safe and presence of Police</li> <li>• Close to work</li> <li>• Everything!</li> </ul>	<ul style="list-style-type: none"> <li>• Road congestion</li> <li>• Run down appearance of the shops</li> <li>• Inadequate range of places to eat and drink</li> <li>• Lack of choice shops</li> <li>• Insufficient greenspace</li> <li>• Lack of clean/secure toilets</li> <li>• Lack of street furniture</li> <li>• The cost/amount of parking</li> <li>• Lack of a larger supermarket</li> <li>• Lack of accessibility throughout the village</li> <li>• Unsafe cycle routes</li> </ul>	<ul style="list-style-type: none"> <li>• More independent retailers</li> <li>• More places to eat and drink</li> <li>• Cleaner streets</li> <li>• Better street furniture and floral displays</li> <li>• More family orientated facilities</li> <li>• More outdoors spaces</li> <li>• More control on anti-social behaviour and more security measures</li> <li>• More parking</li> <li>• More national multiple operators</li> <li>• More frequent bus services</li> <li>• Safer cycle routes through the village.</li> </ul>

3.9 At the Stage 3 consultation on the draft Place Plans, there were 132 responses to the survey in Hale and this time there were more responses in Sale Moor with 272 completed in total. Some of the findings included:

- **Vision:** 63.64% of respondents think that the vision for Hale Village Centre appropriately reflects the aspirations of the local community. The figure was a little higher in Sale Moor, 71.69%.
- **Offer of the Centres:** 59.85% of respondents in Hale agree or strongly agree with the objectives of the Place Plan and how these appropriately pick up the detail of the Vision for the village. This is compared to 63.97% in Sale Moor.
- **Movement:** In Hale, 49.24% agree or strongly agree with the objectives of the Place Plan that regard movement. In Sale Moor, 57.72% agree or strongly agree with the objectives.
- **Streetscape:** 61.36% of respondents agree or strongly agree with the objectives of the Place Plan that concern the streetscape. It was a similar figure in Sale Moor, 63.60%
- **Public Realm:** 59.09% of respondents agree or strongly agree with the objectives of the Place Plan which concern the public realm. Just slightly higher at 62.50% in Sale Moor.

- 3.10 In Sale Moor, the major proposals include the gyratory and associated highways in and around the village. Of the 84.56% who chose a preferred option, 30.43% stated that they preferred Option 1, whilst 69.57% stated that their preference is Option 2. Option 2 is the preferred choice presented in the final Place Plan. Further options relating to a Movement Strategy at Northenden Road East and Northenden Road High Street were considered at the consultation. Of the 87.86% who answered this question, 21.33% chose option 1 as their preferred choice whilst the majority (57.32%) cited Option 2 as their preferred choice of movement strategy. Option 2 the preferred option presented in the final Place Plan for Sale Moor.
- 3.11 Around the Bowling Green in Hale, 73.48% who answered when asked which option they preferred, 52.58% of respondents prefer Option 1, whilst 47.42% of respondents prefer Option 2. Option 1 is the preferred option presented in the final Place Plan.
- 3.12 Of the 47.72% who chose a preferred option for the Hale Clock Tower Square, 46.03% prefer Option 1 whilst 53.97% prefer Option 2. 36.36% stated that they did not have a preference between the two options. Option 2 is the preferred option presented in the final Place Plan.
- 3.13 Two consultation events were held in both centres; one at Sale Moor Methodist Church and the other at Hale Bowling Club; both were very well attended. There were a number of local businesses in both Sale Moor and Hale that challenged some of the proposals. In both centres, their main concerns were in relation to parking. Some businesses felt that any loss of parking would have an adverse impact on their business. It was stressed that in both centres, whilst some spaces may be reallocated elsewhere, overall there will be no net loss of parking spaces. The reallocation of parking spaces is to ensure that more space can be given over to pedestrians and that the cycle lane can be implemented in Sale Moor. The challenges raised, as well as the results of the surveys, have been used to guide the final proposals in both centres

#### 4.0 Vision and Objectives

- 4.1 The vision and objectives will lay a basis for decision making and establish a focus for future improvements. Through in-depth community engagement, a range of actions and improvements have been identified to improve the overall physical,

economic and social aspects of Sale Moor and Hale and to help address their local needs. This is set out in detail at Section 5 of the Place Plans.

4.2 The vision for Sale Moor is as follows:

*'Sale Moor will be a thriving village centre with community at its heart that attracts independent businesses and welcomes visitors from outside of the area. People will be able to move about freely and Sale Moor will become accessible to all at all times of the day, with sustainable movement at its heart. The village will continue to grow as a diverse centre, including a reinvigorated evening economy and will meet the needs of the entire catchment. It will evolve through strong community partnerships, along with physical and aesthetic improvements.'*

4.3 The vision for Hale is as follows:

*'Hale Village will continue to support its active and diverse community and will be a lively and well-liked destination, accessible to everyone at all times of day. The village centre will build on its good access by train and bus, and promote sustainable modes of transport through the encouragement of access to and within the centre by foot and bicycle, and a move away from the reliance on cars. Pedestrian and cycle access through the village will be safe and secure. Through the improvement of the physical appearance and public realm of the village and the delivery of additional and enhanced community space, the village will be the preferred choice for Hale residents and beyond, meeting both retail and leisure needs and promoting a thriving village centre. The centre will be family friendly, through the creation of new community spaces. It is vital that the centre meets the requirements of the future generations, through the delivery of a sustainable agenda, whilst protecting Hale's important heritage.'*

4.4 A number of objectives have been agreed through consultation for both centres under the themes of 'Offer', 'Movement', 'Streetscape' and 'Public Realm'. For both centres, the objectives have been agreed through consultation in order to include a set of achievable and tangible targets.

## 5.0 Identified Opportunities

### *Improvement Areas*

5.1 The Spatial Framework and development strategy for Sale Moor and Hale are set out in Section 6 and Section 7 of the Place Plans.

5.2 The main areas for improvements identified within the Sale Moor Place Plan are:

- **Sale Moor Gyratory and Northenden Road:** Closure of the high street to through traffic with main vehicle movements directed around the centre. There is an opportunity through the GM Mayors Challenge Fund (MCF) for a new bi-directional cycle lane from Sale running along Northenden Road onto Sale Water Park, with associated improvements to the pedestrian and cycle environment.
- **Warrener Street:** The redefining of the highway through Sale Moor will enable the creation of a new village square as a focal point and provide a connection to any new development opportunity delivered on the Warrener Street car park site. No specific scheme has been agreed for the site as part

of the Place Plan but the site could deliver a mix of residential, retail and community uses to support the Sale Moor whilst retaining car parking.

5.3 The main areas for improvements are identified within the Hale Place Plan are:

- **Hale Bowling Club and Surrounds:** There are opportunities to make this area of green space more inclusive for all to use with a shared surface to make movements on both sides of Ashley Road safer, informal play space, tree planting and high quality paving that helps to make the space more attractive. There are further options for alternative temporary seasonal uses of the green itself to support the wider centre.
- **Clock Tower Area:** There are opportunities for improvement of this area as a focal point and gateway for the centre with the space surrounding the clock tower better utilised. Rationalisation of the highway layout and the space surrounding the clock tower alongside wider footways, tree planting and the creation of a new 'village green' will provide spill out space for hospitality businesses and act as an area for potential events. Any detailed proposals which involve the relocation of car parking spaces will not result in any fewer spaces in the area.

#### *Movement Strategy*

5.4 At present, both centres are heavily dominated by cars with a poor environment for pedestrians and cyclists. The detailed movement strategy is set out in Section 8 of the Place Plans.

5.5 In Sale Moor the existing highways layout creates a poor pedestrian and cyclist experience with the central reservation and guard railing acting as barriers to movement and increasing vehicle speeds. Footways are narrow and there is limited street greening, limited cycle parking and poor quality paving. The proposed changes will support a widening of footpaths, creation of spill out space for businesses, provision of a bi-directional cycle lane, tree planting and an improved public realm.

5.6 In Hale the movement strategy is focused on Ashley Road with proposals to reduce the road width and vehicle speeds, a widening of footways to improve the pedestrian experience and provide spill out space to businesses with tree planting to improve the physical environment.

#### *Shop Frontages*

5.7 Shop frontage strategies, consistent with the emerging Trafford Design Guide Supplementary Planning Document (SPD), have been developed for both centres as part of the Place Plans. The shop frontage strategies are set out in Section 9 of the Place Plans and will provide for:

- Rationalisation of shopfronts with the option to colour within a certain palette
- Clear visibility into the shops and omission of vinyls,
- Control of font and text to shop frontages
- Common awning positions with variety of colour
- Consistent painting of the brickwork and signage to provide an identity.

## **6.0 Action Plans**



- 6.1 The Place Plans are supported by specific action plans that provide an indicative phasing strategy and set out how certain projects identified in the Plan will be delivered. Both action plans can be found at Section 10 of the Place Plans.
- 6.2 It will be important that the detail and actions within the Place Plan are brought forward through the Council’s emerging Local Plan to ensure that specific planning policies support the delivery of key projects and the success of both centres.

**7.0 Wider Corporate Links**

- 7.1 The Sale Moor and Hale Place Plans will be consistent with the Council’s Corporate Plan (2019) and the Trafford Economic and Housing Growth Framework (2018). The Place Plans will sit alongside the adopted Core Strategy and the emerging Local Plan, once adopted. The Place Plans are aligned with the principles in the emerging Trafford Design Guide SPD. Delivery of the Place Plans will also support the Council’s emerging strategy for recovery from COVID-19.
- 7.2 At a GM level, it will support the growth ambitions articulated within the GM Strategy and GM Local Industrial Strategy, whilst supporting the urban capacity work, housing and employment numbers for the emerging Greater Manchester Spatial Framework (GMSF). Specific proposals within the Place Plans 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 tackling traffic congestion, promote sustainable modes of travel and to better integrate transport and new developments.

**8.0 Other Options**

- 8.1 The other options are to do nothing, rely on the new Local Plan or prepare a different strategy. Doing nothing would not deliver the change required in Sale Moor and Hale to create successful and viable centres in the long term that will support local communities and ensure businesses are able to thrive.
- 8.2 Sale Moor and Hale centres are not identified as Strategic Locations in the adopted Core Strategy and so both centres need area specific proposals to bring forward appropriate regenerative development in the area. To rely on the new Local Plan to bring forward the proposals for Sale Moor and Hale would present too much risk of a delay as this document is reliant on the production of the Greater Manchester Spatial Framework (GMSF) and its associated timetable.
- 8.3 A different strategy could be approved; however the final Place Plans presented have been prepared to reflect the consultation feedback received.

**Reasons for Recommendation**

The Executive is asked to approve the Sale Moor and Hale Place Plans to enable delivery of the vision and objectives for both centres.

**Key Decision** yes

**If Key Decision, has 28-day notice been given?** yes

**Finance Officer Clearance** ...PC.....  
**Legal Officer Clearance** ...CK.....

**DIRECTOR'S SIGNATURE**

A handwritten signature in black ink, consisting of a series of loops and a long horizontal stroke at the end.

To confirm that the Financial and Legal Implications have been considered and the Executive Member has cleared the report.