

TRAFFORD COUNCIL

Report to: Executive
Date: 29 October 2018
Report for: Decision
Report of: Executive Member for Investment, Regeneration and Strategic Planning

Report Title

Trafford Civic Quarter Masterplan: Supplementary Planning Document

Summary

This report seeks approval, for consultation purposes, 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 is also being prepared.

It is proposed that the draft Civic Quarter Masterplan SPD and its accompanying SEA will be subject to public consultation for a period of six and a half weeks, in accordance with statutory procedures and a robust consultation plan, following which a revised version will be prepared for formal adoption.

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

Recommendation(s)

It is recommended that the Executive:

- Approve the draft Civic Quarter Masterplan SPD (Appendix 1) for the

purposes of public consultation;

- Delegate authority for the approval of the accompanying draft Strategic Environmental Assessment (SEA) for public consultation purposes to the Head of Planning and Development;
- Takes this decision as urgent business, not subject to call-in, to ensure that the public consultation on the SPD and SEA is not delayed;
- Delegate authority for approving any minor changes to the wording and / or layout of the SPD / SEA prior to commencement of public consultation and for the carrying out of all actions related to such consultation (Appendix 2) to the Corporate Director, Place; and
- Request that a further report be brought back to the Executive setting out the results of the consultation and with a final version of the Civic Quarter Masterplan SPD for adoption.

Contact person for access to background papers and further information:

Name: Rebecca Coley, Head of Planning and Development
 Extension: x 4788

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

Background Papers: None.

Implications:

Relationship to Policy Framework/Corporate Priorities	The Civic Quarter Masterplan SPD supports the corporate priority for economic growth and development. The successful implementation of the SPD will support the delivery of the adopted Trafford Local Plan: Core Strategy which identifies Old Trafford and Stretford as regeneration areas, and the area around LCC as a Strategic Location for major mixed-use development. Furthermore the SPD forms an important component in the delivery of the Refreshed Stretford Masterplan.
Relationship to GM Policy or Strategy Framework	The scheme will contribute to the delivery of the Greater Manchester Strategy (GMS).
Financial	The production of the SPD and the consultation exercise will be funded from existing budgets.
Legal Implications:	The process required to be followed by the Local Planning Authority in relation to the adoption of the proposed SPD must be conducted in accordance with The Town and Country Planning (Local Planning) (England) Regulations 2012. It is also necessary to have regard to The Environmental Assessment of Plans and Programmes Regulations 2004 which set out the statutory requirements for the required Strategic Environmental Assessment.
Equality/Diversity Implications	The Council has completed an independent

	<p>Economic Impact Assessment as part of the Refreshed Stretford Masterplan which set out the outcomes that could be achieved.</p> <p>An Equalities Impact Assessment has been carried out. This has concluded that there would be a neutral impact on protected groups from these proposals.</p>
Sustainability Implications	The SPD contains policies with relevance to sustainability principles that new development would be in accordance with.
Resource Implications e.g. Staffing / ICT / Assets	Existing resources have been identified to support the delivery of the project and related activity across all the partners.
Risk Management Implications	The delivery of the project is supported by a risk plan 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 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 set 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 the key priorities for this administration which set a long term vision for the future with through their "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 tackling 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:

- 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.
- The creation of a high quality processional route from Old Trafford Metrolink Stop connecting to Manchester United Football Club.
- A new 'wellbeing' route along Talbot Road which will see the downgrading of the existing highway and enhanced pedestrian and cyclist provision.
- A new public leisure centre for Stretford.
- A new educational campus centred on the University Academy 92 including supporting residential and commercial uses.
- 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 Full planning permission was granted in August 2018 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 Delivery Strategy

5.1 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).

5.2 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.

- 5.3 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.
- 5.4 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.

6.0 Other Options

- 6.1 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.

7.0 Consultation

- 7.1 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.
- 7.2 Following Executive approval, the Council will undertake a formal public consultation on the draft SPD from 30 October 2018 for a period of six and a half weeks (see Appendix 2). The consultation process will provide 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.
- 7.3 The Strategic Environmental Assessment (SEA) is also required to be consulted on, in accordance with statute, and will be made available alongside the SPD.
- 7.4 As part of the formal consultation process the Council will make 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, will be placed on a specific page 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.
- 7.5 A number of public consultation events will also be held in November / December 2018 to enable people to hear about and ask questions relating to the draft Trafford Civic Quarter SPD and its specific proposals. Verbal discussions will not be captured at these events as regulations require that representations in respect of SPD must be submitted by interested parties in writing. Those attending public consultation events will be made aware of this.

7.6 The Council will consider all comments and representations made 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.

Reasons for Recommendation

The Executive is asked to approve the draft Civic Quarter SPD for the purposes of consultation and to delegate other appropriate authorities for approvals and consultation to the Head of Planning and Development and the Corporate Director, Place.

Urgency of Decision

This report should be considered as 'urgent business' and the decision exempted from the 'call-in' process for the following reason(s):

In order for the CQM SPD to become a material consideration in planning decisions at the earliest possible time, public consultation must take place in November / December 2018. In order to prevent that public consultation running over the festive holiday period, which may limit people's ability to participate, it is necessary for it to begin immediately on 30 October 2018 and therefore for this decision to be considered 'urgent business'.

Key Decision No

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

Finance Officer Clearance ...PC.....

Legal Officer Clearance ...JLF.....

DIRECTOR'S SIGNATURE



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

Appendix One: Civic Quarter Masterplan SPD – Consultation Draft

Appendix Two: Consultation Strategy