

TRAFFORD COUNCIL

Report to: Executive
Date: 03 December 2013
Report for: Decision
Report of: Executive Member for Economic Growth and Prosperity

Report Title

Trafford Local Plan: Land Allocations – Consultation Draft

Summary

This report presents the draft Trafford Local Plan: Land Allocations Development Plan Document (DPD) to the Executive as a basis for further public consultation.

The Land Allocations Plan has been developed to support the delivery of the Trafford Local Plan: Core Strategy and upon adoption will set out new site allocations for housing, employment and other purposes as well as identifying areas to be safeguarded from development for environmental, or other reasons.

Recommendation(s)

That the Executive:

1. Approve the Trafford Local Plan: Land Allocations Consultation Draft, the Policies Map and supporting documents for consultation;
2. Delegate responsibility for approving any minor amendments to the wording and/or layout of all consultation material including the draft Land Allocations Plan document, the draft Policies Map and supporting documents to the Corporate Director Economic Growth and Prosperity, prior to commencement of public consultation.

Contact person for access to background papers and further information:

Name: Rob Haslam (Head of Planning)
Extension: 4788

Background Papers:

Trafford Local Plan: Land Allocations Consultation Draft - Sustainability Appraisal (November 2013).

Trafford Local Plan: Land Allocations Consultation Draft – Flood Risk Sequential Test (November 2013).

Trafford Local Plan: Land Allocations Consultation Draft - Habitat Regulations Assessment Screening Report (November 2013).

Trafford Local Plan: Land Allocations Consultation Draft - Consultation Statement (November 2013).

Relationship to Policy Framework/Corporate Priorities	The Land Allocations DPD contributes to a number of Corporate Priorities, in particular: Economic Growth and Development; Safe Place to Live - Fighting Crime; Services Focussed on the Most Vulnerable People; Excellence in Education.
Financial Implications	The preparation of the Land Allocations DPD is funded from the existing Strategic Planning & Developments budget within the EGP Directorate's overall budget.
Legal Implications:	The Plan is being produced in accordance with the requirements of the Town and Country Planning (Local Development) (England) Regulations 2012 and the Environmental Assessments of Plans and Programmes Regulations 2004. Once adopted, planning decisions must be taken in accordance with the Trafford Local Plan (of which the Land Allocations DPD will form part), unless material considerations indicate otherwise. Until adoption, the draft Land Allocations Plan will be a material consideration in planning decisions. The weight to be given to this Consultation draft will be limited, however, although its materiality will increase as it progresses through the Preparation and Publication stages.
Equality/Diversity Implications	The Core Strategy Equality Impact Assessment has been applied to the preparation of this Consultation Draft Plan and is considered to be compatible to the work to be carried out under the Land Allocation Plan on the basis that the purpose of the Land Allocations Plan is to deliver the objectives and policies of the Core Strategy.
Sustainability Implications	The underlying principle of the Land Allocations DPD is to ensure that development in the borough is sustainable. It will ensure that land within the Borough is allocated for sustainable development.
Staffing/E-Government/Asset Management Implications	None / None / Some allocations are proposed on land or property owned by the Council
Risk Management Implications	The Land Allocations DPD is a key document that supports the Council's Core Strategy and Development Management function. If the DPD is not progressed it would undermine the delivery of the Trafford Core Strategy. It would also mean that development control decisions will continue to be made with regard to existing policies which are becoming out-of-date making them more likely to be successfully challenged.
Health and Safety Implications	None.

1.0 Background

- 1.1 The Trafford Local Plan: Land Allocations Development Plan Document (the Land Allocations Plan) provides detailed, site-specific guidance for the development of allocated sites and areas and is accompanied by a Policies Map. Once adopted, it will supersede the majority of the remaining “Saved” Revised Unitary Development Plan policies except for those that relate to allocations within Altrincham Town Centre. These will be replaced by the proposed Altrincham Town Centre Business Neighbourhood Plan being produced by Altrincham Forward.
- 1.2 The Plan must be in conformity with the Trafford Local Plan: Core Strategy and government guidance, in particular the National Planning Policy Framework (NPPF) and associated Planning Practice Guidance.
- 1.3 The Land Allocations Plan designates and protects land for a range of uses to support the vision, strategic objectives, place objectives and policies of Trafford’s Core Strategy. It contains sites for development including housing and employment. It also allocates transport infrastructure and land designations for environmental and heritage protection.
- 1.4 Together with the Trafford Core Strategy, the Plan establishes the planning policy framework for the Borough for the period through to 2026. It will provide increased certainty and guidance for developers and members of the public on both the location of development and design and sustainability principles that development will achieve. The Land Allocations Plan’s Vision and Objectives are shared with those of the Core Strategy given that its main purpose is to deliver the strategy. In terms of spatial distribution and levels of development, the Core Strategy has already established a number of broad parameters, such as the provision of over 12,000 new homes and 190ha of employment development over the next 15 years, which must be adhered to in the Land Allocations Plan.

2.0 Land Allocations - Shaping the Plan

- 2.1 In 2007, the Council carried out its first “call for sites” in relation to the Land Allocations Plan, however, following advice from Central Government, efforts were concentrated on securing the adoption of the Core Strategy. Following the adoption of the Core Strategy in January 2012, the Council resumed work on the Land Allocations Plan and undertook a consultation upon the scope of the proposed Plan in August/September 2012.
- 2.2 This consultation consisted of 2 parts:
 - A scoping document to stimulate discussion as to what the Land Allocations DPD should cover, including a renewed ‘call for sites’ invitation to give local people and stakeholders the chance to suggest land for development and/or protection in their neighbourhoods;
 - A supporting Sustainability Appraisal Scoping Report (Consultation Draft) which set out the way in which it is proposed the Council will assess potential allocations and policies in the plan to ensure that the Plan is sustainable. The amended Sustainability Appraisal Scoping Report that supports the draft Land Allocations Plan was approved by the Executive in March 2013;
- 2.3 In total, the Council received approximately 110 comments on the Scoping the Plan document from over 20 individuals or organisations. In addition, approximately 60

individual sites were put forward through the Call for Sites bringing the total number of sites submitted to the Council from both 2007 and 2012 to approximately 170.

- 2.4 A variety of positive comments were made, covering issues such as proposals for regenerating the Borough's town centres; additional detail relating to the development of the Strategic Locations and Davenport Green; support for the Council's approach to Conservation Area boundaries, the protection of green infrastructure and open space; etc. A variety of sites for housing, employment and mixed use development were put forward, along with a number of proposals to protect existing areas of open space.
- 2.5 Some also suggested new uses for land in the borough for both employment and housing uses including proposals for the release of land in the Green Belt.
- 2.6 These comments have been considered during the preparation of the draft Land Allocations Plan and appraisals of the comments made and sites submitted in terms of their potential sustainability and deliverability has been undertaken. Additional site proposals and policies have also been assessed against the framework set out in the Core Strategy and associated evidence base. Full details of the site selection process will be set out within the material that will support the public consultation on this draft.

3.0 Draft Land Allocations Plan

- 3.1 The draft Land Allocations Plan does not identify sites for waste management or mineral extraction. These are set out in the GM Joint Waste DPD (Adopted April 2012) and the GM Joint Minerals DPD (Adopted April 2013) respectively. Together with the Core Strategy and Land Allocations Plan, these other parts of the Local Plan for Trafford will be shown on the Policies Map.
- 3.2 The full consultation draft of the Land Allocations Plan setting out the proposed policies can be found in Appendix B of this report. The consultation draft Policies Map, to which the policies relate, can be found in Appendix C. All documents and background papers are available through the Council website. Paper copies have been produced for Executive Members and key Council Members. Further paper copies for other Council Members will be made available on request from the Strategic Planning service.
- 3.3 In summary, the key elements of the draft Land Allocations Plan are as follows:
 - 3.3.1 The plan identifies sufficient land to deliver the indicative supply of 12,210 **residential** units up to 2026, as set out in the Core Strategy. In doing this, the Council has positively considered the potential of land within the identified Strategic Locations, existing employment sites and other previously developed land within the urban area. Greenfield sites for housing within the urban area, based on their proximity to amenities and transportation links, were also considered. However, as the development of these sites would result in further deficiencies in open space within the local area, none of these potential sites have been allocated in the draft Land Allocations Plan. The Council has not considered the release of Green Belt sites or the protected open land south of Partington or Carrington because this would not be consistent with the adopted Core Strategy.
 - 3.3.2 **Gypsy & Traveller:** it is proposed that the existing Stones Meadow Caravan Park, Manchester Road, Carrington be formally allocated for Gypsy and Traveller needs.

- 3.3.3 **Employment:** The need for new employment land will be met through allocations at the Strategic Locations and at Trafford Park Core, Broadheath, Davenport Green, and existing employment areas in Old Trafford, Sale and Altrincham.
- 3.3.4 **Town Centres:** The Land Allocations Plan identifies shopping areas, development sites and public realm improvements in order to protect and enhance Sale, Stretford and Urmston Town Centres. The Stretford Town Centre allocations derive from the emerging Stretford Town Centre masterplan, and will be amended as necessary to reflect the outcome of the recent consultation.
- 3.3.5 **Open space and Cemeteries:** It is proposed the Strategic Locations will meet their own need for new open space, sports facilities and allotments with new on-site provision, including a new Town Park at Carrington and new Neighbourhood Parks at Pomona and Trafford Quays. In addition, Dainewell Park in Sale will be designated as a new Neighbourhood Park.
- 3.3.6 **School provision:** Evidence supporting the Core Strategy indicated that a one form entry primary school is required to support development at the Strategic Locations of Pomona Island, Wharfside and Lancashire County Cricket Club. A one form entry primary school will also be required to be identified at the Carrington Strategic Location, within the Stretford area and within the Altrincham area. The Council will engage with the community and stakeholders during the proposed consultation to explore solutions for delivering the required school provision.
- 3.3.7 **Trafford Park Metrolink:** The route of the proposed Metrolink extension through Trafford Park is proposed to be safeguarded in the draft Plan and will be shown on the consultation draft Policies Map following the formal agreement of the route by TfGM in December 2013.

4.0 Sustainability Appraisal / Habitat Regulations Appraisal

- 4.1 The preferred option for policies and sites that is set out in this draft Plan is supported by the outcomes of a Sustainability Appraisal, which measured the effects of the plan against a set of social, environmental and economic objectives. Further details can be found in the Sustainability Appraisal Report.
- 4.2 In addition, this Plan has been subject to a Habitats Regulations Assessment (HRA) screening report, as required under European and UK regulations. This assessed the impacts of the proposed policies against the conservation objectives of the Manchester Mosses Special Area of Conservation that lies within the boroughs of Warrington and Wigan. Further details can be found in the Habitat Regulations Assessment – Screening Report.

5.0 Deliverability and CIL

- 5.1 In order to satisfy the requirements of the NPPF, the Land Allocations Plan must show that sites are deliverable, which includes the consideration of viability. It has been concluded that non-speculative development would be sufficiently viable to withstand the introduction of the Trafford Community Infrastructure Levy. The draft Land Allocations Plan does not anticipate speculative development, consequently, it follows that the work supporting the CIL demonstrates that the development proposed within the draft Plan is economically viable and therefore deliverable.

6.0 Duty to Cooperate

6.1 Section 110 of the 2011 Localism Act places a legal duty on local planning authorities to cooperate with other bodies in the preparation of development plan documents so far as they relate to strategic cross boundary matters. Local planning authorities must demonstrate how they have complied with the duty at the independent examination of their Local Plans. Therefore, upon commencement of consultation on the draft Land Allocations Plan, the Council will seek to formally cooperate with a number of defined bodies such as neighbouring authorities, GMCA, Highways Agency, Environment Agency, GM Local Enterprise Partnership, etc. in the further preparation of its Land Allocations Plan.

7.0 Next Steps

7.1 This draft of the Land Allocations Plan should be considered as the starting point of the conversation with communities and stakeholders about which sites and areas will be allocated for which uses. Whilst it shows a preferred option for the development of land in Trafford that is, in principle, sustainable and deliverable, it is essential that the Plan is tested and revised in consultation with communities and stakeholders to ensure it is fit for purpose.

7.2 Consultation on the draft Land Allocations Plan will run for a period of 6 weeks from Monday 20th January 2014 until Monday 3rd March 2014. The Draft Land Allocations Plan and supporting documentation will be made available online and in libraries across the borough in accordance with the Council's Statement of Community Involvement.

7.3 Letters will be sent to key stakeholders ahead of the consultation and officers will formally engage with the Trafford Partnership through the Strong Communities Board, Thematic Partnerships and at the round of Locality Partnership meetings in January 2014. In addition, the consultation will be widely publicised through local and social media and comments will be gained through exhibitions and other public events. It will be open to all to submit their comments on the proposed allocations in Trafford. All submissions will be available for public inspection following the closure of the consultation period.

7.4 Following on from this consultation stage, the comments received will be analysed, and the findings will then be used to prepare a Proposed Submission version of the Land Allocations Plan prior to further period(s) of consultation before it is submitted to the Secretary of State for Examination and Adoption in 2015. Further details of this timetable can be found in Appendix A.

Other Options

An alternative would be to revisit the Core Strategy and produce a Local Plan, but at the moment, evidence does not support this and the Core Strategy is robust, compliant with NPPF and up to date. To not progress the Trafford Local Plan: Land Allocations risks greater uncertainty and delay in delivering sustainable growth in Trafford, particularly in view of the status of the Revised Trafford Unitary Development Plan following the publication of the NPPF. The Council considered and thoroughly appraised other options for land allocations in developing its preferred approach as set out in this draft Land Allocations Plan.

Consultation

The details of the proposed consultation at this draft stage are set out in the main body of the report and in the supporting Consultation Statement.

Reasons for Recommendation

To approve the draft Land Allocations Plan document and Policies Map for consultation purposes.

Key Decision

This is a key decision currently on the Forward Plan: Yes

Finance Officer Clearance	PC
Legal Officer Clearance	JLF

John Jones

CORPORATE DIRECTOR'S SIGNATURE

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

Appendix A - Timetable for the Production of the Trafford Local Plan: Land Allocations

TIMETABLE		
Reg. 18	Initial consultation on the Preparation of Allocations Local Plan	August 2012 – September 2012
	Preparation of draft Land Allocations Plan	October 2012 – December 2013
	Consultation on draft Land Allocations Plan	January 2014 – March 2014
	Preparation of Proposed Submission Plan	March 2014 – August 2014
Reg. 19	Publication of Proposed Submission Plan	September 2014
	Consultation on Proposed Submission Plan	September 2014 – October 2014
Reg. 20	Consideration of Consultation Responses	November 2014 – December 2014
Reg. 22	Submission to Secretary of State	January 2015
Reg. 26	Adoption	July 2015

Appendix B – Trafford Local Plan: Land Allocations – Consultation Draft

Appendix C – Trafford Local Plan: Land Allocations Plan - Policies Map Consultation Draft