

TRAFFORD COUNCIL

Report to: Planning and Development Management Committee
Date: 13 February 2020
Report for: Information
Report of: Head of Planning and Development

Report Title

Trafford Civic Quarter Area Action Plan

Summary

This report is to provide the Planning and Development Management Committee with an overview of the consultation draft Civic Quarter Area Action Plan (CQAAP) following the Council Executive's approval of the document on 27 January 2020.

The CQAAP will, as it moves through the consultation and examination process towards adoption, be a material consideration of increasing weight in the determination of planning applications. Once adopted the CQAAP will form part of the Council's adopted development plan, sitting alongside the adopted Core Strategy and in due course the emerging Trafford Local Plan and will be the statutory starting point for planning decision making within the Civic Quarter boundary.

Securing the successful regeneration of Stretford/Old Trafford has been a long-standing priority for the Council. Building on the existing major assets of the area the proposed Civic Quarter Area Action Plan provides an opportunity to act as a catalyst for the regeneration and renewal of Trafford's northern area.

The Regulation 18 public consultation on the Consultation Draft CQAAP in line with the Council's published Statement of Community Involvement and the Local Plan Regulations (2012) begins on 5 February 2020 and runs until 20 March 2020. 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.

Recommendation(s)

It is recommended that the Planning and Development Management Committee:

- 1.1 Notes the content of the consultation draft Civic Quarter Area Action Plan which, when adopted, will form part of the statutory development plan and will be the starting point for planning decision making within the Civic Quarter boundary.
- 1.2 Notes that the consultation draft Civic Quarter SPD dated October 2018 is

withdrawn (and treated as cancelled) and is superseded by the draft CQAAP with immediate effect.

- 1.3 Notes the scope of the public and stakeholder consultation which is taking place under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012.
- 1.4 Notes the draft timetable for consultation, submission, examination and eventual adoption of the CQAAP, including Examination in Public by the Planning Inspectorate on behalf of the Secretary of State.
- 1.5 Notes that further report(s) will be presented to the Planning and Development Management Committee as the CQAAP moves through examination and towards adoption.

Contact person for access to background papers and further information:

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Background Papers: None

Appendix 1: Consultation Draft Civic Quarter Area Action Plan at www.trafford.gov.uk/civic-quarter-AAP

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 Avison Young in February 2018 to produce a Civic Quarter Masterplan for the revitalisation of the Civic Quarter area.
- 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 area, it 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 LCC, the Civic Quarter and surrounding area is one of the most visited places 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 In order to provide additional expertise a joint venture arrangement (JV) has been established between the Council and Bruntwood on a 50:50 basis on commercial terms. The JV arrangements have delivered the refurbishment of the UA92 building

and will provide the basis of a delivery mechanism for development across the wider Civic Quarter area.

2.0 Strategic Context

- 2.1 At a GM level the Civic Quarter Plan will support the growth ambitions articulated within the emerging Greater Manchester Spatial Framework and the GM Strategy. Specific proposals within the Area Action Plan 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.
- 2.2 The Civic Quarter AAP 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 and will be consistent with the Trafford Economic and Housing Growth Framework (2018). The final Area Action Plan will be an adopted Development Plan Document which will sit alongside the adopted Core Strategy and in due course the emerging Trafford Local Plan albeit it will supersede the site specific and / or land allocation policies of the current adopted Core Strategy and the adopted Trafford Unitary Development Plan within the Civic Quarter boundary. The Civic Quarter AAP is also aligned with the principles in the emerging Trafford Design Guide. Furthermore the Area Action Plan will form an important component in the delivery of the Refreshed Stretford Masterplan vision.

3.0 Proposed Civic Quarter Plan

- 3.1 Following consultation on the draft Civic Quarter Masterplan Supplementary Planning Document (SPD) and its accompanying Strategic Environmental Assessment from 30 October to 21 December 2018 the Council received legal advice on the most appropriate mechanism to achieve its objectives and ambitions for the Civic Quarter area. This advice has concluded that the most appropriate and robust route, in planning terms, is to produce a document for adoption as a Development Plan Document as part of the Local Plan, rather than an SPD. Therefore the Council has prepared an Area Action Plan, herein referred to as the Civic Quarter Area Action Plan (CQ AAP).
- 3.2 An Area Action Plan can be produced to set out area-specific vision and planning policy for areas within a wider Local Plan area where it is anticipated that significant change is likely to take place. Its status as a Development Plan Document falls under the legislative framework established by the Planning and Compulsory Purchase Act 2004 and the Regulations made under that Act, namely the Town and Country Planning (Local Planning) (England) Regulations 2012. As part of the Local Plan, once adopted, the CQ AAP will be the statutory starting point for the determination of relevant planning applications.

Civic Quarter Plan Boundary

- 3.3 The CQ AAP area covers approximately 55 ha (135 acres), comprising predominantly previously developed land within the wards of Longford, Gorse Hill and Clifford. The CQ AAP boundary incorporates a number of prominent buildings and important sites including Trafford Town Hall, Lancashire Cricket Club, the former Kellogg's site, the former B&Q site, Stretford Sports Village, Trafford College, Stretford Police Station, a Tesco Superstore, White City Retail Park, a British Gas office, and the former Greater Manchester Police (GMP) site. The CQ AAP boundary

is not intended to represent a 'hard' boundary beyond which further change and enhancements are restricted and the Council remains committed to the regeneration of the wider area.

Purpose and Scope of the Civic Quarter Plan

- 3.4 The CQ AAP is being prepared in order to ensure that the scale of development and change proposed for the area to 2037 and beyond, is positively managed and guided by a robust planning framework. It seeks to provide clarity and increased certainty about how the identified opportunities will be realised and to ensure challenges are addressed. The CQ AAP will inform the entirety of the development management process, from pre-application through to the determination of planning applications or related consents.
- 3.5 The Council's vision set out in the CQ AAP for the area to 2037 and beyond is:
- “The creation of a new, diverse, resilient 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 the wider community, residents, businesses and visitors alike. High quality design, including sustainable design features, provision of green infrastructure and promotion of sustainable modes of transport will be at the heart of development in the area. New opportunities for work, leisure and play will be created in a high-quality setting, improving health and wellbeing and creating a sense of pride in the local area.”*
- 3.6 Securing effective place making, sustainable development and increased affordability are at the heart of the CQ AAP. In order to deliver and support the overarching vision the following high-level strategic objectives and opportunities have been identified:
- Creation of High-Quality Public Realm
 - Supporting Sustainability
 - Consolidation and Rationalisation of Car Parking
 - Housing a Growing Community
 - Enhancement of Heritage Assets
 - Supporting Economic Growth
 - Improved Permeability and Connectivity
 - Creation of Defining and Distinctive Neighbourhoods
- 3.7 The CQ AAP includes detailed area wide development management policies to guide and manage development within the CQ AAP area that should be read in conjunction with the Council's wider development plan policies. The CQ AAP policies will ensure that future developments contribute towards and deliver the overall vision and strategic objectives for the area. These policies include:
- Policy CQ1: Civic Quarter Regeneration
 - Policy CQ2: Housing
 - Policy CQ3: Mixed Use Communities
 - Policy CQ4: Sustainability and Climate Change
 - Policy CQ5: Conservation and Heritage
 - Policy CQ6: High Quality Urban Design
 - Policy CQ7: Public Realm Principles
 - Policy CQ8: Wellbeing Route- Talbot Road
 - Policy CQ9: Processional Route

- Policy CQ10: Movement & Car Parking Strategy

3.8 An AAP wide detailed viability assessment is currently being undertaken to inform a more detailed Infrastructure & Obligations policy which will be provided within the next iteration of the CQ AAP (Regulation 19 Stage). This will seek to ensure that any specific proposals that are brought forward make adequate provision for infrastructure and other requirements made necessary by new development, either through appropriate on-site provision or planning obligations, including affordable housing.

Neighbourhood Areas

3.9 The CQ AAP area has been divided into the following neighbourhood areas:

- **Central Neighbourhood:** comprising of a number of large scale land parcels, including the former Kellogg's site, British Gas site and White City Retail Park, alongside a number of substantial office buildings along Talbot Road and some residential buildings.
- **Southern Neighbourhood:** largely comprising the LCC ground and associated uses, alongside the Lancastrian House office development and vacant former B&Q site.
- **Western Neighbourhood:** bound by Chester Road and Talbot Road and comprises the main civic buildings for the Borough, including the listed Town Hall, Trafford College and Stretford Police Station, alongside the current Stretford Sports Village, a Tesco superstore, some commercial units along Chester Road and an element of terraced housing.
- **Northern Neighbourhood:** comprising the vacant former GMP headquarters site.
- **Eastern Neighbourhood:** comprises of a number of historic buildings, including the Former Trafford Public Hall (now known as Trafford Hall Hotel); Old Trafford Bowling Club; and group of Victorian Villas.

Integrated Assessment and Evidence Base

3.10 The CQAAP is accompanied by a number of supporting documents and an evidence base. These documents are not appended to this report, but can be accessed from 5pm on 5 February 2020 at www.trafford.gov.uk/civic-quarter-AAP and are as follows:

- Integrated Assessment (IA), including Sustainability Appraisal, Equalities Impact Assessment and Health Impact Assessment;
- Integrated Assessment Scoping Report;
- Transport Assessment;
- Heritage Assessment;
- Townscape and Visual Impact Assessment.

Timetable

3.11 The production and adoption of the CQ AAP is following the stages below (indicative timeframes are identified):

Stage of adoption process	Indicative Timescale
Approval of Consultation Draft CQ AAP (Regulation 18) by Executive	January 2020
Public Consultation	February to March 2020
Consideration of consultation responses and review of document	March to July 2020
Approval of Publication Draft CQ AAP (Regulation 19) by Full Council	July 2020
Public consultation	September to October 2020
Consideration of consultation responses and review of document	November to December 2020
Submission to Planning Inspectorate (PINS) for Examination	January 2021
Examination in Public (EIP)	April/May 2021*
Adoption of CQ AAP by Full Council	September/October 2021*

[*Note: these dates depend on the capacity of the Planning Inspectorate to timetable an Examination in Public in a timely manner which is outside the Council's control].

Public Sector Equality Duty

- 3.12 All public sector acquiring authorities are bound by the Public Sector Equality Duty as set out in section 149 of the Equality Act 2010. It requires local authorities to have due regard to the need to eliminate unlawful discrimination, harassment and victimisation; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 3.13 In adopting any development plan document the Council must therefore have regard to the effect of any differential impacts on groups with protected characteristics. An Equalities Impact Assessment (EqIA) has been carried out as part of the Integrated Assessment (IA). Each policy within the AAP is subject to assessment to identify the potential impact of the policy on different equality target groups. The potential impact could be negative, positive or neutral.
- 3.14 The EqIA concludes that in broad terms the policies identified within the consultation draft AAP are considered to have a predominantly neutral impact upon protected characteristics, with some positive impacts on particular policy approaches. These include:-
- CQ2 Housing and CQ4 Sustainability and Climate Change that are considered to result in a positive impact for disabled and age groups.

- Policy CQ6 High Quality Urban Design and Policy CQ7: Public Realm Principles are assessed as having potential positive effects across most protected characteristics as each policy includes reference to and objectives regarding the creation of safe and accessible communities and reducing the risk of crime.
- Policy CQ8: Wellbeing Route – Talbot Road and Policy CQ10: Movement and Car Parking Strategy are assessed as having potential positive effects for pregnant women, disabled and age groups as a result of the aim to improve safety in navigating streets in the area and making use of car parking, public transport, pedestrian and cycle links.

4.0 Consultation

- 4.1 It is recognised that regular engagement and consultation feedback is essential to identify what is important to the community and partners and to inform the delivery of the proposals for the Civic Quarter area.
- 4.2 The preparation of the CQ AAP has taken into account all feedback received on the draft Civic Quarter Masterplan SPD. The Council will undertake a formal public consultation a period of six weeks between 5 February and 20 March 2020 on the Consultation Draft CQ AAP in line with the Council's published Statement of Community Involvement and the Local Plan Regulations (2012). The Council will hold two consultation events during the public consultation period (Wednesday 26 February and Tuesday 10 March) and seek to engage with as wide an audience as possible, including local schools. 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. The Strategic Environmental Assessment will be consulted on alongside the CQ AAP.
- 4.3 The Council will consider all comments and representations made and use them to inform necessary changes to the Consultation Draft CQ AAP (Regulation 18) and accompanying documents prior to preparation of the Publication Draft CQ AAP (Regulation 19). Following the publication of the Draft Plan, it will be subject to a further period of consultation before being submitted to the Secretary of State for Independent Examination. Statutory consultation and adoption statements are being produced as and when required by Regulations.

5.0 Other Options

- 5.1 Other options are not to progress the CQ AAP 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 CQ AAP will enable the Local Planning Authority to use the CQ AAP as the statutory starting point for planning decision making and to give it significant weight in any potential CPO process, which will mean the document can meaningfully influence and shape development activity in the area.
- 5.2 The CQ AAP will become part of the existing Trafford Local Plan. To incorporate it into the emerging Local Plan would have too much risk of delay as this document is reliant on the production of the Greater Manchester Spatial Framework.

6.0 Recommendations

6.1 That the Planning and Development Management Committee:-

- 1.1. Notes the content of the consultation draft Civic Quarter Area Action Plan which, when adopted, will form part of the statutory development plan and will be the starting point for planning decision making within the Civic Quarter boundary.
- 1.2. Notes that the consultation draft Civic Quarter SPD dated October 2018 is withdrawn (and treated as cancelled) and is superseded by the draft CQAAP with immediate effect.
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