

TRAFFORD COUNCIL

Report to: Executive
Date: 14 December 2020
Report for: Decision
Report of: Executive Member for Housing and Regeneration

Report Title

Trafford Civic Quarter AAP (Regulation 19 – Publication Draft)

Summary

Securing the successful regeneration of Stretford/Old Trafford has been a long-standing priority for the Council. In February 2018 the Council commenced the production of a Civic Quarter Masterplan Supplementary Planning Document (SPD) for the revitalisation of the Civic Quarter area. It was subsequently concluded, in line with legal advice received, that an Area Action Plan (AAP) would be the most appropriate mechanism to achieve objectives and ambitions for the area. The proposed Civic Quarter Area Action Plan (CQ AAP) provides an opportunity to act as a catalyst for the regeneration and renewal of Trafford's northern area. Once adopted the CQ AAP will form part of the Council's overall development plan.

The CQ AAP includes a number of robust policies to address climate change and the climate emergency, thus contributing to the Council's Carbon Neutral Action Plan.

The Council completed consultation on the Consultation Draft CQ AAP (Regulation 18) between 5 February and 9 April 2020. The Council is now proposing to undertake formal public consultation on the Publication Draft CQ AAP (Regulation 19) in line with the Council's published Statement of Community Involvement and the Local Plan Regulations (2012), scheduled to commence in January 2021. This will provide an opportunity to further involve all interested parties, including local people, businesses and key stakeholders in the development of the final CQ AAP. The Executive is asked to approve the Publication Draft CQ AAP for this Regulation 19 consultation.

Recommendation(s)

It is recommended that the Executive:

- 1.1 Approves the Publication Draft Civic Quarter Area Action Plan (CQ AAP), including the Updated Integrated Assessment, for Regulation 19 public consultation for a period of no less than six weeks and authorises the Corporate Director of Place to carry out all necessary steps in relation to such consultation.

Contact person for access to background papers and further information:

Name: Rebecca Coley (Head of Planning and Development)
Bethany Brown (Major Planning Projects Officer)
Mike Reed (Strategic Growth Manager)

Extension: x4788 / x4924

Background Papers: None

Appendices:

Appendix 1: Publication Draft Civic Quarter Area Action Plan

Appendix 2: Civic Quarter Area Action Plan Consultation Statement

Appendix 3: Civic Quarter Area Action Plan Updated Integrated Assessment

Implications:

Relationship to Policy Framework/Corporate Priorities	The CQ AAP will support the delivery of the Council's Corporate Plan (2019), including the priorities of Building Quality, Affordable and Social Housing, Health and Wellbeing, and Successful and Thriving Places. The final AAP will be an adopted Development Plan Document which will sit alongside the adopted Core Strategy and in due course the emerging Trafford Local Plan. Furthermore, it is anticipated that the CQ AAP will support the Trafford's wider economic recovery from the impacts of the COVID-19 pandemic by encouraging further growth and investment in a sustainable and accessible location.
Relationship to GM Policy or Strategy Framework	At a GM level the CQ AAP will support the growth ambitions articulated within the emerging Greater Manchester Spatial Framework and the GM Strategy. Specific proposals 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 for tackling traffic congestion, promote sustainable modes of travel and better integrate transport and new developments.
Financial	The costs associated with the production of the CQ AAP, including consultations, are being funded by the joint venture established between the Council and Bruntwood for the acquisition and development of the K-Site, or Lumina Village. The costs are funded equally by both partners, with Bruntwood borrowing for their half using an approved corporate facility provided by the Council.
Legal Implications:	The Council will need to undertake all the statutory steps as set out in the report leading to the adoption of the CQ AAP. Legal Services are

	supporting the production of the CQ AAP, and are also advising in relation to the use of Compulsory Purchase Order (CPO) powers to facilitate its delivery.
Equality/Diversity Implications	An Equalities Impact Assessment has been carried out. This has concluded that there would be a neutral impact on protected groups. Further assessments will be completed as part of the process to prepare the final CQ AAP.
Sustainability Implications	The CQ AAP contains policies with relevance to sustainability principles that new development should be in accordance with.
Resource Implications e.g. Staffing / ICT / Assets	Existing resources have been identified to support the delivery of the CQ AAP and related activity across all affected services and partners.
Risk Management Implications	The delivery of the CQ AAP 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 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.
- 1.2 With circa 2.5 million visitors per year to Manchester United Football Club and 500,000 to Lancashire Cricket Club (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. It is considered that a significant opportunity exists to improve the visitor experience for its sporting attractions and to create a vibrant neighbourhood for existing and new residents.
- 1.3 In February 2018 the Council, in partnership with Bruntwood and LCC, appointed Feilden Clegg Bradley, Planit-ie and Avison Young to produce a Civic Quarter Masterplan SPD for the revitalisation of the Civic Quarter area. Following consultation on the draft SPD and its accompanying Strategic Environmental Assessment (from 30 October to 21 December 2018) the Council received legal advice on the best mechanism to achieve its objectives and ambitions for the Civic Quarter area. This advice concluded that the most appropriate and robust route, in planning terms, would be to produce a document for adoption as a Development Plan Document as part of the Local Plan, rather than an SPD. Therefore the Council commenced preparation of an Area Action Plan (AAP), herein referred to as the Civic Quarter Area Action Plan (CQ AAP).
- 1.4 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, LCC, 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.
- 1.5 The CQ AAP is intended to provide clarity and increase certainty about how opportunities for growth and investment can be realised. It establishes a vision, masterplan and strategy for the area's revitalisation over the next 15 (plus) years, to 2037, to create Trafford's newest, greenest and most vibrant neighbourhood for local residents, businesses and visitors.

- 1.6 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 secured planning consent for the Lumina Village scheme. The JV provides the basis of a delivery mechanism for development across the full Civic Quarter area. The Council may also use its powers of Compulsory Purchase to support the delivery of the AAP.
- 1.7 Beyond this the Council are committed to working closely with a range of different partners, including landowners, developers, infrastructure providers and the local community, to ensure delivery of the CQ AAP.
- 1.8 Once adopted the CQ AAP will form part of the overall Trafford Development Plan alongside the Trafford Core Strategy, adopted in January 2012 and the remaining “Saved” policies of the Revised Trafford Unitary Development Plan (UDP), adopted in June 2006. The development plan also includes the joint Greater Manchester Waste and Minerals plans and any adopted neighbourhood plans such as the Altrincham Neighbourhood Business Plan.
- 1.9 The emerging new Trafford Local Plan will supersede the Trafford Core Strategy, adopted in January 2012 and the remaining “Saved” policies of the Revised Trafford Unitary Development Plan (UDP), adopted in June 2006. These existing Development Plan documents are becoming increasingly out of date.
- 1.10 Once adopted, the Greater Manchester Spatial Framework will also form part of the Trafford Development Plan.
- 1.11 The CQ AAP will significantly contribute to the objectives of the Trafford Carbon Neutral Action Plan. The vision and objectives of the plan seek to deliver and promote a sustainable neighbourhood and this approach is embedded throughout the plan. A number of the policies specifically seek to address and mitigate climate change and promote low / zero carbon. For example Policy CQ1 (Civic Quarter Regeneration) requires planning applications to actively address the climate change impacts of the development; CQ4 (Sustainability and Climate Change) requires energy and water efficiency, sustainable design features (including SuDS), an actionable zero carbon plan, and the promotion of sustainable and active travel. Policy CQ10 (Movement and Car Parking) continues the theme of promoting reduced car use, improved connections to public transport, walking and cycling.

2.0 Civic Quarter Area Action Plan, Consultation Draft (Regulation 18)

- 2.1 The Council completed consultation on the Consultation Draft CQ AAP (Regulation 18 version) between 5 February and 9 April 2020. The consultation process generated in the order of 40 written responses submitted to the Council, either as bespoke submissions or in responding to an online questionnaire. The respondent groups comprised local residents, consultees,

and key stakeholders/landowners. A summary of the responses received to the Regulation 18 CQ AAP is appended to this report.

- 2.2 Since the Regulation 18 process was concluded, some additional work has been carried out to support the production of the Regulation 19 CQ AAP. This has included an up-to-date market analysis to establish the capacity for commercial (largely office) floorspace within the AAP area. Its findings recognise that the Civic Quarter has some key attributes in terms of its geographical location and connectivity, as well as the ambition of its stakeholders, to support significant commercial development. However, the scale of the location, the continued market performance elsewhere, and evolving occupational trends provide some limit to the level of commercial floorspace that can reasonably be planned for.
- 2.3 In addition, a viability assessment has been completed with the aim of ensuring that proposals within the AAP area make adequate, yet realistic, provision for infrastructure and other requirements made necessary by new development (including affordable housing). The purpose of this work has been to allow the Council to formulate a detailed infrastructure and obligations policy within the Regulation 19 stage of the CQ AAP. Consultation on the methodology of the viability assessment took place in September 2020.
- 2.4 In reflecting on the additional work undertaken some changes have been incorporated within the Regulation 19 version of the CQ AAP relative to the Regulation 18 stage. These changes also account for the feedback received as part of the Regulation 18 consultation exercise and also the recommendations of the Integrated Assessment that was carried out at Regulation 18 stage (which measured the effects of the AAP across a range of environmental, social and economic issues). In addition, there has been a change in the Council's position regarding the approach to be pursued in respect of its ailing leisure centres (which now supports refurbishment rather than rebuild). The main changes are summarised in the following section. However, in general terms, the overall strategy and vision for the Civic Quarter, in achieving its comprehensive regeneration, is unchanged.

3.0 Civic Quarter Area Action Plan, Publication Draft (Regulation 19)

Key Changes Incorporated within the Regulation 19 CQ AAP

- 3.1 In response to the commercial demand analysis, the quantum of commercial floorspace that will be planned for within the CQ AAP area has been scaled back from 80,000 square metres to 50,000 square metres.
- 3.2 The Regulation 18 version of the CQ AAP allocated the former B&Q site at Great Stones Road for a new leisure centre (within the AAP's Southern Neighbourhood) to replace the existing Stretford Leisure Centre on the A56 Chester Road (in the Western Neighbourhood). The revised CQ AAP is based on the refurbishment of the existing facility, and with the B&Q site now allocated for residential use.

- 3.3 A new policy has been introduced, CQ11 Infrastructure and Obligations. This follows the recent viability work and is intended to provide the mechanism to ensure that proposals for new residential development proportionately contribute towards new infrastructure and also provide an appropriate level of affordable housing. The need for a policy of this type was identified in the Integrated Assessment.
- 3.4 A restructuring of the CQ AAP document has taken place with some previous content transferred into supporting appendices. This includes the specific proposals for each of the defined neighbourhoods, and a design code which sets out the design principles and standards that will be expected for new developments. The parameter plans have now been included in policy rather than as supporting guidance. The purpose of this reordering is to ensure that the AAP is focused in its main aims and ambitions. However, the document is to be read alongside the appendices which continue to carry the same weight.
- 3.5 There have been some adjustments to the maximum height parameters that certain development sites could accommodate. Whilst the baseline heritage and landscape and visual impact work has been reviewed in light of this, further updating has not been necessary in view of the 'worst-case' assumptions that were originally adopted.
- 3.6 There has been some adjustment to policy wording to reflect the outcome of the Integrated Assessment process, including to ensure that the policies of the CQ AAP seek to deliver improved outcomes for existing communities, and to reinforce specific sustainability objectives that development proposals within the AAP area should address. An Updated Integrated Assessment has also been prepared, which is appended to this report. This assesses the effects of the Regulation 19 CQ AAP across a range of environmental, social and economic issues.

Vision and Objectives

- 3.7 The CQ AAP has been prepared in order to ensure that the scale of development and change proposed for the area 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 development management process, from pre-application enquiries through to the determination of planning applications or related consents.
- 3.8 The Council's vision set out in the CQ AAP for the area to 2037 and beyond is:

"The creation of a new, inclusive, 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, allowing for the enhancement of heritage assets, 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 and accessible setting, improving health and wellbeing and creating a sense of pride in the local area.”

3.9 Securing effective place-making, sustainable development and increased affordability is 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

Area Wide Policies

3.10 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 (as contained in the Core Strategy and, in time, the new Trafford Local Plan). 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 and Car Parking Strategy
- Policy CQ11: Infrastructure and Obligations

3.11 The purpose of the new CQ11 policy is to ensure that developers proposing new, major development within the AAP area contribute to the cost of additional infrastructure in order to make development acceptable. The draft policy requires a financial sum to be made (a ‘roof tax’), to be secured via a legal agreement and in addition to any CIL payment, to support new public realm and highways work, new education and health infrastructure, environmental/energy upgrades, and green space and leisure provision. Further work has been carried out to establish the formula to be applied to arrive at a proportionate figure in each case, with residential development having to make a greater contribution. Accordingly, a total roof tax of £145.81

per m2 would be sought for residential developments, and £66.89 per m2 for hotel, office and other commercial developments. For qualifying residential applications, the policy also requires proposals to provide 25% affordable housing, and for this to be delivered on site. Other contributions towards other forms of infrastructure may also continue to be sought, where necessary, in accordance with relevant policies of the Core Strategy, or in time the emerging Trafford Local Plan.

Neighbourhood Areas

3.12 The CQ AAP 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, it 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:** this 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.

The Consultation Process and Next Steps

3.13 Consultation on the Regulation 19 CQ AAP is proposed to commence in early 2021 for a minimum period of six weeks. The precise start date has yet to be confirmed but it is expected to coincide with consultation on the emerging Trafford Local Plan (which will be at Regulation 18 stage). The consultation process, for both development plan documents, is also being timed to fit with the next stage GMSF consultation, which is now subject to a late delay and this start date (previously December 2020) is presently unconfirmed.

3.14 During the consultation period the CQ AAP document and all supporting information and evidence base documents will be available at www.trafford.gov.uk/civic-quarter-AAP. Comments on the document will be capable of being made either: by filling out an online survey, by email to civicquarterplan@trafford.gov.uk, or by post to Trafford Town Hall.

3.15 There have been changes to national regulations for how public consultation can take place during the response to Covid19 and these will be closely followed. How the Council undertakes public consultations is set out in the

Statement of Community Involvement (please see this on the Council website at <http://www.trafford.gov.uk/planning/strategic-planning/docs/Statement-of-Community-Involvement-Sep-2020.pdf>) and these requirements will be closely adhered to.

- 3.16 The Regulation 19 consultation will provide local communities, businesses, consultees and other stakeholders with the opportunity to further comment on the content of the CQ AAP. However, whilst anyone can make a representation on any part of the CQ AAP, only those relating to the four tests of soundness will be taken into account by the Planning Inspector at the subsequent examination. These tests are that the development plan document is: positively prepared, justified, effective and consistent with national policy.
- 3.17 Following Regulation 19 consultation, the CQ AAP will again be reviewed and potentially updated (having regard to the feedback received) before being submitted to the Secretary of State for independent examination.
- 3.18 The Executive will continue to be involved in key decisions surrounding the production and adoption of the CQ AAP, including in relation to the draft of the AAP that will be submitted to the Secretary of State (the next 'Submission' stage). The adoption of the AAP will be a decision of Full Council.
- 3.19 All of the remaining stages in the production and adoption of the CQ AAP are set out below and with indicative timescales identified:

Stage of adoption process	Indicative Timescale
Approval of Publication Draft CQ AAP (Regulation 19) for consultation	December 2020
Public consultation	Early 2021
Consideration of consultation responses and review of document	Spring 2021
Submission to Planning Inspectorate (PINS) for Examination	Summer 2021
Examination in Public (EIP)	December 2021*
Adoption of CQ AAP by Full Council	April/May 2022*

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

4.0 Wider Corporate Links

- 4.1 The CQ AAP will be consistent with the Council's Corporate Plan (2019) and the Trafford Economic and Housing Growth Framework (2018). It will contribute to the objectives of the Trafford Carbon Neutral Action Plan (2020) through the inclusion of specific policies relating to climate change, low / zero

carbon and climate adaptation. The CQ AAP will sit alongside the emerging Trafford Local Plan and the adopted Core Strategy, albeit it will supersede the site specific and land allocation policies of the current adopted Core Strategy and the adopted Trafford Unitary Development Plan within the Civic Quarter boundary. The CQ AAP is also aligned with the principles in the emerging Trafford Design Guide. Delivery of the CQ AAP will also support the Trafford's wider economic recovery from the impacts of the COVID-19 pandemic.

- 4.2 At a GM level, it will support the growth ambitions articulated within the GM Strategy whilst supporting the urban capacity work, housing and employment numbers for the emerging Greater Manchester Spatial Framework (GMSF). Specific proposals within the CQ AAP 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.

5.0 Other Options

- 5.1 The Council could have progressed its proposals for the Civic Quarter area as an SPD. However, legal advice received outlined that this would potentially be open to challenge and that the scope and content proposed for the area is more appropriate as an AAP.
- 5.2 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 for future development in support of its priorities for economic growth and development within this part of North Trafford. The adoption of the CQ AAP will enable the Local Planning Authority to use the CQ AAP as the statutory starting point for decision-making. The document will also carry significant weight in any potential Compulsory Purchase Order (CPO) process.

Reasons for Recommendation

The Executive is asked to approve the Publication Draft Civic Quarter Area Action Plan (CQ AAP), alongside the Updated Integrated Assessment, for Regulation 19 public consultation for a period of no less than six weeks and authorises the Corporate Director of Place to carry out all necessary steps in relation to such consultation.

This recommendation is in acknowledgement of the Council's long-held ambitions for securing the successful regeneration of this area, and with the CQ AAP identified as a major tool for achieving this aim in setting a framework for positive change through to 2037 and beyond. Furthermore, investment and development in the AAP area could act as a stimulus for more widespread growth across north Trafford. The

document will be the statutory starting point in the determination of planning applications.

The AAP process has been, and will continue to be, undertaken in accordance with statutory requirements for the preparation of development plan documents, and the CQ AAP has positively evolved throughout the process in responding to feedback received, the process of Integrated Assessment, and reflecting on adjustments to the evidential base and Council priorities.

Consultation on the Regulation 19 version of the CQ AAP early next year will allow for further input by the local community, businesses and key stakeholders, ahead of the AAP's formal submission for independent examination (anticipated over the course of 2021).

Key Decision No

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

Finance Officer Clearance ...PC...
Legal Officer Clearance ...TR...

DIRECTOR'S SIGNATURE 

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