

TRAFFORD COUNCIL

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

Report Title

Trafford Local Plan: Draft Trafford Local Plan – Regulation 18 Consultation

Summary

This report presents the draft Trafford Local Plan to the Executive for approval to commence public consultation.

The draft Trafford Local Plan sets the vision for what type of place Trafford will be in 2037 and what strategic objectives and planning policies will achieve it. Once adopted, the Local Plan will form part of the overall Trafford Development Plan.

Recommendation(s)

It is recommended that the Executive:

- (i) Approves the draft Trafford Local Plan (Regulation 18) and supporting documents for consultation.
- (ii) Delegates authority to the Corporate Director of Place, in consultation with the Executive Member for Housing and Regeneration, to make any necessary minor amendments the draft Trafford Local Plan and supporting documents prior to commencement of public consultation.
- (iii) Notes that in the event that any substantial changes to the draft Trafford Local Plan are required to be made, a further report is to be submitted to the Executive detailing the changes for approval prior to commencement of public consultation.

Contact person for access to background papers and further information:

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Appendices:

APPENDIX 1 – Draft Trafford Local Plan

APPENDIX 2 – Trafford Local Plan Draft Integrated Assessment (and accompanying appendices)

APPENDIX 3 – Draft Trafford Local Plan Habitats Regulation Assessment

Background Papers: None

<p>Relationship to Policy Framework/Corporate Priorities</p>	<p>The Local Plan will contribute to a number of Corporate Priorities, in particular: Building quality, affordable and social housing; Health and wellbeing; Successful and thriving places; Pride in our area; and Green and connected.</p> <p>The Local Plan contains policies on Climate Change concerning how Trafford will help to achieve its Carbon Neutral ambitions through new and existing development.</p>
<p>Relationship to GM Policy or Strategy Framework</p>	<p>The Local Plan will provide an extra level of detail to demonstrate how the emerging Greater Manchester Spatial Framework (GMSF) will be delivered on the ground in Trafford. Following Stockport Council's decision not to support submission of the GMSF, the future status and scope of the GMSF is yet to be agreed therefore the Local Plan will need to be amended accordingly once this issue has been resolved.</p>
<p>Financial</p>	<p>The preparation of documents and management of the Local Plan will be undertaken within existing budgeted resources.</p>
<p>Legal Implications:</p>	<p>There is a requirement for the Council to keep its Local Plan up to date. Applications for planning permission must be determined in accordance with the Development Plan, unless material considerations indicate otherwise. The Trafford Local Plan must be prepared in accordance with Regulation 18 of The Town and Country Planning (Local Planning) (England) Regulations 2012.</p>
<p>Equality/Diversity Implications</p>	<p>None arising directly out of this report, however the implications of the Local Plan will be assessed as part of its preparation through an Equality Impact Assessment.</p>
<p>Sustainability Implications</p>	<p>One of the purposes of the Local Plan is to ensure that development in the borough is sustainable. The Trafford Local Plan will be supported by a Sustainability Appraisal (SA), which is part of the Integrated Assessment (IA). The IA will be published alongside the first draft of the Local Plan.</p>
<p>Resource Implications e.g. Staffing / ICT / Assets</p>	<p>The Local Plan will be prepared by staff within the existing Strategic Planning and Growth Team, with support from other areas of the Council and consultants if necessary. The documents will be available to view electronically via the web. Some future allocations may be made on land or property owned by the Council.</p>
<p>Risk Management Implications</p>	<p>The Local Plan is a key document that supports the council's Development Management function. If the Local Plan is not progressed it could undermine the delivery of both local and sub regional planning policy. It would also mean that Development Management decisions will continue</p>

	to be made under existing policies which are becoming out-of-date, making them more likely to be successfully challenged by developers.
Health & Wellbeing Implications	The Trafford Local Plan will include a number of policies which will seek to improve the health and wellbeing of Trafford's residents, for example ones encouraging active travel and healthy lifestyles.
Health and Safety Implications	None arising directly out of this report.

1.0 Background

- 1.1 The draft Trafford Local Plan (see Appendix 1) provides a positive vision for what type of place Trafford will be in 2037, reflecting the current vision of the Greater Manchester Spatial Framework (GMSF) and the local priorities for the borough, including the Corporate Plan, whilst setting out how Trafford will change physically over time.
- 1.2 The GMSF has not been unanimously approved by all Greater Manchester LA's following Stockport Council's decision on 3 December 2020, therefore the future of strategic planning in Greater Manchester is now uncertain. The draft Trafford Local Plan, as appended to this report, has been prepared before this decision was made and therefore reflects the contents, strategic allocations and housing and employment land targets of the GMSF as was originally proposed.
- 1.3 Once adopted, the Trafford Local Plan will form part of the overall Trafford Development Plan alongside the, the joint Greater Manchester Waste and Minerals plans and any adopted neighbourhood plans such as the Altrincham Neighbourhood Business Plan. It will also include any adopted area action plans (AAPs) such as the emerging Civic Quarter AAP and Stretford AAP. Any adopted strategic plans for Greater Manchester will also form part of the Development Plan.
- 1.4 The 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.

Why is an up to date Development Plan required?

- 1.5 The Development plan is at the heart of the planning system, with a requirements that all planning decisions are made in line with it. Local Plans set out a vision and framework for the future development of the area, addressing needs and opportunities in relation to housing, the economy, community facilities and infrastructure – as well as a basis for conserving and enhancing the natural and historic environment, mitigating and adapting to climate change, and achieving well designed places ('Plan Making' PPG, paragraph 1).
- 1.6 It is essential that the Council continues to have an up to date Development Plan in order to retain control over the type and location of development within Trafford, ensuring that development is 'plan led'. The Development Plan controls the type and location of development and is the policy framework against which planning applications are determined.
- 1.7 Whilst the Council's Development Management function has the ability to resist inappropriate development, it is limited by not having an up to date Development Plan. Without an up to date Development Plan planning applications are determined against the presumption in favour of sustainable development (NPPF 2019, paragraph 11) and the Council should therefore seek to update the Development Plan in accordance with

Government guidance. This will be achieved through the preparation and eventual adoption of the Trafford Local Plan and any future strategic plans for Greater Manchester.

What does the Trafford Local Plan cover?

1.8 The Trafford Local Plan contains a vision for what type of place Trafford will be by 2037:

Trafford's communities are proud of their neighbourhoods, they have the types of homes that they want, and need. Trafford has tackled its housing crisis, truly affordable homes are at its core.

Trafford is a healthy and accessible place for everyone, with equal access to services and facilities for all. Trafford will be a place for sustainable businesses and jobs that meet the needs of local residents. The high performing local economy offers good access to valued jobs and a skilled local workforce, Trafford's young people are thriving.

Trafford will be carbon neutral by 2038. Trafford is resilient and well-adapted to the effects of climate change with attractive, well designed, sustainable communities. Trafford is supported by a sustainable transport network that prioritises active and car free travel.

Economic and housing growth is in well-connected sustainable locations which benefit the local community. Trafford is a prime business location and is a destination for attracting and retaining competitive international businesses. Trafford Park is protected and enhanced as a key regional industry and employment location.

Thriving town centres at Altrincham, Sale, Stretford and Urmston are successful, sustainable and accessible to all with District, Local and Neighbourhood Centres playing a vital role in the community, building on Trafford's existing robust retail offer. The strong role of Partington Local Centre is recognised.

The need to travel has been reduced. Major change has taken place in the most sustainable locations at Trafford Wharfside, Pomona and the Civic Quarter. The Greater Manchester Spatial Framework allocations at New Carrington and Timperley Wedge are delivering thousands of new homes and employment opportunities to Trafford residents.

The historic, built and natural environment flourish, making the most of Trafford's existing assets including international sporting excellence and cultural attractions, heritage assets, parks and countryside.

1.9 The draft Local Plan establishes a set of strategic objectives for how the Vision will be achieved and sets a framework for addressing housing needs and other economic, social and environmental priorities.

1.10 The draft Local Plan strategic objectives are to:

- Deliver the homes that Trafford needs
- Make Trafford accessible and equal for all
- Ensure Trafford's resilience and carbon neutrality
- Secure successful, sustainable and healthy communities
- Maintain Trafford's economic potential
- Revitalise Trafford's town centres
- Protect, improve and connect green assets
- Reduce the need to travel,
- Enhance cultural, heritage and leisure assets

1.11 To achieve its vision and strategic objectives, the draft Trafford Local Plan includes policies, land use designations and site allocations to deliver an overall strategy for the pattern of

development, identifying areas for sustainable growth, identifying the homes and workplaces needed including and the provision of affordable housing, . The draft Local Plan identifies appropriate locations for retail, leisure and commercial development and seeks to support community facilities and an inclusive society in Trafford for all residents. The draft Local Plan ensures the implementation of infrastructure required to support development in terms of transport, waste management and flood risk and sets out how the impacts of Climate Change can be mitigated and adapted to through development.

1.12 The draft Trafford Local Plan consists of the following sections:

- **Vision for Trafford (page 8)** – what type of place Trafford will be in 2037.
- **Strategic Objectives (page 9)** – the framework of the Local Plan and how the Vision will be achieved.
- **Trafford’s Places (page 11)** – policies and priorities of Trafford’s Places and how they will contribute to achieving the Strategic Objectives for Trafford. These places will be defined on the interactive policies map.
- **Areas of Focus (page 27)** – a number of key areas within Trafford over the Plan period up to 2037: Pomona Island, Trafford Wharfside, Trafford Park, Trafford Centre Rectangle, Civic Quarter, Town Centres, New Carrington and Timperley Wedge. New Carrington and Timperley Wedge are covered by the GMSF allocations, which are separate to the Local Plan.
- **Inclusive places (page 48)** – how Trafford can achieve inclusive growth, improve health and well-being, education and skills opportunities, design, digital connectivity and community facilities taking into consideration the need of all users.
- **Land for new homes (page 59)** – the scale, phasing and distribution of new housing development, in line with the GMSF to build a minimum of 18,547 new homes by 2037. The draft Trafford Local Plan identifies allocated sites for residential development, and development criteria for new sites.
- **Meeting housing need (page 66)** – dwelling size, type and tenure, how affordable housing will be brought forward, adaptable and accessible housing, older peoples accommodation and travelling communities.
- **Climate change (page 76)** – identifying measures that can make a contribution to both mitigating and adapting to the impacts and effects of climate change.
- **Sustainable Transport and Accessibility (page 79)** – how the Council will seek to provide a sustainable and integrated transport network that is accessible to all.
- **Trafford’s Economy (page 91)** – recognising the importance of Trafford’s existing employment assets and supporting new appropriate growth.
- **Town centres and retail (page 97)** – defining Trafford’s hierarchy of centres, promoting and enhancing them and ensuring that they are performing well.
- **Historic environment (page 103)** –conserving and enhancing Trafford’s heritage assets.
- **Culture and tourism (page 109)** –supporting and enhancing Trafford’s tourism and culture offer.
- **Green Trafford (page 111)** –how Trafford’s green infrastructure network will be protected and enhanced as well as policies relating to Green Belt and agricultural land.
- **Natural Environment (page 118)** – protecting and enhancing natural environment assets and landscapes including biodiversity net gain.
- **Open space and sport facilities (page 121)** – providing the right amount and quality of open space.
- **Natural resources (page 129)** – concerning the development of Minerals and Waste facilities, in relation to the GM Minerals and Waste Plans.
- **Water and flood management (page 131)** – how Trafford will mitigate the impact of development in relation to water and flood management.
- **Environmental protection (page 134)** – considering the impacts of land contamination, noise, air quality and hazardous installations.

- **Planning obligations (page 137)** – planning obligations and bringing forward infrastructure improvements.

1.13 The draft Trafford Local Plan Policies Map will be available as an interactive map for public consultation. All documents and background papers will be available through the Council website.

2.0 Previous consultation on the Trafford Local Plan

2.1 The Trafford Local Plan 'Issues' Paper marked the beginning of the Trafford Local Plan preparation and was published for public consultation over the summer of 2018. The 'Issues' Paper asked for feedback on which issues should be addressed within the Plan, along with a "Call for Sites" invitation, which provided the opportunity for everyone from developers, landowners, residents and other stakeholders to inform the Council about the potential allocation of sites either for development or protection.

2.2 The main issues raised following this consultation concerned the relationship between the Trafford Local Plan and the GMSF, Green Belt review, transport and accessibility, town centres and retail and inclusive neighbourhoods. Sixty six sites were submitted through the call for sites invitation and most were proposed for development but some were proposed for protection. These comments and "Call for Sites" have been considered during the preparation of the draft Local Plan.

3.0 Engagement with Members

3.1 As part of the preparation of the Trafford Local Plan, the Strategic Planning and Growth Team have worked closely with the Executive as well as Members from other political groups.

3.2 The Council's Executive has been briefed on the content of the draft Trafford Local Plan as it has been emerging through a number of presentations and workshops between October 2019 and October 2020.

3.3 At the request of the Executive, an Executive Steering Group and Cross Party Consultative Group were established to assist in the production of the Trafford Local Plan, both of which were chaired by the Executive Member for Regeneration and Housing.

3.4 The role of the Executive Steering Group is to work closely with officers on addressing issues and priorities identified by the Executive as a whole. Where there have been choices to be made on the policy approach of the draft Local Plan, these have been made by the Executive Steering Group and have been fed back to the Executive. The Executive Steering Group has met six times during August and September 2020.

3.5 The Cross Party Consultative Group gives the opportunity for Local Plan content to be shared with Members from all parties. The nominated Members were given the opportunity to identify key issues and priorities to be addressed in the draft Local Plan. These were considered by the Executive Steering Group and the majority were taken onboard by the Executive Steering Group in the development of the draft Local Plan. The Cross Party Consultative Group met three times between August and November 2020.

4.0 Evidence Base

4.1 Local Plans must be based on up to date and relevant evidence about the economic, social and environmental characteristics of the area. The production of this evidence base is an iterative process, however a number of pieces of evidence have already been published (please see the Local Plan Evidence Base page at <http://www.trafford.gov.uk/planning/strategic-planning/local-plan/core-documents-general/local-plan-evidence-base.aspx>)

4.2 Additional evidence, such as the Local Plan Viability Assessment, Employment Land Review and Trafford Design Guide will support the Local Plan evidence base prior to its submission for Examination (please see the timetable at Section 7 of this report).

5.0 Integrated Assessment (IA)

5.1 The draft Trafford Local Plan, land use designations and associated site allocations have undergone assessment to consider their potential social, economic and environmental effects. The IA identifies the type, nature and extent of these potential effects and how the draft Trafford Local Plan can address them.

5.2 The IA (see Appendix 2) includes three separate but complimentary assessments:

- Sustainability Appraisal / Strategic Environmental Assessment – assesses the effects of the Local Plan across a range of environmental, social and socio-economic issues
- Health Impact Assessment – assesses effects of the Local Plan on the health and well-being of the population and its ability to access health related facilities and services
- Equalities Impact Assessment – assesses effects of the Local Plan in terms of equalities issue, with particular focus on disadvantaged or excluded groups of people.

5.3 In addition a Habitats Regulations Assessment (as attached) has been completed, which assesses the potential for the Local Plan to affect European nature conservation sites and ensures it will not have a likely significant effect on them.

5.4 All of these assessments will be available to the public as part of the consultation.

6.0 Relationship with the Greater Manchester Spatial Framework (GMSF)

6.1 The GMSF is a strategic plan covering the whole of Greater Manchester, produced collaboratively by the Mayor of Greater Manchester and the ten Greater Manchester local authorities. The GMSF sets the overall spatial strategy for Greater Manchester, including identifying the appropriate scale and distribution of housing and employment. The GMSF contained a set of strategic policies and allocations to deliver economic, social and environmental benefits to Greater Manchester.

6.2 Following the decision of Stockport Council on 3 December 2020 not to approve the GMSF for submission, the future status and scope of a strategic plan for Greater Manchester is currently being determined. There are a range of important issues for the remaining nine local authorities and GMCA to assess and secure agreement on, including housing and employment targets, Green Belt and what type of strategic document the GMSF should be.

6.3 The subsequent implications on housing and employment land requirements, Green Belt review and the strategic allocations at New Carrington and Timperley Wedge are not yet known. The current housing target for Trafford was determined through the GMSF based on all ten LA's having a shared spatial strategy and sharing housing need. The future of the GMSF, or other strategic plan for GM, is yet to be determined but it is likely to affect Trafford's housing and employment land targets. GM Leader's will be meeting on 8 December 2020 where the future of the GMSF / strategic plan for GM will be agreed before being presented to the GMCA on 11 December 2020. Following this, it is anticipated that clarity will be provided on housing and employment targets, required Green Belt review and the impact on the strategic allocations at New Carrington and Timperley Wedge.

6.4 Following the decision on the future of the GMSF/strategic plan for GM on 11 December 2020, it will need to be determined if the implications on the draft Trafford Local Plan are substantial or not. It is therefore proposed that following assessment of these changes and in consultation with the Executive Member for Housing and Regeneration, any substantial

changes to the draft Trafford Local Plan are referred to the Executive for approval for consultation. If the changes are deemed to be minor, these will be made in accordance with Recommendation (ii) as above.

Proposed changes to the Green Belt boundary

- 6.5 The GMSF made proposed changes to the adopted Green Belt boundary, identifying changes at New Carrington and Timperley Wedge to accommodate large scale housing and employment developments.
- 6.6 It must be noted that any changes to the Green Belt in Trafford would have been made through the GMSF and not by the draft Trafford Local Plan. The draft Trafford Local Plan sets out the policy framework for determining planning applications, including on land that will be retained in the Green Belt. The draft Trafford Local Plan currently identifies the Trafford Green Belt boundary, incorporating the proposed changes at New Carrington and Timperley Wedge, in order to illustrate the changes in the context of the borough as a whole.
- 6.7 In light of Stockport Council's decision not to approve submission of the GMSF and the discussions on the way forward identified in 6.3 above, the changes to the Green Belt boundary to accommodate housing and employment growth in Trafford will be dependent upon the progression of the GMSF. In the event that those proposals do not proceed it may be necessary for the Green Belt boundary changes proposed to be included in a subsequent version of the Trafford Local Plan.

7.0 The Planning White Paper

- 7.1 The Government White Paper 'Planning for the Future' published in August proposed some very significant changes to the planning system in England. The new system is to be a plan-led one as at present, but with local plans being "significantly shorter in length", with a reduction of around two thirds proposed. It also suggested that legislation will provide for the local plan process to be completed within 30 months. Land across the whole of England will be categorised for growth, renewal or protection. Each category will bring with it different pathways for securing the necessary permission for development.
- 7.2 The consultation on the white paper closed on 29 October and its outcome is expected in the New Year. It is very likely that any plan in preparation will need to respond to the reforms and make amendments as necessary. However, given that development plans remain central to the new system, it is considered prudent to press on with the Local Plan under the current system so that progress can be made. This will provide a good platform from which to consider the new reforms, once they are fully concluded.

8.0 Timescales

- 8.1 Following consultation on the draft Local Plan, the responses will be considered and used to help formulate the publication version of the Trafford Local Plan which will be subject to a further period of public consultation. However, depending on the future scope and status of the GMSF/strategic plan for GM the timescales below will be affected.
- 8.2 The final Trafford Local Plan is then submitted to the Planning Inspectorate for examination on behalf of the Secretary of State. During the examination a Planning Inspector will assess whether the local plan has been prepared in line with relevant legal requirements and tests of 'soundness'.
- 8.3 The following sets out a broad indicative timetable for the production of the Trafford Local Plan however this is subject to amendments based on the status of any joint Greater Manchester strategic plan:

Stage	Dates
Draft Trafford Local Plan (Public consultation for six weeks)	Early 2021
Publication Trafford Local Plan (Public consultation for six weeks)	Late 2021 / Mid 2022
Submission of the Trafford Local Plan to the Planning Inspectorate	Autumn 2022
Public examination	Early 2023 (timetable set by Planning Inspectorate)
Adoption	Spring 2023

9.0 Next Steps

- 9.1 Following approval by the Executive, it is anticipated that the public consultation exercise on the draft Trafford Local Plan will commence for a minimum of six weeks in early 2021. However this will need to be set in the context of any amendments required to the Local Plan following decisions made on the future of the GMSF/strategic plan for GM.
- 9.2 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.
- 9.3 Following this period of public consultation, responses will be considered and interpreted with changes made to Local Plan policies where appropriate. Consultation responses will be published on the Council's website.
- 9.4 Further evidence base work will be undertaken where required and the final version of the Trafford Local Plan will be prepared for submission as shown in the timetable at Section 8 of this report.
- 9.5 Where necessary, as national planning guidance is amended or new evidence base work undertaken, further focused consultation on the specific topic areas of the Local Plan could be undertaken. This will also be the case for any amendments that need to be made as a result of strategic planning at a Greater Manchester level.

10.0 Consultation

- 10.1 The draft Trafford Local Plan will be subject to a statutory period (minimum of six weeks) of public consultation in line with Regulations. The details of this consultation will be guided by the Council's Statement of Community Involvement.
- 10.2 The documents will be made available in line with the latest regulations (The Town and Country Planning (Local Planning) (England) (Coronavirus) (Amendment) Regulations 2020). If further amendments are made to planning regulations in light of the response to the Covid19 pandemic then the Statement of Community Involvement will be amended accordingly.
- 10.3 Consultation documents will be available to view on the Council's website. Notifications will be sent to the Strategic Planning consultation database and key Council partners/ stakeholders. In addition, the consultation will be widely publicised through local and social media.

11.0 Wider Corporate Links

- 11.1 The draft Trafford Local Plan is consistent with the Council's Corporate Plan and Corporate Objectives, as it seeks to deliver sustainable communities, provide new homes and employment space and enhanced green infrastructure.
- 11.2 The draft Trafford Local Plan is complementary to the GM Housing Strategy, Carbon Neutral Action Plan and GM Strategy. The draft Local Plan contains explicit Carbon Change policies which concern both the adaptation of existing uses as well as mitigating the impact of new development.

12.0 Other Options

- 12.1 Trafford Council could decide to wait until the status and scope of a strategic plan for Greater Manchester is determined before it publishes the draft Trafford Local Plan. It is considered that the vision and majority of policies contained within the draft Trafford Local Plan are relevant and up to date, however the housing and employment land targets for Trafford are as yet unknown and therefore key parts of the draft Trafford Local Plan may need to be amended.

13.0 Reasons for Recommendation

- 13.1 Trafford must have an up to date Local Plan and therefore the draft Trafford Local Plan (Regulation 18) has been produced to commence this process.


Key Decision (as defined in the Constitution): Yes

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

Finance Officer Clearance ...PC...

Legal Officer Clearance ...TR...

[CORPORATE] DIRECTOR'S SIGNATURE



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