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## TRAFFORD COUNCIL

### **AGENDA PAPERS FOR PLANNING AND DEVELOPMENT MANAGEMENT COMMITTEE MEETING**

**Date: Thursday, 13 October 2016**

**Time: 6.30 pm**

**Place: Committee Suite, Trafford Town Hall, Talbot Road, Stretford, Manchester  
M32 0TH**

- | <b>AGENDA</b>   | <b>ITEM</b> |
|---|-------------|
| <b>1. ATTENDANCES</b><br>To note attendances, including Officers and any apologies for absence.   |             |
| <b>2. MINUTES</b><br>To receive and, if so determined, to approve as a correct record the Minutes of the meeting held on 8 <sup>th</sup> September, 2016.   | 2           |
| <b>3. ADDITIONAL INFORMATION REPORT</b><br>To consider a report of the Head of Planning and Development, to be tabled at the meeting.   |             |
| <b>4. APPLICATION FOR PERMISSION TO DEVELOP ETC</b><br>To consider the attached report of the Head of Planning and Development.   | 4           |
| <b>5. URGENT BUSINESS (IF ANY)</b><br>Any other item or items which by reason of special circumstances (to be specified) the Chairman of the meeting is of the opinion should be considered at this meeting as a matter of urgency. |             |

**THERESA GRANT**  
Chief Executive

## **Planning and Development Management Committee - Thursday, 13 October 2016**

### Membership of the Committee

Councillors Mrs. V. Ward (Chairman), D. Bunting (Vice-Chairman), Dr. K. Barclay, N. Evans, T. Fishwick, P. Gratrix, D. Hopps, E. Malik, D. O'Sullivan, B. Sharp, J. Smith, L. Walsh and J.A. Wright

### Further Information

For help, advice and information about this meeting please contact:

Michelle Cody, Democratic & Scrutiny Officer

Tel: 0161 912 2775

Email: [michelle.cody@trafford.gov.uk](mailto:michelle.cody@trafford.gov.uk)

This agenda was issued on **4<sup>th</sup> October, 2016** by the Legal and Democratic Services Section, Trafford Council, Trafford Town Hall, Talbot Road, Stretford M32 0TH.

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Please contact the Democratic Services Officer 48 hours in advance of the meeting if you intend to do this or have any queries.

## PLANNING AND DEVELOPMENT MANAGEMENT COMMITTEE

8<sup>th</sup> SEPTEMBER, 2016

### PRESENT:

Councillor Mrs. Ward (In the Chair),  
Councillors Dr. Barclay, Bunting, N. Evans, Fishwick, Gratrix, Hopps, Malik, O'Sullivan,  
Sharp, Smith, Walsh and Wright.

In attendance: Head of Planning and Development (Mrs. R. Coley),  
Planning and Development Manager – East Area (Mr. S. Day),  
Senior Planning and Development Officer (Mrs. J. Johnson),  
Principal Highways & Traffic Engineer (Amey) (Mr. J. Morley),  
Solicitor (Ms. J. Cobern),  
Libraries and Support Manager (Mr. S. Davis),  
Democratic & Scrutiny Officer (Miss M. Cody).

Also present: Councillors Bowker, Boyes, Mrs. Bruer-Morris and Mrs. L. Evans.

### 24. MINUTES

RESOLVED: That the Minutes of the meeting held on 11<sup>th</sup> August, 2016, be approved as a correct record and signed by the Chairman.

### 25. ADDITIONAL INFORMATION REPORT

The Head of Planning and Development submitted a report informing Members of additional information received regarding applications for planning permission to be determined by the Committee.

RESOLVED: That the report be received and noted.

### 26. APPLICATIONS FOR PERMISSION TO DEVELOP ETC.

(a) Permission granted subject to standard conditions prescribed by statute, if any, and to any other conditions now determined

Application No., Name of Applicant, Address or Site

Description

88503/FUL/16 – Mr. A. Gross, Citybranch Ltd – Library, 405 Stockport Road and Car Park on Baker Street, Timperley.

Proposed demolition of existing library building and construction of a ground floor medical practice and retail unit, a first floor library with community rooms and D1 (health care) and/or B1 (offices) on the third floor. To the rear of the site a reconfiguration of the car park to allow construction of a block of 25 no. apartments with first floor deck parking with hard and soft landscape works.

**Planning and Development Management Committee**  
**8<sup>th</sup> September, 2016**

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88706/FUL/16 – Mr. & Mrs. Burns – Hawthorn Court, 33a Hawthorn Road, Altrincham.

Demolition of commercial buildings and erection of a part single/part two storey residential dwelling.

88749/FUL/16 – Mr. M. Stacey, SIG Trading Ltd – Unit 1 Trafford Point, Twining Road, Trafford Park.

Amendments to Unit 1 to include:- internal alterations to form a trade counter and office & staff accommodation. External alterations to windows, doors and dock loading openings. Provision of external storage racks, external floodlighting and new vehicular access to staff car-park from Twining Road. Amendments to car/cycle/motorcycle parking, security fencing and gates, landscaping and associated development thereto.

**27. APPLICATION FOR PLANNING PERMISSION 88153/FUL/16 - TIC GROUP – 179 MARSLAND ROAD, SALE**

The Head of Planning and Development submitted a report concerning an application for planning permission for proposed external alterations including partial demolition of rear single storey structure and creation of a rear courtyard, bi-fold doors at rear ground floor level, construction of 1.1m high handrail above single storey side and rear element to provide escape refuge from first floor kitchen and the change of use of an area forming part of the existing forecourt into outdoor seating area with retractable awnings over. Change of use of first and second floors to restaurant use. Amendment to opening hours to allow opening from 09:00hrs to 00.00hrs (part retrospective).

RESOLVED: That planning permission be granted subject to the Conditions now determined with the following amendment to Condition 2:-

The restaurant shall only be open for trade or business between the hours of 9am until midnight on any day and not at any time outside these hours. The external seating area at the front of the premises shall not be open for use by customers except between the hours of 9am to 11pm on any day and the rear courtyard shall not be open for use by customers except between the hours of 9am to 10pm on any day.

Reason: In the interest of amenity in accordance with Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

**28. REVISION OF APPLICATION VALIDATION CHECKLIST**

The Head of Planning and Development submitted a report informing Members of the revision of the Application Validation Checklist and the key proposed changes and updates to the Checklist.

RESOLVED: That the contents of the report be noted and that the Committee approve the draft Application Validation Checklist for consultation purposes.

**Planning and Development Management Committee**  
**8<sup>th</sup> September, 2016**

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The meeting commenced at 6.30pm and concluded at 8.24pm

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# Agenda Item 3

## AGENDA ITEM 3

PLANNING AND DEVELOPMENT MANAGEMENT COMMITTEE – 13th October 2016

ADDENDUM TO THE AGENDA:

ADDITIONAL INFORMATION REPORT (INCLUDING SPEAKERS)

### 1.0 INTRODUCTION

1.1 This report summarises information received since the Agenda was compiled including, as appropriate, suggested amendments to recommendations in the light of that information. It also lists those people wishing to address the Committee.

1.2 Where the Council has received a request to address the Committee, the applications concerned will be considered first in the order indicated in the table below. The remaining applications will then be considered in the order shown on the original agenda unless indicated by the Chairman.

### 2.0 ITEM 4 – APPLICATIONS FOR PERMISSION TO DEVELOP, ETC.

#### REVISED ORDER OF AGENDA (SPEAKERS)

Part 1 Applications for Planning Permission					
Application	Site Address/Location of Development	Ward	Page	Speakers	
				Against RECOMMENDATION	For REC.
<a href="#">85282</a>	Trafford Waters, Land between Manchester Ship Canal & Trafford Boulevard/Old Barton Road, Urmston	Davyhulme East	1	✓	✓

Page 1 85282/OUT/15: Trafford Waters, Land between Manchester Ship Canal & Trafford Boulevard/Old Barton Road, Urmston

SPEAKER(S)      AGAINST: James Crowley (Neighbour)

FOR:                Sheila Wright (Applicant)  
                           Guy Pearson (Architect)  
                           Annabel Partridge (Agent)  
                           James Whittaker (Applicant)

## **8.0 SUMMARY OF CONSULTATION RESPONSES**

### **8.1 Summary of consultation Responses**

#### **8.1.1 Education Funding Agency**

The EFA would advise that the following minimum floor-space of school building and site areas are secured in order to deliver a fit for purpose education offer as part of the wider Masterplan.

- 1FE – 1,211sqm for school and 8,094sqm for site area
- 2FE – 2,072sqm for school and 10,100sqm for site area

The EFA is of the opinion that this is not a ‘constrained site’ in view of the location and existing parameters plan. The EFA consider that provision should be made to ensure that the areas as set out in BB103 Guidance, as best practice, are promoted as far as reasonably possible as part of the Outline application.

## **9.0 PUBLIC CONSULTATION**

### **9.1 Summary of Responses**

#### **9.1.1 Objections**

A further letter of objection has been received from a resident of Urmston. Those points raised within it, which have not already been referenced in the main report, are as follows:

- The development would adversely affect highway safety as a result of the number of additional cars that would be placed onto an already excessively busy and congested network.
- No consideration has been made to secondary schooling.
- The proposed development is over-bearing, out-of-scale or out of character in terms of its appearance compared with existing development in the surrounding area.

## **OFFICER ASSESSMENT**

### **10.0 PRINCIPLE OF PROPOSED LAND USES AND QUANTUM OF DEVELOPMENT**

#### **10.1 Proposed uses:-**

##### **10.1.1 Residential**

10.1.1.1 Based on current housing need, the Local Planning Authority (LPA) have identified less than a four year supply of housing land. Paragraph 47 of the NPPF requires LPA’s to identify a supply of specific deliverable sites



sufficient to provide five years worth of housing against their housing requirements.

Of the current housing land supply that has been identified (4,488 units), 250 units were expected to come forward at Trafford Waters based on the delivery rates set out the Trafford Core Strategy and the Committee resolution for application 75931/FUL/2010. From the applicant's Design and Access Statement (DAS), it would be reasonable to assume that 437 units would come forward over the next five years, representing an increase of some 200 over that previously anticipated in both the Strategic Housing Land Availability Assessment (SHLAA) and Core Strategy.

Previous delivery assumptions for this site anticipated 250 units would come forward in years 6-10, however similar to the first five years', the DAS indicates that the delivery rate would be significantly increased over this period to 661 units.

In addition to these units, the scheme would also deliver a further 1900 units, which would represent a significant increase in terms of the site's contribution to meeting the borough's housing land target beyond the Core Strategy Plan Period.

## **21.0 URBAN DESIGN**

### **21.1 Officer Comment**

#### **21.1.1 Access and Legibility**

21.1.1.1 'Path Urmston 5', a Public Right of Way (PROW) runs adjacent to the Bridgewater Canal on its western side. A short section of it has been incorporated within the red-line boundary of this application, as part of the applicant's plans for improved` linkages between the site and the canal. The Illustrative Masterplan does not show any development in this area and the applicant has provided a letter stating that they have no intentions of closing the footpath. Notwithstanding this, the impact of any structures or development in this area, on Path Urmston 5', would be considered at the Reserved Matters Stage.

## **26.0 HIGHWAYS AND TRANSPORTATION**

### **26.1. Weekday Analysis**

26.1.1. The table below is taken from the applicant's Transport Assessment (TA) and provides information on the split between the local approach routes that are available to TW drivers. The applicant has stated that it shows that, in the inbound direction (into the site), the TW traffic is broadly spread equally between the approach routes, whilst routing heavily via Bridgewater Circle in the outbound direction. It also provides an indication of the level of trip generation associated with the development, although these are figures which have informed the applicant's DS1 Scenario and it

should be borne in mind that Highways England's Alternative, DS2 Scenario, forecasts that TW will generate a slightly higher level of car trips.

Peak Hour / Direction		Local Approach Route							
		Via Bridgewater Circle		Via WGIS				Via Old Barton Lane	
				Via M60J10		Via M60J11			
		Vehicles	%	Vehicles	%	Vehicles	%	Vehicles	%
AM	Inbound	173	25	149	21	174	25	198	29
	Outbound	364	86	23	5	35	8	0	0
	2-way	537	48	172	15	209	19	198	18
PM	Inbound	136	30	90	20	95	21	136	30
	Outbound	461	68	71	10	146	22	0	0
	2-way	597	53	161	14	241	21	136	12

## 27.0 AIR QUALITY

### 27.1. Officer Comment

27.1.1. Appropriate mitigation can be employed by the contractor during construction works in order to prevent any adverse impact on air quality during this phase. Whilst this will continue to be controlled as part of a 'Construction Environment Management Plan' condition, it is not necessary to specifically reference the IAQM guidance within the condition as it may be superseded by more up to date guidance.

27.1.2. Condition 42 shall be updated to ensure that future air Quality Assessments, submitted with Reserved Matters applications, are undertaken in accordance with the recommendation set out in the applicant's Environmental Statement (ES) and any Addendum's.

27.1.3. This paragraph is no longer relevant and should be removed. It is not appropriate for future Reserved Matters applications to revisit the cumulative impacts of the TW development on air quality for receptors outside of the application site, when they have already been assessed, and considered to be acceptable, at the Outline application stage.

### 27.2. Summary

27.2.1. The Construction Environmental Management Plan should contain measures to mitigate against dust from construction, however it is not necessary to specifically reference the IAQM guidance in the wording of the condition, as this may be superseded by more up-to-date guidance during the lifetime of the build-out.

## **36.0 RECOMMENDATION AND CONDITIONS**

### **36.1 Conditions**

Amend the following condition

**33.** The consolidated area of Informal Recreation Space, measuring 0.91ha, as shown on the amended Parameter Plan references: Use – 6398\_SP(90)30 Rev: G; Landscape – 6398\_SP(90)31 Rev: F shall be constructed, laid out and made available for use in accordance with details that shall have first been granted the appropriate consents before the 1,051st residential unit has been occupied. The principal purpose of the consolidated area of Informal Recreation Space shall be to provide areas suitable for sitting out, ball games and for wheeled play. Once delivered, this area shall be retained and maintained thereafter.

Reason: In the interests of creating a sustainable form of development that provides adequate open amenity space for future residents and in accordance with the NPPF; Policy R5 of the Trafford Core Strategy; and SPD1: Planning Obligations (2014).

Add the following condition:

**57.** Notwithstanding the requirements set out in Condition 42, any reserved matters applications for development falling within an Air Quality Management Area (AQMA) shall provide details of mitigation measures to improve air quality for users of the relevant buildings. Thereafter development shall proceed in accordance with the approved mitigation measures and timescales and shall be retained and maintained thereafter.

Reason: In the interests of protecting human health for the proposed users of the site, and having regard to the NPPF and Policy SL4 of the Trafford Core Strategy.

**HELEN JONES, DEPUTY CHIEF EXECUTIVE AND CORPORATE DIRECTOR,  
ECONOMIC GROWTH, ENVIRONMENT AND INFRASTRUCTURE**

**FOR FURTHER INFORMATION PLEASE CONTACT:**

**Rebecca Coley, Head of Planning and Development, 1st Floor, Trafford  
Town Hall, Talbot Road, Stretford, M32 0TH. Telephone 0161 912 3149**

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## **PLANNING AND DEVELOPMENT MANAGEMENT COMMITTEE – 13<sup>th</sup> OCTOBER 2016**

### **REPORT OF THE HEAD OF PLANNING AND DEVELOPMENT**

#### **APPLICATIONS FOR PERMISSION TO DEVELOP, ETC.**

##### **PURPOSE**

To consider applications for planning permission and related matters to be determined by the Committee.

##### **RECOMMENDATIONS**

As set out in the individual reports attached. Planning conditions referenced in reports are substantially in the form in which they will appear in the decision notice. Correction of typographical errors and minor drafting revisions which do not alter the thrust or purpose of the condition may take place before the decision notice is issued.

##### **FINANCIAL IMPLICATIONS**

None unless specified in an individual report.

##### **STAFFING IMPLICATIONS**

None unless specified in an individual report.

##### **PROPERTY IMPLICATIONS**

None unless specified in an individual report.

Further information from: Planning Services

Proper Officer for the purposes of the L.G.A. 1972, s.100D (Background papers):  
Head of Planning and Development

Background Papers:

In preparing the reports on this agenda the following documents have been used:

1. The Trafford Local Plan: Core Strategy.
2. The GM Joint Waste Development Plan Document.
3. The GM Joint Minerals Development Plan Document.
4. The Revised Trafford Unitary Development Plan (2006).
5. Supplementary Planning Documents specifically referred to in the reports.
6. Government advice (National Planning Policy Framework, Circulars, practice guidance etc.).
7. The application file (as per the number at the head of each report).
8. The forms, plans, committee reports and decisions as appropriate for the historic applications specifically referred to in the reports.
9. Any additional information specifically referred to in each report.

These Background Documents are available for inspection at Planning Services, 1<sup>st</sup> Floor, Trafford Town Hall, Talbot Road, Stretford, Manchester M32 0TH.

**TRAFFORD METROPOLITAN BOROUGH COUNCIL**

**PLANNING AND DEVELOPMENT MANAGEMENT COMMITTEE – 13<sup>th</sup> October 2016**

**Report of the Head of Planning and Development**

**INDEX OF APPLICATIONS FOR PERMISSION TO DEVELOPMENT etc. PLACED  
ON THE AGENDA FOR DECISION BY THE COMMITTEE**

<b>Applications for Planning Permission</b>				
<b>Application</b>	<b>Site Address/Location of Development</b>	<b>Ward</b>	<b>Page</b>	<b>Recommendation</b>
<a href="#"><u>85282</u></a>	Trafford Waters, Land between Manchester Ship Canal & Trafford Boulevard/Old Barton Road, Urmston	Davyhulme East	1	Minded to Grant

**WARD: Davyhulme 85282/OUT/15**  
**East**

**DEPARTURE: Yes**

**OUTLINE PLANNING APPLICATION FOR UP TO 3000 DWELLINGS; 80,000SQM (GEA) OF OFFICE FLOOR-SPACE (USE CLASS B1); 6,700SQM OF COMMERCIAL ACCOMMODATION (TO BE USED FLEXIBLY WITHIN USE CLASSES A1, A2, A3, A4, A5, D1 AND D2); HOTELS (UP TO AN OVERALL TOTAL OF 300 BEDROOMS); A CAREHOME (USE CLASS C2, UP TO 150 BEDS/UNITS) AND A PRIMARY SCHOOL. CONSTRUCTION OF A PEDESTRIAN FOOTBRIDGE OVER TRAFFORD BOULEVARD; PROVISION OF ACCESS ROADS, CAR PARKING, PUBLIC REALM AND LANDSCAPING WORKS AND OTHER ASSOCIATED DEVELOPMENT AND SUPPORTING INFRASTRUCTURE. DETAILS PROVIDED FOR ACCESS, WITH ALL OTHER MATTERS RESERVED.**

Trafford Waters, Land between the Manchester Ship Canal and Trafford Boulevard / Old Barton Road, Urmston

**APPLICANT:** Peel Investments (North) Limited.

**AGENT:** NJL Consulting

**RECOMMENDATION: MINDED TO GRANT**

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## CONTENTS

	<b>Executive Summary.....</b>	<b>iii</b>
<b>1.0</b>	<b>Application Site.....</b>	<b>1</b>
<b>2.0</b>	<b>Context.....</b>	<b>3</b>
<b>3.0</b>	<b>Proposals.....</b>	<b>4</b>
<b>4.0</b>	<b>Policy Context.....</b>	<b>7</b>
<b>5.0</b>	<b>Legal Considerations.....</b>	<b>8</b>
<b>6.0</b>	<b>Site History.....</b>	<b>10</b>
<b>7.0</b>	<b>Applicant’s Submission.....</b>	<b>12</b>
<b>8.0</b>	<b>Summary of the Consultation Responses.....</b>	<b>16</b>
<b>9.0</b>	<b>Public Consultation.....</b>	<b>24</b>
	<b>OFFICER ASSESSMENT</b>	
<b>10.0</b>	<b>Principle of Proposed Land Uses and Quantum of Development....</b>	<b>27</b>
<b>11.0</b>	<b>Ground Contamination.....</b>	<b>37</b>
<b>12.0</b>	<b>Flood Risk.....</b>	<b>39</b>
<b>13.0</b>	<b>Noise and Vibration.....</b>	<b>43</b>
<b>14.0</b>	<b>Lighting.....</b>	<b>45</b>
<b>15.0</b>	<b>Telecommunications &amp; Servicing.....</b>	<b>48</b>
<b>16.0</b>	<b>Ecology.....</b>	<b>51</b>
<b>17.0</b>	<b>Trees.....</b>	<b>54</b>
<b>18.0</b>	<b>Archaeology.....</b>	<b>57</b>
<b>19.0</b>	<b>Built Heritage.....</b>	<b>59</b>
<b>20.0</b>	<b>Residential and Visual Amenity.....</b>	<b>68</b>
<b>21.0</b>	<b>Urban Design.....</b>	<b>73</b>
<b>22.0</b>	<b>Spatial Green Infrastructure (open space, semi-natural greenspace and outdoor sports provision).....</b>	<b>81</b>
<b>23.0</b>	<b>Specific Green Infrastructure.....</b>	<b>92</b>
<b>24.0</b>	<b>Education Facilities.....</b>	<b>93</b>
<b>25.0</b>	<b>Healthcare and other Community Facilities.....</b>	<b>100</b>
<b>26.0</b>	<b>Highways and Transportation.....</b>	<b>104</b>
<b>27.0</b>	<b>Air Quality.....</b>	<b>128</b>
<b>28.0</b>	<b>Crime Prevention.....</b>	<b>138</b>
<b>29.0</b>	<b>Energy and Climate Change.....</b>	<b>140</b>
<b>30.0</b>	<b>Wind and Microclimate.....</b>	<b>143</b>
<b>31.0</b>	<b>Waste Management.....</b>	<b>145</b>
<b>32.0</b>	<b>Planning Obligations.....</b>	<b>146</b>
<b>33.0</b>	<b>Community Infrastructure Levy (CIL).....</b>	<b>147</b>
<b>34.0</b>	<b>Applicant’s Anticipated Socio-Economic Benefits.....</b>	<b>148</b>
<b>35.0</b>	<b>The Planning Balance and Conclusion.....</b>	<b>150</b>
<b>36.0</b>	<b>Recommendation and Conditions.....</b>	<b>156</b>
	<b>APPENDICES</b>	
	<b>Appendix A – Glossary</b>	
	<b>Appendix B – Plan of Consented WGIS (Part and Full)</b>	
	<b>Appendix C – Map Showing Study Area for Refined VISSIM Model</b>	
	<b>Appendix D – Output Data from Refined VISSIM Re-Run</b>	
	<b>Appendix E – Commentary on Outputs from VISSIM Re-Run</b>	
	<b>Appendix F – Comparison of Weekend and Weekday Traffic Flows</b>	



## **EXECUTIVE SUMMARY**

The application seeks Outline planning permission to erect up to 3000 dwellings; 80,000sqm (GEA) of office floor-space (Use class B1); 6,700sqm of commercial accommodation (to be used flexibly within use classes A1, A2, A3, A4, A5, D1 and D2); hotels (up to an overall total of 300 bedrooms); a care-home (up to 150 bed/units) and a primary school. These land uses would be supported by the construction of a pedestrian footbridge over Trafford Boulevard; the provision of access roads, car parking, public realm and landscaping works and other associated development and supporting infrastructure. Details have been provided in relation to 'access', with all other matters reserved.

The application site forms part of the Trafford Centre Rectangle (TCR) Strategic Location, which has been identified within the Core Strategy as an appropriate location for the delivery of a major-mixed use development that provides a new residential neighbourhood together with commercial, leisure and community facilities and substantial improvements to the public transport infrastructure. The application has been advertised as a departure from the Development Plan, on the basis that the quantum of residential development proposed far exceeds the 1,050 units identified by the Strategic Location Policy (SL4). The Local Planning Authority (LPA) has assessed the particular circumstances of this application against the Development Plan and other material considerations as set out in this report and having undergone the required balancing exercises, recommends approval of Outline planning permission, subject to the signing of a s106 agreement.

The development would be 'controlled' by three key mechanisms: The development quantum; the Parameter Plans; and the Design Framework. These control documents define the 'what', the 'where', the 'how much' and the design language of the Trafford Waters (TW) development. Alongside these three control mechanisms, an Illustrative Masterplan scheme has been submitted. This is not submitted for approval as such, rather it demonstrates one way in which TW may come forwards in accordance with the parameters, specifications and guidelines within the control mechanisms.

A primary school, of up to two-forms of entry in size (420 pupils), will be delivered within the application site in recognition of the existing pressures for primary school places in the Borough and that the closest Trafford schools are located over a mile away. This will be located within two adjacent sites: one to accommodate the various buildings, parking and playground space, for the sole use of the school; and the other to provide a playing pitch and Multi-Use Games Area (MUGA) facilities that will also be made available for use by the wider TW community outside of school hours.

The TW development will be supported by 8.0ha of publically accessible open space, as well as children/young person's equipped play space and a small amount of outdoor sports facilities. Included within this provision will be a 9,100sqm area of informal recreation space, part of which will be shared with the adjacent primary school.

The Council's NHS partners have identified a need for a health centre, within or close to, the application site, and the applicant has agreed to deliver this following a review of need in conjunction with Trafford's Clinical Commissioning Group.

The applicant has committed to achieving a BREEAM rating of 'Very Good' for all commercial development within the site and a 'Home Quality Mark' of 2\* for the new dwellings. These measures are considered to be appropriate and achievable.

The applicant has demonstrated that it would not be viable for the development to provide affordable housing based on present day values. There is however significant scope for the development to create its own market and achieve longer term growth in market values. In light of this the applicant has agreed to re-assess scheme viability each time that a Reserved Matters application is submitted for development. If an application generates a surplus, this would be used to provide affordable housing in subsequent phases, up to a maximum of 40% in any one phase.

The development will result in less than substantial harm to the heritage assets that are located within, and in the vicinity of, the application site. This includes the Grade I listed All Saints Church and the Barton-upon-Irwell Conservation Area. Great weight has been given to the asset's conservation and special regard / special attention paid to the asset and its setting in accordance with the relevant parts of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended). However the public benefits of the scheme, including some heritage-related benefits, will significantly outweigh these effects. Any non-designated archaeological remains that are uncovered during the development earthworks are likely to be destroyed, however it is considered that their loss can be sufficiently mitigated through a programme of targeted trenching and recording and subsequent publication.

The LHA has considered the overall development of the site with the associated infrastructure in place and the phasing plan. Taking all the information provided into consideration the LHA concludes that the proposed development would not have a "severe impact" on the surrounding highway network, as defined in Paragraph 32 of the NPPF, provided that the proposed mitigation is implemented at an appropriate time during the phased development of the site and the recommended planning conditions relating to transport are attached to any approval. Notwithstanding this, it is considered that the applicant has not adequately evidenced their strategy for the *phased* delivery of development at TW. Further discussions will be required in a post-committee / pre-decision environment to reach an agreed position on the details contained within the applicant's phasing schedule. The approach outlined for the provision of car parking associated with the various land uses within TW is considered to be challenging but acceptable in principle with a robust Travel Plan and providing that the necessary enhancements to public transport are secured.

With respect to air quality and potential impact on human health, the site is considered to be suitable for residential development providing that any apartments introduced close to Trafford Boulevard/Trafford Way are located above ground-floor level, or supported by appropriate mitigation/justification. The impact of the

development on the air quality of existing sensitive receptors outside of the site is considered to be acceptable and the effect deemed not to be significant.

The applicant anticipates that the development will require a construction workforce that provides 488 full-time equivalent (FTE) jobs. Once fully complete, the Illustrative Masterplan development is expected to support a workforce of 4,724 FTE jobs, predominantly within the office blocks. The applicant estimates that the TW development will result in £46.30 million of additional spending in the local economy from new households and employees.

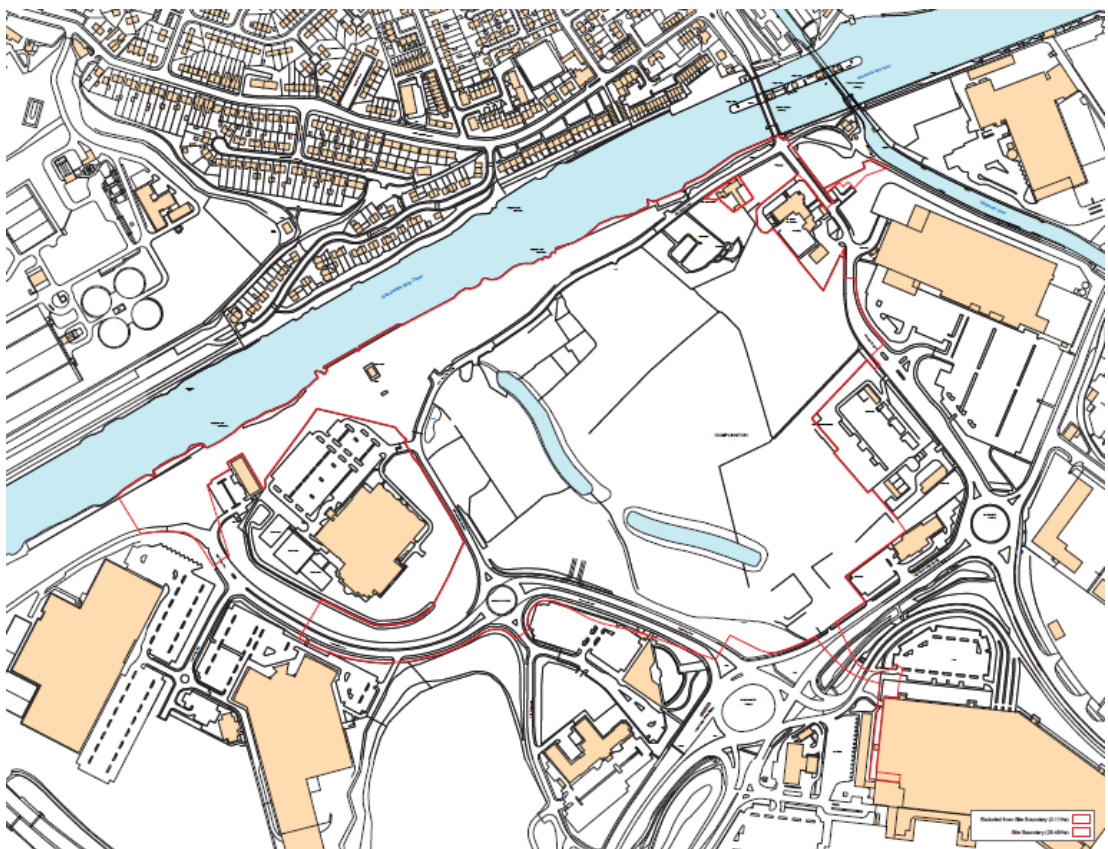
A s106 agreement shall be used to secure future reviews of viability and, where appropriate, the delivery of affordable housing. Conditions will be used to secure the delivery of the school, open-space, transport infrastructure and healthcare and community facilities. The scale of charges required through Trafford's Community Infrastructure Levy will be determined at the point at which the final reserved matter associated with each phase/sub-phase is approved.

Officers consider that this development would make best use of this strategically important, vacant site. It would contribute towards addressing the identified housing shortfall in Trafford, during this plan period and beyond, and would provide a range of new jobs as well as expanded shopping opportunities and social infrastructure designed to meet the needs of the TW population. Subject to compliance with the conditions outlined within this report, TW is considered to be a sustainable development that creates a mixed and balanced community within it. Officers therefore recommend this Outline application for approval.

## **1.0 APPLICATION SITE**

### **1.1 Application Site**

1.1.1 This Outline planning application relates to a large parcel of land within the 'Trafford Centre Rectangle' (TCR), a part of the Borough identified as a Strategic Location within Policy SL4 of the Trafford Core Strategy. The TCR sits on the western edge of the Trafford Park Industrial Estate and, with the exception of the application site, has delivered a significant amount of new retail and leisure development in the last 20 years, following the opening of the nearby Intu Trafford Centre (ITC) in 1998. The site itself remains clear and open, with all above-ground evidence of previous development having been removed. Consequently the site fits the definition set out in the National Planning Policy Framework (NPPF) for Greenfield land.



**Figure 1.1: Site Location Plan**

1.1.2 The northern boundary of the site is defined by the Manchester Ship Canal (MSC), the mid-point of which also represents the administrative boundary between Trafford and Salford City Councils. The opposite bank, on the Salford side, is populated by a series of low-level residential buildings, many of which face directly onto the canal. A collection of heritage assets sit at the north-eastern corner of the site, although they fall outside of the red-line boundary. All Saints Church (Grade I Listed), which was designed by E.W. Pugin, stands within its own grounds and is adjoined by a Presbytery (Grade II). Approximately 100m to the north of this, located within the body of the

Ship Canal, is a collection of Grade II\* Listed Victorian structures, namely the Barton Swing Bridge, the Control Tower and Barton Aqueduct. This latter structure carries the nearby Bridgewater Canal over the MSC and is the only example of such a bridge in the world. All of these heritage assets fall within the Barton-upon-Irwell Conservation Area, which straddles the MSC and incorporates assets from both Local Authorities within its demise. Other features of note within the Trafford side of the Conservation Area include St. Catherine's Graveyard, which has been included within the red-line boundary of the site, and the Old School House, which is currently undergoing restoration.

- 1.1.3 The remainder of the site's eastern edge is bound by a large electrical sub-station and Redclyffe Road (B5211), which provides vehicular access across the MSC and into Eccles (Salford) for local traffic. A large B&Q store stands on the opposite side of this highway. The 'intu Trafford Centre' (ITC), with its associated car parks and bus-station, is located south of the application site. The shopping complex is separated from the site by a series of dual-carriageways (Trafford Boulevard – B5214 and Trafford Way) and roundabouts (Ellesmere Circle and Bridgewater Circle). This infrastructure serves to connect the TCR with Junction 10 of the M60 Motorway to the west, and the wider Trafford Park Industrial Estate to the east.
- 1.1.4 Barton Embankment forms part of the western site boundary, although presently this road only serves as an access to the David Lloyd Leisure Club. A range of other sports and leisure uses, which cumulatively make up the Trafford Quays Leisure Village, are located further to the west. They include the JJB Soccerdome; Chill Factor-e ski-slope and Airkix indoor skydiving. Beyond the Leisure Village is the M60 Motorway, which extends across the Barton Bridge flyover and consequently spans the MSC at a high level.
- 1.1.5 The majority of the application site is enclosed by 2m high palisade fencing and therefore it is not accessible to the public. However the red-line boundary for the application extends beyond the fence-line to meet the southern bank of the MSC and incorporate sections of highway that will be subject to alteration and improvement. It also includes a spur to the south, which crosses over Trafford Boulevard to meet the ITC bus-station. This results in a total site area of 26.38 hectares. The east-west axis of the site stretches from Redclyffe Road to Barton Embankment, a distance of approximately 520m. The north-south axis spans between the MSC and Trafford Boulevard, a distance of some 535m.
- 1.1.6 The site itself generally comprises of open scrub/wasteland. Its natural topography falls gently northwards towards the bank of the MSC, although this is interrupted by two man-made 'canal-link basins' that run in tandem along a north-west to south-east axis at the centre of the site. They do not connect to the Ship Canal but are partially filled with water. The excavated soil from these water-bodies has been arranged to form steep mounds at their sides and has also been piled towards the northern edge of the enclosed

land. Most of the existing trees within the application site are located in the conservation area or within belts along the perimeter fences.

## **2.0 CONTEXT**

### **2.1 Context**

- 2.1.1 In 2005 planning permission was granted for the formation of a canal arm and water taxi basin within the site (ref: H/63055), with a view to a water taxi service ('WAXI') running between this location and Manchester City Centre. In 2008 two canal arms were cut into the site, however they were never connected to the Ship Canal and the project has not advanced beyond this point since.
- 2.1.2 In 2009 planning consent was secured by Peel Holdings Ltd. for the construction of a major new road project to the south and west of the application site (ref: H/58904). Known as the Western Gateway Infrastructure Scheme (WGIS), its overarching aim is to facilitate development within the 'Western Gateway' Area's strategic development sites, which includes the land to which this application relates, by increasing road capacity. Implementation of WGIS will be split into two stages. The first of these is 'Part WGIS', which is currently under construction and involves connecting the A57 in Salford with Trafford Park, via a new bridge over the MSC. Improvements to Junctions 10 and 11 of the M60 and Bridgewater Circle on Trafford Boulevard are also underway. Stage two, or 'Full WGIS', involves works to the M60 Main-line and the closure of some slip roads. Elements of Part WGIS will subsequently be linked in to Junctions 10 and 11 of the M60. A Map of the consented WGIS scheme has been enclosed within Appendix B of this report.
- 2.1.3 In 2010 the southern and eastern sections of the current development site were the subject of two Outline planning applications for mixed-use schemes known collectively as 'Trafford Quays'. Application 75931/FULL/2010 ('Phase 1A') secured permission for 28,000sqm of office floor-space and ancillary services in May 2014 (and remains a live consent), whilst application 75930/FULL/2010 ('Phase 1B') has a planning committee resolution to grant planning permission subject to the completion of a legal agreement, for the erection of 250 dwellings and 1,000sqm of commercial accommodation. The Masterplan associated with the Trafford Quays developments showed a series of relatively low density urban blocks, typically ranging from 2-8 storeys in height.
- 2.1.4 For the avoidance of doubt, in assessing the application to which this report relates, the live permission for TQ Phase 1A (office) has been recognised as a legitimate 'fall-back' position for the applicant, whilst the committee resolution in place for TQ Phase 1B (residential) has been treated as a 'material consideration'.

### **3.0 PROPOSALS**

#### **3.1 Quantum and description of development proposed and control mechanisms**

- 3.1.1 This application seeks Outline planning permission to erect up to 3000 dwellings; 80,000sqm (GEA) of office floor-space (Use class B1); 6,700sqm of commercial accommodation (to be used flexibly within use classes A1, A2, A3, A4, A5, D1 and D2); hotels (up to an overall total of 300 bedrooms); a care-home (up to 150 bed/units) and a primary school. These land uses would be supported by the construction of a pedestrian footbridge over Trafford Boulevard; the provision of access roads, car parking, public realm and landscaping works and other associated development and supporting infrastructure.
- 3.1.2 The applicant has named the proposed development 'Trafford Waters' (TW), in alignment with the series of other 'Strategic Waters' developments that they intend to develop at other water-front locations, including Liverpool, the Wirral and at Media City, Salford which is already partially operational.
- 3.1.3 This Outline application is seeking approval for 'Access', with all other matters reserved. Access concerns the accessibility to, and within, the site for vehicles, cycles and pedestrians, and the positioning and treatment of access points in relation to how they fit into the surrounding highway network.
- 3.1.4 The matters reserved for later consideration and determination are:
- Layout - the way in which buildings, routes and open spaces within the development are provided, situated and orientated in relation to each other, and to buildings and spaces outside of the development;
  - Scale - means the height, width and length of each building proposed within the development in relation to its surroundings;
  - Appearance - the aspects of the development which determine the visual impression the development makes, including the external built form of the development, its architecture, materials, decoration, lighting, colour and texture; and,
  - Landscaping - the treatment of land other than buildings for the purpose of enhancing or protecting the amenities of the site and the area in which it is situated, including soft and hard landscaping, earthworks, public art and boundary treatment.
- 3.1.5 The development would be 'controlled' through the following principal mechanisms:
- i. Development Quantums – Any development at TW will not be able to exceed the maximum quantum identified for each of the proposed land uses and will be required to deliver a minimum amount of open space and play facilities within the site. These can be summarised as follows:

<b>Land Use</b>	<b>Maximum Quantum/Floor-space</b>
Commercial floor-space, to be used flexibly within Use Classes A1, A2, A3, A4, A5, D1 and D2	6,700sqm GEA
Offices (Use Class B1)	80,000sqm GEA
Hotel (Use Class C1)	Up to 300 bedrooms
Care Home (Use Class C2)	Up to 150 bed/units
Residential (Use Class C3)	Up to 3,000 units
School (Use Class D1)	Up to 2FE (420 pupils). Site area of 6,500sqm
<b>Greenspace Provision</b>	<b>Minimum Area</b>
Local Open Space	8ha
Children's Equipped Play	0.6ha
Outdoor Sports Facilities	4 MUGAS

**Table 3.1 – Summary of development proposals**

- ii. Parameter Plans – The planning application includes four Parameter Plans, each of which contains a series of fixed parameters that future Reserved Matters applications will have to adhere to. They are designed to shape the TW proposals as they evolve during the course of delivery. Each of the four plans contains parameters associated with one of the following matters:
  - Land Use
  - Access and Constraints
  - Maximum Building Heights
  - Landscape/Open Space
- iii. The Design Framework – The template framework will be worked up and resubmitted in full ahead of the approval of the first Reserved Matters application. The Design Framework is intended to provide guidance on the design of specific elements of TW for use during the detailed design applications. It will provide a framework for the developer of each phase to work within but, importantly, it also addresses the whole site in a comprehensive manner.

3.1.6 The TW development proposals, as set out within the description of development and the Parameters Plans, can be described as follows:

3.1.7 With respect to the zoning of the various land uses, the vast majority of the application site would be available for residential development, where up to 3,000 units could be erected. The northern half of this zone would be predominantly residential, whilst the southern half, which sweeps around to follow Trafford Boulevard and Trafford Way, would be shared with the proposed commercial land uses. This floor-space would principally comprise of offices (up to 80,000sqm GEA), but also allows for some supporting retail, community and leisure uses (up to 6,700sqm plus a hotel). A second, smaller pocket of commercial uses has been identified next to the Manchester Ship Canal. To the north-east of the site, adjacent to Redclyffe Road, an area of land has been reserved for the construction of a Primary school.



- 3.1.8 A strip of land immediately adjacent to the site boundaries with Trafford Boulevard and Trafford Way has been reserved for the installation of a Metrolink tramline, should the forthcoming Trafford Park line need to extend through the site in the future. Until this piece of infrastructure is ready to come forward, this land would be maintained as temporary open space.
- 3.1.9 Vehicular access into the Trafford Waters site would be achieved from two points on Trafford Way, including one via Barton Embankment, and a spur from the approved Part WGIS scheme that would initially follow the bank of the Ship Canal. An existing vehicular access into the site from Redclyffe Road, to the east, would be reinstated. However, upon completion of 250 residential units, the use of this access would be restricted to pedestrians, public transport and the emergency services.. A high level green pedestrian bridge has been shown as spanning Trafford Boulevard to connect the TW development with the ITC and its bus station.
- 3.1.10 With respect to maximum building heights, the development will be at its lowest in the area that immediately surrounds the public open space next to All Saints Church. Buildings in this location, which includes the new Primary School, will generally not exceed four-storeys in height. The 'Building Heights' Parameter Plan shows that the tallest buildings would extend up to 16-storeys in height and would be located adjacent to Bridgewater Circle; parallel to the Ship Canal; and either side of a protected view corridor located within the site and oriented towards All Saints Church.
- 3.1.11 The principal area of open space identified within the Trafford Waters comprises of a corridor of green space that links the elevated pedestrian bridge with the Ship Canal. It would cover a minimum area of two hectares and would provide a series of new water features following the remodelling of the existing canal basins. This area would be supported by other areas of structural open space, which include a strip along the bank of the MSC and an 'hour-glass'-shaped parcel of land south of All Saints Church.

### **3.2 Indicative Elements Reserved for Future Agreement**

- 3.2.1 The application is supported by indicative plans and drawings which suggest one acceptable way of how TW might develop around the fixed parameters. The Illustrative and Landscape Masterplans showcase possible layouts for buildings across the site, as well as the provision of open spaces and landscaping. Accompanying these plans is the Design and Access Statement. This explains the character and standard of development that might be expected to follow. It is important to note however that the details contained within these documents are for indicative purposes only at this stage.
- 3.2.2 The applicant envisages that the development would be delivered across six phases, and with a build-out time of approximately 15-20 years. The indicative phasing schedule suggests that the area around All Saints Church would be the first to be developed and would comprise of generally low-rise buildings.

Thereafter the scheme would be built-out loosely in a clockwise fashion, with the final phase of development relating to those residential blocks in the western corner adjacent to the MSC and Barton Embankment.

## **4.0 POLICY CONTEXT**

### **4.1 Development Plan**

4.1.1 For the purposes of this application the Development Plan in Trafford Comprises:

- The **Trafford Core Strategy**, adopted 25th January 2012; The Trafford Core Strategy is the first of Trafford's Local Development Framework (LDF) development plan documents to be adopted by the Council; it partially supersedes the Revised Trafford Unitary Development Plan (UDP), see Appendix 5 of the Core Strategy.
- The **Revised Trafford Unitary Development Plan** (UDP), adopted 19th June 2006. The majority of the policies contained in the Revised Trafford UDP were saved in either September 2007 or December 2008, in accordance with the Planning and Compulsory Purchase Act 2004 until such time that they are superseded by policies within the (LDF). Appendix 5 of the Trafford Core Strategy provides details as to how the Revised UDP is being replaced by Trafford LDF; and

### **4.2 Principal Core Strategy Policies/Proposals**

4.2.1 The principal Core Strategy policies that are relevant to the assessment of this application are as follows:

SL4 – Trafford Centre Rectangle  
L1 – Land for New Homes  
L2 – Meeting Housing Needs  
L4 – Sustainable Transport and Accessibility  
L5 – Climate Change  
L6 - Waste  
L7 – Design  
L8 – Planning Obligations  
W1 – Economy  
W2 – Town Centres and Retail  
R1 – Historic Environment  
R2 – Natural Environment  
R3 – Green Infrastructure  
R5 – Open Space, Sport and Recreation

### **4.3 Proposals Map notation**

4.3.1 The land allocations, as set out on the Council's UDP Proposals Map, that are relevant to this application are as follows:

- Barton upon Irwell Conservation Area
- Trafford Centre and its Vicinity
- Wildlife Corridor
- New Outdoor Space/Recreation Proposals
- Other Strategic Routes

#### **4.4 Principal Relevant Revised UDP Policies/Proposals**

4.4.1 None

#### **4.5 National Planning Policy Framework (NPPF)**

4.5.1 The DCLG published the National Planning Policy Framework (NPPF) on 27 March 2012. The NPPF will be referred to as appropriate in the report.

#### **4.6 National Planning Practice Guidance (NPPG)**

4.6.1 DCLG published the National Planning Practice Guidance on 6 March 2014, which replaced a number of practice guidance documents. The NPPG will be referred to as appropriate in the report.

### **5.0 LEGAL CONSIDERATIONS**

#### **5.1 Requirement for Environmental Impact Assessment**

5.1.1 For certain type of development, consent should only be granted once an Environmental Impact Assessment has been undertaken to consider the likely environmental impacts of the proposal.

5.1.2 At the point of submission and validation (1<sup>st</sup> April 2015), the relevant thresholds for EIA development were set out in the The Town and Country Planning (Environmental Impact Assessment) (EIA) Regulations 2011 . When considered against them the TW proposals do not fall within any categories defined by Schedule 1, but are considered to have the characteristics of an 'urban development project' that falls within Schedule 2, Section 10(b). In this respect, the 'urban development project' is situated on a site which comprises an area above the 0.5 ha applicable 'threshold' stated in Column 2 of Schedule 2.

5.1.3 Whilst the LPA made their assessment based on the most up-to-date legislation available at the time, it is worth noting the Town and Country Planning (Environmental Impact Assessment) (Amendment) Regulations 2015 have since been introduced, which amend the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 and set out revised thresholds for Schedule 2 development. Inspection of the amendments reveals that TW would continue to be classed as an 'urban development project' as it would meet the following thresholds:

- i) The development includes more than 1 hectare of urban development which is not dwellinghouse development;
- ii) The development includes more than 150 dwellings; and
- iii) The overall area of the development exceeds 5 hectares.

5.1.4 Schedule 3 of the 2011 EIA Regulations remains unaltered by the 2015 revisions and provides guidance on how to decide whether the project is likely to have significant environmental effects in terms of: (i) characteristics of development, (ii) characteristics of potential impact and (iii) sensitivity of location.

5.1.5 It is considered that the proposed development at TW could potentially give rise to environmental effects due to its size; the duration and reversibility of its impacts; and as a result of its location, being partially situated within an Air Quality Management Area and a Conservation Area; and situated within the setting of a Grade I Listed Building.

5.1.6 In light of the above, it was agreed between the applicant and Trafford Council, as Local Planning Authority, that the project constitutes EIA development, and therefore an EIA has been undertaken and an Environmental Statement submitted with the Outline application. This is a statutory document that presents the EIA process undertaken for TW.

## **5.2 Scoping of the Environmental Statement**

5.2.1 In accordance with the EIA Regulations, the Council consulted with appropriate bodies on the content of the applicant's Environmental Statement (ES) Scoping Report. The LPA subsequently produced a formal Scoping Opinion by letter (dated 15<sup>th</sup> April 2014) and this has been placed on Part 1 of the Planning Register as part of the LPA's records for this application.

## **5.3 Requirements under Schedule 4, Part 2 of EIA Regulations**

5.3.1 The submitted ES broadly follows the provisions of Schedule 4 in that it provides, *inter alia*, a description of the development and an assessment of the aspects of the environment likely to be significantly affected by the development. Consideration is given to the effects of the development and the mitigation measures that are required. An outline of the main alternatives to the TW scheme has also been provided. Overall the applicant is considered to have included adequate information within their ES to satisfy the requirements under Schedule 4 of the EIA Regulations.

## **5.4 Role of Parameters Plans in an Outline application**

5.4.1 The overall aim of the Parameter Plans is to establish a clear framework for which future development can be considered, whilst still allowing appropriate scope and flexibility for it to evolve over time, providing that it keeps within these parameters and the agreed environmental impacts. The 'Rochdale

Envelope' judgement, two cases dealing with Outline planning applications ((*R. v Rochdale MBC ex parte Milne* (No. 1) and *R. v Rochdale MBC ex parte Tew* [1999] and *R. v Rochdale MBC ex parte Milne* (No. 2) [2000]), confirms that this is a lawful approach. It notes that Outline applications need the details of a project to evolve over a number of years, within clearly defined parameters. The permission (whether in the nature of the application or achieved through 'masterplan' conditions) must create 'clearly defined parameters' within which the framework of development must take place.... It is for the local planning authority in granting Outline planning permission to impose conditions to ensure that the process of evolution keeps within the parameters applied for and assessed.

## **5.5 Weight to be given to impacts outside administrative boundary**

5.5.1 Given the scale and height of the development, and its location adjacent to the MSC, the effects of the development will be felt outside the administrative boundary of Trafford. In particular, there will be highways and transportation, visual, and amenity impacts on land and residents within the Salford City Council boundary. For the avoidance of doubt no less weight should be given to any impacts felt outside of Trafford's boundary.

## **6.0 SITE HISTORY**

### **6.1 Land known as 'Trafford Quays' (now Trafford Waters)**

6.1.1 The application site has been subject to the following planning applications:

75930/FULL/2010 - Outline planning application for the development of 27,870 sq.m (GIA) of BCO Grade A office accommodation (Class B1) and 1,000 sq.m. of commercial accommodation to be occupied on a flexible basis by use(s) falling within Use Classes A1, A2, A3, A4, A5 and/or D1 (clinic, health centre, creche, day nursery or consulting room only), pursuant to the provisions of Part 3, Class E of the GDPO together with the provision of a pedestrian footbridge linking the site to Trafford Bus Station and associated access, car parking and public realm/landscaping. Details provided for access with all other matters reserved for subsequent consideration (Phase 1A) – Approved with Conditions, 1<sup>st</sup> May 2014.

75931/FULL/2010 - Outline planning application for the development of a maximum of 250 homes and 1,000 sq.m. of commercial accommodation to be occupied on a flexible basis by use(s) falling within Use Classes A1, A2, A3, A4, A5 and/or D1 (clinic, health centre, creche, day nursery or consulting room only) pursuant to the provisions of Part 3, Class E, of the GDPO together with associated access, parking and public realm/landscaping works. Details provided for access with all other matters reserved for subsequent consideration (Phase 1B) – Minded to Grant, subject to s106 (Application heard at July 2013 Planning Committee). To date, the s106 agreement has not been signed.

H/66900 – Construction of new vehicular access from Redclyffe Road – Approved with Conditions, 19<sup>th</sup> June 2007.

H/66647 - Application pursuant to Section 73 of the Town and Country Planning Act 1990 and Regulation 3 of the Town and Country Planning (Applications) Regulations 1988 for planning permission for the development permitted by planning permission H/63055 (formation of a new canal arm and water taxi basin and associated infrastructure including erection of a new storage and maintenance building; formation of a new access road from Redclyffe Road; erection of a bridge over the proposed canal arm on the alignment of the Old Barton Road and car and coach parking) without compliance with Condition 11 attached to it – Approved with Conditions, 18<sup>th</sup> June 2007.

H/OUT/47597 – Erection of mixed use development including, residential, office, leisure, hotel, training and associated local services including A1 (retail), A2 (financial and professional services) and A3 (food and drink) together with construction of vehicular and pedestrian access ways and car parking, provision of landscaping, construction of a new water basin linked to the Manchester Ship Canal and extension of land form into the Ship Canal – Withdrawn, 31<sup>st</sup> October 2000

H/45217 - Erection of a Regional Sports Complex (approval of Reserved Matters relating to golf course and associated clubhouse) pursuant to condition (i) of planning permission H/UDC/41035 – Approved with Conditions, 19<sup>th</sup> March 1998.

H44350 – Conservation Area consent for the demolition of the Bromyhurst Farm Vicarage, Cowshed and Haybarn – Approved with Conditions, 25<sup>th</sup> September 1997.

## **6.2 Significant completed developments within the Trafford Centre Rectangle**

6.2.1 The following major developments are located adjacent to the application site, within the TCR.

### **6.2.2 'Venus Building' (Land at Corner of Trafford Boulevard & Trafford Way)**

H/ARM/55168 – Erection of office building (9,950 sqm) with associated access, car parking & landscaping (Reserved Matters submission pursuant to outline planning permission H/OUT/52314) – Approved with Conditions, 17<sup>th</sup> December 2002

### **6.2.3 'Intu' Trafford Centre – Parkway/M/CR Ship Canal - Land North Of M63 Motorway.**

H41035 - Variation of condition (ii) attached to planning permission H/OUT/25155 to enable an extension of the time permitted for the submission of details of reserved matters – Approved with Conditions, 27<sup>th</sup> July 1995

H25155 - Erection of sub-regional shopping centre – Approved by SoS, 4<sup>th</sup> March 1993.

### **6.3 Significant developments elsewhere within the TCR that are yet to be constructed or completed**

#### **6.3.1 Western Gateway Infrastructure Scheme (WGIS) – Under construction**

81952/VAR/2013 - Variation of Condition 5 (list of approved plans) of planning permission 79746/VAR/2013 (Construction of new canal road crossing and associated roads and improvements to roads as part of the Western Gateway Infrastructure Scheme) to include revised plan of Full WGIS (both phases of the WGIS development) showing amendments to highway works including alterations to the off slip road from Junction 10 of the M60 onto Trafford Boulevard together with consequential changes to the roads in the vicinity of Junction 10 – Approved with Conditions, 19<sup>th</sup> August 2014.

H/58904 - Construction of new canal road crossing and associated roads and improvements to existing roads as part of the western gateway infrastructure scheme (WGIS) – Approved with Conditions, 18<sup>th</sup> February 2009.

#### **6.3.2 'Venus 2' - Land Adjacent To West Of Trafford Boulevard**

74815/O/2010 – Outline planning permission for demolition of existing (vacant) residential dwellings and erection of new BCO Grade A Office building (a maximum of 12,100 sqm Gross Internal Area and up to 10 storeys in height) together with associated car parking, substation and security lodge. All matters reserved for subsequent consideration – Approved with Conditions, 2<sup>nd</sup> February 2011.

#### **6.3.3 Former 'Kratos' site, Barton Dock Road**

86550/VAR/15 - Application to vary condition 2 (approved plans) to allow an additional 17 rooms and alter the access and condition 8 (provision of car parking spaces) to allow 56 spaces rather than 95 from planning permission 82046/FUL/2013 (Erection of a six storey, 203 bedroom hotel with associated car parking and landscaping and access from Mercury Way.) – Approved with Conditions, 15<sup>th</sup> February 2016 (under construction).

#### **6.3.4 Land Bounded By Parkway, Junction 9 M60 And Southern Boundary Of Trafford Centre**

80868/RENEWAL/2013 - Application to extend the time limit of planning permission 74564/FULL/2010 for the erection of hotel building of 16 storeys in height (with an additional mezzanine level above ground floor) incorporating an increase of 18 bedrooms (a total of 230 bedrooms) and reduction in the overall height of the building (reduced by 6 metres) from that approved under LPA ref: H/69777, together with guest only health spa/leisure facility, a function/conference suite, meeting rooms, a bar lounge, cafe and restaurant

together with administration, servicing and storage areas and associated bridge access link, car parking and landscaping works – Approved with Conditions, 3<sup>rd</sup> July 2014.

## **7.0 APPLICANT'S SUBMISSION**

### **7.1 Applicant's Submission**

7.1.1 The applicant has submitted a suite of documents in support of the application which includes an Environmental Statement (with associated Non-Technical Summary); Design and Access Statement; Justification for Development: Part 1, Policy; Part 2, the Comprehensive Approach; Part 3, Delivery; Sustainability and Energy Statement; Record of Community Involvement and Transport Assessment. These reports are briefly summarised below:

### **7.2 Environmental Statement**

7.2.1 The proposed development is considered to bring about the opportunity to create significant benefits to the local economy through the creation of jobs as part of the construction phase and the employment development to be included. It will also provide much needed housing within the metropolitan borough of Trafford.

7.2.2 The proposal would not have a major adverse impact on air quality; noise and vibration; flood risk; ground conditions; archaeology; telecommunications and servicing; ecology or wind and microclimate.

7.2.3 The development would not have any major adverse impacts on the heritage assets (including their setting) that are located within, or adjacent to, the application site, either during the construction phase or once it is operational.

7.2.4 A Landscape and Visual Impact Assessment concludes that the construction phase of the development has the potential to have significant adverse impacts on the landscape/townscape and visual amenities of the area, although these effects would not be permanent. Once TW has been built and is operational the surrounding environment will experience a moderate-major beneficial effect from the development.

7.2.5 Overall the ES concludes that the proposed development has an overall 'negligible' residual effect.

### **7.3 Justification for Development: Part 1 – Policy**

7.3.1 The principle of the TW development is considered to be acceptable in policy terms. The Core Strategy establishes clear guidelines for the development of a neighbourhood at TW. This includes permitting the development of housing and Class B1 offices alongside community uses. It also establishes the range of infrastructure required to facilitate development and identifies constraints



that need to be taken into account to achieve a high quality environment. The document considers that the development at TW has been formulated to meet these, and other Strategic Objectives identified within the Core Strategy.

7.3.2 In order to bring forward the transformational change required at this Strategic Location, given the rate of development delivery, the TW development will have to come forwards across and beyond the Plan Period. This is acknowledged in the Core Strategy.

7.3.3 The scale of the development proposed is considered to be appropriate and necessary. The unconstrained nature of the site, the high level of accessibility and the presence of significant nearby retail and leisure facilities means that an efficient use of land at TW is through high density, mixed-use development to maximise this unique opportunity. The Core Strategy does not impose any limitations on the quantum of development that the site can deliver.

#### **7.4 Justification for Development: Part 2 – The Comprehensive Approach**

7.4.1 The residential components of the scheme will have a strong interrelationship with the rest of TW and the wider area, creating life and footfall in the locality throughout the day and night.

7.4.2 The quantum of development proposed creates a critical mass that will be able to support the provision of community facilities (such as the school and retail/leisure facilities) within the site, along with ancillary retail and leisure uses that enable people who live and work at TW to meet their day-to-day needs (e.g. top-up shopping).

7.4.3 The accessibility of the site, and the infrastructure required to assist this, will significantly benefit residents of TW and will be a key attractor for its businesses also.

7.4.4 The open space proposed at TW will be of exceptional quality and multifunctionality so that it can meet the needs of a diverse community and working population.

7.4.5 The key transport, drainage and energy infrastructure required to facilitate TW has been considered holistically to maximise the potential advantages of the site and contribute towards creating a sustainable urban neighbourhood.

#### **7.5 Justification for Development: Part 3, Delivery**

7.5.1 This document identifies how the residential and office market will be attracted to TW; sets out an indicative phasing strategy for the scheme and identifies an approach towards CIL and S106 contributions.

7.5.2 The Masterplan for the site must provide suitable accommodation to attract a range of potential occupiers. Property sizes should range from smaller apartments suitable for younger age groups through to larger properties

suitable for families. Accommodation suitable for older people should also be included and it could provide a range of tenure options, including, properties to attract the growing PRS.

- 7.5.3 As there is not yet an established residential market in the area, the early phases of development are likely to be low rise. This will minimise risk to the developers and enable them to deliver a higher quality product. A quality environment should be delivered from the start.
- 7.5.4 A number of factors indicate that the economy in Manchester is strengthening, which is resulting in increased demand for office space. This growth is not, however, being met by supply in Grade A offices.
- 7.5.5 TW would offer a sub-regional office location set within a high quality environment and with amenities provided nearby, also within the site.
- 7.5.6 The delivery of the development in phases using infrastructure trigger points will not be controlled by highways constraints because the works required to release highways capacity are expected to come forward ahead of the phase of development in which they are required.
- 7.5.7 The viability assessment undertaken for TW indicates that the development will not achieve a developer profit of 20%. The effect of this position is that it is not appropriate to impose a blanket affordable housing contribution across the development. Rather it is considered that the scope for affordable housing should be reappraised at each phase.

## **7.6 Transport Assessment**

- 7.6.1 The Masterplan has been assessed using Greater Manchester and London Accessibility Assessment methods. These conclude that the site has very high overall public transport accessibility, which is suitable for high density development.
- 7.6.2 The 'external' traffic impact of TW traffic is not significant or 'severe' and there would be a significant increase in the forecast usage of the Trafford Park Metrolink extension.
- 7.6.3 A bespoke parking strategy has been produced for TW, to limit opportunities for car parking and trip making. An average standalone parking provision of 0.75 spaces per residential unit has been proposed. Shared parking will be implemented to take advantage of the differing time demands between residential and office-related parking.

## **7.7 Sustainability and Energy Statements**

- 7.7.1 The TW development provides the opportunity to be a world-class example of truly sustainable development, constructed in phases that complement each

other and follow sustainable principles aimed at achieving short and long term social and economic success.

- 7.7.2 The targets for Trafford Waters will achieve more than the 34 % reduction (by 2020) target set by Trafford Council and aims for a 50% reduction in CO2 emissions compared to the same criteria.

## **7.8 Record of Community Involvement**

- 7.8.1 The applicant is committed to engaging with the local community concerning its proposals.
- 7.8.2 Discussions with the Local Authority, statutory bodies and certain stakeholders commenced in early 2014.
- 7.8.3 In March 2015 a press release was issued to raise public awareness of the development and a newsletter was distributed to 7,564 homes and businesses in the Trafford and Salford area.
- 7.8.4 Public exhibitions were subsequently held on Thursday 19<sup>th</sup> and Saturday 21<sup>st</sup> March 2015 to allow the local population to view the indicative Masterplan and ask questions. Attendees were invited to comment on the scheme via a questionnaire.
- 7.8.5 The applicant set up a website and e-mail address, along with a freephone information line, all of which have remained active throughout the application process.

## **8.0 SUMMARY OF CONSULTATION RESPONSES**

### **8.1 Summary of consultation Responses**

- 8.1.1 A series of statutory and non-statutory bodies have been consulted as part of this application and a summary of the comments received from them is set out below. Where appropriate, individual consultation responses are described in greater detail within the relevant section of the Officer's Assessment.

#### **Bridgewater Canal Company**

No comments received.

#### **City Airport**

No objections. The building heights for the development (as shown on the parameters plan) fall underneath the approach path to the primary runway of 08/26 at City (Barton) airport. Following conditions recommended:

- Submission of drawings to confirm the height of all buildings and structures with each detailed planning application.
- Appropriate obstacle lighting to be included within the scheme, in accordance with the requirements of the Civil Aviation Authority and City Airport Ltd.

- The landscaping associated with the development should not attract a significant increase in bird activity, which could cause a hazard to aircraft using the airport.
- City Airport Ltd. should be consulted in advance of any cranes, or other tall temporary obstacles, being introduced onto the site.
- Submission of a post-build survey to verify that the finished building heights are within the design height specification.

#### **The Coal Authority**

Do not wish to comment on the application.

#### **Design for Security (Greater Manchester Police)**

No objections to the range of land uses proposed. A detailed Crime Impact Study should be submitted with each Reserved Matters application.

#### **Electricity North West**

Standing advice issued. A number of ENWL assets have been identified within the application site, including underground cables (both live and out of commission) and an overhead line. Where the development is adjacent to ENW operational land or electricity distribution assets, the applicant must ensure that it does not encroach over either the land or any ancillary rights of access or cable easements.

#### **Environment Agency**

No objections subject to compliance with the following planning conditions:

- Submission of details regarding finished floor-levels and compensatory flood storage.
- Submission of details regarding flood resilience measures.
- Submission of a surface water drainage scheme for the site, based on the principles of the Flood Risk Assessment submitted with this application.
- Submission of a Remediation Strategy with each Reserved Matters application, to deal with the risks associated with contamination of the site.
- Submission of a verification report demonstrating completion of the works set out in the Remediation Strategy.
- Piling or any other foundation designs using penetrative methods shall not be permitted other than with the express consent of the LPA.
- In addition, advice to the applicant has also been issued with regards to controlled waters; waste on site; and waste to be taken off site.

#### **The Georgian Group**

No comments received.

#### **Greater Manchester Archaeological Advisory Service (GMAAS)**

No objections. In summary, the submitted archaeological desk-based assessment concludes that the site retains a modest potential for sub-surface remains dating to the Prehistoric, Roman, Medieval and post-Medieval periods, although the potential is restricted to specific areas of the site. The modest significance of any such archaeological heritage is such that they

would not demand preservation in situ. Consequently the following condition has been requested:

- A programme of archaeological works should be undertaken at the site in accordance with a Written Scheme of Investigation.

#### **Greater Manchester Ecological Unit (GMEU)**

No objections. In summary the application site is not designated for its nature conservation value and is not close to any statutorily designated sites. With the likely exception of badgers and small numbers of foraging bats it is considered unlikely to support any specially protected species. However the site does support some habitats and species of local nature conservation value, and support priority species for conservation. The adjacent Ship Canal functions as an important wildlife corridor through the area.

The following conditions have been requested:

- Updated surveys for badgers within the site should be conducted.
- Vegetation clearance should be undertaken outside of the optimum period for bird nesting (March – July inclusive).

#### **Greater Manchester Minerals and Waste Planning Unit**

No comments received.

#### **Greater Manchester Waste Disposal Unit**

Appropriate recycling and waste management infrastructure should be provided on site to service the apartments.

#### **Highways England**

No objections, subject to compliance with the following conditions:

- The submission of full design and construction details for the required improvements to the Full WGIS scheme. These highway improvements shall thereby be implemented prior to of any development being brought into its intended use.
- The submission of full design and construction details for the required improvements to J10 of the M60. These highway improvements shall thereby be implemented prior to of any development being brought into its intended use. HE's comments are discussed in further detail within Chapter 25 of this report (Transportation and Highways).

#### **Historic England**

No objections. The development will impact upon the setting of All Saints Church; however its height will be lowered near the church and has been drawn away from it also to respect its setting. Further, the sight-lines through the development towards All Saints are kept clear so that the visual connection towards the building is, to a reasonable extent, respected. The harm is therefore minor. The Grade II\* listed Barton Bridge is an industrial, engineering masterpiece with aesthetic values, however its setting is restricted and Historic England consider the impact by the proposed development on its significance to be minimal. It is recommended that the application be determined in accordance with national and local policy

guidance, and on the basis of the Local Authority's specialist conservation advice.

### **Local Highway Authority**

No objections. Taking all the information provided in relation to transport into consideration, the LHA concludes that the proposed development would not have a "severe impact" on the surrounding highway network as defined in Paragraph 32 of the NPPF provided that appropriate mitigation is implemented at an appropriate time during the phased development of the site, and subject to the following planning conditions:

The LHA's comments are discussed in further detail within Chapter 25 of this report (Transportation and Highways).

- Submission of a scheme for parking restriction on Redclyffe Road (Trafford) and Ashburton Road West.
- Submission of detailed design for the Redclyffe Road pedestrian/cycle crossing.
- Submission of a Travel Plan.
- Installation of traffic monitoring and review equipment.

### **Manchester City Council**

Manchester City Council have written to confirm that they fully support the residential aspects of the proposal, but have concerns relating to the proposed town centre uses and specifically the quantum of office floor-space (80,000sqm).

The representation states that Manchester understands that the City Region has to be able to offer a range of commercial accommodation to support a varied and competitive economy, and considers that TW, as a location, can make a valuable contribution to this aim. However economic development across Greater Manchester should progress in a mutually supportive way, and as such it is hoped that development at TW would not have a harmful impact on the development of the Regional Centre's role as the focus for economic activity. 'Town Centre' development proposals at this location would only be supported by Manchester if they had clear evidence that the impact on Manchester City Centre would be acceptable.

Further, there are also implications for the highway network that need to be considered fully. Even taking into account the public transport investment in this location, it is, and will remain, somewhere predominantly accessed by cars. There are also significant development proposals for the wider area, such as Port Salford, that will lead to an increased demand on highway capacity and potentially exacerbate existing air quality challenges. The incremental development of this location should come forward in the context of an effective and evidenced transport strategy.

### **Manchester Ship Canal Company**

No comments received.

### **National Grid**

No comments received.

### **Natural England**

Natural England does not consider that this application poses any likely or significant risk to those features of the natural environment for which they would otherwise provide a more detailed consultation response, and so does not wish to make specific comment on the details of the application. The lack of specific comment from Natural England should not be interpreted as a statement that there are no impacts on the natural environment.

### **Public Health England**

Public Health England recommend that TW be seen as an opportunity to maximise the inclusion of sustainable transport options, which promote active travel and minimise car use. This is particularly relevant as the development falls within, or is in close proximity to, an Air Quality Management Area (AQMA).

- It is important that short-term exposure to air pollution caused by the (construction of) the development is assessed, particularly in relation to the proposed school, which is to be developed within the first phase.
- A noise assessment for long and short term emissions (including during the construction phase) should consider the risks to all nearby public receptors.
- A Full Contaminated Land Assessment should be undertaken to characterise the ground conditions at the proposed development site.

### **Ramblers Association**

The Ramblers Association were initially concerned that the red line boundary for the application included a short section of Path Urmston 5, which runs adjacent to the Bridgewater Canal between Chapel Place and Ashburton Road. More specifically there were reservations that the applicants might seek to develop over this Public Right of Way. Peel have provided a 'letter of comfort' in response to these concerns which the Ramblers Association have described as 'reassuring'.

### **Salford City Council**

Salford City Council raise no objection to the principle of the development, however they consider that it could have significant impacts on the City of Salford with respect to highways, traffic and public transport capacity, and visual amenity.

Request that a Metrolink route through to Salford is safeguarded as part of the proposed development.

There is a need to provide a thorough assessment of the transport impacts on Eccles given that the TA identifies this area as providing a significant potential workforce. Specific development of access by sustainable modes from Eccles and the wider Salford area are requested to be developed. Access by car mode and the impact on Salford is a concern to the City Council Highway

Authority and the need to construct Part and Full WGIS (Western Gateway Infrastructure Scheme) is pivotal.

The Barton Swing Bridge has a narrow footway, no cycleway and does not feel comfortable for pedestrians. The City Council question how accessible the new development would be for residents in Salford. Given the scale of the development, and the importance of linkages to Eccles identified in the Transport Assessment, a new footway/cycleway associated with the canal aqueduct should be funded by the development.

Salford City Council are keen to ensure that the design and scale of the development is appropriate to the setting of the Barton upon Irwell Conservation Area and does not have an overbearing impact on the relatively low rise character of development on the north side of the Manchester Ship Canal (MSC). The City Council would like to see more detail about how the scheme would look from the Salford bank of the Canal and would also like assurances that the detailed design and materials would be of high quality.

The treatment of both banks of the MSC between Barton Bridge and the Barton high-level M60 is important. The development also provides an opportunity to improve the water quality of the MSC.

#### **Sport England**

No objections

- Model 'community use' condition recommended for school pitch/community open-space.

#### **Trafford Clinical Commissioning Group (NHS)**

The TW scheme will lead to an estimated increase of 7,480 residents. Using the standard calculation of 1,800 patients to a Whole Time Equivalent (WTE) General Practitioner (GP), it can be estimated that the development would require an additional 4.2 WTE GPs. The proposed development would be located in the 'West Locality', which has an existing deficit of 4.8WTE GP's. There is no capacity to accommodate the anticipated increased population from the TW development. As such, Trafford CCG would suggest that the LPA require a proportionate healthcare contribution within the completed s106, which will go towards either the rental or construction of a new healthcare facility in the vicinity to meet the needs of future residents. A draft schedule of accommodation identifies a need for 805sqm to serve the TW development. Based on current healthcare developments within Greater Manchester (at today's prices), a cost of £3,000 per square metre would be required.

#### **Lead Local Flood Authority**

It will be necessary to constrain the peak discharge rate of storm water from this development in accordance with the limits indicated in the Guidance Document to the Manchester City, Salford City and Trafford Councils Level 2 Hybrid Strategic Flood Risk Assessment.



## **Trafford Council Pollution and Licensing**

### **Air Quality**

The assessment predicts that, with the proposed development in place, there will be moderate adverse impacts in the annual mean NO<sub>2</sub> concentrations at five of the 24 receptors modelled around the M60. The impact on annual mean nitrogen dioxide at all other receptors is either slight or negligible. The assessment provided is a worst case scenario because background concentrations are predicted to decline in future years, as emissions from new vehicles are reduced by the progressive introduction of higher emissions standards.

As PM<sub>10</sub> levels in the area are below the annual mean objective level there is no significant impact from this particular pollutant.

In conclusion, this proposed development will not create a significant impact on local air quality.

- Further detailed assessments of air quality should be submitted in relation to sensitive receptors (houses/flats, schools and hotels) within the site, and in consideration of the impacts of the development on air quality at sensitive off-site receptors.

### **Contaminated Land**

No objections subject to compliance with the following planning condition:

- A Phase II Investigation Report being carried out to determine the remediation necessary to bring the site to a condition suitable for the intended uses. A Verification Report describing any remediation measures subsequently completed at the site should also be produced for the LPA's approval.

### **Noise**

In summary the mitigation options for dwellings and fixed plant that have been outlined and are considered to be reasonable, subject to the following conditions:

- A Noise Impact Assessment shall be submitted in respect of:
  - Outdoor leisure activities and water-based leisure and transportation impacts.
  - Commercial noise, including fixed plant and servicing/deliveries.
- Details of architectural sound mitigation required to control external noise for all new residential, hotel and office accommodation.
- Submission of a Construction Management Plan.

### **Lighting**

No objections, subject to the submission, and subsequent approval, of a Lighting Impact Assessment with each Reserved Matters Application.

## **Trafford Council – Waste Management**

Flats and apartment buildings will need to have sufficient spaces to store recycling bins. The design of the complex will need to allow sufficient space for large refuse vehicles to access the bin storage areas without hindrance from obstacles.

### **Transport for Greater Manchester (TfGM)**

TfGM have not objected to the development but have highlighted some issues associated with it, which are discussed in detail within Chapter 25 of this report (Transportation and Highways). Notwithstanding these issues, TfGM have identified a number of measures that they consider to be necessary as a bare minimum to ensure that the impact of the traffic generated by the development is mitigated as much as possible. These include:

- Funding of secondary school bus services from the site to local schools, in place of the applicant's proposed 'WG1' bus service that would route around Trafford Park;
- Provision and installation of a full range of traffic monitoring and management equipment around the TCR;
- Submission of a scheme for the signalised access junctions at Trafford Way and Redclyffe Road;
- Submission of a scheme for the detailed design of Ellesmere Circle;
- Submission and implementation of a Travel Plan;
- No development to take place within the identified 'Metrolink safeguarded area' until it has first been agreed with Metrolink as part of the detailed design/reserved Matters process; and
- Submission of a Construction Environment Management Plan in relation to development in the 'Metrolink safeguarded area'.

### **The Twentieth Century Society**

No comments received.

### **United Utilities**

In accordance with the National Planning Policy Framework and Building Regulations the site should be drained on a separate system, with foul draining to the public sewer and surface water draining in the most sustainable way.

The Manchester Ring Main (MRM) crosses the Manchester Ship Canal and runs through the site; it is covered by a 30 foot easement and roads should only be built at 90 degrees to it with UU's permission. Overall there are three easements and two parcels of land that may be potentially affected by the proposed development. In particular the easements and land for the Valve House could be affected by indicative buildings 'M', 'M\*', 'N', and 'N\*'. The easements should be protected from development and 24 hour access maintained.

### **The Victorian Society**

No comments received.

### **Warrington Council**

No comments received.

## **9.0 PUBLIC CONSULTATION**

### **9.1 Scope of Public Consultation**

- 9.1.1 Following receipt of the Outline application in April 2015 a consultation and notification exercise was undertaken as required by the Town & Country Planning (Development Management Procedure) Order 2010 and the Town and Country Planning (Environmental Impact Assessment) Regulations.
- 9.1.2 In addition to the consultation of statutory and non-statutory consultees, 17no. Site Notices were displayed at various locations around the site, including within Salford City Council, on 22<sup>nd</sup> April 2015. The application was advertised in the Local Press (Sale & Altrincham Advertiser and the Stretford and Urmston Advertiser) on 15<sup>th</sup> April 2015.
- 9.1.3 Following the receipt of further/any other information relevant to the ES, a further notice was published within the same newspapers on 31/08/2016, in accordance with Regulation 22 of the EIA Regulations.
- 9.1.4 On 13<sup>th</sup> April 2015 a total of 3,619 notification letters were posted to residents and businesses surrounding the application site, including those located on the northern side of the MSC in Salford City Council.
- 9.1.5 Under Regulation 24 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 (as amended), should Members be minded to grant planning permission, following the issuing of a decision notice the Secretary of State will be informed in writing and the public informed by way of local advertisement.

### **9.2 Summary of Responses**

- 9.2.1 The public consultation exercise outlined above produced the following responses from residents/local stakeholders.
- 9.2.2 **Support**  
Two letters of support have been received, which can be summarised as follows:
- The land needs to be redeveloped.
  - The development will enhance a quite run-down area.
- 9.2.3 **Objections**  
The LPA has received 39 letters of objection in response to the development. The main points raised within these representations can be summarised as follows.
- 9.2.4 **Principle/Quantum of development**
- The proposal is too much for the site and is the wrong type of development for the area.
  - Concern over the need for more office space, as the Venus building doesn't

appear to be full.

- Questions over the need for a new school and hotel.
- The proposal makes no mention of how the additional residents are to access GPs, hospitals, senior/further education college. Many existing services are already oversubscribed.

#### 9.2.5 Transport

- The majority of representations received have objected on the basis of traffic and transport.
- A number of concerns have been raised over the existing level of traffic congestion in the area and the impact that further development will have on an already oversaturated network, particularly during festive shopping periods, exhibitions and events, and during football traffic.
- Concerns that the existing measures being implemented to improve the system are not effective and will not be sufficient to alleviate future impacts of the proposed development.
- Concerns that bus and Metrolink improvements are not guaranteed, and that they will not be in place before parts of TW is complete and already car reliant. Public transport does not meet all travel needs.
- Extending the Metrolink through towards Salford Stadium should be implemented as part of the development.
- Other proposed development e.g. Biomass Plant, are likely to bring other additional traffic to the area.

#### 9.2.6 Air Quality and Pollution

- There would be air quality impacts resulting from traffic congestion and noise pollution
- Existing air quality issues are already evident in the area and impacting on quality of life. The development will exacerbate these.

#### 9.2.7 Design/Visual Impacts

- The proposal would be akin to 1960s developments like Hulme.
- The high rise nature of the development is out of character, and will harm the skyline.
- Concerns over the inward-facing nature of the development, which turns its back on the wider communities.

#### 9.2.8 Heritage

- The conservation area designation highlights the significant value of the area. The area's heritage is of considerable aesthetic and historic significance.
- Questionable claim that the proposals will enhance the conservation area, as it will completely alter the character of the area, and diminish heritage significance.
- The development should include a more substantial natural buffer zone bordering All-Saints church and St Catherine's cemetery.

#### 9.2.9 Environment

- Concerns for the impacts on existing wildlife on the site, particularly badgers.
- The site is a rural spot appreciated by local residents and of significant value

to the community.

- The development will be located on a flood plain.
- The application does not cater for wildlife conservation; increased buffers to the cemetery could enhance this.

9.2.10 Included within the 39 letters of objection received are the following representations from interested stakeholders.

#### 9.2.11 Kingsway Primary School

- Kingsway object to the introduction of a primary school at TW as it may have a significantly adverse effect on admissions for Kingsway, which is not yet at capacity and whose catchment area covers the application site. Concerns regarding traffic and noise disruption have also been raised.

#### 9.2.12 Breathe Clean Air Group (BCAG)

- BCAG have stated that they are opposed to the development on the grounds of air pollution, as the application site is in close proximity to a number of existing air polluting sites.
- The level of housing proposed on one site would have a saturation effect like that of the development of Hulme in the 1960's and would likely rely on heat generated through the incineration/Combined Heat and Power process, which are detrimental to local air quality and health.
- Concerns relating to traffic congestion, flood-risk and odour have also been expressed.

#### 9.2.13 Mixed/Neutral Responses

Four of the representations received do not clearly set out whether they support or object to the proposed development. The points raised, that have not already been covered above, can be summarised as follows:

- The applicant should include indoor entertainment for the winter months as part of their proposals.
- The development needs to be supported by public transport, such as Metrolink, to prevent further gridlock.

#### 9.2.14 Geographical distribution of responses

Of the 45 representations received, 20 of them came from residents/stakeholders within the Borough of Trafford. More specifically, 13 letters came from the Davyhulme area, with the other seven were received from addresses in Urmston.

9.2.15 The LPA received 17 letters from residents within Salford City Council. Of these, 16 came from Eccles, which is situated on the opposite side of the MSC from the application site, whilst a single representation has been received from Irlam.

9.2.16 Seven of the representations submitted have been from residents who have not provided their address.

## OFFICER ASSESSMENT

### **10.0 PRINCIPLE OF PROPOSED LAND USES AND QUANTUM OF DEVELOPMENT**

#### **10.1 Strategic Location Trafford Centre Rectangle (Policy SL4)**

10.1.1 The application site forms part of the Trafford Centre Rectangle (TCR) Strategic Location, which has been identified within the Core Strategy as an appropriate location for significant strategic change (Para 8.51). Core Strategy Policy SL4 indicates that there are a number of sites that form part of the Location that offer significant opportunities to contribute to both local and sub-regional priorities over the plan period and beyond.

10.1.2 The Policy states that, *“a major mixed-use development will be delivered in this Location, providing a new residential neighbourhood together with commercial, leisure and community facilities and substantial improvements to the public transport infrastructure”* (SL4.1). More specifically, SL4.2 identifies the range of land-uses considered to be deliverable at this Location. These include:

- 1,050 residential units (comprising predominantly accommodation suitable for families) on the land formerly known as ‘Trafford Quays’, but now known as Trafford Waters;
- 15 hectares of land for employment activity, a proportion of which is suitable for high quality commercial (B1) development, in line with Policy W1;
- New community facilities to support those people using the development and;
- A high quality (4\* minimum) hotel and conference facility, in the region of 200 bed spaces located close to Junction 9 of the M60.

10.1.3 Policy SL4.5 goes on to state that housing at ‘Trafford Quays’ will need to comprise of two thirds family accommodation and include provision for affordable housing. Furthermore development on this particular site should be accompanied by community facilities, including convenience retail, school provision and health facilities of a scale appropriate to the needs of the new community.

#### **10.2 Greenfield land**

10.2.1 Inspection of historic maps reveals that the application site previously accommodated a handful of small buildings associated with the surrounding farmland. St. Catherine’s Church formerly stood within what now remains of its cemetery. However all above-ground signs of any previous development have long since been removed. Previously Developed Land (PDL) is defined within Annex 2 of the NPPF as land which is, or was, occupied by a permanent structure, including the curtilage of the developed land. It goes on to state that excluded from this definition is land that was previously-developed, but where the remains of the permanent structure or fixed surface

structure have blended into the landscape in the process of time. On this basis the application site is considered to fall outside of the definition of PDL, given that it now comprises solely of open scrub land, and therefore it falls to be classed as undeveloped, 'greenfield' land. The principle of introducing a major mixed-use development on this greenfield site has, however, already been established through the adoption of Policy SL4 of the Core Strategy. In justifying the allocation of 'land formerly known as Trafford Quays' for development, Par. 8.53 of the CS states that using land efficiently within this Location will reduce the need to release further greenfield land elsewhere within the Borough. It also notes that there are few sites in the Borough (other than TQ) that are of sufficient size to deliver a mix of high quality residential accommodation that will help meet Trafford's identified housing needs. Also of consideration was the site's accessible location in amongst a range of established commercial, retail and leisure uses. As a result, the release of this sustainable urban area greenfield land was deemed to be acceptable. Therefore, given the primacy of the development plan in decision making it is not necessary to revisit this analysis for the purposes of this application.

### **10.3 Proposed uses:-**

#### **10.3.1 Residential**

##### **Proposal**

10.3.1.1 Consent is sought for the construction of up to 3,000 residential units (equivalent to 270,000sqm of floorspace), all of which would be delivered as apartments as part of a high-density form of 'urban-living'. Care Home accommodation (Use Class C2), totalling up to 150 beds/units, has also been included within the TW proposals. Whilst the principle of residential development at Trafford Waters/Quays is clearly advocated by Policy SL4 of the Core Strategy, the quantum of residential development proposed far exceeds the 1,050 units identified by the policy. Consequently, the application has been advertised as a departure from the provision of the Trafford Local Plan.

10.3.1.2 In order to ascertain whether the quantum of proposed residential units is appropriate in this Location it is relevant to consider the following matters as part of this Outline planning application:-

- The appropriateness of delivering the development beyond the current Plan Period.
- The case for 3,000 dwellings, plus Care Home accommodation, being delivered at TW.
- Whether the proposed quantum of development can be accommodated within the parameters identified for the site.
- The Outline application's ability to meet future housing need.

These points are discussed under the 'Applicant's Case' and 'Issues and Consideration' headings below.

### **Applicant's Submission**

- 10.3.1.3 The applicant has confirmed that development at TW will be delivered over a considerable period of time, with an indicative build-out of 15-20 years identified. The residential element of the scheme will be critical to the delivery of the Council's overall housing strategy and the available evidence suggests that the proposed scheme will be a success in this location.
- 10.3.1.4 The applicant considers 3,000 dwellings to be an appropriate scale of development for TW, stating that this level of accommodation is required to create a genuine neighbourhood in this location. The critical mass of residents (and workers) generated will be capable of supporting community infrastructure, such as a primary school and healthcare facilities. The scale of the development will facilitate the provision of exceptionally high quality landscaping and public open space, as well as the 'green' bridge link to the Trafford Centre.
- 10.3.1.5 High density development is achievable on the application site because of the transport infrastructure that is programmed for the local area; the unconstrained nature of the site; and the range of retail and leisure facilities that already exist in the surrounding area.

### **Officer Comment**

- 10.3.1.6 Policies L1 and SL4 of the Core Strategy provide a minimum indicative housing target for TW, which may be exceeded, if appropriate, to meet local needs. They also permit development to extend across the plan period and beyond. Those dwellings constructed before 2026 will contribute towards meeting the housing need identified within Policies L1 and L2, and the Strategic and Place Objectives set out in SO1 and TP01 and TP02 respectively. Any units built after this point will contribute towards Trafford's future housing need and the Greater Manchester growth agenda. Significant weight is afforded to the development's potential to make a substantial contribution towards addressing the identified housing shortfall in the Borough and meeting the Government's objective of securing a better balance between housing demand and supply.
- 10.3.1.7 The applicant has adequately demonstrated through the provision of a 'feasibility study' that 3,000 dwellings and Care Home facilities can be accommodated within the height and land-use parameters that they have identified for the site. Whilst the housing mix that subsequently comes forward at TW will not be known or assessed until the Reserved Matters stage, it is worth noting at this juncture that, according to the applicant's feasibility study, up to 1,186 (40%) family units could be accommodated on site. However, if the current trend of housing need continues into the next Plan Period then TW may be required to deliver a higher proportion of family apartments. If this proves to be the case then the total number of apartments constructed may reduce as a result, to allow the development to adequately sit within the Parameters set out under this Outline application.



10.3.1.8 The applicant has indicated throughout their assessment that they intend to provide at least 700 units of family accommodation at TW, although they would not necessarily be delivered as part of the first 1,050 units but spread over the life-time of the scheme as a percentage of the overall development. Policies L2 and SL4 state that two thirds of the housing provided at this site should be made up of family accommodation. Paragraph 11.4 within the Justification section to Policy L2 states that the definition of 'family housing' will include larger properties (three bedrooms and larger) as well as smaller two bedroom houses to meet a range of family circumstances. It is however recognised that beyond the Plan Period (which equates to the first 1,050 units at this Strategic Location) the housing needs of the site and the Borough are unknown, and as such it would not be appropriate to stipulate a particular housing mix for the latter phases of development until the necessary market reviews have been undertaken as part of the preparation of the next Local Plan. The housing mix, type, and density of each development phase will not be determined until the Reserved Matters stage, whereby the proposals will be considered in conjunction with the Council's relevant Development Plan Policies and with the housing market identified at the time. Notwithstanding this a condition securing a minimum of 700 units suitable for family living (to reflect the housing need that *is* currently known) will be added to any Outline permission.

10.3.1.9 It is considered that the applicant has provided sufficient evidence, through its 'study of the market context', to demonstrate that the proposed quantum of housing is deliverable. The applicant identifies a strong demand for apartments, and evaluates the demographics of those people within Trafford that are in need of housing. Comparisons have been made to other successful apartment schemes at East Village (London) and Salford Quays, which are considered to share a number of location and infrastructure related advantages with the application site. It is considered that a well-designed and high quality residential offer will be critical if a successful development is to be achieved. More specifically, it is considered that TW needs to deliver a high standard, of open space provision, public realm and built design, if it is to succeed alongside the more established locations for apartment developments, such as Manchester City Centre and Salford Quays.

10.3.1.10 In relation to the delivery of affordable housing, Policy L2.12 of the Core Strategy states that in those parts of Trafford Park identified for residential development, or in areas where the nature of the development is such that, in viability terms, it will perform differently to generic developments within a specified market location the affordable housing contribution will be determined via a site specific viability study, and will not normally exceed 40%.

10.3.1.11 The Applicant states that their appraisals demonstrate that the proposed development is currently unviable and that consequently no affordable housing can be provided. However, if granted planning permission, the development would be constructed over a twenty year period and the

applicant's assessment is based on present day values and costs only; furthermore there is no assessment of the potential regenerative effect of the scheme itself on values, nor is there any assessment of general movements in market conditions. National planning guidance and guidance from the RICS both suggest that long term schemes such as TW should be subject to sensitivity analysis, but also periodic re-evaluations of scheme viability to ensure affordable housing is maximised, whilst also ensuring that development remains viable and deliverable.

10.3.1.12 The applicant's viability appraisal has been reviewed and used to conduct a sensitivity analysis, which incorporates revisions to some of the appraisal inputs. This confirms that it would not be viable for the development to provide affordable housing based on present day values. However it is considered that there is significant scope for the development to create its own market and achieve longer term growth in market values. The sensitivity appraisal indicates that if the overall development were to achieve real growth at 2% per annum, it would be capable of delivering 40% affordable housing and would generate a significant surplus, in addition to the usual developer's profit. In light of these results, the LPA and the applicant have agreed to re-assess scheme viability each time that a Reserved Matters application is submitted for development. This approach will allow for the delivery of affordable housing in the latter phases of TW if it achieves the anticipated levels of growth. This matter is discussed further in Chapter 32 - Planning Obligations, of this report.

### **Summary**

10.3.1.13 It is accepted that TW has the ability to deliver a greater level of housing than that currently identified for the site within the Core Strategy, providing that it is carefully phased and supported by the appropriate services and facilities. It is also important that the housing delivered on this site is designed to meet the housing needs of the Borough, particularly with respect to the provision of family and affordable accommodation. It is further considered that the deliverability of the housing element of TW will, to a large extent, be dependent on the provision of a well-designed and high quality offer, particularly with respect to buildings, urban design and open space. It has been demonstrated that the development would not be viable under present day values. Officers and the applicant have agreed to continue to review scheme viability throughout the build-out of TW, as part of every Reserved Matters application containing residential units. This approach will allow for the delivery of affordable housing in the latter phases of TW if it achieves the anticipated levels of growth. This aspect of the scheme is therefore in compliance with the NPPF; Policies SL4 L1, L2 and L8 of the Trafford Core Strategy; and SPD1: Planning Obligations.

## **10.3.2 Office floor-space**

### **Proposal**

10.3.2.1 The Outline scheme seeks consent for up to 80,000sqm (Gross External Area) of 'Grade A' office floor-space to be constructed at TW. The submitted parameter plans show that this land-use would generally be focussed around the southern and western portions of the application site, adjacent to the main external highways.

### **Applicant's Submission**

10.3.2.2 The applicant considers that there is strong policy support for both the principle of introducing B1(a) offices at TW and for the overall quantum of floor-space.

10.3.2.3 The 80,000sqm of office floor-space proposed at TW translates into 5.1 hectares of land. When this coverage is added to existing commitments for office space within the TCR, 7.4 hectares of the 15 hectare allocation set out within the Core Strategy will remain for other employment uses. On this basis, the level of office floor-space set to come forwards within the TCR can reasonably be considered to represent a 'proportion' of the overall 15 hectares identified for new employment activity.

10.3.2.4 The applicant considers that the proposed quantum of B1(a) floor-space is deliverable. High demand and take-up rates have been identified within the Greater Manchester area for office floor-space, although this growth is reportedly not being met by supply in Grade A office floor-space. 80,000sqm is considered to be the critical mass required to create a 'business destination', whilst the unique site characteristics of TW will be key to attracting occupiers

10.3.2.5 In response to comments from Manchester City Council, the undertaking of a full impact assessment, in relation to the town centre uses that have been proposed at TW, is not considered to be necessary for the following reasons:

- TW and the Regional Centre will operate as complementary but mutually exclusive office markets and as such there will be no overlap to their catchment areas.
- The scale of office development proposed at TW is insignificant (9%) when compared to the level of comparable floor-space (1,159,625sqm) planned as part of the Strategic Plan for Manchester City Centre (SPMCC) across the next 20 years.
- Take-up of office floor-space at TW could reasonably be assumed to be between 85% and 96% less than that at the Regional Centre.

### **Officer Comment**

10.3.2.6 The principle of introducing office accommodation on this site was established at the point the Core Strategy was adopted in January 2012. In 2013 outline planning permission was granted for 27,870sqm of Grade A office floor-space under application 75930/FULL/2010. This remains an extant

permission and therefore forms a material consideration in the assessment of this application.

10.3.2.7 NPPF paragraph 26 states that when assessing applications for retail, leisure and office development outside of town centres, which are not in accordance with an up-to-date Local Plan, local planning authorities should require an impact assessment if the development is over a proportionate, locally set floorspace threshold (if there is no locally set threshold, the default threshold is 2,500 sq m).

10.3.2.8 It is recognised that the Core Strategy sets out a land area (15 hectares), rather than a specific level of floor-space, for new employment activity within this Strategic Location. Furthermore, the “proportion” of this allocation that can reasonably be developed out as office floor-space remains undefined within the Core Strategy. However it would be reasonable to conclude that this should not equate to the majority of the 15ha of land being used for office development.

10.3.2.9 Although all of the employment floor-space proposed within the TCR to date, including the 80,000sqm within this application, is set to be delivered as offices, a further 7.4 hectares will still remain for the delivery of other employment uses (should there be a market for them). It is also worth noting that the build-out of TW will likely extend beyond the current plan period. If this proves to be the case then some of the proposed office space will contribute towards meeting a future need for employment activity, rather than counting towards the 15 hectare allocation within the current Plan Period.

10.3.2.10 It is accepted that there is a need to deliver more Grade A office accommodation if Trafford and Greater Manchester are to meet their growth objectives and remain competitive. Given this, it is considered that the TW scheme represents a significant opportunity to bring forward employment activity on a key undeveloped site within the Strategic Location and to meet Objectives SO3 (Employment need) and TP08 as set out in the Core Strategy. This latter objective seeks to secure the necessary conditions within Trafford Park to meet the demands of growing key business sectors and the development of economic clusters.

10.3.2.11 Given Paragraph 26 of NPPF and the conclusions in relation to how this element of the proposal relates to Policy SL4 of the Core Strategy, it is not considered necessary for the applicant to carry out a full impact assessment of the office floorspace. Notwithstanding this conclusion, the applicant has provided a statement demonstrating that, given the relative size of the scheme, the quantum of office space at TW will not significantly harm Manchester City Centre’s ability to function as the Region’s economic focus. As such, the development will not conflict with Place Objective TP10 which seeks to prevent new schemes from having a significant adverse impact on the vitality and viability of the Regional Centre. This conclusion is, however, on the basis that the delivery of office accommodation at TW is spread relatively evenly across the lifespan of the build. If a significant proportion of

the floor-space were to be delivered in a short space of time then the resulting impact upon Manchester City Centre could be more noticeable. To prevent such an occurrence, it is recommended that no more than 30,000sqm be allowed to be delivered as part of a single phase of development at TW. This can be secured through the imposition of an appropriately worded condition.

### **Summary**

10.3.2.12 It is considered that the proposed level of office floor-space is of an appropriate scale, is deliverable, and will not have a significant adverse impact upon Manchester City Centre's role as the focus for economic activity within the Regional Centre. As such, this aspect of the development is considered to be compliant with Policies SL4 and W1 of the Local Plan and the relevant national policies set out within the NPPF.

### **10.3.3 Hotel**

#### **Proposal**

10.3.3.1 Consent is sought for up to 300 bedrooms of hotel accommodation at TW. The application indicates that this is likely to be delivered by separate operators and across two independent buildings, although the development description and parameter plans do not stipulate that this must be the case. The illustrative documents submitted with the application suggest that a c.200 bed hotel could be built in conjunction with one of the multi-storey car parks and located close to the Trafford Way access into the site. The remaining c.100 bedrooms are shown as being accommodated within a 'boutique' hotel facility that has been incorporated into designs for a new inlet next to the MSC.

#### **Applicant's Submission**

10.3.3.2 The applicant states within their submission that the TCR is allocated for hotel development and therefore there is not a requirement for a sequential sites assessment to be undertaken for this town centre use. A Counsel opinion has previously been sought on the wording of Core Strategy Policy SL4.2, in relation to whether it allows for the delivery of more than one hotel within the TCR. The policy states that the Location can deliver a 'high quality (4\* minimum) hotel and conference facility, in the region of 200 bed spaces located close to Junction 9 of the M60. The Counsel opinion was submitted to the LPA in relation to application 80470/O/2013 (former Kratos site) but is considered by the applicant to be equally applicable to the TW site. Counsel confirmed that the wording of Policy SL4 is permissive of hotel development in the TCR and not preclusive, because the wording of Policy SL4.2 makes it clear that this is just one of the ways in which the policy could be delivered.

10.3.3.3 The applicant goes on to state that even if further consideration was given to the sequential approach, it would not identify any sites worthy of

consideration. The applicable catchment area would be limited to the TCR and this does not include any defined centres. There are a number of significant developments coming forwards in the TCR that will drive demand for hotel accommodation, including TW itself. The arrival of the new bridge over the MSC and the opening of Port Salford will also create new commercial opportunities. TW has, in the applicant's view, superb transport connections and is ideally placed to benefit from the growth in the economy of the wider area. Therefore it is considered that the hotels proposed will meet this existing and future demand.

### **Officer Comment**

10.3.3.4 At present, a live permission exists within the TCR for the erection of a hotel on land adjacent to Parkway and J9 of the M60 (80868/RENEWAL/2013). Another hotel is currently under construction at the former Kratos site off Mercury Way, following the grant of planning application 86550/VAR/15. The Counsel opinion submitted by the applicant considers that the wording of CS Policy SL4.2 makes it clear that a hotel (singular) is merely one of the ways in which the objectives of SL4.1 could be achieved. It goes on to state that it is not possible to conclude that a scheme which deviates in some way from SL4.2 (here involving more than one hotel), but complies with SL4.1 (see para 10.1.2 of this report), is in breach of policy. Rather such a scheme would be policy compliant. This deduction is accepted by the Council and it is acknowledged that there has been no material change in circumstances since the completion of the Trafford Additional Main Town Centre Uses Study that would warrant further, sequential justification to be submitted by the applicant. It is also noted also that this aspect of the proposed development would contribute towards meeting Trafford Park Place Objective 09 (TP09), which seeks to maximise the potential of visitor attractions such as the Trafford Centre, including the provision of supporting facilities such as hotels, bars, restaurants etc. to meet visitor needs and retain visitor spend in the area.

10.3.3.5 The applicant has presented a similar case to that which accompanied their applications for a hotel development at the former Kratos site, whereby they have sought to identify a need for new hotel accommodation in the TCR in addition to demonstrating policy compliance with SL4. The Committee reports associated with Kratos applications 80470/O/2013 and 82046/FULL/2013 both acknowledged that a need for a new hotel had been adequately evidenced, primarily through the demand generated by nearby Event City. The current application cites a series of existing leisure facilities in the TCR (such as the Chill Factor-e; Event City and the ITC), along with the TW development itself, as uses that will create a localised need for hotel accommodation.

10.3.3.6 In light of the above policy appraisal it is not considered that there is any requirement to assess 'need' but, nevertheless, officers concur that there are uses within the TCR that generate demand for hotel accommodation and recognises the level of demand that could potentially be generated by the TW

development alone (particularly the office element). On this basis it is considered that the applicant has adequately demonstrated a reasonable need for additional hotel accommodation in the TCR, to support the level of growth that could potentially take place in this area. Therefore there are no objections to this aspect of the scheme.

### **Summary**

10.3.3.7 The applicant has adequately demonstrated that the introduction of further hotel accommodation within the TCR would be in accordance with Trafford's Local Plan, specifically Policy SL4, and as such does not trigger the need for a sequential test to be submitted to justify its out-of-centre location. Additionally a reasonable need has been identified for new hotel accommodation in this location to support the rest of the TW development and the existing leisure uses in this area also. Therefore this element of the application is considered to be compliant with the NPPF and the provisions of Policies SL4 and W1 of the Trafford Core Strategy.

### **10.3.4 Other Commercial Accommodation**

#### **Proposal**

10.3.4.1 The application proposals include 6,700sqm of supporting commercial uses, which would be introduced on a flexible basis within Use Classes A1 (shops); A2 (financial and professional services); A3 (restaurants and cafés); A4 (drinking establishments); A5 (hot food takeaways); D1 (non-residential institutions, such as health, education and community-related facilities) and D2 (assembly and leisure). The Illustrative Masterplan suggests that most of this floor-space will be clustered around a civic square at the foot of the 'Green' bridge, although the uses Parameter Plan allows this accommodation to be located across the entire site. Generally, supporting uses will be situated within the ground-floor of the apartment/office blocks, although some may be delivered as stand-alone kiosks.

#### **Applicant's Submission**

10.3.4.2 The applicant considers the level of supporting commercial floor-space to be reasonably required and proportionate to the needs of the future community. Furthermore they have stated that TW will not divert trade away from existing facilities located within the TCR. A Retail Capacity Assessment shows that the TW population will generate more retail expenditure than can be absorbed by the on-site floor-space. The resulting surplus expenditure will be spent outside of the site, with the ITC and Asda superstore the most likely beneficiaries.

#### **Officer Comment**

10.3.4.3 The applicant's Retail Capacity Assessment has modelled three scenarios for the delivery of commercial accommodation, with each one

considering a different mix of convenience and comparison floor-space. The Assessment has adequately shown that 6,700sqm of commercial accommodation represents a scale that is appropriate for TW and one that will support the users of this development in accordance with Policy SL4. In order to encourage the delivery of a variety of supporting uses at TW, a condition setting out the maximum allowable floor-space for each use class should be attached to any Outline permission. For the same reasons a further condition added that limits the gross floor-space of any single A1, A2, A3, A4, A5 or D2 unit to a maximum of 1,000sqm. This approach has been agreed with the applicant.

10.3.4.4 The supporting uses proposed provide scope for Trafford Park Place Objectives 04 and 09 to be met, which seek to secure opportunities for improved healthcare provision to meet the needs of local people, and to maximise the potential of visitor attractions through the provision of supporting facilities such as bars, restaurants etc. The provision of healthcare facilities will be secured by condition in accordance with Policy SL4.5, and is addressed fully in Chapter 25 of this report. Similarly, other community/social uses (again required under SL4.5) will be secured via condition following an assessment of need, which shall be submitted by the applicant in advance of each Reserved Matters application.

10.3.4.5 It is considered that the sense of place offered by TW and its sustainability will be significantly enhanced if supported by a wide range of commercial uses that provide for the top-up needs of its population on a day to day basis. However, this exact mix of uses will not be determined or assessed until the detailed application stage.

### **Summary**

10.3.4.6 The Outline application includes provision for a range of community and commercial facilities, of an appropriate scale, to be delivered at TW that will support the population that live and work there. As such this aspect of the scheme is considered to be compliant with Policies SL4 and W1 of the Trafford Core Strategy.

## **11.0 GROUND CONTAMINATION**

### **11.1 Introduction**

11.1.1 References to historic mapping reveal that the site has previously been used for localised farming, with some evidence also of sand extraction and 'a works'. A number of small buildings, including a church, residential properties and a farm, once sat within the site but have since been demolished. Nearby, the Trafford Park Industrial Estate has been the focus for a significant amount of heavy industry for more than a century.

Chapter 13 of the ES summarises the potential risks from pollution and land instability that could impact on, and/or be caused by, the proposed



development. The need for mitigation measures is also considered. A detailed Phase I Geo-Environmental Assessment accompanies this chapter and is included within the ES Appendices (Volume 2).

## **11.2 Proposals**

11.2.1 The application proposals seek to comprehensively redevelop the site, in a manner that will allow it to support residential accommodation; open play space; school facilities; and places for people to work.

## **11.3 Applicant's Submission**

11.3.1 A number of the current and historical uses in the local area have the potential to impact on the application site through migration of contamination. The most notable of these is the Old Barton Road landfill site to the south west, but also the nearby electricity sub-station, a fuel station and other localised industrial uses. This could potentially have adverse effects on the groundwater quality in the Secondary and Principal Aquifers beneath the application site, which may in turn adversely affect the water quality of the MSC.

11.3.2 The potential effects identified during the Construction Phase include damage to soil structure, compaction and loss of topsoil; harm to soil and groundwater quality through spillages of fuel and/or chemicals; and site operatives being exposed to soil contamination. If these effects were to materialise, they would be of a minor adverse nature.

11.3.3 With respect to the Operational Phase of TW, the presence of elevated concentrations of hazardous ground gases represents a potential moderate adverse effect to end users, as does the presence of contaminated soils, which could be ingested or inhaled. Surface water contamination at the site represents a further potential moderate adverse impact.

11.3.4 To mitigate the potential construction effects identified above, best practice measures will be adopted during the construction phase, which will be set out in a Construction Environment Management Plan (CEMP). The off-site disposal of excavated materials, and the generation of contaminated dusts, shall be reduced as far as is reasonably practicable.

11.3.5 Basic mitigation measures such as the incorporation of gas protection measures and the placement of clean topsoil in landscaped areas will be adopted to protect users of the Operational TW site. In addition, prior to the commencement of development, a series of intrusive mitigation measures will be undertaken to identify whether gas concentrations; contaminated soils; and linkages that would allow soil leaching are present. If contamination sources are identified during the pre-development ground assessment, appropriate mitigation, treatment and/or removal of the contamination source(s), will be undertaken.

## **11.4 Officer Comment**

11.4.1 Paragraph 120 of the NPPF confirms that where a site is affected by contamination or land stability issues, responsibility for securing a safe development rests with the developer and/or landowner. Paragraph 121 goes on to state that planning decisions should ensure that the site is suitable for its new use, taking account of ground conditions and land instability, ...pollution arising from previous uses and any proposals for mitigation including land remediation. After remediation, as a minimum, land should not be capable of being determined as contaminated land under Part IIA of the Environmental Protection Act 1990.

11.4.2 The applicant has correctly identified the factors that may have resulted in elevated soil contamination levels at the site and which could pose a risk to human receptors. The potential for offsite sources to generate ground gas, contaminated soil leachate and to impact on the groundwater beneath the site (and other controlled waters) has also been adequately covered.

11.4.3 Given the above, the undertaking of various intrusive ground investigation works is supported and should be controlled by suitable planning conditions. The assessment should be targeted and used to identify appropriate remediation measures (if necessary) and should inform foundation and floor-slab design solutions.

## **11.5 Summary**

11.5.1 The applicant has identified a number of possible contamination sources that could have an adverse impact on TW, including some which originate from outside of the application site. These potential impacts can be mitigated at the construction stage through adoption of good practice measures, which could be secured via a condition requiring the submission of a CEMP. Mitigation measures associated with the Operational Phase will be informed by a series of pre-development intrusive site investigation works (Phase 2), which will also be conditioned as part of any Outline planning approval.

## **12.0 FLOOD RISK**

### **12.1 Introduction**

12.1.1 It is necessary to consider how potential sources of flooding might impact upon the proposed development and how the proposals themselves might affect the risk of flooding to existing receptors in the area.

12.1.2 The application site currently comprises of vacant greenfield land that is bound along its northern edge by the Manchester Ship Canal (MSC); this was built in the late 19<sup>th</sup> Century by canalising sections of the River Irwell and River Mersey. Consequently part of the site falls within the floodplain of the MSC, with the area immediately alongside it, and to the south and west,

designated by the Environment Agency as 'Flood Zone 2' land (assessed as having between a 1 in 100 and 1 in 1,000 annual probability of flooding). The remaining half of the site has a less than 1 in 1000 annual probability of flooding and as such is classed as 'Flood Zone 1' land.

12.1.3 The application site also falls within the 'Conurbation Core' Critical Drainage Area, as identified by Figure 5.1 of the Manchester City, Salford City and Trafford Council Level 2 Hybrid Strategic Flood Risk Assessment. This means that it is an area within Flood Zone 1 which has critical drainage problems (in relation to surface water run-off) and which has been notified to the Local Planning Authority by the Environment Agency.

12.1.4 The applicant has undertaken a Flood Risk Assessment (FRA), which is summarised and reviewed as part of Chapter 12 of the ES. The full report forms part of the ES Volume 2: Appendices.

## **12.2 Proposal**

12.2.1 The proposed development seeks consent to introduce a variety of new land uses onto the site, including dwellings, a care home, and school facilities, which are all classed as being 'more vulnerable' uses by the Environment Agency. The 'Use' Parameters Plan indicates that apartment blocks will principally be located within the northern half of the site, closest to the MSC. The primary school is set to occupy an area of land adjacent to Redclyffe Road, which forms part of the eastern boundary.

12.2.2 The 'landscape' Parameters Plan provides for a 2ha 'public open space corridor' through the middle of the site, which will 'incorporate new water features'.

12.2.3 The Illustrative Masterplan indicates that the MSC could be widened for a short stretch in order to facilitate the development of a small island.

## **12.3 Applicant's Submission**

12.3.1 The MSC has been identified as a potential source of medium flood risk to the site. If the Illustrative Masterplan were to be developed out, the canal would be widened to create a small island which, it is envisaged, would accommodate a hotel (or other commercial use). This may have an impact upon existing flood risk and flood flows.

12.3.2 Water levels in the canal are carefully monitored by a system of water control sluices at three sets of locks. If water levels rise, the sluices are opened to allow more water to pass through the system.

12.3.3 The school, and a large majority of the Phase 1 development, will be situated outside of the floodplain. For the remainder of the development, it is

proposed that ground levels will be raised to remove those buildings identified to be at risk of flooding from the entire floodplain. Finished floor-levels should be set at, or above, 20.19m AOD in order to be raised 600mm above the 1 in 100 year (plus climate change) flood level. This would result in a net loss of floodplain storage volume that could increase flood risk to third party land. To address this issue, the proposed development incorporates compensatory floodplain storage within the landscaped area adjacent to the canal. Ground levels would also be profiled to encourage runoff and overland flows away from the built development and towards the central water channels within the site, or the MSC itself.

12.3.4 The application site is considered to effectively act as a greenfield site at present, in that it allows surface water to infiltrate naturally and shed towards the on-site water bodies. Development of the site will therefore result in a significant increase in impermeable surfaces. A drainage strategy has been prepared which will limit surface water runoff to existing greenfield rates and provide attenuation in the form of SuDS features. These features include vegetated swales; managed wetland; trees; open space and detention areas in/around the Central Park waterbodies. Surface water drainage arrangements will have the capacity to attenuate 16,000m<sup>3</sup> of water, which is sufficient to control the volume of run-off generated for up to a 1 in 100 year (plus climate change) storm event.

12.3.5 During the construction phase of the development, an increase in surface water run-off to the adjacent water courses could result from heavy machinery compacting the soil within the site and reducing infiltration rates. This will be minimised by restricting movements of larger vehicles around the site and/or by creating designated pathways for them to follow. The SuDS and drainage infrastructure for the proposed development will be constructed as a priority, as part of one of the first phases.

## **12.4 Officer Comment**

12.4.1 Paragraph 100 of the NPPF states that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk, but where development is necessary, making it safe without increasing flood risk elsewhere. Local Plans should be supported by a Strategic Flood Risk Assessment. It goes on to state that Local Plans should apply a sequential, risk-based approach to the location of development to avoid where possible flood risk to people and property and manage any residual risk, taking account of the impacts of climate change,

12.4.2 Paragraph 104 of the NPPF states that, for individual developments on sites allocated in development plans through the Sequential Test, applicants need not apply the Sequential Test.

12.4.3 In identifying Strategic Locations for the Core Strategy, the Council undertook a Strategic Flood Risk Assessment that applied a risk-based Sequential Test (Trafford Core Strategy: PPS25 Flood Risk Sequential Test of Proposed

Strategic Locations and Other Development Areas – March 2010). Land within Flood Zone 1 (at lowest risk of flooding) was first identified for housing however, given the limited range of reasonable alternatives, a number of areas which were reasonably available within Flood Zones 2 and 3, including the application site, were considered as being better at delivering the Council's overall spatial strategy objectives. Therefore, given that it sits within one of the Council's allocated Strategic Locations, the site is considered to be suitable for development.

12.4.4 Notwithstanding the above, it is noted that TW has been designed in a sequential manner, whereby the Phase 1 development, which includes the school, would be situated on the land that is at least risk of flooding (Zone 1). The proposed alterations to the site's ground-levels should ensure that the 'vulnerable uses' within the development are lifted out of the Zone 2 floodplain, with an added buffer to allow for extreme events. The Environment Agency are satisfied with this approach subject to the applicant providing details of flood resilience measures and the proposed floor levels for each of the buildings in advance of the earthworks commencing.

12.4.5 Similarly, Lead Local Flood Authority (LLFA) and the Environment Agency have accepted the proposed compensatory flood storage approach, which principally allows for flood water to collect in and around the re-profiled water bodies and mitigates for the net loss of floodplain storage volume. Notwithstanding this the final design for compensatory flood storage should be submitted to the LPA for consideration, in conjunction with the LLFA and the EA, as part of the detailed design process.

12.4.6 The applicant's FRA provides a range of different SUDS options that are designed to slow water run-off; provide for above and below ground attenuation; and filter water before it is released into the MSC. The illustrative Masterplan suggests that this infrastructure will be incorporated into the scheme as an integral part of TW's landscape strategy, which is welcomed. The details of the SUDS measures will be included with future applications for Reserved Matters and should look to build-upon the framework approach that has been set out in the Masterplan to date. In any event all new development will be required by condition to connect into an appropriate SUDS scheme or, if this is shown not to be possible, to achieve the target water run-off rates that are set out within the Manchester City, Salford City and Trafford Hybrid Level 2 SFRA (or any subsequent guidance that supersedes it).

## **12.5 Summary**

12.5.1 The proposed development has been designed in a sequential manner to ensure that the school and first phases of residential development are located in the areas of lowest flood-risk. Ground and floor-levels for the remainder of the development will be raised to prevent the buildings from being flooded in a 1 in 100 year event, plus climate change.

12.5.2 Floodplain compensation design works and the proposed drainage strategy will ensure that TW will not cause increased flooding to third party land. Therefore the development is considered to be in compliance with the NPPF and Policy L5 of the Trafford Core Strategy.

## **13.0 NOISE & VIBRATION**

### **13.1 Introduction**

13.1.1 The applicant has undertaken an assessment of noise and vibration so that consideration can be given to the effects of the proposed development on nearby sensitive receptors, which includes the dwellinghouses on the opposite side of the MSC. The assessment also considers the effects of noise and vibration, generated by the construction phases and background traffic levels, on sensitive users of the operational TW development. The methodology and results of this work are summarised in Chapter 10 of the ES (and its addendum) and detailed within the ES Appendices.

### **13.2 Proposals**

13.2.1 The Parameter Plan entitled 'Use' indicates that the office, supporting retail and school uses will be located closest to the surrounding highway network, which is anticipated to be the primary source of noise and vibration once TW is fully operational. The majority of the residential units have been sited further into the site or adjacent to the MSC.

### **13.3 Applicant's Submission**

#### Impact of development on existing receptors

13.3.1 Ambient noise surveys have been conducted in order to determine the existing noise climate around the application site. The area has also been modelled using noise propagation software.

13.3.2 A detailed assessment of noise from construction traffic is not possible at this stage of the proposal. However, the available data indicates that traffic levels in the area are relatively high and in order to achieve a greater than 'negligible' increase in traffic noise, an increase in traffic flows of 25% is required. Such an increase is not likely. On the public highway vibration is proportional to noise generated and effects will be similar to those generated for construction traffic noise. As such the impact of construction traffic will be negligible.

13.3.3 Some construction activities will involve the use of equipment with sound powers in the order of 100 to 110 decibels (db). If unscreened, these works may have a short-term, moderate adverse impact on sensitive receptors within 70m of the application site. It is not envisaged that they will routinely

occur outside of daytime working hours. Noise from construction activity may be adequately controlled through the application of best practice techniques.

13.3.4 Most construction activities are not significant sources of vibration. Piling activities can produce perceptible levels of vibration within relatively short distances although mitigation measures can be employed to reduce the effect.

13.3.5 Noise propagation modelling has been conducted based on predicted traffic data in order to determine the change in traffic noise in the area around the Application Site, once TW is fully operational. The modelling takes account of other Proposed Developments in the area, including the WGIS development. The results show that noise levels in the area will not significantly increase as a result of traffic generated by an operational TW development and, as such, the effects are considered to be negligible.

13.3.6 At this stage details of proposed fixed plant items and commercial activities are not known. Therefore, noise limits have been proposed to limit the effects of operational noise. The noise limits for negligible and minor adverse effects are considered reasonable and achievable.

13.3.7 Further source specific noise impact assessments may be required at the design stage. Where applicable, noise attenuation measures (noise barriers, louvered screens, selection of quieter equipment etc.) can be implemented to reduce the impact of noise.

#### Impact on sensitive users of the operational TW development

13.3.8 The noise propagation modelling indicates that, with the implementation of standard mitigation measures (such as double-glazing and ventilation strategies), the surrounding noise climate would be suitable for the residential and commercial noise-sensitive receptors that are proposed at TW.

### **13.4 Officer Comment**

#### Impact of development on existing receptors

13.4.1 Paragraph 123 of the NPPF states that planning decisions should aim to avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development. Adverse impacts should be mitigated and reduced to a minimum, including through the use of conditions.

13.4.2 Policy L7 of the Trafford Core Strategy states that new development must not prejudice the amenity of future occupiers of the development and/or occupants of adjacent properties by reason of..... noise and/or disturbance, odour or in any other way.

13.4.3 The nearest existing sensitive receptors to the application site are those residential properties within Salford that run along the northern bank of the

MSC (100m away) and, to a lesser extent, the Premier Inn Hotel on Trafford Boulevard.

13.4.4 The applicant has used the relevant technical standards to determine the noise and vibration impact significance criteria. Whilst they have been applied to appropriate noise sources (construction works, traffic and commercial activity), it is considered that the scope of the assessment will likely need expanding at the detailed application stage to include the following additional sources (as appropriate):

- Outdoor leisure facilities such as Multi Use Games Areas that may create local noise impact;
- The significance of water based traffic and leisure activities on the proposed sensitive uses; and
- Consideration of the restrictions on commercial deliveries, entertainment noise, opening hours and waste collections that may be required.

13.4.5 At this stage the Council's Pollution and Licensing team are satisfied that further noise impact assessments, which provide for appropriate mitigation measures, can be submitted with Reserved Matters applications when the details of the proposals are known. Notwithstanding this the mitigation options outlined for dwellings and fixed plant within the current ES are considered to be reasonable.

13.4.6 Conditions will be added to any approval requiring the applicant to demonstrate how the relevant noise targets within the ES will be met for sensitive uses. A Construction Environment Management Plan (CEMP) should also be submitted to demonstrate how the proposed construction mitigation measures of the ES will be implemented.

## **13.5 Summary**

13.5.1 It has not been possible for the applicant to carry out detailed noise and vibration impact assessments at this Outline Stage, as the details of the proposals remain unknown. Notwithstanding this the applicant has adequately demonstrated that construction noise can be minimised using best-practice techniques and that the impact of additional traffic noise is likely to be negligible. Pollution and Licensing are satisfied that the relevant noise targets for existing and proposed sensitive uses can be met by the development, although this will require the submission of further, detailed assessments as part of the Reserved Matters process; assessments that will be secured by condition as part of any Outline approval.

## **14.0 LIGHTING**

### **14.1 Introduction**

14.1.1 Presently the application site comprises of vacant land covered in trees and scrub and as such remains largely unilluminated. The exception to this is the



street lighting that runs along Old Barton Road. As such the introduction of a major mixed-use development, covering some 26ha and extending to 16-storeys in height, has the potential to materially alter light levels outside of the development and affect the enjoyment of nearby buildings or open spaces, including the canal or Conservation Area. Therefore, whilst the exact location and intensity of artificial lighting at TW will necessarily be a matter for consideration at the detailed design stage, it is relevant to consider now the appropriateness of introducing a high-rise, high-density development onto the site that will be illuminated to some degree at night-time. The applicant's ES does not include a specific section on lighting, but brief consideration is given to its potential effects within the Landscape and Visual Impact Assessment (LVIA).

## **14.2 Proposal**

14.2.1 The Outline proposals allows for much of the development to extend up to 10-16 storeys in height, including along the southern bank of the MSC, opposite residential properties within Salford. Development around the Grade I listed All Saints Church and the Conservation Area will typically be a maximum of four and storeys in height respectively.

14.2.2 Inspection of the Illustrative Landscape Masterplan suggests that there is potential for external lighting to be positioned along the MSC walkway and central area of open space (with the re-profiled water bodies), in addition to the hierarchy of streets that run through the site. The Landscape strategy within the DAS makes reference to the provision of four Multi-Use Games Areas (MUGAs), which comprise of an area of artificial surfacing enclosed by fencing. The Illustrative Landscape Masterplan shows two of these to be located within the shared-use open space close to All Saints Church. The proposals do not indicate whether any floodlighting would be associated with these sports facilities as, with all lighting within the development, this is a matter that would be best considered as part of the detailed design process.

## **14.3 Applicant's Submission**

14.3.1 The applicant's LVIA states that, during the construction period, the visual effects will vary depending upon the nature of operations being carried out and the point in time during the construction phase, however it lists temporary lighting to facilitate night-time working as one of the components of the construction phase likely to affect visual amenity.

14.3.2 Increased night-time illumination, to create safe and atmospheric external environments, has been listed as one of the main sources of long-term visual effects that might arise from the proposed development. More specifically, the Viewpoint analysis for the receptors on the northern bank of the MSC (02 – Langland Drive West and MSC PROW; 03 – Langland Drive East and MSC PROW) notes that night-time illumination will be significant, but in line with a new ambient waterfront environment.

## **14.4 Officer Comment**

- 14.4.1 Paragraph 125 of the NPPF states that, by encouraging good design, planning policies and decisions should limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation. This is supported by guidance in the NPPG, which explains that Artificial light provides valuable benefits to society, including through extending opportunities for sport and recreation, and can be essential to a new development. Equally, artificial light is not always necessary, has the potential to become what is termed 'light pollution' or 'obtrusive light' and not all modern lighting is suitable in all locations. It can be a source of annoyance to people (Paragraph: 001 Reference ID: 31-001-20140306).
- 14.4.2 The applicant's statement does not provide a clear indication of what the visual effects of artificial lighting from the development will be for existing and future residents in the area. However the submission of further information is not required to enable the Outline application to be determined as the application site, and its environs, are generally of an urban/urban-fringe character and are not designated as a protected area of 'dark sky' that would require the strict regulation of illumination. Furthermore the site is not designated for its nature conservation value and no concerns have been raised by GMEU with regards to the potential impact that artificial lighting might have on ecology within the site. Therefore there are no objections to the principle of introducing a development supported by artificial lighting on this site.
- 14.4.3 Artificial lighting has the potential to impact upon the amenity of future residents within the development and those that already reside along the northern bank of the MSC, and can even create a statutory nuisance. A minimum separation of 85m will remain across the canal between the existing properties in Salford and the closest TW buildings. Given this large separation; that the Salford properties are located within an established suburban area where night-time illumination is already a feature; and the Outline nature of the proposals; it is considered that a condition can be added to any permission requiring the submission of details relating to external lighting within the development with each Reserved Matters application. Furthermore, it is considered appropriate to apply the same standards when considering the level of amenity that will be afforded to residents of the proposed apartments/care-home/hotels within the TW development.
- 14.4.4 Careful consideration will need to be given as part of the detailed design process to the level of illumination proposed in and around the Barton-upon-Irwell Conservation Area and, particularly, close to All Saints Church and Presbytery
- 14.4.5 The NPPG also states that it is relevant also to consider whether a development will include smooth, reflective building materials, including large horizontal expanses of glass, particularly near water bodies, because it can change natural light, creating polarised light pollution that can affect wildlife

behaviour. The precedent images provided within Section 5.1 (Building Typologies) of the DAS show a series of contemporary buildings that include large areas of smooth reflective materials, such as glass. Waterbodies will run to the north of the site (MSC) and through its centre within Central Park. Appearance remains a Reserved Matter under this Outline application and therefore careful consideration will need to be given to this potential impact as part of the detailed design process.

## **14.5 Summary**

14.5.1 The applicant has provided limited information in relation to the impact of artificial lighting on the surrounding environment. Nevertheless the principle of introducing lighting and illumination in this urban-fringe area is considered to be acceptable, subject to compliance with the relevant industry standards, as it is not a protected dark sky area or designated for its nature conservation value. More detailed assessments of impact on amenity will be undertaken as part of the Reserved Matters stage and therefore, on this basis, the development does not conflict with the NPPF or Policy L7 of the Trafford Core Strategy.

## **15.0 TELECOMMUNICATIONS & SERVICING**

### **15.1 Introduction**

15.1.1 As part of the assessment process it is relevant to consider the impact that the redevelopment works will have on the existing service infrastructure that runs through, and in the vicinity of, the application site, as well as how the TW development itself might link into the utility network once it becomes operational. These matters are addressed by the applicant in Chapter 14 of the ES.

### **15.2 Proposals**

15.2.1 This application seeks to comprehensively redevelop a vacant greenfield site that essentially has no existing provision for service supplies. There are, however, a number of services that either cross through the site or that are located close to it.

### **15.3 Applicant's Submission**

15.3.1 The utility network within the vicinity of the application site comprises of the following infrastructure/receptors.

- Electricity (Electricity North West)
- Gas (National Grid)
- Water and Sewers (United Utilities)
- Telecoms (BT, Virgin Media, Vodafone)

15.3.2 Only electricity supply cables cross through the application site, whilst the gas, water/sewerage/telecoms services are located adjacent to it.

### Impacts from the Construction Phase

- 15.3.3 The proposed development will necessitate the diversion of some of the existing statutory undertakers' apparatus. The easements associated with the high-voltage underground cables that cross the site will be kept free from development. Additionally, a privately-owned surface-water sewer within TW may require diverting to accommodate the proposals. Telecoms apparatus around the edge of the site may be affected by the proposed vehicular access arrangements, however any localised diversion required is considered to be of negligible significance.
- 15.3.4 No gas mains or water mains diversions are anticipated at this time.
- 15.3.5 Overall the construction works may result in some short-term network outages to existing customers and minor road disruption to road users. Potential loss of supply will be mitigated through careful planning of the construction phases of the development and the use of 'best practice' measures.

### Impacts arising from the Operational TW development

- 15.3.6 Inadequate provision of service supply capacity to a development can result in local and more widespread reductions in network robustness and supply continuity. However consultation with the relevant incumbent utility providers has revealed that sufficient capacity will be readily available prior to the commencement of the proposed development proposals. The majority of the new infrastructure will be underground, with low voltage electricity sub-stations typical of those features that are installed above-ground. These will be integrated into the green infrastructure where possible.

## **15.4 Officer Comment**

### Impacts from the Construction Phase

- 15.4.1 Electricity North West (ENWL) have commented on the application and have identified a series of their assets that fall within the TW site. They state that the development should not encroach over their operational land, ancillary rights of access, or any cable easements. In response, the applicant has acknowledged ENWL's comments and confirmed that easements have been included within the Indicative Masterplan layout. They have also committed to further consultation and communication with ENWL at the Reserved Matters stage to ensure that the easements continue to be respected.
- 15.4.2 United Utilities (UU) have confirmed that there are three easements and two parcels of UU-owned land that may be potentially affected by the proposed development. In particular a Valve House is located to the north-western corner of the site, close to the MSC. UU have stated that nothing should be erected, stored or planted over the easements that exist within the TW site that might affect their integrity, or the right of access that UU have to this land.

The applicant has again acknowledged these comments and agreed that further discussions will need to be held with UU as part of the preparations for any Reserved Matters application.

15.4.3 With respect to television reception, the switch to digital television reduces the risk of interference taking place however, it is nevertheless impossible to rule out the possibility that television reception for residents of the low-level houses on the northern side of the MSC will not be affected by the TW development, which has the potential to extend up to 16-storeys in height. A condition will be added to any Outline permission requiring the applicant to measure existing TV reception within the potential 'impact area' and to later assess the construction and operational impacts of the development on signal reception. Where necessary, the applicant shall implement measures to maintain at least the pre-existing level and quality of signal reception. This is a commonplace way of dealing with an issue that cannot clearly be identified until the buildings have been erected, and which is not considered to constitute a reason to resist the proposals given the benefits of the overall scheme.

15.4.4 The impact of TW construction phase(s) upon the performance of all existing services is something that the applicant will be required to consider further as part of an appropriately worded CEMP condition.

#### Impacts arising from the Operational TW development

15.4.5 Policy L7.2 of the Trafford Core Strategy requires new development to be satisfactorily served in terms of key utilities such as water, electricity, gas and telecommunications. It should also be satisfactorily served in terms of the foul sewer system. Whilst the application site does not currently benefit from any meaningful service provision, the LPA are satisfied that the TW development will be able to link into the infrastructure that does exist within the wider area. This matter will be given further consideration as part of the assessment of applications for Reserved Matters.

### **15.5 Summary**

15.5.1 The application site, as existing, essentially has no provision for service supplies. There are, however, various services that cross through the site and that are located in close proximity to it. The proposed development will likely necessitate the diversion of some existing utilities during the construction phase, including electricity, sewers and some telecommunications equipment. Disruption resulting from the construction phase/diversions can be minimised through careful planning and employment of best practice measures. Sufficient capacity will be available to accommodate the service demands for the new development. Overall the proposals are considered to be compliant with the NPPF and Policy L7 of the Core Strategy.

## **16.0 ECOLOGY**

### **16.1. Introduction**

16.1.1. Chapter 17 of the applicant's ES considers the likely impact of the TW development on the ecology of the existing application site and is supported by a detailed Ecological Appraisal within the Appendices Section (ES Volume 2). The site currently comprises vacant greenfield land, that is largely covered by unmanaged grassland and dense bramble scrub. Semi-mature trees exist along some of the site edges and within the graveyard of the former St. Catherine's Church. The MSC defines the northern extent of the site and includes a grassland bank. Within the centre of the site are two large water bodies and four small ponds.

### **16.2. Proposals**

16.2.1. The applicant's Ecology Strategy aims to retain some habitats in-situ, such as the semi-mature roadside trees, one pond, and the Cemetery, and to create new habitats and features that will be of value to wildlife. The Landscape Parameter Plan includes the following pieces of Green Infrastructure which, when read in conjunction with the ES and DAS, can be considered to be of ecological value.

- A 'Green (wetland) Corridor' running along the northern edge of the site adjacent to the MSC.
- A 'Public Open Space Corridor' covering a minimum area of 2ha. This will incorporate new water features through the re-profiling of the two existing canal inlets.
- A Green link alongside the main boulevard through the site that connects the Open Space Corridor referenced above with the Cemetery and adjoining area of open-space.

### **16.3. Applicant's Submission**

16.3.1. Ecological surveys of the site have been undertaken over a number of years and a desk-based assessment collated, which includes a Zone of Influence for the surrounding area up to 1km away. The surveys have revealed that the habitats within the application site support a limited diversity of common plant species, including several that are non-native and invasive. The semi-mature and mature trees on the site are considered to be of some intrinsic nature conservation value.

16.3.2. The application site supports common species of invertebrate (e.g. butterflies and dragonflies) and amphibians (toad and frog). Two badger setts, including one 'main sett', have been found within the application site.

16.3.3. Twenty bird species of conservation concern have been recorded within the site, with ten of these considered to be breeding. Small numbers of

bats have been recorded feeding over TW and the semi-mature trees here are considered to support features that appear to be suitable for roosting.

- 16.3.4. No records for reptiles, otters, water-voles or fish (within the ponds/water bodies) have been found within the site.
- 16.3.5. The potential ecological effects of the construction phase of the development include habitat loss, disturbance (particularly during bird nesting season) and injury or mortality of individuals. With the exception of disturbance, these effects could have a major adverse impact at a district level if they are not mitigated.
- 16.3.6. Habitat loss, in the form of grassland/scrub and trees along Old Barton Road, would be phased throughout construction, thus allowing time for new planting to develop. The landscaping plan for the TW proposals will include the creation of habitats suitable for a diverse range of nesting and foraging birds, including those which are of conservation concern. For example, new areas of dense scrub will be introduced, along with the planting of nut, seed and fruit-bearing native tree and shrub species that will support terrestrial invertebrates and the birds that feed on them. Bird and bat nesting boxes will be added to existing trees to create additional nesting/roosting opportunities. The larger badger sett, due to be lost to the development proposals, will be replaced by an artificial sett within the site.
- 16.3.7. A wildlife corridor of significant size will be created alongside the MSC. This will contain wetland features and planting designed to maximise its value to biodiversity. Together with the re-profiled water bodies, the TW development will create enhanced habitats (compared to those that exist within the current site) for supporting aquatic vertebrates and common species of breeding amphibians. New habitats should be created before the old ones are cleared/developed upon.
- 16.3.8. The CEMP will include measures designed to ensure that retained habitats/vegetation are properly protected during each construction phase and that the MSC is not degraded or polluted. Measures to prevent disturbance and relocate any animals encountered during site clearance will also be included and a management plan for the removal of invasive species will be set out. Best practice principles will be adhered to.

#### **16.4. Officer Comment**

- 16.4.1. Paragraph 109 of the NPPF states the planning system should contribute to, and enhance, the natural and local environment by minimising impacts on biodiversity and providing net gains in biodiversity where possible. Paragraph 118 states that opportunities to incorporate biodiversity in and around developments should be encouraged. If significant harm resulting from a development cannot be avoided, adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused.

- 16.4.2. Policy R2 of the Trafford Core Strategy relates to the Natural Environment and states that developers must demonstrate how their proposal will protect and enhance the landscape character, biodiversity... and conservation value of its natural urban and countryside assets, having regard not only to its immediate location but its surroundings. The natural environment should also be protected through the construction process (R2.1).
- 16.4.3. The applicant's Ecology Survey Report has been reviewed by the Greater Manchester Ecological Unit (GMEU), who consider it to provide a reasonable assessment of the current ecological value of the site, and thus the requirement for such an assessment report, as set out in Policy R2.2 of the CS to enable to the Council to properly assess and determine the merits or otherwise of the development proposal, have been satisfied.
- 16.4.4. The application site is not designated for its nature value and is not close to any statutorily designated sites. GMEU agree with the applicant's conclusion that, with the likely exception of badgers and foraging bats, the site is considered unlikely to support any specially protected species. The land does however support some habitats and species of local nature conservation value, including open-water, marshy grassland, scrub and (semi) mature trees. It has also been shown to support some priority species for amphibians and breeding birds. The MSC functions as an important wildlife corridor through the site.
- 16.4.5. Badgers are protected under Schedule 6 of the Wildlife and Countryside Act. As such updated surveys for badgers should be conducted and submitted to the LPA throughout the development. If badgers are found then a Method Statement detailing measures for their safe relocation should also be produced.
- 16.4.6. As the development is currently at the Outline stage, GMEU have provided a series of recommendations, which the applicant should look to incorporate into their detailed designs to protect nature conservation interests. These include:
- Retention/replacement of areas of wet grassland and open water;
  - Enhancement of the newly created 'canal arms' to protect amphibian populations and enhance floristic diversity.
  - Maintenance of a Green Corridor adjacent to the MSC;
  - Provision of high quality green infrastructure, with water as a key theme;
- 16.4.7. It is considered that the ES and the Landscape Parameter Plan provide a suitable framework for the majority of the above recommendations to be accommodated. Further comfort that the ecological value of the TW site will be protected, or even enhanced, is provided in the form of an indicative Ecology Strategy and supporting drainage principles, which are set out in the applicant's Design and Access Statement. The Template Design Framework provides for a section on Ecology, to allow for a site-wide approach to habitat creation to be adopted and the establishment of coherent ecological networks



across TW, as required by Paragraph 109 of the NPPF. The development of this document will be secured by condition, as will the production of a Construction Environment Management Plan, which will identify measures for habitat protection and the prevention of animal disturbance whilst construction work is ongoing. Therefore officers are satisfied that the strategy provided, if supported by appropriate conditions relating to both the construction and operational phases of the development, is sufficient to achieve the objectives set out in Paragraph 109 of the NPPF.

## **16.5. Summary**

16.5.1. The existing application site has been found to support a limited diversity of common plant species, including some that are invasive. Nevertheless, the land, trees and water features have also been found to support common species of invertebrate and amphibians, bats, badgers and several bird species of conservation concern. The Parameter Plans and ES indicate that habitat loss caused by the development will be mitigated through the creation of new habitats within the site (such as the green open spaces shown on the Landscape Parameters Plan) and enhancement of those habitats set to be retained. Best practice measures will be followed during construction to protect areas to be retained and to minimise disturbance and the chance of injury/mortality to wildlife. The approaches identified for the development of the site by the applicant are to the satisfaction of GMEU and officers at this Outline Stage and therefore the development is considered to be in compliance with the relevant sections of the NPPF and Policy R2 (Natural Environment) of the Trafford Core Strategy.

## **17.0 TREES**

### **17.1. Introduction**

17.1.1. A stand-alone Arboricultural Appraisal (AA) has been submitted with the application to assess the location and condition of the existing tree cover within the red-line boundary. New tree planting at TW is considered within Section 4.6.4 of the DAS.

17.1.2. The majority of the existing semi-mature/mature trees are located between Redclyffe Road and the western edge of St. Catherine's Graveyard and along the wall and fencing that follows Old Barton Road and Barton Embankment. Smaller trees forming part of a more recent landscaping scheme form a spine along the Trafford Way carriageway.

### **17.2. Proposals**

17.2.1. The application seeks Outline consent for the comprehensive redevelopment of the TW site. However the Landscape Parameter Plan identifies an 'existing green space' that will be 'protected from development' next to Barton Embankment. Chapter 17 (Ecology) of the ES makes a number

of references to the retention of trees in this area, as well as those within the cemetery, next to the MSC and within the area of woodland linked to the Bridgewater Canal. Those trees next to Old Barton Road would however be removed, along with the young trees in the centre of the site. The DAS and Indicative Landscape Masterplan confirms this approach and sets out a strategy for how new tree planting might be incorporated into a set of development proposals at TW. Super semi-mature trees (7m+ in height) have been shown along the principal avenues and frontages of the site, whilst semi-mature (5m+) trees would line many of the secondary streets. It should also be noted that a strategy for new tree planting will be included within the forthcoming Design Framework.

### **17.3. Applicant's Submission**

- 17.3.1. An Appraisal of the existing trees that stand in and around the site has been undertaken. This considers that the only tree cover likely to provide a significant constraint to development within the site is that which is located within the Cemetery and along Redclyffe Road, and the belt of trees that follow Barton Embankment and the old stone wall to the north-western corner of the site. The area in and around the Cemetery ('Area B' within the Appraisal) is bordered by a number of notable trees which form a distinctive feature of high amenity value which should be retained and integrated into the proposed layout. Those trees close to Barton Embankment ('Area D' within the Appraisal) provide a prominent visual feature, the value of which is mainly derived from the visual amenity, screening and wildlife connectivity that the collective sum of these constituent individual trees provides.
- 17.3.2. Section 4.6.4 of the DAS (Green Infrastructure) indicates that an estimated total of 122 individual trees and 13 tree groups will be removed to facilitate the development. Trees are predominantly Category 'B' & 'C' with four Category 'A' trees requiring felling, only one of which falls within the Barton-upon-Irwell Conservation Area (and thus benefits from a degree of protection).
- 17.3.3. The majority of the remaining site presents no Arboricultural constraint to development.
- 17.3.4. The red-edge boundary contains a number of trees that are the subject of a Tree Preservation Order (No.79), namely those around Old Barton Road/Redclyffe Road. Additionally a number are located within the Barton-Upon Irwell Conservation Area and so also benefit from protection. The AA considers the presence of the protection on this site of little contextual relevance as the primary driver in the assessment of tree value should be the BS5837 Categorisation provided within this report.
- 17.3.5. Adequate space for new planting should be allocated within the site to provide a comprehensive and sustainable new landscape scheme. New tree stock could help to mitigate the loss of existing trees (if required). The Green Infrastructure Strategy seeks to introduce street tree planting and mature tree

specimens within open spaces, which will contribute significantly to improving visual amenity, microclimate and air quality within the TW site.

#### **17.4. Officer Comment**

17.4.1. The applicant has produced a detailed Arboricultural Appraisal (AA) that is fully compliant with British Standard 5837: 2012 – Trees in relation to design, demolition and construction – Recommendations. Information relating to exactly which trees will be removed/retained will not be known until the detailed design stage. Nevertheless, it is accepted that a number of trees will need to be removed from the site to facilitate its comprehensive redevelopment, including one from the Conservation Area. Contrary to the applicant's statement, the protected status of the tree within the Conservation Area is considered to be of relevance, however it is considered that the impact of its loss can be adequately mitigated through new tree-planting and landscaping works, which could significantly enhance the character and quality of this area. When individual proposals come forward for the felling of trees in conservation areas six weeks' notice must be given to the Local Planning Authority and the recourse if the tree is considered worthy of retention is to serve a Tree Preservation Order on the affected tree; there is no right of refusal of an application. It is not considered necessary or appropriate to serve a Tree Preservation Order on the potentially affected tree in the conservation area. The inclusion on the Parameter Plans of a 'Green Space' next to Barton Embankment that will be 'free from development' is welcomed, as it allows for the retention of the prominent ridge of trees identified by the applicant as being of value. Similarly, the areas of green-space identified in and around St. Catherine's Graveyard, on the same plan, allow for tree retention in this part of the site.

17.4.2. Given the above, future applications for detailed planning permission should include the following documents/information, so that the exact impact of the development on existing trees within or adjacent to, the site can be assessed.

- Arboricultural Implications Assessment;
- Arboricultural Method Statement;
- Tree Protection Plan;

17.4.3. The LPA agree with the with the AA's recommendation that new tree stock could significantly enhance the contribution that this site makes to the local environment. This includes contributions towards, visual amenity, shade, screening, sustainable drainage and habitat creation, as well as mitigating the loss of existing trees that are removed. New tree planting should form an integral part of the detailed development schemes that come forwards on the TW site. Reserved Matters applications for 'landscaping' should be supported by high quality landscaping schemes that pay regard to both the indicative landscape and green infrastructure strategies set out in the DAS and the tree-planting standards identified in Table 3.3 of SPD1: Planning Obligations (2014).

## **17.5. Summary**

- 17.5.1. The applicant's proposals provide an adequate framework for retaining many of the existing trees located within the site that have been identified as being of positive amenity value. New tree planting will form an important part of the detailed development proposals. On this basis it is considered that the development is compliant with Policies R2, R3 and R5 of the Trafford Core Strategy.

## **18.0 ARCHAEOLOGY**

### **18.1. Introduction**

- 18.1.1. The application site is known to have historically accommodated a series of small buildings and to have been used for agricultural purposes. Today it comprises of open scrub/wasteland, with substantial spoil heaps left over from the cutting of two large water-bodies. Paragraph 128 of the NPPF states that where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

- 18.1.2. Chapter 15 of the ES summarises the potential for as yet to be discovered archaeological assets to be uncovered within the development site boundary. A separate Desk-Based Assessment, enclosed within the ES Appendices, draws together the available archaeological, historic, topographic and land-use information in order to clarify the heritage significance and archaeological potential of the site.

### **18.2. Proposals**

- 18.2.1. With the exception of those aspects of the site that fall within the Barton-upon-Irwell Conservation Area, the application seeks Outline consent to comprehensively redevelop this land to accommodate a major mixed-use scheme.

### **18.3. Applicant's Submission**

- 18.3.1. The application site is located on a natural promontory overlooking the former course of the River Irwell. Two Bronze Age spearheads have previously been found within the vicinity of the site, as have artefacts of a Romano-British date. As such a moderate potential for yet to be discovered Prehistoric and Roman remains has been identified for the higher parts of the application site. The significance of these remains, if present, would be of low (local) importance.

- 18.3.2. No sites from the Anglo-Saxon period have been identified, although the potential for the application site to contain the origins of an early Medieval settlement for Dumplington cannot be entirely discounted.
- 18.3.3. A moderate potential for Medieval remains of the Bromyhurst and Dumplington 'vills' (comparable to a hamlet) has been identified as they are considered to be located within the application site.
- 18.3.4. A number of undesignated archaeological assets of Post-Medieval date have been recorded within the TW site, including Bromyhurst Farm, Dumplington Hall Farm and St. Catherine's Church. However given that all of these sites have been demolished their archaeological importance is considered to be low to negligible.
- 18.3.5. Any potential remains within the areas affected by the groundworks undertaken as part of the development are likely to be substantially or totally destroyed. However the potential importance of these remains is not sufficient to prevent development and therefore they can be adequately mitigated in the form of preservation by record. The first stage of any such works will be to conduct a programme of targeted trial trenching in order to ascertain the location and extent of any significant archaeological remains.

#### **18.4. Officer Comment**

- 18.4.1. Archaeological remains fall to be classed as non-designated heritage assets, by virtue of the fact that their presence/exact location and significance are generally unknown. Paragraph 135 of the NPPF states that in weighing applications that affect directly or indirectly non-designated heritage assets, a balanced judgement will be required, having regard to the scale of any harm or loss and the significance of the heritage asset.
- 18.4.2. Policy R1.8 of the Trafford Core Strategy states that in areas of archaeological importance, developers will be required to identify the presence or absence of remains of archaeological significance and take into account the potential for new finds. They should also set out a framework for dealing with investigation, recording and preservation of any remains.
- 18.4.3. The applicant's Assessment has drawn upon a range of historic documentary, cartographic and index information sources, including the Historic Environment Record (HER). It correctly provides an assessment of significance and goes on to consider the likely impact of the proposed development upon that significance.
- 18.4.4. Greater Manchester Archaeological Advisory Service (GMAAS) have reviewed the Desk-Based Assessment and generally accept its conclusions and recommendations. Previous archaeological works on the application site have been limited to a single evaluation trench, dug immediately prior to the cutting of the two water bodies. The positioning of these investigations was restricted to the site of the development and constrained by the presence of

underground services. However, the extensive size of the current application site provides an opportunity for a more targeted programme of trenching to be undertaken to investigate assets such as the former halls at Bromyhurst and Dimplington. It is therefore recommended that a condition to secure a phased programme of archaeological works be attached to any Outline permission. Any remains/artefacts found would be recorded rather than preserved in-situ.

- 18.4.5. In weighing up the proposals against Paragraph 135 of the NPPF, it is considered that there is a moderate potential for archaeological remains to be entirely lost to the development although, as they are considered to be of no more than local significance, in this instance this loss would be adequately mitigated by the programme of recording and publication that has been recommended by both the applicant and GMAAS. Of relevance also are the substantial public benefits (which include employment generation and large contributions towards meeting the housing needs of the Borough) that will be generated by TW and which, on the basis of the available evidence, are considered to significantly outweigh any loss of archaeological remains buried underneath the site.

## **18.5. Summary**

- 18.5.1. A moderate potential exists for archaeological remains associated with the Prehistoric, Roman, Medieval and Post-Medieval periods to be discovered at the application site. Any remains that are uncovered during the development earthworks are likely to be destroyed, however it is considered that their loss can be sufficiently mitigated through a programme of targeted trenching and recording and subsequent publication. Therefore the development is considered to be in compliance with the provisions of the NPPF and Policy R1 of the Trafford Core Strategy.

## **19.0 BUILT HERITAGE**

### **19.1. Introduction**

- 19.1.1. Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires Local Planning Authorities to pay, "special attention in the exercise of planning functions to the desirability of preserving or enhancing the character or appearance of a conservation area" in the determination of planning applications. Section 66(1) of the same Act advises that "In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority ... shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses." Policy R1 of the Trafford Core Strategy requires developers to demonstrate how the development will complement and enhance the existing features of historic significance including their wider settings.

19.1.2. Trafford Waters represents a major development project that will affect a number of nearby designated and non-designated heritage assets, the majority of which are located in and around the north-eastern corner of the site. Chapter 16 of the ES assesses the likely effects of the proposals on these heritage assets and is accompanied by a separate Heritage Impact Assessment (HIA) that provides a more detailed analysis of the historical significance of the area and the buildings and structures that sit within it. The potential for the development to impact upon key views of the area's heritage assets is given consideration within the Landscape and Visual Impact Assessment (LVIA), which is provided as part of the ES Appendices (Volume 2) and summarised within Chapter 18 of the ES Volume 1.

19.1.3. The heritage assets situated in the vicinity of the application site can be listed as follows:

Listed Buildings and Structures

All Saints RC Church – Grade I  
All Saints Presbytery – Grade II  
Barton Swing Bridge – Grade II\*  
Control Tower – Grade II\*  
Barton Aqueduct – Grade II\*

Conservation Areas

Barton-upon-Irwell - part of the conservation area, including St. Catherine's Cemetery, falls within the application site.

Non-Designated Heritage Assets

St. Catherine's Graveyard  
The Old School House and Headmaster's House, Old Barton Road  
The Manchester Ship Canal  
The Bridgewater Canal

**19.2. Proposals**

19.2.1. The Parameters Plans submitted for TW allow the built development to extend up to the south-western edge of St. Catherine's Cemetery. Those blocks situated immediately adjacent to the conservation area would be a maximum of eight storeys in height. To the east, a new area of structural Public Open Space will separate the grounds of All Saints Church and Presbytery from the nearest TW buildings, which will be limited to a maximum of four-storeys in height. The Access and Constraints Parameter Plan makes provision for the creation and retention of a 25m-wide axis/view corridor through the site to the south-western gable of All Saints Church.

19.2.2. The Outline application does not propose to erect new buildings within the conservation area. The DAS does, however, indicate that those elements of the conservation area that do fall within the red-line boundary will be subject to a series of public realm and landscaping improvements, particularly St. Catherine's Cemetery which has become overgrown in recent years.

### **19.3. Applicant's Submission**

- 19.3.1. The applicant considers that there will be both beneficial and adverse impacts on the setting of the heritage assets, and the character of the conservation area, as a result of the proposed development. The proximity of the proposed development to the conservation area and grade I listed All Saints Church and grade II\* listed Barton Swing Bridge will significantly alter the setting and character of this area.
- 19.3.2. The LVIA indicates that during the early phases of construction, which will occur relatively close to the conservation area, and before the establishment and maturation of landscaping, the overall temporary, visual effect on the heritage assets will be major adverse. Measures identified to partially mitigate this impact include the retention of existing vegetation; introduction of advanced planting and the use of mature plant stock; and the provision of solid hoardings. However the close proximity of the conservation area prevents complete mitigation of adverse effects during construction.
- 19.3.3. The development will open up views towards All Saints Church, both across the middle and longer distances, which are currently denied to most people. The Church will stand as a strong focal point at the end of the main Boulevard vista cutting directly across the site. The development will also encourage greater enjoyment of the heritage assets in this area generally through the provision of enhanced pedestrian links.
- 19.3.4. The scale of development immediately adjacent to All Saints Church will be critical, as will the way that views of it are framed so as to maintain the church's assertiveness within the built environment. The closest buildings have been set 100m away from the Church and 12m from the conservation area. Some general long distance views, which were not planned and do not make any specific contribution to the significance of the asset or its setting, will be interrupted.
- 19.3.5. The development, if not carried out correctly, could result in the loss of the tranquillity that the church currently enjoys to its western side and the loss of a natural setting in and around the conservation area generally. Care will need to be taken to ensure that this corner of the conservation area does not become an isolated island within a heavily trafficked development.
- 19.3.6. The proposals seek to preserve and enhance the unique characteristics of the conservation area, whilst promoting a renewed connection between the church and the community. St. Catherine's Cemetery will retain its current use but be improved as a place for quiet contemplation. The area identified as Barton Banks within the proposals will turn a previously inaccessible and poorly managed frontage to the MSC into one that will have a strong built edge with animation along the waterfront. Views to the Barton Swing Bridge and Aqueduct will be improved and the profile of maritime and industrial heritage in the area will be raised.



- 19.3.7. The MSC runs in close proximity to the application site. Its northern bank includes a Public Right of Way (PROW) whilst its southern waterfront will be subjected to significant changes as part of TW. However once the high-quality new buildings, landscaping and waterfront improvements are completed the visual amenity effects to the MSC would improve significantly.
- 19.3.8. Views from the Barton Swing Aqueduct on the Bridgewater Canal, across to the application site, will be open and far reaching. After completion of the development, the largely unspoilt, rural nature of existing views will be changed to views of urban development and important historic vistas (of All Saints Church and Barton Swing Bridge) will be negatively affected by new buildings behind.
- 19.3.9. Mitigation measures to minimise the effects of the development, particularly upon the Barton-Upon-Irwell Conservation Area, include:
- Respectful location, orientation, scale and massing of development;
  - Sensitive, high quality design of building elevations;
  - Large green-space at the foot of All-Saints Church;
  - Retention of mature tree planting to All Saints Church and St. Catherine's Graveyard; and
  - Significant soft landscaping works and improved access to the MSC waterfront.
- 19.3.10. The applicant concludes that the public benefits associated with the development outweigh the harm that it will cause.

#### **19.4. Officer Comment**

##### Information Submitted

- 19.4.1. Paragraph 128 of the NPPF states that, in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance.
- 19.4.2. The applicant's HIA has identified each of the designated assets in the vicinity of the site and recognises the historical significance attributed to the collection of industrial structures around the MSC and the architectural significance of All Saints Church and Presbytery. A reasonable level of historical information has been provided within the HIA however the level of consideration afforded to the likely impacts of the development itself on the identified assets is relatively limited, with the exception of how views of All-Saints Church will be affected. Nevertheless, it is considered that the level of information submitted is sufficient for the submission to comply with Paragraph 128 of the NPPF and enables the Local Planning Authority to carry out its own assessment on the impact of the proposals on designated heritage assets.

### Impact on designated heritage assets

- 19.4.3. Paragraph 132 of the NPPF states that, when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification.
- 19.4.4. Paragraph 133 of the NPPF states that where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:
- the nature of the heritage asset prevents all reasonable uses of the site; and
  - no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
  - conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
  - the harm or loss is outweighed by the benefit of bringing the site back into use.
- 19.4.5. Paragraph 134 goes on to explain that, where a development proposal will lead to *less* than substantial harm (the LPA's emphasis) to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.
- 19.4.6. In March 2016 the Council adopted a Conservation Area Appraisal (CAA) and Conservation Area Management Plan (CAMP) for Barton-upon-Irwell. These provide a character assessment of the CA and set out actions to maintain and enhance the special character of the area.

### Impact on All Saints Church and Presbytery

- 19.4.7. Policy SL4.5 states that, specifically for development at the Trafford Quays (TW) site, development will be required to protect, preserve and enhance the setting of Pugin's Grade I listed Church of All Saints and the Grade II Presbytery.
- 19.4.8. All Saints RC Church and Presbytery are the closest listed buildings to the development site. The Church retains its use as a place of worship but is now used by the Friars Minor Conventual and as such no longer has such wide public access. It was constructed in the Gothic Revival style in 1867-68 and is considered to be one of Edward Welby Pugin's masterpieces. The

building is well retained, with the listing description stating that this is a notably complete and unspoiled example of Pugin's work. Its description of the exterior of the building refers to its construction in rock-faced stone with a steep slate roof. Key features include its weathered buttresses, 'grotesque' gargoyles and its western elevation which comprises of a bell-turret over a rose window, which sits above an arcade of pointed lights and an arched doorway, all flanked by bold gabled buttresses. The listing description for the church's interior describes a rib-vaulted chancel, lavishly gilded; an elaborately carved stone altar and reredos; good wall paintings; stained glass and arcade arches and piers in banded pink and yellow stone. All Saint's Grade I listed status confirms that it is a building of exceptional significance, which is derived from its stunning design by a well-known architect. Its most significant architectural features are considered to be its western gable-end and lavish interior.

19.4.9. The Presbytery is contemporary with the Church, although the two are linked together by a 20<sup>th</sup> century extension of no special interest, and was also designed by Pugin using a similar palette of materials and the same Gothic-Revival style. Amongst its notable features are its canted and oriel bay windows; prominent chimney stacks and recessed porch with plaque above. Whilst the presbytery is certainly of architectural merit, it is principally of significance because of the architect that designed it (Pugin).

19.4.10. The original setting of both the church and the presbytery has been largely compromised by nearby modern developments that have replaced the original, domestic community. Consequently these historic buildings appear a little out of place in their current surroundings.

19.4.11. Following on from the above, the interior of the church will be unharmed by the development, however its western elevation faces out towards the development site. The retention of the Cemetery, and the proposed area of open space (Village Green) adjacent to All Saints, will help to buffer the impact of the scheme and will help to integrate the church with TW by creating an appropriate setting for it. New development around this open space will have a reduced height (maximum of four storeys), which should serve to prevent All Saints and the Presbytery from being 'swamped' by a sudden mass of larger buildings. This approach accords with the recommendations set out in Section 2.6.2 of the CAMP and is also to the general satisfaction of Historic England. The CAMP states that pastiche development within the setting of the church should be avoided at all costs.

19.4.12. The Outline application provides scope for the creation of a beneficial framework of views towards All Saints. More specifically, the 25m+ wide 'axis corridor' will focus views along the main Boulevard towards the Church's spire and celebrated Rose window. It is noted though that this framed view would only be appreciated from within the site and not from the existing highways that surround TW to the south and west. It is considered that the HIA downplays the extent to which the western elevation of the Church can currently be seen from Trafford Way, although it is recognised that this is not

a well-used or particularly sensitive receptor point. Whilst the loss of long-distance views of this principal heritage asset will result in a degree of harm, it is considered that this will be adequately mitigated through the creation of a new view framework that will re-emphasise All Saints as a focal point from within the development. As indicated within the HIA, views of the Church from Redclyffe Road will be largely unaffected.

- 19.4.13. Notwithstanding these mitigation measures, and the space retained to the closest buildings, it is considered that the landmark status of the Church will be diminished in comparison to the large-scale of the development, particularly when viewed from the west and south. This impact is considered to equate to 'less than substantial harm' to All Saints Church and Presbytery, as defined by paragraph 134 of the NPPF.

#### Impact on remaining listed structures

- 19.4.14. The submitted HIA provides little detail around the significance of the industrial heritage assets associated with the MSC (Barton Bridge, Barton Aqueduct and the Control Tower). The construction of the MSC in the early 1890s necessitated the replacement of the existing road and canal bridges that had previously crossed the River Irwell as they did not allow tall ships to pass underneath. Barton Bridge and Barton Aqueduct represent a specific design solution to the unusual problem of a multi-level waterway (and road) junction. Completed in 1894, they are considered to be major feats of civil engineering, representative of the rapid advances in technology that were being achieved during the boom of the industrial revolution. The aqueduct is considered to be a particularly fine piece of Victorian infrastructure as it is the first, and indeed only, swing aqueduct in the world. As a result, the CAA considers these structures, as a group, to be of international significance.

- 19.4.15. It is considered that the impact on the designated industrial assets will be limited, as they are located further up the MSC from the site and are visually separated from it, to a degree, by the dense tree planting that exists within the conservation area. Whilst the development will introduce a more urban character to the setting of these assets, the level of harm caused will again be limited given that their significance is principally derived from their innovative design and association with the industrial revolution, rather than for aesthetic reasons. Finally it is recognised that TW provides the opportunity to open up views of the industrial infrastructure from the banks of the MSC. The introduction of interpretation along the edge of the canal is strongly recommended by the CAMP as a means of conveying the history and significance of these structures and the area to the public. In conclusion, the impact of the development on the Grade II\* listed Barton bridge, Barton aqueduct and Control Tower is considered to equate to a 'less than substantial' harm under Paragraph 134 of the NPPF.

Impact on character of the Conservation Area and non-designated heritage assets

- 19.4.16. The conservation area is principally characterised by the two groups of buildings and structures that sit within it: firstly the Victorian industrial infrastructure centred around the canal, and secondly the ecclesiastical All Saints Church, Presbytery and St. Catherine's graveyard. The CAA states that it is further characterised by the linear open spaces of the two canals and the roads that run parallel to them or cut across them. Public spaces are poorly linked together for the pedestrian. The road bridge over the ship canal is narrow and noisy, and there is no access to much of the Ship Canal banks.
- 19.4.17. St. Catherine's Cemetery has been identified as a positive contributor within the CAA. The gravestones within it have a group value as a collection of good quality monuments that include links to historical figures buried here. The development is considered to present a major opportunity to enhance its significance and accessibility through the indicative works set out in the DAS. It is however imperative that the consecrated nature of the graveyard is respected and that its quiet character is retained. The applicant has reduced the maximum height of development adjacent to the north-western corner of the cemetery to eight storeys, so that the urban form does not unduly impose itself on this currently pleasant green space.
- 19.4.18. The applicant has identified All Saints and St. Catherine's Cemetery as being one of the key areas within the TW development that warrants the provision of some area-specific design guidance to inform how it should come forwards at the detailed design stage. It is considered that this section of the Design Framework should allow for a programme of works that will enhance the appearance, accessibility and historic understanding of the cemetery, in accordance with the recommendations set out within the CAMP. Principal amongst these is the introduction of an interpretation scheme for the graveyard as there is currently no explanation of the second church that formerly stood here.
- 19.4.19. The CA also stretches along part of the northern bank of the MSC, opposite the application site. Here the impact of the development will be limited to views out of the CA and over to the southern bank. What is currently an unmanaged and naturalistic environment will, over time, be converted into an urban and manicured horizon. The acceptability of this change will largely be determined by the quality of design and materials secured for the TW buildings, which will be assessed at the Reserved Matters stage. Any trees removed from the Conservation Area as part of the development should be replaced and the area enhanced generally by an appropriate landscaping scheme.
- 19.4.20. Due to its present condition, the Old School House is not considered within the CAA to be a positive contributor at this time; however it has been identified by the LPA as a non-designated heritage asset. The main school hall originally dates from 1846 and is adjoined by a later 'Headmaster's

House'. Whilst work to convert and extend the buildings has been on-going for around five years, the buildings themselves remain in a relatively poor state of repair. As such their significance is principally 'historical', rather than 'architectural', as they are believed to represent an early example of a Church of England School. It also serves as a visual reminder of the residential population that previously existed along the bank of the MSC, in what was then known as Dumplington. It is considered that the proposed public realm improvements to the conservation area, as part of the TW development, will provide a setting that is more befitting of this locally significant building. The impact of the TW buildings themselves on the Old School House will be limited, as they will be located on the other side of St. Catherine's Graveyard. Therefore it is considered that the development will actually have a beneficial impact on this non-designated heritage asset and therefore the test set out in Paragraph 135 of the NPPF does not apply in this instance.

19.4.21. It is considered that the applicant has correctly assessed and weighted the impact that TW will have on the Bridgewater and Manchester Ship Canals.

Application of test within NPPF Para 134

19.4.22. Upon completion of the assessment set out above, it is considered that the TW development will lead to 'less than substantial harm' to the significance of All Saints Church and Presbytery; to Barton Bridge, Barton Aqueduct and the Control Tower; and to the Barton-upon-Irwell conservation area. Therefore, in accordance with the test set out in Paragraph 134 of the NPPF, the harm caused by the development shall be weighed against the public benefits of the proposal. The main public benefits that would be brought about by the proposals are considered to be as follows:

- A substantial contribution towards meeting the identified housing shortfall in the Borough, through the provision of 3,000 new dwellings and a care-home (150 bed/units);
- Provision of a primary school;
- Creation of c.5,000 jobs once the development is operational;
- Opening up of the MSC waterfront.

19.4.23. Considerable importance and weight has been given to the desirability of preserving the designated heritage assets, including their setting. In the exercise of this test special regard has been paid to the desirability of preserving listed buildings and their setting in accordance with S66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended). Special attention has also been paid to the desirability of preserving and enhancing the character and appearance of the Barton upon Irwell Conservation Area in accordance with S72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended). Nevertheless, the public benefits generated by the proposals are considered to be extremely substantive and outweigh the less than substantial harm identified. As such the development is not specifically restricted by the NPPF.

19.4.24. Therefore, in the absence of any specific restriction on development in the NPPF, it is considered that the first limb of Paragraph 14 is relevant. This test has been applied in Chapter 33 of this report

## **19.5. Summary**

19.5.1. The applicant has undertaken a reasonable assessment of significance for those heritage assets that are located within the vicinity of the application site which is considered to be compliant with Paragraph 128 of the NPPF. The proposals have not raised any objections from Historic England or the specialist conservation advice that has been sought. The Outline scheme is considered to adequately respect the identified heritage assets and their setting, principally through reducing the allowable heights of buildings and retaining a 'buffer' of open space as the development approaches All Saints Church and the wider Conservation Area. Notwithstanding these measures it is important that the scheme continues to respect the character of the conservation area and its heritage assets as detailed applications come forward and as the scheme develops. Overall it is considered that the public benefits generated by the development significantly outweigh the less than substantial harm that will result to the identified heritage assets and therefore TW meets the tests set out in Chapter 12 of the NPPF and the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) and is compliant with Policies SL4 and R1 of the Core Strategy, and the adopted Barton-upon-Irwell Conservation Area Appraisal and Management Plan.

## **20.0 RESIDENTIAL AND VISUAL AMENITY**

### **20.1 Introduction**

20.1.1 The closest existing residential properties to the site are those relating to Langland Drive and Peel Green Road, which back onto the northern bank of the MSC within Salford. It is relevant to consider the potential impact of the TW development, with respect to privacy, visual intrusion and overshadowing etc., on both the existing, neighbouring properties in the area and prospective residents of the proposed scheme.

20.1.2 The applicant's submission includes a Landscape and Visual Impact Assessment (LVIA). Included within this document are a number of viewpoints from north of the MSC that are designed to consider the impact of the development on the amenity of existing Salford residents.

20.1.3 The DAS provides an indication of how the TW site might be developed and provides commentary on the level of amenity that future residents of the development can expect to enjoy.

### **20.2 Proposal**

20.2.1 Within the site, 3,000 new apartments and a 150-bed care home have been proposed as part of a high-density, mixed-use development. The 'Building

Heights' Parameter Plan allows for blocks of varying heights to be delivered at TW, with the tallest buildings rising to 16-storeys.

## **20.3 Applicant's Submission**

### **20.3.1 Residential Amenity**

20.3.1.1 The applicant's DAS indicates that new homes could be orientated around shared courtyards and interconnected semi-private spaces, which will balance privacy with communal facilities.

20.3.1.2 In relation to those new buildings closest to the MSC, the DAS indicates that they would be orientated perpendicular to the canal, generally set back from the edge and with a raking form stepping away from the water. Opportunity for views towards, and access to, the Ship Canal from within the site are also maximised and the potential overshadowing of the waterfront reduced. Orientated in this manner the buildings present a smaller elevation to the properties on the north bank with light and space between them, maintaining a link between the body of the site and the areas north of the canal.

### **20.3.2 Visual Amenity**

20.3.2.1 The LVIA considers five viewpoints for residential receptors falling on the Salford side of the MSC and within the development's 'Zone of Theoretical Visibility' (ZTV). Two of these receptors are located on Langdale Road/ the MSC PROW and as such have a clear view of the site from the opposite side of the canal. The LVIA states that during construction (Years 0-15), properties for which these viewpoints are representative will have views of site hoardings, cranes and other structures that could equate to a major adverse impact on visual amenity. For those residential receptors that are located further back from, or along, the Ship Canal, the impact on visual amenity is considered to be less severe.

20.3.2.2 The originally submitted LVIA indicates that, upon completion of the development, the view for those existing properties close to the bank of the Ship Canal will comprise of a significant amount of new build development where previously there was none. Despite the visual presence of the buildings, the quality of the new waterfront and significant soft landscaping will create a more manicured and attractive environment that can equate to a moderately beneficial impact on visual amenity. Night time illumination will be significant but in line with a new ambient waterfront environment.

20.3.2.3 For those residential receptors further back from, or along, the canal views of the operational development will be of the tops of buildings that are visible in the middle distance. The presence of high quality buildings will create a more urban character.



## **20.4 Officer Comment**

### **20.4.1 Residential Amenity**

20.4.1.1 The applicant's DAS focuses primarily on the level of amenity that could be afforded to prospective residents of the new TW development, rather than the impact the proposals might have on existing houses north of the MSC. Policy L7.3 of the Trafford Core Strategy states that "all new development must not prejudice the amenity of the future occupiers of the development and/or occupants of adjacent properties by reason of overbearing, overshadowing, overlooking, visual intrusion..."

20.4.1.2 The closest residential properties in Salford are orientated so that their rear elevations face towards the canal. These properties will therefore have a view of the proposed development. At its closest point the development could be up to 10 storeys in height and 85m from the nearest residential property on Langland Drive. The Building Heights Parameter Plan allows the development to increase in height, up to 16-storeys, at a distance of 140m to the nearest properties. These represent acceptable privacy distances across the MSC. Whilst there are no objections in principle to development close to the MSC extending up to 16-storeys in height, applications for reserved matters relating to 'scale' should be accompanied by a detailed sun and overshadowing study to identify the specific impact of these blocks on surrounding buildings/properties.

20.4.1.3 The potential impact of the development on residential properties within Trafford, the nearest of which are located 600m away (south of the M60), has been assessed and is considered to be acceptable and in compliance with Local Policy.

20.4.1.4 Within the development, it is expected that there will be a number of occasions where distances between the proposed blocks do not meet the Council's amenity standards, particularly given its high density nature. The Council's SPG: New Residential Development recommends that for buildings that are three storeys or above, 24m should be retained between dwellings across a highway, with this figure rising to 30m if the view is across private gardens. No distance is specified within the guidance for 'taller buildings', i.e. those that are four storeys and above. Whilst it is appreciated that the Masterplan Layout is purely illustrative, there are several areas where these standards have not been met. For example, the distances between residential blocks U-V; V-W; EE-GG; NN-PP; and OO-PP are all less than 15m. Further evidence of this can be seen within the DAS, where typical cross-sections for the 'Pedestrian' and 'Local' streets are shown as being 10m and 17.3m respectively. Such relationships at close proximity could give rise to a loss of privacy, overshadowing and overbearing impact in some instances given the potential heights involved (up to 16 storeys). It is acknowledged that the Guidelines also state that the Council is looking to encourage imaginative design solutions and in doing so accepts the need for a flexible approach to amenity standards where good design or the particular circumstances of the

site allow. It is the view of officers that relationships such as those described above would not be acceptable in residential amenity terms at TW, unless highly imaginative and good quality design solutions were presented to prevent its residents from being subjected to an unacceptable level of amenity. Careful consideration will also need to be given to the orientation of the residential blocks, to ensure that all apartments have sufficient access to direct sunlight. It is however recognised that the submitted Masterplan represents one illustrative version of how apartment blocks within the site might be delivered and therefore these issues will be given significantly more consideration as part of the assessment of Reserved Matters applications that include residential development.

20.4.1.5 The DAS sets out how private/semi-private areas of amenity space might be delivered for some of the residential blocks at TW. It indicates that shared/communal garden areas could be created within the centre of some of the courtyard blocks, or between the finger blocks fronting the MSC, to provide informal recreation opportunities close to home. The illustrative plans suggest there may also be opportunities for gardens, terraces and balconies to be delivered, to provide individual units with a small area of private outdoor space that benefits from clearly defined boundaries. The principle of providing these spaces is welcomed by officers, however it is apparent from the Illustrative Masterplan and DAS that any 'private' amenity spaces may well be limited in size and overlooked. Furthermore it would appear from the illustrative Landscape Masterplan that half of the residential blocks may not benefit from a secure area of shared amenity space. Whilst a matter for detailed consideration at the Reserved Matters Stage, the relative lack of private and shared amenity space is a feature of concern within the Illustrative Masterplan proposal and it is considered that there may well be little opportunity to design this out if the maximum quantum of development proposed is to be achieved. It is recognised that this will be a high density development however a necessary consequence of such limited private space must be provision of adequate, high quality communal open space. The implications for requirements for play space and open areas are addressed below, in Chapter 22.0 of this report.

## 20.4.2 Visual Amenity

20.4.2.1 A number of residential properties relating to Langland Drive and Peel Green have direct and open views across the canal to the application site. Others, such as those towards the western end of Langland Drive, benefit from a belt of tree planting and landscaping along the northern bank which would serve to filter views of the TW buildings. The LVIA correctly identifies that the construction phases of development, particularly those located close to the MSC, will have an adverse impact on the visual amenity of these residents. It is considered that the applicant will need to develop a package of mitigation measures that will help soften the visual impacts of construction for Salford residents. For example, temporary landscaping in the form of tree planting positioned on top of earthworks, set behind naturalistic scrub, could provide a layered approach to screening lower-level construction activities.

The applicant has confirmed that a section on 'temporary landscaping and open space' will be included in the 'Design Framework'. There shall be a requirement for this to be submitted to, and approved by, the LPA prior to commencement of any construction works. This document and the CEMP are considered to be acceptable mechanisms for agreeing detailed mitigation measures.

20.4.2.2 With respect to the operational phases of development, it is considered that the applicant's judgement that high quality design and landscaping should equate to a beneficial impact is a valid one; however it should also be recognised that the proposed development will lead to a fundamental change to the landscape character of the area, from naturalistic urban-fringe, to highly urban and managed. This change is evident from the Visual Analysis provided within the LVIA. Whilst such a transformation may be welcomed by some, other residents may not be of the same opinion, something that is acknowledged within the applicant's LVIA. Notwithstanding the above, given the separation distances that will exist between existing and new development across the MSC, and that the benefits of redeveloping the site for new housing far outweigh the loss of an enclosed green-field site, the impact that might result from the development on the visual amenities of residents north of the canal is considered to be acceptable. It is however important that new development along the MSC makes best use of the opportunity to improve the character of the area through the design/materials of its buildings and quality of its landscaping, to ensure that the impact on visual amenity is not unduly detrimental.

20.4.2.3 A Lighting Assessment should be submitted as part of relevant Reserved Matters applications so that the impact of night-time illumination from new buildings and the waterfront on Salford residents can be considered.

20.4.2.4 Within the development it is considered that the visual amenity afforded to prospective residents can be enhanced through the design of the TW buildings and the quality of its landscaping. Where possible, apartments should benefit from an outlook across areas of open space, the MSC, or over landscaped internal courtyards. It is considered that the illustrative Masterplan provides a number of opportunities for these objectives to be achieved.

## **20.5 Summary**

20.5.1 The closest residential properties to the application site are those situated within Salford, on the northern side of the MSC. The nearest Trafford residents are located 600m away, south of the M60 motorway. The construction phases of development will have an adverse impact on visual amenity for those Salford residents that have an outlook across to the site, although this would not be a permanent impact and could be mitigated to a degree through the introduction of temporary landscaping along the southern bank of the MSC. The completed TW scheme is considered to be capable of having an acceptable impact on the amenity of Salford residents, providing that the new buildings fronting the canal achieve the required standards of

design and that night-time illumination is kept to an acceptable level. Within the site it is considered that there may be instances where the Council's amenity standards are not met in full but, at this Outline Stage, it is considered that the development is capable of achieving an acceptable level of amenity for its prospective residents. The Outline application is therefore considered to be compliant with Policy L7 of the Trafford Core Strategy.

## **21.0 URBAN DESIGN**

### **21.1 Introduction**

21.1.1 As the application is submitted in Outline, with approval sought only for means of access, any comments on the design of the proposed layout or individual buildings are necessarily limited at this stage. However, it is possible and relevant to consider whether the outline design parameters provide an adequate framework for the delivery of good quality, contextual places at the Reserved Matters stage. This section will also comment on whether the illustrative proposals, as shown within the Masterplan and DAS, appear to represent an acceptable way of delivering the TW development within the identified parameters.

### **21.2 Proposals**

21.2.1 The Parameter Plans submitted with the application identify, amongst other things, key areas of open space within TW; maximum building-heights; land-use zoning; and the locations of key pedestrian and vehicular routes into, and through, the site. In addition to the Parameter Plans, the applicant's Design and Access Statement and Illustrative/Landscape Masterplans outline the fundamental design principles for the development.

#### **21.2.2 Parameter Plans**

The key Urban Design principles that the applicant has sought to fix within the four Parameter Plans can be summarised as follows:

##### **21.2.2.1 Use**

In the main, commercial development would be focussed in the southern half of the site, adjacent to the Trafford Way and Trafford Boulevard highways, whilst the residential blocks will be principally located in the central and northern portions of TW.

##### **21.2.2.2 Access and Constraints**

A 25m wide axis/view corridor to All Saints Church will be retained through the middle of TW. A series of pedestrian only and vehicular/pedestrian accesses into the site have been identified and provision is made for a high-level pedestrian link over Trafford Boulevard (Green Bridge). A continuous pedestrian route across the site will be delivered, between two fixed points identified on Trafford Way and Redclyffe Road.

### 21.2.2.3 Building Heights

This plan identifies the maximum building heights permissible within various zones across the site, ranging from four-storeys to 16 storeys. In general the lowest development will be located in the area around All Saints Church and St. Catherine's Cemetery. The highest blocks are proposed either side of the central axis/view corridor; parallel to the canal; and in the south-eastern corner adjacent to the Green Bridge. In some of these locations development will achieve a minimum height of 6-storeys.

### 21.2.2.4 Landscape

This plan sets out the key areas of open space that will be delivered at TW, including a public open space (POS) corridor that runs from the MSC to the proposed Green Bridge. This area will be a minimum of 2ha in size and would incorporate new water features. Public open space will also be provided adjacent to All Saints Church and alongside the MSC. The existing greenspaces parallel to Old Barton Road and within St. Catherine's Cemetery will be retained. A Waterfront 'node' will be introduced on the bank of the canal, at the head of the POS corridor.

## 21.3 Applicant's Submission

### 21.3.1 Design and Access Statement (DAS)

21.3.1.1 The DAS identifies a number of key design principles that set the spatial framework for the site. It also provides more detailed description, supported by precedent images, in support of the Illustrative Masterplan that accompanies the application.

21.3.1.2 Section 4.1 explains that a set of principles were established by the applicant during the early stages of the project, which will be useful in ensuring that a clear shared vision can be maintained over a long development timeframe. Those that are most relevant to urban design are listed below:

- Create a place. A new neighbourhood with spatial quality, amenity, viable densities, variety and identity.
- Create an environment which will be attractive to families.
- Provide a context for All Saints Church and a relationship to the Barton upon Irwell Conservation Area.
- Create a 'destination' on the Ship Canal and open up the waterfront.
- Ensure excellent connectivity across the site and into the wider area.
- Provide a robust urban design framework which will underpin future design development.

21.3.1.3 Further principles identified by the applicant but not fixed by the Parameters Plans are set out in Section 4.2.1 and include:

- A strong visual connection from the Trafford Centre Bus Station to the MSC waterfront.
- A permeable, open-edged development to the north, maximising views to the MSC.
- A strong, 'urban' edge to face Trafford Boulevard and Trafford Way.
- Screening of the substation to the east and a new 'high street' as a positive response to the constraints of the High Voltage cables associated with it.

21.3.1.4 Sections 4.3-4.6 of the DAS describe in more detail how a series of design issues *could* be dealt with, whilst working within the spatial framework set by the Parameters Plans and the Masterplan Principles. It divides the TW development into four distinct character areas, which are described as follows:



#### 21.3.1.5 'Urban Village'

Located within the centre of the site, the Urban Village will be the focus for residential development at TW with high density homes set in a network of well connected, high quality open spaces. A mix of land uses located along the Boulevard and to the edges of Central Park will create vitality within the urban village and... will meet the needs of urban living. At the heart of the development will be Central Park, which will provide a 'green lung', an expansive soft landscape and welcome contrast to the dense, urban character of the wider neighbourhood.

#### 21.3.1.6 'Commercial Hub'

The Commercial hub is located adjacent to Trafford Boulevard and Trafford Way. It will form the heart of the office and ancillary retail/leisure development at TW. As the arrival destination for both the Green Bridge and the potential future Metrolink stop, connectivity will be a vital asset for the hub's businesses, offices and shops. The Commercial Hub area will comprise of a wide range of spaces, from small streets to wide avenues, civic squares to grand plazas, which will create dynamic activity throughout the quarter.

#### 21.3.1.7 'All Saints'

At the north-east of TW, the All Saints character area will offer a mix of multi-functional open spaces and streets with a 'Homezone' character to them. A large open space with peripheral development will provide a flexible landscape reminiscent of a traditional Village Green. A quieter public realm, All Saints will be a complementary contrast to the urban lifestyle afforded by the rest of the TW development.

#### 21.3.1.8 Barton Banks

Barton Banks will provide a new way to experience the MSC, celebrating its industrial heritage and providing new recreational pursuits along an accessible edge. Running along the embankment of the canal, the journey through Barton Banks will one of contrast; from contemporary leisure hub at Barton Point (waterfront 'node') to naturalistic wetland habitat, punctuated by landmark waterfront residences.

21.3.1.9 The DAS indicates that although new homes will be delivered in apartment buildings as part of a high density development, a broad range of residential typologies have been provided within the Masterplan. These include courtyard blocks enclosing a semi-private central space; mid-rise linear blocks and taller 'point' blocks. By integrating two-storey duplex units into the lower levels of buildings, a series of 'town houses' can be provided to line street frontages. Each of these units could have its own front door and a small front garden.

21.3.1.10 The DAS identifies a need to connect TW to the public transport infrastructure in the TCR (bus station and proposed Metrolink stop). After investigating and discounting the possibility of providing a successful at grade crossing, a 'Green Bridge' has been proposed. It comprises of a broad, open, landscaped area that rises slowly from the site and becomes a piece of raised public spaces as well as a means of crossing the road below.

### 21.3.2 Template Design Framework

21.3.2.1 In addition to the DAS, a template Design Framework has been submitted for the LPA's consideration. This will be worked up and resubmitted in full ahead of the approval of the first Reserved Matters application. The Design Framework is intended to provide guidance on the design of specific elements of TW for use during the detailed design applications. It will provide

a framework for the developer of each phase to work within but, importantly, it also addresses the whole site in a comprehensive manner. The Design Framework will be updated and agreed with the LPA prior to each phase of development coming forward and it will provide the mechanism for control over the design of the development.

## **21.4 Officer Comment**

### **21.4.1 Policy**

21.4.1.1 Policy SL4.5 of the Core Strategy requires the TW development to deliver an attractive pedestrian link across Trafford Boulevard, connecting it with the Trafford Centre Bus Station, and to allow for the routing through the site of local public transport.

21.4.1.2 In relation to matters of design, Policy L7 of the CS requires development, amongst other things, to be appropriate in its context; make best use of opportunities to improve the character of an area; make appropriate provision for open space; and enhance the streetscene or character of the area by appropriately addressing scale, density, height, massing and layout.

### **21.4.2 Design Review**

21.4.2.1 As part of the pre-application process for TW, the LPA invited a panel of suitably qualified professionals from 'Places Matter!' to undertake a design review of the Illustrative Masterplan proposals. They considered TW to be a comprehensive scheme which feels convincing, with a real quality to the character areas defined. They went on to state that the thought given to the layout makes a great deal of sense, with a commercial urban side to the southwest through to more residential streets and smaller scale (development) near the church.

### **21.4.3 Arrangement of Land Uses**

21.4.3.1 The arrangement of land uses, as shown on the 'Use' Parameters Plan, is considered to be logical and provides a strong framework for delivering a clear 'sense of place' at TW. Non-residential uses have been positioned close to the major highways, with the DAS indicating that supporting commercial uses (such as shops, restaurants and healthcare facilities) could be located close to the foot of the Green Bridge, which represents a key gateway into the site.

21.4.3.2 The canal-side and area around All Saints Church are considered to be excellent settings for new residential development, which can be utilised to create distinct character areas within TW.

21.4.3.3 Flexibility has been built into the Parameter Plans to allow a degree of commercial floor-space within the ground-floors of apartment buildings and for



apartments to occupy some of the upper-floors to commercial/office buildings. This mixed-use approach is supported by officers, subject to the applicant adequately demonstrating at Reserved Matters stage that specific uses will not result in undue harm to residential amenity.

21.4.3.4 The school site has been positioned to the side of TW's principal residential zone and adjacent to a proposed area of open space, which is considered to be reasonable.

21.4.3.5 It is considered that the scale, range and mix of land-uses proposed as part of the development, coupled with those that already exist close to the site, could contribute towards creating a truly sustainable community within TW, providing that they are delivered within a high quality environment that is adequately served by public transport.

#### 21.4.4 Layout

21.4.4.1 Whilst layout remains a matter reserved for later determination, it is possible to get a broad sense of the potential structure to TW from the Parameter Plans, which show the location of principal open-spaces, points of access and the protected view corridor. The central 'green link' and the 25m wide axis road, which run perpendicular to each other across the site, are features that can facilitate pedestrian movement and that new buildings can front onto. Built development will generally be set away from the outer edges of the site behind linear areas of landscaping and/or public open space. It is considered that this approach will allow for development to be delivered at a high density, which is welcomed, whilst still providing easy access to green spaces for residents, employees and visitors. It is noted that the shape and arrangement of green spaces at TW will allow for many of the new buildings to achieve an outlook over them.

21.4.4.2 The Landscape and Illustrative Masterplans shows approximately 49 buildings set around an irregular, but hierarchical, street pattern, interspersed with pockets of open-space. The arrangement of buildings is particularly dense within the 'Commercial Hub', whilst the spacing between blocks is noticeably more generous within the residential zones, which is logical. The buildings within this layout generally pay due regard to their surroundings, such as the MSC, surrounding road network, or open/public space. It is worth noting however that Places Matter! expressed concern with the orientation of some of the residential blocks, particularly in relation to the amount of direct sunlight that might be afforded to some of the elevations, although such matters can be considered fully at Reserved Matters stage.

#### 21.4.5 Access and Legibility

21.4.5.1 The Access and Constraints Parameters Plan identifies three points of entry into the site for vehicular traffic, all of which lead from Trafford Way. Whilst a more even distribution of access/egress points might normally be preferable, this approach will prevent the site becoming a 'rat run' for vehicles

passing through the TCR and will also direct traffic away from Redclyffe Road. The inclusion of a controlled access from Redclyffe Road, the use of which will be restricted to public transport (and emergency services) only, will provide bus services with the opportunity to re-route through the site on their way to/from the ITC, thus increasing the accessibility of TW for its users.

21.4.5.2 Several pedestrian access points into the site have been proposed. Their frequency and spacing are considered to be acceptable and they have been logically positioned. It is hoped that they will help to integrate what is currently an 'island' site into the wider area. The proposed pedestrian island crossing on Redclyffe Road will provide users of TW with safer and easier access to routes along the nearby Bridgewater Canal, and is supported by Policy 17 of the Barton-upon-Irwell CAMP.

21.4.5.3 The commitment to providing a continuous pedestrian/vehicle route across the site, between Trafford Way and Redclyffe Road, is supported. It is also noted that the Parameter Plans provide further opportunities for pedestrian movement through the site in the form of the 25m-wide axis (Boulevard) and POS corridor (Central Park). In addition to pedestrian routes, a series of cycling routes should thread through TW and connect up with existing cycle lands/routes outside of the site (e.g. National Cycling Route 55).

21.4.5.4 The creation of a pedestrian route over Trafford Boulevard, which links the ITC with TW, is a requirement under Policy SL4 of the Core Strategy. It is considered that this feature has the potential to significantly enhance the connectivity of the site to public transport and retail facilities and therefore enhance the overall sustainability of the scheme. However it is also considered that its success will be dependent on it providing a safe and attractive means of crossing a busy road, at all times of the day/night. These are, however, matters that will be assessed in detail as part of a Reserved Matters Application.

21.4.5.5 Overall it is considered that the Parameter Plans provide an adequate starting point for creating a highly accessible and legible environment, however to achieve this they will need to be supported by a coherent public realm and a well-considered network of streets/routes within the site.

21.4.5.6 The Landscape and Illustrative Masterplans, supported by the DAS (Section 4.3.2.5), shows a clear hierarchy to the layout, function and character of streets within the TW development. It is considered that such an approach, if followed through at the detailed design stage, would create a well-connected and legible environment that provides for the needs of both vehicular traffic and pedestrians/cyclists.

21.4.5.7 The majority of buildings shown on the Masterplan layouts appear to be of courtyard or finger block design. However the DAS notes that a number of focal-point buildings will be constructed at TW, as a sequence along the main site axis and at termination points to long views. These landmark

buildings will help to orientate people and draw them through the development.

#### 21.4.6 Townscape

21.4.6.1 The application seeks consent to erect a series of buildings up to 16-storeys in height in an area that currently contains buildings of varying scale. To the south-west is the 'Venus' office building (c.8-storeys) and beyond that the substantial form of the Chill Factor-e winter village. Development is of a much smaller, domestic scale on the opposite side of the MSC and within the Conservation Area on the Trafford side, whilst large industrial/retail warehouses exist to the east. The ITC is, in the main, not a tall building however it covers a significant area and dominates views of the TCR. As previously noted in this report, the application site itself is immediately surrounded by the existing highway network and the MSC.

21.4.6.2 The development of tall buildings as part of TW is considered to be acceptable in principle, given the 'island nature' of the existing site, the character of the surrounding area, and the need to create a high quality, landmark development. It is further considered that high density development, through the construction of tall buildings, will make efficient use of the available land, capitalise on the site's good accessibility and will enable the level of future growth identified for the TCR within the Core Strategy to be delivered. Issues relating to the development's impact on microclimate will be discussed in a later section of this report. It should also be noted that no objections to the application have been received from City Airport, in respect of intrusion into safeguarded surfaces to the flight-path, although they have recommended that conditions be added that require the applicant to demonstrate the safeguarded surfaces will not be affected at both the Reserved Matters stage and upon completion of individual buildings.

21.4.6.3 Following an amendment to the scheme, the distribution of maximum building heights across the site is considered to adequately respond to the context of TWs' immediate surroundings. In particular, lower-scale buildings in the area around All Saints Church will help to prevent the listed buildings and nearby heritage assets from being overwhelmed by the development. Moreover, locating the tallest buildings along the central boulevard, and the area around the Green Bridge, will reinforce the importance of these locations as a primary street and a gateway into the site respectively. The applicant's inclusion of a minimum building height parameter (six storeys) to these two areas will also facilitate the delivery of strong frontages.

#### 21.4.7 Other Matters

21.4.7.1 Whilst purely indicative, the Character Areas identified for TW provide a clear indication of the applicant's aspirations for the site, and the quality of the proposed development. It is hoped that the distinct sense of place identified for each of them will underpin firstly the development of the Design

Framework document, and then subsequently the detailed design of the buildings and spaces that come to occupy this site.

21.4.7.2 A reasonable range of apartment typologies have been identified within the Illustrative Masterplan and the potential to incorporate duplex units on the lower floors is welcomed, as elements such as own front doors and small, semi-private gardens will help to create well defined streets that lend themselves to family living.

#### 21.4.8 Template Design Framework

21.4.8.1 The LPA are satisfied that a Design Framework represents an appropriate vehicle for setting down a series of key design and masterplanning principles for TW in advance of the first Reserved Matters applications being submitted. Furthermore, the scope for this document to be regularly updated over the long lifespan of the build provides the level of flexibility required to prevent latter phases of development being based on potentially outdated design principles. The headings identified by the applicant within their Template Design Framework sufficiently demonstrate that the final document will cover the relevant issues. The use of a Design Framework (including the headings set out within it) will be secured as part of an appropriately worded condition.

### 21.5 Summary

21.5.1 The Parameter Plans submitted with this Outline application provide an adequate spatial framework for the Masterplan principles (which are generally considered to be of good quality) identified within illustrative plans and the DAS to be realised. These plans will be supported by a Design Framework, which will provide design guidance on some of the more specific elements of TW, for use and consideration during the assessment of applications for Reserved Matters. The Outline application is therefore considered to be compliant with the relevant policies within the NPPF and with Policy L7 of the Trafford Core Strategy.

## 22.0 SPATIAL GREEN INFRASTRUCTURE (OPEN SPACE, SEMI-NATURAL GREENSPACE AND OUTDOOR SPORTS PROVISION).

### 22.1 Introduction

22.1.1 In assessing this Outline application it is relevant to consider whether such a high density development is capable of providing future residents within TW with adequate access to open space, sports and recreational facilities. The delivery of an appropriate greenspace strategy for TW has the potential to enhance the quality of life and physical well-being of its resident community, along with the overall attractiveness of the scheme.

22.1.2 The Council's Policy documents identify the different types of Spatial Green Infrastructure that residents of Trafford should reasonably have access to. The Trafford Green-space Strategy (2010) and SPD1: Planning Obligations (2014) explain how these infrastructure types are generally characterised, whilst Policy R5 of the Trafford Core Strategy sets out the quantity that should be provided by new developments, based on a 'per 1,000 population' basis. This information is summarised within Table 21.1 below.

Facility	Character	Quantity Standard (Per 1,000 population)	Accessibility (from site)
Local Open Space	Includes open space with the primary function of informal recreation or play, and excludes stand-alone semi-natural green-space and sports grounds.	1.35ha	Within 300m
Semi-Natural Greenspace	Areas of accessible woodland, nature reserves and reclaimed land of varying size with natural character, in some cases including footpaths and interpretation. High biodiversity value and rural feel.	2ha	Within 1,200m
Children's Equipped Play (including teenagers)	Facilities providing <i>inter alia</i> play equipment, landscaping and seating within a fenced area. Can be split into: <ul style="list-style-type: none"> <li>• Local Area for Play (LAP – toddlers);</li> <li>• Locally Equipped Area for Play (LEAP – junior play);</li> <li>• Neighbourhood Equipped Area for Play (NEAP – all age groups).</li> </ul>	0.14ha	240m children 600m young people
Outdoor Sports	Facilities suitable for formal, organised sport (such as football, rugby, cricket and bowls pitches) and informal sport (such as tennis, basketball and Multi-Use Games Areas).	1ha	1,800m

**Table 21.1 – Standards for Spatial Green Infrastructure**

22.1.3 The applicant has submitted a 'Landscape Parameters Plan', which identifies the minimum area and broad location of the development's key pieces of

open space. This is supported by an 'Illustrative Landscape Masterplan' and a 'Landscape Strategy', embedded into the main body of the DAS, which sets out the quantity, quality and character of open-space that the development could deliver. A final position statement, entitled 'Landscape and Open Space Strategy' was submitted in April 2016. The Design Framework Template includes a chapter entitled: Landscape and Open Space Strategy.

## **22.2 Proposals**

22.2.1 The Landscape Parameter Plan illustrates both the green aspects of the site that will remain largely 'as existing' within the TW scheme, and those areas where a new character of open space will be manufactured. It shows that the cemetery associated with the former St. Catherine's Church will be kept free of development, as will the existing belt of mature trees that runs alongside Barton Embankment.

22.2.2 The principal area of open space to be provided within TW relates to a green corridor (known as 'Central Park' within the DAS) that incorporates new water features, following a re-profiling of the existing canal basins. New structural public open space (POS) would also be created along the length of the site's boundary with the MSC and in the area adjacent to All Saints Church. A long strip of temporary open space would be delivered adjacent to Trafford Way. This would only be removed to make way for the delivery of an extended Trafford Park Metrolink line.

22.2.3 The applicant's Landscape and Open Space Strategy (April 2016) states that 8.04ha of public open space will be provided within the TW site. Added to this will be 0.6ha of children's equipped play space and four Multi-Use Games Areas (MUGAs).

## **22.3 Applicant's Submission**

### **22.3.1 Appropriateness of applying the Council's standards in full**

22.3.1.1 The applicant has sought to justify why the Council's standards for open space provision (set out in Policy R5 of the Core Strategy and SPD1: Planning Obligations, 2014) should not be met in full at TW. The DAS states that TW is not a typical family housing scheme and therefore the standards, whilst providing some common sense guidance, do not take into account the unique challenges of providing family homes in high density neighbourhoods, nor do they take account for the long-term benefits and opportunities presented by developments in sole private ownership. Whilst TW recognises and seeks to achieve the standards set out in Trafford's policy guidance, the Landscape Strategy proposes an approach to meeting the needs of the community through a holistic approach that meets current best practice guidance for similar high density developments.

22.3.1.2 Policy R5 does not say that development must provide open space in accordance with the guidelines in Table R5.3, but that "all development will be

expected to contribute on an appropriate scale to the provision of the above standards” (R5.4) (which refers to the table as set out in 21.1 above). Additionally it does not specify the quality of open space that should be provided. The open space proposed at TW will be of a significantly higher quality than would be expected in suburban developments, as Peel understands that for a scheme of this scale and density, the landscape must be multi-functional and work harder.

### 22.3.2 Spatial Green Infrastructure provision within the TW site

22.3.2.1 The current Illustrative Masterplan shows that 8.04ha of public open space can be provided. When considered with courtyard amenity space and play facilities, this equates to approximately 38% of the site being occupied by open space. The Landscape Strategy sets out a clear commitment to delivering high quality, multi-functional public open space that is well-connected. An open-space hierarchy in section 4.3.2 of the DAS provides a detailed breakdown of open-space by type and sets out quality principles that will help to deliver what the applicant describes as ‘an exceptional environment’. The Landscape Strategy proposes the creation of a new Neighbourhood Park and Local Park which meet Trafford’s green-space standards.

22.3.2.2 The Trafford Waters development will provide 0.6ha of equipped play space that is spread throughout the site and located close to residential development. Section 4.3.2 of the DAS sets out a detailed play strategy that provides a network of diverse and connected play environments of various scales, from doorstep play opportunities to natural play landscapes to formal neighbourhood activity zones. This strategy has been guided by the key principles within Play England’s ‘Designing for Play’ document.

22.3.2.3 The area enjoys a good level of accessibility to semi-natural green-space (SNG) and outdoor sports, with an over-provision in Urmston and Flixton. Therefore the needs of the TW population will be largely met off-site in this respect. There are however opportunities to improve existing local habitats, particularly along the Ship Canal waterfront, and to make better connections between the green assets (such as the nearby Bridgewater Canal). Additionally, two communal sports areas will provide four MUGAs.

### 22.3.3 Comparisons with other developments

22.3.3.1 The applicant considers that, rather than applying metrics of open space provision that are conventionally applied to low density suburban developments, it is instead more appropriate to draw comparisons between TW and other high-density mixed-use developments. Media City UK provides open space at the rate of 1ha per 1,236 dwellings. This reduced quantum reflects the urban character and multi-functionality of the spaces created and was supported by Salford City Council. Elements of the landscape include interactive children’s play features and a MUGA on the roof of the UTC building. TW will provide 1ha per 375 dwellings.

22.3.3.2 East Village in London, the redeveloped athlete’s village of the 2012 Olympics, is another appropriate reference scheme. It provides 1ha of open space per 317 apartments, with 3.5ha of the 8.9ha of open space provided on-site and the remainder as adjacent wetlands in the Queen Elizabeth Park.

## 22.4 Officer Comment

### 22.4.1 Relevant Policy

22.4.1.1 Policy R5 of the Core Strategy and SPD1: Planning Obligations (2014) set out the type and scale of Spatial Green Infrastructure that residents of a new development should have access to. The table below applies these standards to the applicant’s indicative TW population of 6,990 persons and then provides a comparison against the level of provision that has been proposed within the applicant’s Masterplan.

Facility	Quantity required under Council’s Standards, based on residential population of 6,990	Provision proposed by applicant
Local Open Space	9.44ha	8.00ha*
Semi-Natural Greenspace	13.98ha	Nil*
Children/young people’s equipped play	0.98ha	0.60ha
Outdoor sports	6.99ha	4 MUGAs

\*Whilst the Landscape Strategy indicates that the development will rely on existing, off-site SNG to serve the TW residents, it is noted that some of the LOS could be considered to be of a SNG character, although the applicant has chosen to count it towards their LOS provision.

### 22.4.2 Appropriateness of applying the Council’s standards in full

22.4.2.1 The LPA does not accept that the standards are more applicable to the needs of a population residing in low-density, suburban housing. Typically new dwellings situated within such developments will benefit from their own areas of private garden space and will be located in established residential locations, with good access to nearby public parks of varying scales. Thus it is arguably *less* critical for a low-density development to meet the standards in full, when compared to a high-density apartment scheme such as TW which, in the main, does not provide private garden space for residents and does not benefit from good access to any substantive parks. Therefore it is considered that the Council’s Standards continue to provide an appropriate benchmark for the type and scale of facilities that would normally be required to serve a population of this size.

### **Spatial Green Infrastructure provision within the TW site**

### 22.4.3 Children and Young Person’s Equipped Play



22.4.3.1 As noted above, 0.6ha of Children's/Young Person's Equipped Play will be provided within the TW site. This figure has been increased by the applicant during the course of the application, from 0.4ha. The indicative arrangement shown on page 84 of the DAS suggests that children within TW would have excellent access to play facilities throughout the residential zones of the site. Many would be delivered as LAP'S and placed within the semi-private courtyards to apartment blocks. Other play areas, including what appears to be two LEAPs and two NEAPS, would be located in publicly accessible parts of the site. Whilst the overall quantum of play-space provision would fall short of meeting the standard set out in Policy R5, which equates to 0.98ha at TW, in this instance the proposed provision of 0.6ha is considered to be acceptable for the following reasons:

- It is likely that a proportion of the units will be delivered as one-bedroom apartments, which are not expected to accommodate children. As such the demand for play facilities would be reduced to a degree.
- Officers are satisfied that, from the information provided within the Open Space Strategy, the Masterplan layout is capable of delivering a good range and quality of equipped play facilities. The Spatial Design Framework (discussed in Chapter 20) should build on this and continue to demonstrate that this will be the case.
- All three of the required types of play areas (LAPs, LEAPs and NEAPs) will be delivered and have been shown to be readily accessible to residents across the site.

Therefore it is considered that the proposed provision of children's/young person's equipped play space at TW will adequately meet the needs of its residents.

#### 22.4.4 Semi-Natural Greenspace (SNG)

22.4.4.1 The Landscape Strategy submitted with the application considers that there is an over-provision of SNG in the area around TW and as such the development does not need to deliver new areas within the application site to serve its future residents. However, the applicant's assessment assumes that the available SNG will only be used by the proposed TW population, when in reality these greenspaces are already in demand from the existing, surrounding population in Urmston and Eccles. A bespoke assessment has been undertaken by the LPA, using an established methodology; this identified that there is actually a deficiency in SNG in the area surrounding the application site. The closest area of substantive SNG identified within Trafford's Greenspace Strategy (2010) is Davyhulme Millennium Nature Reserve on the other side of the M60. Whilst this is located 1.6km from the TW site, its public access point is located on Eddisbury Avenue in Flixton, a 3.8km walk away. Therefore, limited weight is afforded to the ability for existing, off-site SNG facilities to serve the needs of the TW population, given that they are not readily accessible from the site and are, in any event, already functioning beyond capacity.

22.4.4.2 In response the applicant has highlighted that there may be opportunities for the introduction of temporary SNG within the application site, on those areas of land that are awaiting development as part of the latter phases of TW. The Design Framework Template includes a section on 'Open-space/landscaping' within the Chapter on 'Temporary Development', whilst Chapter 6.2 of the DAS, 'Phasing the Environment' identifies where and when temporary landscaping works could be introduced. This approach is welcomed by Officers, however it will be of a temporary nature and will only serve the TW population for a limited period of time; thus, in planning terms, only limited weight should be afforded to the benefits brought about by its provision.

22.4.4.3 In recognition of the challenges associated with providing large areas of SNG within such a high density development, the LPA has sought to identify off-site projects in the local area for the applicant to contribute towards, as an alternative to on-site mitigation. The applicant has stated that these projects are not necessary or feasible and that part of the land shown within one of the projects is not under their control.

22.4.4.4 Following the above, the applicant was invited to provide a contribution towards the improvement and maintenance of Sale Water Park, an area of SNG of strategic importance and accessible via cycle and Metrolink (upon completion of the Trafford Park line) from the TW site. Again the applicant considered such a contribution to be unnecessary.

22.4.4.5 Therefore the applicant's Outline submission does not provide for any permanent provision of SNG, either within the application site or outside of it. The surrounding area is deficient in SNG and the closest recognised greenspace of this character within Trafford is located 3.8km away. Certain elements of the TW Landscape Masterplan, such as St. Catherine's Cemetery and the strip next to the MSC, could be considered to have a naturalistic and biodiverse character to them; however the applicant has chosen to class these areas as Local Open Space, which is discussed in detail later in this report.

#### 22.4.5 Outdoor Sports

22.4.5.1 The applicant also considers there to be an over-provision of Outdoor Sports facilities in the area around TW and therefore no new provision is required to serve future residents of the development. Notwithstanding this they have committed to providing four MUGA pitches. However, again the demands of the existing, surrounding population have not been accounted for and a bespoke assessment undertaken by the LPA has revealed that the area around the application site is deficient. It is recognised that a series of sports facilities exist within the nearby Trafford Leisure Village, including the Trafford Soccerdome and Trafford Golf Centre, however these are private facilities and therefore only moderate weight has been afforded to their presence. The closest publically accessible facilities in Trafford can be found in Broadway

Park, 1.1km away on the other side of the M60. Paticroft Recreation Ground in Eccles is 700m away to the north.

22.4.5.2 The proposed on-site MUGA provision will be a good addition to TW, providing that it remains publically accessible. However it is considered that other facilities that provide for a range of other Outdoor Sports (including wheeled sports such as skateboarding and BMX etc.) should be provided. Following discussions with the applicant, the Design Framework Template has been revised to include a requirement for the applicant to provide areas for ball games and wheeled play. This could include on-site provision or off-site provision on land owned by the applicant close to the site and/or the provision of facilities on the roof, or within the basement level, of certain buildings within the development.

22.4.5.3 It is recognised that there is again scope for temporary Outdoor Sports facilities to be introduced within those areas of the site that are awaiting development as part of the latter phases of TW. The temporary MUGA at Media City represents a good example of how this can work in practice. The Template Design Framework includes a section on 'Open-space/landscaping' within the Section on 'Temporary Development', which could be expanded to include Outdoor Sports facilities. Chapter 6.2 of the DAS, 'Phasing the Environment' identifies where and when temporary landscaping works could be introduced. This approach would be welcomed by the LPA, however it will be of a temporary nature and will only serve the TW population for a limited period of time; thus, in planning terms, only limited weight should be afforded to the benefits brought about by its provision.

22.4.5.4 Therefore, it is considered that whilst the applicant's Outline submission provides few opportunities for future residents to engage in outdoor sports activities within the TW site, it is hoped that some provision will be made, opportunities for which can be identified through the Design Framework Template.

#### 22.4.6 Local Open Space

22.4.6.1 Trafford's Greenspace Strategy document (January 2010) reveals that the TW site lies far beyond the 300m catchment area from the nearest publically accessible local open space, which is located at Broadway Park (1.1km away) on the other side of the M60. The site also lies outside of the catchment for Town (1km), Borough (2km) and Country (4km) Parks in the area. The applicant's DAS recognises this and notes that all of the closest greenspaces within Trafford are located south/west of the M60 and are presently cut off from the TW site (Pge 67). It goes on to state that the four parks located closest to TW are below standard in terms of quality of play and sports provision. Page 70 of the DAS concludes that access to large parks and open space is poor in this area and therefore it is important that, where possible, local open space requirements are met within the site boundary.

22.4.6.2 The proposed Landscape Parameter Planas originally submitted set the location and broad character of 5.87ha of the 8.04ha of open space that the applicant had committed to delivering at TW, excluding the temporary strip adjacent to Trafford Way which is pending the delivery of Metrolink. Within the LOS provision, 1.2ha would comprise of landscaping adjacent to the new canalside highway, west of the proposed buildings, and the existing belt of trees next to Barton Embankment. It is fully accepted that these areas should be counted as LOS and that, if properly landscaped, they will have a visual amenity quality to them. Notwithstanding this though, it is unlikely that they will be particularly well used, given their peripheral location, and it is considered unlikely that they will function as destination spaces where residents choose to spend time.

22.4.6.3 St. Catherine's Cemetery occupies an area of 0.78ha. As part of the proposals it will be retained and enhanced so as to provide visitors to TW with a space for quiet reflection away from the busy urban streets. Whilst such a space will undoubtedly complement a development of the size and density proposed at TW, its ability to act as a multi-functional space is considered to be limited. Much of the open space marked on the Parameter Plans for 'Barton Banks' (1.14ha) and 'Central Park' (2ha) will likely be occupied by wetland plant species and a series of weirs respectively. Again, opportunities for large numbers of people to congregate and engage in informal recreation and play will be limited.

22.4.6.4 Whilst officers are satisfied that the open spaces referenced above will be delivered to a high standard, it is noted that many of these areas principally serve to encourage movement, or provide formal landscaping. As a result was considered that there would be few spaces within TW that are both multi-functional and capable of accommodating large numbers of people. Areas of this character are considered to be a fundamental requirement for the TW development, given its high density; large population; distance from existing substantive parks; and significant shortfall in achieving the Council's greenspace standards.

22.4.6.5 One area of proposed greenspace that does appear capable of facilitating informal recreation and free play is the parcel of land next to All Saints Church. Originally shown as an area of 0.56ha of open space, the Illustrative Landscape Masterplan allocated nearly half of this area for one of the required NEAPs, suggesting that the adjacent 'Village Green' (0.32ha) would only be able to accommodate a moderate number of people.

22.4.6.6 In considering what would be an appropriate size to serve the 3,000 units at TW, it is relevant to consider Policy requirements set out by Trafford Council and areas of a similar character that have been delivered or approved as part of other 'residential-led', high density developments.

## **Policy Requirement**

22.4.6.7 Policy guidance on the minimum size of informal recreation area that should be provided can be found within the Council's SPD1: Planning Obligations (2014). Given that the predicted population of TW is 6,990, it is considered that the development should be delivering an informal recreation space that covers a minimum area of 0.85ha.

## **Comparison to other Schemes**

22.4.6.8 The applicant seeks to make a comparison with other high density developments, specifically MediaCityUK and East Village in London. Officers have assessed the size of the principal open space proposed as part of a series of comparison schemes, including two where Peel Land and Property Ltd was also the applicant (Wirral Waters and Liverpool Waters). The developments, excluding TW, provide a principal area of informal open space at an average ratio of 0.29ha per thousand units. When applied to the 3,000 apartments proposed at TW this would require a provision of a consolidated open area 0.87ha in size.

22.4.6.9 However, it is not considered appropriate to attach too much weight to the total amount of open space delivered within either case study. Media City is a commercial-led, rather than a residential-led, development that centres on the offices and studios of the BBC and ITV and a smaller proportion of the apartments delivered within Media City will be suitable for family-living.

22.4.6.10 Whilst TW would provide a similar level of open-space to that directly apportioned to the East Village development in Stratford, London, East Village also benefits from the wider Queen Elizabeth Olympic Park, which adjoins the development and which covers a total area of 226 hectares. In contrast, TW does not benefit from being within the Council's Greenspace Strategy catchment areas for any other substantive areas of local open space (e.g. local park, neighbourhood park etc.).

22.4.6.11 In response to concerns expressed by Officers about the quantum of space provided, and in particular about the need for a consolidated area of informal recreational space, the applicant has produced an amended Landscape Parameter Plan, which incorporates part of the originally proposed school site into an enlarged area of open space next to All Saints Church covering a total area of 0.91ha. The intention here is to develop a shared-use agreement, whereby the school would have exclusive access to a clearly defined proportion of this open space (which Officers consider should be approximately 6,030sqm) during school hours and the wider community would be able to freely use it at all other times. More specifically, the shared-use areas could be laid out as MUGAs and a playing pitch for the school, with this latter facility doubling up as an informal recreation space for the remaining TW population.

22.4.6.12 The implications of this amendment for the provision of adequate education facilities at TW is addressed later, in Chapter 24 of this report. The applicant's shared-use strategy has been reviewed by officers and, whilst not ideal, will deliver the overall size of communal space that has been identified by officers as being required for this type of development. The need to keep school children using the shared spaces safe and secure makes it unlikely that the 0.91ha recreation area will be delivered as a continuous, open space. However, the provision of a junior playing pitch will, by definition, provide a permanently open grassed-space and it is considered that there will be opportunities for other, smaller open areas to be developed as part of the communal spaces next to All Saints Church that aren't shared with the school. It is anticipated that the school will typically use the shared space facilities during the working week, at times when demand for access to informal recreation space from the wider TW community will be reduced. Thus, the uses of this shared space are considered to be complementary. Notwithstanding this, careful consideration needs to be given to the arrangement of the shared areas within the wider open space to ensure that the resulting non-shared space(s) are of a useable size that can be enjoyed and suitably used by the TW community. These issues are dealt with in the conditions relating to the provision of the 0.91ha of space and shared use.

22.4.6.13 The applicant's revised area of open space next to All Saints Church extends over part of apartment block 'NN', as set out on the Illustrative Masterplan, which would potentially necessitate the re-distribution of some units across the remainder of the site. Notwithstanding the fact that the application has been submitted in Outline, and that any layout of built-form is indicative, Officers have considered the consequences, in practical terms, of this amendment. A bespoke assessment of 'capacity' by officers has shown that apartments can be readily redistributed to other parts of the site if required; thus, with the enlarged area of informal open space in place, it is considered that the capacity would still exist to enable the full quantum of development proposed at TW to be delivered within the submitted Parameter Plans.

## **22.5 Summary on Spatial Green Infrastructure**

22.5.1 Access to existing open spaces and large parks is poor in this area, with the closest facilities in Trafford located south/west of the M60 and therefore cut-off from the site. The applicant's Landscape Parameters Plan and Landscape and Open space Strategy show that TW would deliver a series of structural green-spaces within the site, including 'Central Park'; 'All Saints Village Green' and 'Barton Banks'. Whilst the LPA has adopted a holistic approach to assessing the proposals, it is noted that they would deliver spatial green infrastructure which, when compared to the Council's standards in Policy R5, would result in modest shortfalls in the level of local open space and children's equipped play space delivered. Significant shortfalls would exist in the level of SNG and outdoor sports facilities provided for the TW residents. Whilst there is concern that some of the proposed spaces will provide limited

opportunities for informal recreation, other areas have the potential to be genuinely well-used by both residents and visitors. It is the applicant's intention to build and maintain the public realm to a high standard and they have confirmed that scope exists for temporary green-space to be provided within the site, in advance of the latter phases being built out. Officers consider it important that a single, open area of informal recreation space, which is of an appropriate size for a development of this scale and in this location is provided. It is therefore considered appropriate to impose a planning condition that secures an informal recreation space measuring 0.91ha in size. Notwithstanding this, it is still considered overall that the Local Open Space, Semi-Natural Greenspace and Outdoor Sports Provision falls short of that required by Core Strategy Policy R5. Notwithstanding the status of the Core Strategy housing policies, given the Council's lack of a deliverable five year housing supply, Policy R5 is not considered to be out of date. Spatial Green Infrastructure issues are considered further in the Planning Balance at the end of this report.

## **23.0 SPECIFIC GREEN INFRASTRUCTURE**

### **23.1. Introduction**

23.1.1. Tree planting will form an important part of the landscaping at TW and should be supported by alternative treatments to ensure that an appropriate network of green infrastructure is delivered within the site.

### **23.2. Applicant's Submission**

23.2.1. To meet Trafford's standards for replacement tree planting, set out in SPD1: Planning Obligations (2014), approximately 7,500 trees (or equivalent green infrastructure) would be required. The urban character of a high density neighbourhood makes meeting these metrics difficult. Section 4.3.2 of the DAS provides a green infrastructure strategy which aims to provide tree planting with urban greening (green roofs and green walls) and habitat creation to create an improved environment.

23.2.2. The unique character and spatial qualities associated with this high density neighbourhood makes meeting the standard for allotment provision at TW (49 plots or 1.23ha) impossible and inappropriate, although the Design Framework Template includes provision for the consideration of food growing areas.

23.2.3. All of the landscape and public realm infrastructure at TW will remain in Peel's ownership and will be maintained to a high standard.

### **23.3. Officer Comment**

23.3.1. The applicant's commitment to managing and maintaining all of the landscape and public realm infrastructure at TW is welcomed and should allow for a high standard of GI provision to be delivered within the site.

23.3.2. The amount of tree planting that should be sought for typical developments is set out in Table 3.3 of SPD1 (2014). It states, for example, that one tree per apartment, or per 30sqm of office floor-space (GIA), will normally be considered acceptable. Trees planted are in addition to requirements covering replacement planting as a result of trees felled on the site.

23.3.3. The LPA accepts that TW is a high density development and that, as such, it would be unrealistic to expect 7,500 trees to be planted within the application site. Tree planting should however form an important part of the public realm at TW as, in addition to its aesthetic qualities, it will assist in partially mitigating the heat island effect that currently exists in the area around Trafford Park and can provide benefits to pedestrian comfort in windy conditions. Therefore the applicant is expected to make best use of opportunities to provide some of the other forms of Green Infrastructure, which are also set out in Table 3.3, in lieu of the likely deficit in tree planting. Examples of this alternative GI include the planting of native hedges; the provision of green roofs/walls and the addition of biodiversity or landscaping elements to a SUDS scheme. It is recommended that regular consideration should be given as to how Specific GI can and will be delivered within TW as part of the Design Framework process. The applicant has added a heading to this effect into the Design Framework Template to reflect this.

23.3.4. Whilst the LPA accepts that meeting the Council's standards for allotment provision (1.23ha) would not represent the best use of land on the TW site, it is considered that the development can still provide opportunities for 'food growing space' to be provided, for example on the roof tops of certain apartment buildings. The applicant should give consideration to this within the above-referenced GI Strategy.

### **23.4. Summary**

23.4.1. On the above basis, the Specific Green infrastructure provision is considered to be acceptable.

## **24.0 EDUCATION**

### **24.1. Introduction**

24.1.1. The introduction of a large residential population within the development site, particularly one with a strong family dimension to it, will create an additional demand for school places in the area. For TW to function as a truly sustainable community, it should be clear that this additional



demand will be adequately catered for. Chapter 7 of the ES (Socio-Economics) includes a section that assesses the requirement for new school places. This has subsequently been supported by a series of short notes as discussions on this matter have progressed with the LPA.

## **24.2. Proposals**

24.2.1.1. The development description seeks consent for up to 3,000 new dwellings at TW, along with a new primary school. The 'Use' Parameter Plan preserves a 1.2ha area of land adjacent to All Saints Presbytery, upon which the school and a 0.91ha area of consolidated open space would be accommodated. Part of this open space would operate on a 'shared-use' basis with the school.

24.2.1.2. The 'Access and Constraints' Plan shows that the nearby vehicular access from Redcylffe Road would be available for use by public transport and emergency service vehicles only after the completion of Phase 1.

## **24.3. Applicant's Submission**

24.3.1.1. Table 7.23 of the ES provides a breakdown of the anticipated child yield associated with a completed TW development. It reads as follows:

<b>Age Group</b>	<b>Child Yield Estimate</b>
Nursery pupil yield	86
Primary pupil yield	303
Secondary pupil yield	216
Post 16 pupil yield	86
<b>Total</b>	<b>692</b>

**Table 22.1 – Applicant's anticipated child yield**

24.3.1.2. A proportion of children moving into the development would move within the Borough. Therefore, the net demand for school places would likely be less than the estimated number shown above.

24.3.1.3. The ES also contains the results of a review of available capacity at primary schools and secondary schools within an identified catchment area. It shows that there are 25 state primary schools within 2 miles of the application site, which are operating over capacity by a combined 593 pupil places. In particular, 13 of these schools are located within Trafford (with the others situated in Salford) and are operating over-capacity by a combined 319 pupil spaces.

24.3.1.4. Secondary schools are planned on a Borough-wide basis, as secondary level children tend to travel further to school. There are a total of 3,867 surplus pupil spaces at secondary level across both the Trafford and Salford Boroughs.

24.3.1.5. A site for a school is included within the proposals in order to meet the needs of the residential community and in particular the family housing that will be brought forward to the site. This will assist with the overarching objective to deliver urban family living at TW. The external funding mechanism and timescales for provision will be confirmed with the Local Education Authority (LEA) at an appropriate stage in the phasing of the development.

24.3.1.6. The applicant has provided a case study from the Royal Borough of Kensington and Chelsea (RBKC) to demonstrate how a modern primary school can be accommodated within a high density urban area but still provide the facilities required by its pupils. It relates to the delivery of a new two-form entry (2FE) school, which opened in May 2014, on a site of 6,341sqm. It has been built across three-storays and provides 3,500sqm of outdoor space.

24.3.1.7. During the course of the application process, the applicant submitted a Counsel opinion to the LPA that sought to demonstrate why they should not be required to pay for the construction of the school. It states that if an item is included in the Council's Community Infrastructure Levy Regulation 123 List, it cannot be provided by (way) of a Section 106 for planning applications. The Council's Regulation 123 List includes 'school facilities'. It clearly sets out a number of areas where new schools will be built... but it also has the catch-all phrase of "Borough-wide expansion of primary schools to provide additional intake places". It does not say "existing" schools, so this text would include extensions to existing schools as well as new schools. It is clear from this Regulation 123 List that education facilities should be provided by way of CIL receipts. The applicant believes that to ask them to pay for the construction of the school would be in contravention of the CIL Regulations and the Government guidance on double counting.

#### **24.4. Officer Comment**

24.4.1.1. Policy SL4.5 of the Trafford Core Strategy requires the TW site to be supported by community facilities... including school provision... of a scale appropriate to the needs of the new community.

##### **Primary School Places**

###### Existing Capacity in the Area

24.4.1.2. Since 2009 schools in the Urmston area (within which the application site sits) that had previously benefitted from a surplus of available school places have begun filling up. Inspection of data from the 2011 census reveals that, whilst birth rates in Urmston have not risen as steeply as in other parts of the Borough, there has been migration into the area, possibly through young families being attracted to the quality of its schools.

24.4.1.3. The Local Education Authority (LEA) within the Council have undertaken a review of capacity data, dating from the academic year 2014/15, for those schools within Trafford that are located within 2.4 miles (3.9km) of

the application site. This showed that the majority of schools in the local area are oversubscribed, with a total deficit of 24 school places identified. A representation has been received from Kingsway Primary School (1.4 miles away) stating that it is not yet at capacity, a position which noted and reflected within the LEA's assessment Forecasts for the following three years suggest that the two catchment areas closest to the application site will only be able to absorb demand generated through natural migration. These projections are, however, considered to represent an optimistic picture of future capacity in this area.

24.4.1.4. A similar picture can be seen across the border in Salford, where a surplus of only 7 spaces has been recorded within the Eccles North and Eccles South catchment areas for the school year 2015/16. Looking forwards, whilst Salford's LEA have forecasted a modest surplus in South Eccles up to 2022, they consider that this area will be required to absorb the demand from schools within the adjoining North Eccles catchment, which is already oversubscribed and nearing saturation point with respect to the LEA's physical estate. Furthermore both of these areas are predicted to experience additional population migration over the next six years and North Eccles in particular could experience significant housing growth (up to c. 500 new units).

24.4.1.5. Notwithstanding the lack of available capacity that has been identified at surrounding primary schools, the TW site is surrounded by a series of busy trunk roads and subsequently it is considered that it would be unrealistic and unsafe for parents and children to walk across this network of highways in order to reach a primary school that is located more than a mile from their home. It is therefore clear that the demand for primary school places that is generated by the proposed development needs to be accommodated within the application site.

#### Required Size of School

24.4.1.6. The LEA has identified a need for up to a 2FE school (420 pupils) to be associated with the TW development. This has been informed by the primary school pupil yield rate recorded for the existing catchment areas closest to TW.

24.4.1.7. When the yield rate is applied to the entirety of the TW development (3,000 units), a demand for 582 primary school places is generated. This broadly equates to a 3FE school. It is however acknowledged that a 3FE will not be necessary in this instance, despite the site's suburban location. TW is not considered to be a typical residential development in so much that it does not comprise of a series of large dwellinghouses arranged at low density. Equally though this is not a city-centre style scheme, where pupil yield rates are generally much lower; this is demonstrated through the applicant's commitment to providing a minimum of 700 family units within the development.

24.4.1.8. Given the unusual nature of the TW development, it is considered to be important that any Outline permission contains an appropriate level of flexibility, which will allow the school development to respond to the needs of its population, once they become known. It is therefore proposed that a mechanism be built into the permission that allows the school to be delivered initially as a 1FE (210 pupils), and then expanded to a 2FE should an assessment of the child yield residing with TW identify a need for it.

Required Land Area for the School

24.4.1.9. Guidance on the site size requirements for primary schools is provided within the Department for Education’s (DfE) ‘Building Bulletin 103: Area guidelines for mainstream schools’ and accompanying site size calculator. The guidance recommends that the following areas should be achieved for a 2FE school.

Facility	Area - sqm for a 2FE school
Soft Outdoor PE (sports pitches to suit team games)	8,400
Hard Outdoor PE (Multi-Use Games Areas - MUGAs)	1,030
Soft Informal and Social (soft surfaced areas, gathering areas, planted areas or meadowland)	1,440
Hard Informal and Social (hard surfaced playgrounds)	620
Habitat (outdoor classroom spaces)	210
Float	2,650
Net Site Area	14,350
Non-Net (footprint of all buildings and parking access and servicing space)	2,282
Total Site Area	16,632

**Table 22.1 – DfE site size recommendations**

24.4.1.10. During the course of the application, the applicant has been asked to increase the area of land that they originally made available for the delivery of the school (which stood at 0.575ha), in order to meet the best practice guidelines set out above. In response the applicant produced a revised Parameter Plan that shows a 1.20ha area of land that would be reserved for the school site and a consolidated area of open-space (0.91ha). Part of the open space would operate on a ‘shared-use’ basis to facilitate the provision of increased ‘soft outdoor PE’ areas. More specifically, the other part of the school site, measuring up to 0.29ha, would accommodate the school buildings, parking facilities and playgrounds (hard informal and social areas). The shared-use area, which the applicant hasn’t provided a size for, would be made available for use by the wider TW community outside of school hours.

24.4.1.11. Inspection of the BB103 Guidance and accompanying School Size Calculator reveals that a 0.29ha parcel of land reserved solely for the delivery of school facilities would be of sufficient size to accommodate the school building, parking, access and servicing facilities (non-net space), which require 2,282sqm. If necessary, some of the school buildings can be constructed as two-storey or three-storey structures. The DfE Site Size

Calculator advises that, in designing sites for new schools where there is limited outdoor space available to pupils on a restricted site, priority should first be given to the provision of 'Hard Informal and Social' areas (playgrounds). Sufficient space should be made to incorporate the full 620sqm recommendation here.

24.4.1.12. The 'shared-use' area will be required to accommodate 'Hard Outdoor PE' space (1,030sqm), the facility identified by the DfE as being the second-highest priority. This could be delivered as two MUGAs (for netball/basketball, tennis and five-a-side football), which the applicant has already referenced in their DAS and shown on the Indicative Landscape Masterplan.

24.4.1.13. Following on from the above, insufficient space would realistically exist with the 0.91ha area of open space to allow for 8,400sqm of Soft Outdoor PE space to be delivered, which is the 'best practice' amount recommended by the DfE's School Size Calculator. In any event officers consider that it would not be appropriate for all of this area to operate under a shared-use agreement as a useable area should reasonably remain free for use by the TW population at all times.

24.4.1.14. The LEA has advised that junior-aged children must have access to a playing field, which is required to be suitable for its purpose. The same requirement does not exist for infant-aged children. The statutory minimum team game playing field area for a school with up to 200 pupils above the age of eight (which would apply to the 2FE at TW) is 5,000sqm. If dimensioned appropriately, a space of this size could be capable of accommodating a range of team sport pitches, including junior football and rugby, mini hockey (seven-a-side) and rounders. When the Soft Outdoor PE provision is added to the Hard Outdoor PE space, the overall requirement generated is for a 6,030sqm shared-use space to serve the TW school.

24.4.1.15. Given the need to make best use of the available space, it is considered that there is no requirement for a 'float' allowance to be accommodated within the school proposals and 'habitat' space may be discounted also as some of the public open spaces created by the TW development could potential be utilised, including the new wetland areas at the fringe of the MSC .

24.4.1.16. Therefore, whilst the overall site area for the school falls short of achieving the recommended guidelines within DfE: BB103, it is considered that it will still be capable of accommodating two forms of entry in buildings that benefit from appropriate facilities and on land that provides a range of outdoor play and social opportunities. Weight is also afforded to the need to make best-use of the opportunities available to the entire TW site through the delivery of a high-density mixed-use development. Therefore, on balance, the size of the school site is considered to be acceptable. A shared-use agreement should be entered into between the school and the applicant to provide clarity on matters such as hours of use and maintenance/management responsibilities. This shall be secured by an

appropriately worded condition. The implications on the quality of open-space that will be available to the TW community, as a result of the shared-use agreement, are assessed as part of Chapter 22 of this report.

#### Means of Delivery

- 24.4.1.17. Policy SL4 of the Core Strategy requires 2/3 of the 1,050 residential units allocated for the TW site to be suitable for family-living. It is considered that completion and occupation of these units could create a sufficient primary pupil yield to support a 1FE school. As such the applicant will be required to deliver a 1FE school capable of operation prior to the occupation of the 1,050<sup>th</sup> unit at TW. If the applicant chooses to deliver the school in a phased approach, rather than as a continuous 2FE construction, they will subsequently be required to undertake regular assessments of need for a second form of entry at the school.
- 24.4.1.18. The applicant has indicated that the construction of the primary school should be funded by monies received by the Council as part of the Community Infrastructure Levy that it applies to new developments in the Borough. This is on the basis that the CIL 123 List includes the “Borough-wide expansion of primary schools to provide additional intake places” amongst the projects that will be funded through CIL.
- 24.4.1.19. The LPA strongly disagree with the applicant’s view that the school construction should be funded through CIL monies. Leading Counsel have advised the LPA that this interpretation is incorrect, as there is a clear distinction made within the CIL 123 List between the provision of specific, named new schools to be constructed (such as a 2FE at Carrington – SL5) and the expansion of schools. The word ‘expansion’ is necessarily something different from ‘provision’.
- 24.4.1.20. The paragraphs above have demonstrated the need for a school at the TW site. The applicant has proposed a development (3,000 units) that goes far beyond that proposed within the Core Strategy (1,050 units) and yet is relying on the CIL 123 List, which is in fact based on the scale of development set out in the Core strategy. This approach is inconsistent and flawed.
- 24.4.1.21. Therefore, it is the view of officers that the Council should not be responsible for paying for the construction of the primary school. In response, the applicant has agreed to a condition, which prevents more than 1,050 units being occupied until a school has been delivered at TW. The condition provides the flexibility for the school to be constructed continuously as a 2FE facility, or in two phases, opening initially as a 1FE school.

#### Nursery School Places

- 24.4.1.22. The proposed primary school does not include an associated nursery, nor is consent expressly sought for one elsewhere within the site. The

description of development does however allow for one to be delivered in the future, as part of the 6,700sqm of commercial floor-space that can be used on a flexible basis within Use Classes A1, A2, A3, A4, A5, D1 and D2. A nursery would fall within Use Class D1. Table 7.23 of the applicant's ES indicates that a Nursery pupil yield of 86 could be expected from the TW population. As part of a 'community uses' condition attached to any Outline permission, the applicant will be required to undertake an assessment of need for, *inter alia*, nursery school places arising from the TW population in advance of each Reserved Matters application. Should an identified need arise, the applicant should set out the means for it to be met within, or in close proximity to, the development site.

### **Secondary School Places**

24.4.1.23. It is accepted that there is currently sufficient capacity within existing secondary schools in the Borough to accommodate the additional demand for secondary school places generated by the TW development. Therefore there is no requirement for the applicant to fund or deliver new secondary school places as part of this application.

### **24.5. Summary**

24.5.1.1. A need has been identified for up to a 2FE primary school to be constructed within the application site, given the likely demand for school places that will be generated by the development and that existing primary schools are located beyond reasonable walking distance and are functioning at capacity. With the assistance of a shared-use agreement to secure an enlarged area for Soft Outdoor PE, the school site will be large enough to provide adequate open space facilities for a 2FE school. Conditions will be added to any permission requiring the school to be constructed as an initial 1FE by the time that the 1,050<sup>th</sup> dwelling has been occupied. Sufficient capacity exists within the Borough to absorb the demand generated by the development for secondary school places. The applicant will be required to undertake an assessment of need for nursery school places, as development at TW comes forward. Should an identified need arise, the applicant will set out the means for it to be met within, or in close proximity to, the development site. Therefore, this aspect of the development is considered to be compliant with Policy SL4 of the Core Strategy and the NPPF.

## **25.0 HEALTHCARE AND OTHER COMMUNITY FACILITIES**

### **25.1. Introduction**

25.1.1. The introduction of a large residential population within the development site will also generate additional demand for access to health and other community facilities. For TW to function as a truly sustainable community, this demand should be adequately catered for. Chapter 7 of the

ES (Socio-Economics) includes a section that assesses the requirement for new GPs to be provided as a result of the development.

## **25.2. Proposals**

25.2.1. The development description seeks consent for up to 3,000 new dwellings at TW, along with 6,700sqm of commercial accommodation to be used flexibly within a range of use classes, including D1 (non-residential institutions), which covers Health Centres, Dentist Surgeries and Meeting Places/Halls. However, consent has not been expressly sought for any of these specific uses.

## **25.3. Applicant's Submission**

25.3.1. The ES reports that there are eight General Practitioner's (GP) surgeries within a one mile radius of the site, five of which are accepting new patients. The average list size of these five local GP surgeries is 1,386 patients per GP. However, an average of 1,800 patients per GP is considered acceptable, based on frequently used planning assumptions. If the number of patients registered with the five local GP surgeries increased by 5,692, the number of patients per GP would increase to 1,766. This indicates that in the local area there is sufficient GP capacity to deal with the additional demand generated by the proposed development. However, a GP surgery can be provided on site if there is demand.

25.3.2. Paragraph 10.38 of the TA, which sits within the Chapter on the Travel Plan for TW, states that a community centre will be provided at the centre of the site within the mixed-use area, close to the Green Bridge. This Centre will contain the central facilities associated with the Travel Plan measures, such as the offices for the car share, car hire and cycle clubs' offices.

25.3.3. Section 1.8 of the applicant's DAS sets out the 'Project Rationale' for TW. Part of it states that proposals could be brought forward for development at lower density but, after consideration, this option was rejected as it would not provide the critical mass of population to support a sufficient range of facilities and could not support the transport and infrastructure investment required to deliver a truly sustainable neighbourhood. A study by Barton et. Al (2003) has been adapted to show the range of community facilities that could be supported by a residential population of 6,900, which is what the applicant has projected for TW. The study indicates that a catchment population of 4,000 people is required to support a community centre, whilst 6,000 would sustain a local centre. A Nursery can be supported by a population of 2,000.

## **25.4. Officer Comment**

### **Healthcare Facilities**

25.4.1. SPD1: Planning Obligations (2014) identifies healthcare as a planning obligation that the Council may seek and states that healthcare facilities within



the vicinity of strategic locations are to be sought through a s106 agreement. In this instance the application site sits within the TCR Strategic Location, which is covered by Policy SL4. It states that the Core Strategy requires community facilities including... health facilities of a scale appropriate to meet the needs of the community to be delivered as part of new development at TW (SL4.5).

25.4.2. The development proposals have been reviewed by the Trafford Clinical Commissioning Group (CCG), who consider TW to have the potential to accommodate a residential population of 7,500 people - based on an average of 2.5 residents per dwelling. On this basis, the development will generate a demand for 4.2 Whole Time Equivalent (WTE) GPs.

25.4.3. The CCG go on to report that the site falls within the 'West Trafford Neighbourhood Locality'. A review of practice list sizes in July 2016 has revealed that existing surgeries within this Locality are already oversubscribed by a total of 8,921 people, which equates to an existing deficit of 4.9 WTE GP's. The nearest existing practice to the application site within Trafford is Davyhulme Medical Centre, which is located 1.33km to the south and has a deficit of 0.2 WTE GPs. It is clear from this data that there is no GP capacity within the nearest practice, or within the wider Trafford locality, to accommodate any of the anticipated increase in population resulting from the TW development.

25.4.4. Based on the forecasted population at TW, and the Department of Health's 'Health Building Note 11:01 – Facilities for Primary and Community Care Services,' the CCG has estimated that a 'free at the point of use' facility covering some 805sqm would be required to serve the demand generated by the TW development based on present day demand. TW is, however, a development that will be constructed in phases over a period of 15-20 years and it is recognised that the healthcare needs for the site, and the best way of delivering them, may be different from those above at the point that they are required. Therefore it is considered to be appropriate for an assessment of need for healthcare facilities to be undertaken by the applicant in advance of submitting each Reserved Matters application. This will be secured as part of an appropriately worded condition and will be used to identify the appropriate point in time for delivering new healthcare facilities. The condition will require the applicant to set out how any identified need will be met and delivered. Subject to compliance with this condition, this element of the Outline scheme is considered to be acceptable.

#### Other Community Facilities

25.4.5. Paragraph 70 of the NPPF states that, to deliver the social, recreational and cultural facilities and services the community needs, planning policies and decisions should plan positively for the provision and use of shared space, community facilities (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential

environments. Policy SL4.5 of the Trafford Core Strategy states that the development at Trafford Quays (now Trafford Waters) will be required to provide community facilities including convenience retail, school provision and health facilities of a scale appropriate to the needs of the new community.

25.4.6. The policies referenced above confirm that community facilities are seen, both nationally and locally, as being an important part of creating a truly sustainable development. The applicant's DAS supports the view of officers that the TW population should reasonably have access to, and would be able to sustain the use of, meeting places/centres. It is considered that such spaces could be used to cater for a variety of different clubs and activities. It is recognised that the applicant will retain control of day-to-day site management duties at TW and therefore there is an opportunity to adopt a more fluid and flexible approach towards the sourcing of community meeting spaces – one which could take the particular needs of each community group/club into consideration. Therefore, rather than requiring the provision of a 'one-size-fits-all' community centre, it is considered appropriate in this instance for the applicant to submit a 'community management strategy' that sets out how they will endeavour to accommodate the meeting place needs of the TW community, in consultation with the Local Authority. This strategy will be secured through an appropriately worded condition.

25.4.7. The provision of retail and school facilities has already been discussed in Chapters 10 and 24 of this report respectively. Sports venues/facilities are assessed in Chapter 22. It is considered that, if required, religious groups may be able to access small-medium sized meeting spaces through the contacts provided by the community management strategy referenced in the paragraph above. It is hoped that improved access to cultural facilities will be brought about by the public realm enhancements proposed by the applicant in the area around St. Catherine's Cemetery / the southern side of the Barton-upon Irwell Conservation Area. In any event, this will be considered further as part of the Design Framework and applications for Reserved Matters.

## **25.5. Summary**

25.5.1. The introduction of a large residential population within the development site will also generate additional demand for access to health and other community facilities. The development proposals allow for such facilities to be delivered on-site, if necessary, as they include 6,700sqm of commercial floor-space to be provided on a flexible basis, including within Use Class D1. The Trafford Clinical Commissioning Group (CCG) has identified a need for an 805sqm healthcare facility to serve the forecasted residential population within TW, based on present day data. A condition will be attached to any permission that requires the applicant to regularly review the need for new healthcare facilities to serve the TW population. The applicant will also be responsible for ensuring that any identified need is appropriately met. Similarly, a community management strategy will be provided by the applicant, which shall set out the steps they shall take in order to reasonably accommodate the particular meeting space needs of the TW community. On

this basis, the application is considered to be in accordance with Policy SL4 and L2 of the Core Strategy and the NPPF.

## **26.0 HIGHWAYS AND TRANSPORTATION**

### **26.1. Introduction**

26.1.1. The application site is bound by highways on three sides. To the east is Redclyffe Road (B5211) which provides a crossing point over the MSC to link Trafford with Eccles. A series of dual-carriageways (Trafford Boulevard – B5214 and Trafford Way) and roundabouts (Ellesmere Circle and Bridgewater Circle) are located to the south of the site, separating it from the Intu Trafford Centre (ITC). This infrastructure serves to connect the TCR with Junction 10 of the M60 Motorway to the west (500m), and the wider Trafford Park Industrial Estate to the east. Barton Embankment forms part of the western site boundary, although presently this road only serves as an access to the David Lloyd Leisure Club. The bus station associated with the ITC is located approximately 100m south of the site, on the opposite side of Trafford Boulevard.

26.1.2. The existing road network conditions for the areas around Junction 8-18 of the M60 are described within the 'Manchester North-West Quadrant Study – Initial Report'. This notes that the study area suffers from severe congestion and the majority of the links within it fall within the worst 10% nationally in terms of journey speed and journey time reliability. These issues are intensified where local traffic is also making use of the Strategic Road Network (SRN). It goes on to note that these impacts have been observed throughout the working day and certain periods during weekends. It is important to note that this is the baseline situation and it would not be expected that any development would look to improve this situation; which needs to be co-ordinated at a pan-organisational level. Rather, the test is whether the impacts of any development would be 'severe' in NPPF terms i.e. that the existing situation would be made so much worse that there would be a severe impact.

26.1.3. The scale of the development proposed and the baseline network conditions described above has necessitated the submission of a Transport Assessment and accompanying Appendices document with the application. This considers the locational context and accessibility of the site in more detail; provides multi-modal modelling for trips associated with the development; undertakes a traffic impact analysis; sets out a parking strategy and outlines a Framework Travel Plan. Each of these matters will be addressed within this Chapter of the Report.

26.1.4. During the course of the application process the TA has been supplemented by a series of Technical Notes, submitted on behalf of the applicant. These will be referred to in this Chapter whenever relevant.

## **26.2. Relevant Planning Policy**

26.2.1. Paragraph 32 of the NPPF states that decisions for developments that generate significant amounts of movement should take account of whether:

- The opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure;
- Safe and suitable access to the site can be achieved for all people; and
- Improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of the development are severe.

26.2.2. Policy L4 of the Core Strategy relates to Sustainable Transport and Accessibility. The principal points to note from this policy, in relation to the TW development, include:

- L4.7, which states that the Council will not grant planning permission for new development that is likely to have a significant adverse impact on the safe and efficient operation of the Strategic Road Network (SRN) and the Primary and Local Highway Authority Network unless and until appropriate transport infrastructure improvements and/or traffic mitigation measures and the programme for implementation are secured.
- L4.1(e), which states that the Council will ensure that, as appropriate, development proposals within less sustainable locations throughout the Borough, including sites within the Strategic Locations of Carrington and the Trafford Centre Rectangle, ....will deliver, or significantly contribute towards the delivery of, measures to secure infrastructure and services that will improve access to more sustainable transport choices.

26.2.3. Policy SL4.5 of the Core Strategy states that for development at the 'Trafford Quays' (now Trafford Waters) site, the following will be required:

- An attractive, direct pedestrian link across Trafford Boulevard, connecting TQ to the Trafford Centre Bus Station and the Trafford Centre.
- The routing, through the site, of local public transport provision.

26.2.4. Other aspects of the Core Strategy will be referenced, where appropriate, within the analysis section of this Chapter.

26.2.5. The Council has adopted a Supplementary Planning Document entitled SPD3: Parking Standards and Design. As above, guidance contained within it that is applicable to the TW development will be referenced within the analysis sections of this Chapter.

## **26.3. Multi-Modal Trip Monitoring**

26.3.1. The applicant's TA provides predicted data on the number of car driver trips generated by the development and the distribution of these trips. This has been derived using 'starting point' data from the Trip Rate Information Computer System (TRICS) and mode share data (for the residential and office

uses), which in turn have been input into the Greater Manchester Strategic Planning Model (GMSPM) – TfGM’s overarching multi-modal model. Data has been supplied for three-hour periods to cover the AM and PM weekday peaks on the network.

26.3.2. In reviewing the TA, Highways England’s (HE) consultant considered the applicant’s mode share percentages for public transport to be overly optimistic. As a result an alternative mode splits were derived on behalf of HE, which forecasted a higher proportion of vehicle trips and a reduced public transport take-up for trips associated with the development.

26.3.3. In response the applicant has referenced the mode splits forecasted and observed at nearby Media City, as justification for their TW mode share. Both HE and TfGM consider Media City to be a different type of development to TW and, as a result, consider the ‘alternative’ residential mode share produced by HE’s consultants to be a more realistic representation of the likely TW operation than the splits set out within the TA. The LHA consider both the TA and the alternative residential modal shares to be reasonable. As a result they confirmed that it would be worthwhile to also feed the alternative mode share into the ‘VISSIM’ model to create a robust sensitivity test to the applicant’s TA.

#### **26.4. Updated VISSIM Model**

26.4.1. The opportunity was taken to geographically refine (extend) the VISSIM model to generate a bespoke microsimulation model that incorporates Junctions 8-13 (inclusive) of the M60 and elements of the Local Road Network in the vicinity of the site. Both an updated version of the applicant’s TA (‘Do Something’ 1 Scenario – hereon in referred to as DS1) and HE’s Alternative approach (‘Do Something’ 2 – hereon in referred to as DS2 Scenario) were fed into the enhanced VISSIM model. A map of the modelled area is, which is extracted from the Local Model Validation Report, is enclosed within Appendix C of this report.

#### **26.5. Applicant’s Identified Mitigating Infrastructure**

26.5.1. The applicant has identified the following new infrastructure as being necessary to mitigate the traffic impacts of the TW development. This has been fed into the VISSIM model simultaneously with the vehicle trip forecasts/quantum of proposed development for TW. This process has been repeated for each of the two ‘Do Something’ (DS) scenarios.

##### **26.5.2. Access Infrastructure**

- Trafford Way access (& Bus Gate conversion of Redclyffe Road access);

##### **26.5.3. Off-Site Highway Infrastructure**

- Part WGIS;
- Full WGIS;
- Ellesmere Circle improvement (amendment to consented Full WGIS);

- J10 improvement (amendment to consented Full WGIS);
- WGIS/Trafford Way improvement (amendment to consented Full WGIS);
- Installation of Canal access route;

#### 26.5.4. Accessibility and Public Transport Infrastructure

- Diversion of Redclyffe Road bus services through the site;
- Introduction of WG1 bus service;
- Introduction of the Metrolink Trafford Park line;
- Pedestrian bridge to ITC Bus Station/ITC Metrolink Station

26.5.5. Each item has been included within the above referenced modelling work for both DS Scenarios. The phasing and trigger points for this infrastructure are discussed later in this Chapter.

### **26.6. Traffic Impact Analysis**

26.6.1. Results have been produced from the modelled DS1 and DS2 Scenarios in relation to junction delay, junction queues, travel times and overall network performance statistics. Each of these has been reviewed in comparison to the applicant's 'Do Minimum' (DM) position, which relates to the Trafford Quays applications referenced in Chapter 2 of this report (extant permission and committee resolution) and also includes Full WGIS and a number of nearby committed developments. It is not appropriate to make a comparison against the existing network conditions that can be seen 'on-site' today (i.e. with none of the committed developments or highways works in place).

### **26.7. Weekday Analysis**

26.7.1. The peak weekday peak periods covered by the TA are 07.00-10.00 for the AM and 16.00-19.00 for the PM. During the course of the application this analysis has been refined to focus on the individual peak hour within each of these periods (08.00-09.00 and 17.00-18.00).

26.7.2. It is worth noting that the consultant operating the VISSIM model reported that there is network instability inherent within the results for the PM peak period. It is difficult to model traffic on an already busy and congested network. In their view it is inevitable that the model will produce varying journey time predictions when adding additional traffic volumes onto an existing congested network. They state however that a microsimulation environment remains an adequate way of representing the network.

26.7.3. The tables below show the forecasted traffic flows through the key junctions around the site, for both the DM and two DS scenarios. The areas shaded red highlight those junctions where the TW scheme will generate increased traffic flows compared to the TQ DM scenario. Graphs illustrating this information have been attached to this report within Appendix D.

Junction	DM	DS1	DS2	DS1-DM	DS2-DM	DS1 % increase	DS2 % increase
Junction 9	13,976	14,315	14,305	339	329	2.43%	2.35%
Junction 10	13,862	13,957	14,123	95	261	0.69%	1.88%
Junction 11	12,258	12,818	12,807	560	549	4.57%	4.48%
Bridgewater Circle	3,537	3,469	3,864	-68	327	-1.92%	9.25%
Ellesmere Circle	3,328	3,327	3,453	-1	125	-0.03%	3.76%
Barton Dock Road/Phoenix Way	1,259	1,335	1,395	76	136	6.04%	10.80%
Trafford Way/ Barton Embankment	1,209	971	1,039	-238	-170	-19.69%	-14.06%
Redclyffe Road / B&Q access	1,540	1,611	1,633	71	93	4.61%	6.04%

**Table 26.1: Traffic Flows – AM Peak Hour (08.00 – 09.00)**

**Table 26.2: Traffic Flows – PM Peak Hour (17.00 – 18.00)**

Junction	DM	DS1	DS2	DS1-DM	DS2-DM	DS1 % increase	DS2 % increase
Junction 9	11,840	11,762	12,365	-78	525	-0.66%	4.43%
Junction 10	11,235	11,768	12,178	533	943	4.74%	8.39%
Junction 11	11,447	11,953	12,085	506	638	4.42%	5.57%
Bridgewater Circle	4,096	4,509	4,819	413	723	10.08%	17.65%
Ellesmere Circle	3,360	3,734	3,830	374	470	11.13%	13.99%
Barton Dock Road/ Phoenix Way	2,230	2,293	2,310	63	80	2.83%	3.59%
Trafford Way/ Barton Embankment	1,728	1,726	1,852	-2	124	-0.12%	7.18%
Redclyffe Road / B&Q access	1,786	2,005	2,071	219	285	12.26%	15.96%

26.7.4. The tables above show that the TW development, in both scenarios, would lead to a modest increase in traffic flows through the majority of the junctions, compared to the corresponding 'Do Minimum' position. Higher flows have generally been reported for 'Do Something 2' compared to 'Do Something 1' as this scenario assumed a greater number of vehicle trips on the network, as a result of lower public transport use.

26.7.5. Data relating to the forecasted level of 'delay' at each junction can be combined with the predicted traffic flows to calculate the average delay per vehicle, in each of the weekday peak hours. This information is displayed in the table below. It evidences the impact of the development on users of the network. Further tables and graphs illustrating the extent of any delay generated by the TW development are attached to this report as an Appendix.

Junction	AM PEAK				PM PEAK		
	DM	DS1	DS2		DM	DS1	DS2
Junction 9	54	36	35		117	131	112
Junction 10	23	21	21		107	95	97
Junction 11	9	10	10		62	65	62
Bridgewater Circle	34	26	29		45	40	38
Ellesmere Circle	38	39	41		101	56	57
Barton Dock Road/ Phoenix Way	16	16	16		26	24	23
Trafford Way/ Barton Embankment	3	7	7		2	5	5

Redclyffe Road / B&Q access	11	11	11		91	11	10
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**Table 26.3: Average delay per vehicle (seconds)**

26.7.6. The above statistics show that there are several areas where the forecasted delay level of delay associated with the two TW 'Do Something' scenarios is reduced compared to the predicted TQ 'Do Minimum' option.

26.7.7. In addition to the statistics that have emerged from the microsimulation modelling, other detailed observations relating to network 'performance' for the DS1 and DS2 scenarios have been recorded by HE's consultant. These have been attached to this report within Appendix D. The observations identify both improvements and degradations to the network, but do not raise anything that, in the view of HE or the LHA, equates to a "severe" impact.

HE's Conclusions on the Weekday Analysis

26.7.8. HE's consultant has concluded that the overall network performance statistics demonstrate that the average delay per vehicle is forecast to reduce in both Do Something scenarios compared to the Do Minimum position, although Paragraph 25.6.11 above shows that the number of considerations/impacts resulting from DS2 is greater than for DS1 due to the increased trip generation (lower public transport use) that its assumed within it. The observed improvement in network performance is largely attributed to the mitigation works proposed at J10 of the M60, which creates an additional lane on the southern gyratory and additional capacity on the WGIS parallel route approach. These works are forecasted to reduce delays at the junction and on the M60 clockwise due to changes in weaving for the clockwise diverge, whilst also allowing delays on Redclyffe Road and at Bridgewater Circle to be reduced by virtue of the greater volume of traffic able to use the M60 J10. As a result, HE consider that, in terms of the SRN, the mitigating infrastructure proposed in Section 25.5 of this Chapter provides adequate additional capacity to ensure that the operation of the M60 is not adversely impacted. Therefore they have raised no objection to the TW development in isolation, on the basis that their recommended conditions for infrastructure delivery are adhered to. The timing of these is discussed in Section 25.7 of this Chapter.

TfGM's Conclusions on the Weekday Analysis

26.7.9. TfGM have stated that they do not wish to object to the development however, from the VISSIM modelling, they have identified increased delays, with no mitigation proposed, at J9 of the M60; Redclyffe Road/B&Q junction and at the Trafford Way/Barton Embankment roundabout. In particular, they note that the proposed junction into the site from Redclyffe Road is close to the existing B&Q signal controlled junction and as such should also be signal controlled and incorporated into a combined junction. The detailed design of all of the site access junctions, and any alterations to Bridgewater Circle and Ellesmere Circle, should be submitted to the LHA for review, in conjunction with TfGM's Urban Traffic Control (UTC) department.



- 26.7.10. TfGM have reported concerns with the reliability of the VISSIM model to replicate existing conditions (it did not achieve convergence for the PM peak) and subsequently provide an accurate forecast of the changes caused by the development traffic. As a result, they have stated that the installation of traffic management equipment is required to monitor the highways in the vicinity of the site and should be funded by the applicant. Observed traffic flows and vehicle journey times in the vicinity of the ITC currently display significant daily and seasonal variations, whereas the weekday periods modelled represent average conditions and do not account for fluctuations in travel demand. The equipment required would effectively manage the real effects of the development traffic, accounting for seasonal and daily variations, and includes CCTV cameras to provide a live picture of traffic conditions; automatic number plate recognition systems to collect data on journey times; and traffic and cycle counters to collect data for the area over time. Variable Message Signs will inform travellers about incidents, roadworks and other matters that might affect their journey.
- 26.7.11. The applicant does not consider it to be reasonable to implement the mitigation measures requested by TfGM, on the basis that the Global Statistics results from their 'Do Something 1' Scenario show an overall benefit to the network, as a consequence of the proposed development and its mitigation scheme (when compared to the 'Do Minimum' Scenario).
- 26.7.12. The LHA supports TfGM's request for traffic management equipment to be installed at the junctions identified in the local area and considers that the development proposals have not provided sufficient justification for the LHA to dispense with this requirement. In addition, the DS1 and DS2 models only assess the traffic impact generated by the development at a point when all phases are completed and with the inclusion of the approved WGIS major highway scheme. Consequently there are concerns that the modelling does not provide the LHA with sufficient assessment of the network, particularly when the phased development is part built out and with the WGIS highway scheme yet to be implemented. Any traffic impacts generated on the network during this timeframe are not reported within the TA and are therefore unknown to the LHA.
- 26.7.13. To provide the LHA with a means to obtain further assessment of the network during the interim period when development phases are constructed but the network is without the benefit of the Full WGIS scheme, a monitoring programme and CCTV aided management of the network will be required. The monitoring of the network would also come to the fore during the construction phases and would also be used to assist with the Travel Plan targets.
- 26.7.14. Section 25.7 of this Chapter sets out a series of further work and discussions that are still to take place to determine the transport infrastructure needs for the middle phases of development, prior to Full WGIS being fully implemented. These discussions will take place after the Committee Meeting to which this application relates but prior to the signing of the s106 and the

application's subsequent determination. It is considered that a condition should be added to any permission requiring the instalment of the above referenced infrastructure prior to the occupation of the 251<sup>st</sup> residential unit, unless the above-referenced further work on infrastructure phasing reveals that this is not required to provide the necessary understanding of how the network will behave during the interim phases and/or manage the real effects of the development traffic.

#### Salford City Council's Conclusions on the Weekday Analysis

26.7.15. Salford City Council state that the TA demonstrates that there will be a significant draw of residents of Salford and Eccles etc. both for employment and leisure purposes. It is clear that there will be a significant volume of trips by all modes through the A57 (Liverpool Road), Barton Road, Barton Lane, Peel Green Road and the Barton Swing Bridge corridor. It is also clear from site observations that the Peel Green Road/ Barton Lane junction is subjected to congestion, queuing and delays and that the proposals will generate a significant volume of traffic that cannot currently be catered for and which would exacerbate the existing conditions. Salford have stated that there are physical constraints which restrict this junction to single lane approaches and as such it is unlikely that significant physical improvements can be made to accommodate the increased traffic. As such Salford have proposed that the applicant funds the installation of Microprocessor Optimised Vehicle Activation (MOVA). This form of control is able to minimise delays and deal with congestion. It is able to operate well across a wide range of demands and could mitigate for the impacts at this junction.

26.7.16. The applicant has acknowledged that the modelling statistics for this junction show an increase in delay during the AM Peak and concur that the scope for physical junction improvement at this location is limited. As a result they have agreed that the installation of a MOVA controller would be a sensible means of maximising traffic capacity at this junction and should be installed once the level of development exceeds that proposed under the TQ Phase 1 applications (250 residential unit, 27,870sqm office, 2,000sqm ancillary commercial). The LHA also considers it appropriate for MOVA to be installed at this junction and secured as part of a section 8 highway agreement between Trafford and Salford City Council, whose highway boundary the traffic signals are located within.

#### **26.8. Weekend Assessment**

26.8.1. The applicant has produced a series of Technical Notes to specifically address the potential traffic impacts of TW during the Peak Weekend Period (Saturday, 13.00 – 15.00). In particular, the Notes seek to justify why the approach and processes adopted for the Weekday Assessment have not been replicated for the Weekend Peak. The Notes explain that no Saturday traffic or planning model has ever been produced by the Local Authority or HE. Therefore the applicant has drawn upon existing Saturday count data that has already been collated from other developments within the TCR. This is then adjusted to reflect the WGIS-related changes to the road network;

additional traffic demands from local committed developments; and other 'growth' to create the 'Base' traffic scenario. TW Saturday development trips have been added to this Base, derived using weekday-to-weekend traffic relationships, provided by the Department for Transport ("DfT") National Travel Survey Data. Given that the Saturday flows are derived from TW weekday flows, they incorporate a large proportion of notional office-related trips. The applicant considered that this produces an over-estimate of the TW weekend trip generation, as few office-related trips are expected to occur during the weekends.

26.8.2. Using the above referenced methodology, the applicant has forecasted that the TW development will generate 770 vehicle trips during the typical Saturday busiest hour, although this should be considered against the equivalent forecast for the TQ schemes in order to make any 'traffic impact' comparison. Applying the same factoring procedures as above gives a Saturday busiest hour 2-way forecast of 330 vehicles. In terms of trip distribution, the applicant considers that 20% (154 vehicles) of the Saturday trips will be via the M60(N) and a further 20% will be via the M60(S). The corresponding number of vehicles for the TQ schemes would have been 66 in each direction.

26.8.3. The applicant's assessment also examines individual junctions around the application site, which will carry both ITC and TW trips. Their Technical Note states that, for Ellesmere Circle (EC) and Bridgewater Circle (BC), there are no significant differences in operational terms for these junctions, and no material increases in queuing, as a consequence of the additional flows associated with the TW Masterplan. The applicant has forecasted that the traffic flows through BC and EC during the peak Saturday hour will be 191 and 96 vehicles respectively. The corresponding vehicle numbers for the weekday evening peak hour are 413 and 374. The assessment results also indicate that the proposed mitigation changes to J10 of the M60 would result in a net gain in terms of the overall performance for this junction, and a reduction in queue lengths too. Again the traffic flows forecasted for this junction are lower during the weekend peak hour in comparison to the evening weekday peak hour. It is worth noting however that this comparison is between weekend data derived from the applicant's original weekday assessment (as set out in the TA) and weekday data that has emerged from the updated VISSIM re-run. Further comparison data for these junctions can be seen in Appendix F of this report.

26.8.4. The two, public accesses into the TW site have also been analysed (Trafford Way and Canal accesses). The applicant considers that, in the weekend peak, the junctions will operate within capacity with no queuing issues as a consequence of the TW Masterplan proposals.

26.8.5. Whilst the conclusions reached on the Weekday Assessment are based on the outputs emerging from the refined VISSIM model, no such update has been undertaken for the Weekend Assessment figures which, as explained above, are partly derived from weekday flows. The applicant

considers that this would only have been a necessary exercise if the updated Weekday VISSIM modelling (DS1 and DS2) had produced significantly different results to the previous version (original TA results).

26.8.6. The LHA have compared the Do Minimum and Do Something weekday flows for both sets of PM Peak models and, whilst differences in flows on individual approaches vary, they can be considered to be generally comparable. This suggests that if the weekday modelling was to be revisited using the updated VISSIM model as a starting point, then the results would be broadly similar to those set out above. As such the LHA can accept that the individual junction models submitted by the applicant are an acceptable representation of the impact of the development at the weekend (Saturday) peak period. Whilst the baseline traffic flows through the modelled junctions is actually higher for the weekend peak than the weekday PM peak, the additional flows that are attributable to the TW development are lower during the weekend peak for all approaches to BC, EC and J10 M60.

26.8.7. Furthermore, it is worth reiterating that the applicant's forecasted weekend flows will include notional office trips, since they have been partly derived from TW weekday data. In reality it is considered that TW will generate few office trips and less trips overall in the Saturday peak hour compared to the weekday PM peak.

26.8.8. Notwithstanding the above, large variations in the traffic flows on the network have been observed during the weekend periods, particularly when there are 'events' on in the surrounding area. This reinforces the need to provide traffic management and monitoring equipment, so that signal timings can be more easily adjusted to best accommodate the additional traffic generated by the development.

## **26.9. Conclusion of Traffic Impacts**

26.9.1. The highway network in the area surrounding the application site suffers from severe congestion issues. Compared to existing conditions, the TW development will increase traffic flows around the site, on both the strategic and local road networks. It will also lead to increased delays to journey times. However, each of the determining authorities (HE, TfGM, LHA) has acknowledged that the overall network performance statistics show a reduced average delay per vehicle in both 'Do Something' scenarios compared to the applicant's 'Do Minimum' position. The number of considerations/impacts resulting from DS2 is, however, greater than for DS1 due to the increased trip generation (lower public transport use) that is assumed within it. HE's consultant states that the observed improvement in network performance is largely attributed to the mitigation works proposed at J10 of the M60. Furthermore, in response to the DS1 and DS2 network statistics, none of the determining authorities have concluded that the resulting impacts on the Strategic Road Network, or the Local Road Network, from the completed TW development could be classed as "severe", as defined by Paragraph 32 of the NPPF. This conclusion is on the basis that the

highways works identified by the applicant are implemented in full. Notwithstanding this, it is considered that the applicant has not adequately evidenced their strategy for the *phased* delivery of development at TW, whereby trigger points should be agreed by all parties for the implementation of highway works and public transport interventions. Further modelling work, based on a Part WGIS network, will be required in a post-committee / pre-decision environment to reach an agreed position on the details contained within the applications phasing schedule. It is further recommended that conditions be added to secure the installation of highway monitoring and management equipment in the area around the application site to deal with the instability that is known to exist within this part of the network, and to assist with the phased delivery of TW.

- 26.9.2. The applicant has adequately demonstrated that trips generated by the development during the weekend peak hour would not have a greater impact on the network than that which has been forecasted to occur during the corresponding weekday peak hours.

## **26.10. Infrastructure Phasing**

26.10.1. The assessment set out above has shown that the mitigating infrastructure proposed by the applicant, along with the further measures identified by TfGM and the LHA, will be sufficient to prevent the residual cumulative impacts of the completed TW development from having a 'severe' impact on the surrounding strategic and local road networks. The structure of the TW development phases, and the associated infrastructure triggers, has been discussed by all relevant parties. The outstanding phasing element that still requires consensus is the traffic impacts that occur between the TQ 'minded to grant' level of residential development (250 units) and the number of TW dwellings proposed prior to the implementation of Full WGIS (1,050). HE do not accept the traffic forecasting work that the applicant's consultant has produced showing the quantitative indication of traffic generation from this phase in the peak hour. Instead they have stated that the test required to evidence the applicant's phasing position involves setting out the operation of, and impact on, the SRN, based on a TW development phase with a) the Part WGIS network in place; and b) traffic forecasting that accounts for any public transport interventions to be delivered in that phase, based on the DS2 Scenario.

26.10.2. As the traffic implications of the first and last phases of the TW development are understood and accepted, all parties are in agreement that the application can be placed before the Planning Committee for determination, and that the following approach can be adopted to achieve consensus on the applicant's phasing position:

- a) The conditions put forward by HE should be attached to any Committee recommendation. These state that no development shall exceed 250 dwellings/27,870sqm of B1 office/ or 2,000sqm of ancillary development until details of Full WGIS and the Junction 10 improvement works have been agreed and implemented.

- b) The further work required by HE to evidence the structure of the TW phases, and the associated infrastructure triggers, shall be undertaken in a post-Committee but pre-determination environment.
- c) If the results from this further work support the applicant's phasing schedule, the trigger points within it will be used to generate a new set of highways conditions for the phased delivery of TW development and associated infrastructure. This work shall be undertaken in conjunction with the Head of Planning and Development under powers delegated by the Planning and Development Management Committee.
- d) These revised / alternative conditions would be imposed on the subsequent grant of planning permission.

### **26.11. Site Access**

26.11.1. This application seeks detailed consent for 'access', which relates to the accessibility into the site for vehicles, cycles and pedestrians, with a particular focus on the positioning and treatment of access points in relation to how they fit into the surrounding highway network. Site plans have been submitted as part of the TA Appendices, showing the arrangements for each of the three proposed vehicular access points into TW.

26.11.2. On the eastern side, an existing access point from Redclyffe Road would be utilised (the "Redclyffe Road Access" – Figure 12 of the TA), albeit this would only be available for use by public transport and emergency service vehicles after the completion of 250 residential units. To the south-west, a new vehicular access would be created from Trafford Way (the "Trafford Way Access" – Figure 10), in between its junctions with Barton Embankment and Trafford Boulevard. The third means of vehicular access would connect into the new Part WGIS network and would result in vehicles approaching the site alongside the MSC (the "Canal Access" – Figure 11) via a roundabout off Trafford Way.

26.11.3. Policy L7.2 of the Core Strategy states that development must incorporate vehicular access and egress which is satisfactorily located and laid out having regard to the need for highway safety.

26.11.4. The three proposed access points into the TW site have been submitted in a design format which is suitable for establishing appropriate points of access to serve the development. However, there has only been strategic modelling of the junctions undertaken within a large traffic network. The LHA is therefore unable to determine if the proposed lane configurations and storage offered at stoplines and give-ways will provide sufficient capacity and efficient operation at each junction. Furthermore, it is noted that the traffic model used signal times which have not been verified by TfGM.

26.11.5. Further testing of the proposed junctions will need to be undertaken at a more localised level, where the individual junctions are tested with appropriate junction modelling software and the subsequent configurations also tested for satisfactory visibility and vehicle swept paths.

26.11.6. The detailed design of these three junctions should therefore be required to be submitted to the LHA for technical approval and, once granted, subsequently entered into a s278 highway agreement. This is an approach that is supported by TfGM. Therefore the LHA would seek a suitable planning condition to safeguard the submission of these details whilst still granting consent for access to be taken from these specified locations.

26.11.7. Emergency Access and Servicing

The LHA considers that servicing and emergency access for the site (including use of the Redclyffe Road Access) can be assessed and, if necessary, conditioned at the Reserved Matters stage.

26.11.8. Consideration is given to access and routing for cyclists and pedestrians within Paragraphs 25.12.10 – 25.12.17 of this Report.

**26.12. Travel Plan**

26.12.1. The applicant's TA includes a Framework Travel Plan for the TW development. It states that the Travel Plan (TP) will draw upon experience gained through the delivery of Media City and will be designed to discourage, through a mixture of proactive and passive means, the generation of non-essential car trips to/from the site.

26.12.2. The TP will be actively managed and driven forwards by the Travel Plan Co-ordinator / Transport and Sustainability Manager (TPC). The TPC will be the point of contact for all users of the Masterplan and will undertake regular Travel Surveys and monitoring. This information can be used as the basis for setting targets for areas where improvement is desired.

26.12.3. The Framework TP lists a series of typical measures that would be agreed between the TPC and LPA as part of the first TP document. These include a Resident's 'Travel Pack'; journey planner services; a Car Club; cycle hub facilities; changing facilities in office buildings and a TW website.

26.12.4. HE, TfGM and the LHA are all in agreement that a robust and effective Travel Plan needs to be associated with the TW development, with all three parties recommending that a condition be added to any Outline approval. Included within this condition will be a requirement for the applicant to identify a TPC and to set up a Transport Steering Group (TSG) for the site to oversee the high-level operation of the TP objectives, procedures and outputs. All details of the site-wide Travel Plan shall be agreed in advance of first occupation. Individual Travel Plans would then be produced at the appropriate times, as an extension to the site-wide TP, to address the needs of individual land uses within the Masterplan.

### **26.13. Car Parking Provision**

- 26.13.1. Policy L4.14 states that maximum levels of car parking for broad classes of development will be used as part of a package of measures to promote sustainable transport choices, reduce the land-take of development, enable schemes to fit into central urban sites, promote linked trips and access to development for those without use of a car and to tackle congestion. Policy L7.2 requires development to provide sufficient off-street car and cycle parking, manoeuvring and operational space.
- 26.13.2. The TA has sought to demonstrate why it is appropriate to apply a bespoke approach to car parking provision at TW, rather than applying the Council's maximum parking standards to each of the individual land uses. In doing so the applicant has referred to the 'very good' accessibility of the development, based on its location, design and increasing public transport provision, which they consider will result in a reduced need for multiple car ownership and trip-making.
- 26.13.3. Where the applicant has referred to the Council's Parking Standards, they have been those which are applicable to 'Area A' within the Borough, which relates to Altrincham Town Centre. These are the least onerous of Trafford's parking standards, however this is considered to be an acceptable starting point given the site's proximity to the ITC Bus Station and the planned ITC Metrolink Station.
- 26.13.4. Section 5.1.2 of SPD3 states that where a developer seeks to provide a lower or higher level of parking than the standard set down in the Core Strategy this will need to be fully justified and will need to demonstrate what measures e.g. design, location or operation are to be taken to minimise the need for parking.

#### **Residential**

- 26.13.5. The applicant has proposed an average parking ratio of 0.75 spaces per dwelling for the TW development. This equates to a total of 2,250 spaces when applied to all 3,000 units.
- 26.13.6. The TA has reviewed car ownership levels in Trafford, Salford and Manchester, and reports that Trafford residents have an average of 1.22 cars per household, with 0.9 cars and 0.7 cars per household recorded across Salford and Manchester respectively. The average for Media City is reportedly 0.84 cars per household. The TA considers that residential car ownership for the TW development will be similar to that of Salford and Manchester, rather than the higher figure for Trafford as a whole. As a result the Council's maximum residential standards (for Altrincham Town Centre) could be reduced for this development by the ratio that separates average car ownership levels in Trafford (1.22) from Salford/Manchester combined (0.8). Under this methodology TW would deliver 66% of the Council's maximum standards; for example, one bedroom units would provide an average of 0.33



spaces per dwelling instead of the 0.5 spaces referenced in SPD3. 2-3 beds would deliver an average of 0.99 spaces instead of 2 spaces. This approach would require 2,450 spaces for the 3,000 TW dwellings, at an average of 0.82 spaces per dwelling. The TA reduces the rate of parking further, down to 0.75 spaces, on the basis that the site is more accessible than Media City and certain areas in London that apply lower, average parking standards. This provides an overall total of 2,250 spaces.

26.13.7. The LHA accepts that a bespoke assessment can be applied to this development. They consider the applicant's Masterplan target of 0.75 spaces per dwelling to be challenging, but achievable with a robust Travel Plan and the necessary enhancements to public transport, in particular the Metrolink extension to the ITC. Notwithstanding this, additional Traffic Regulation Orders should be installed, where relevant, on the public highways within the vicinity of the site to protect against any overspill parking that might occur from TW residents. This matter is discussed in more detail within Paragraph 25.10.13, below.

26.13.8. It is unlikely that the public transport infrastructure improvements will have been implemented at the start of the TW build-out, and therefore the LHA consider that a higher level of car parking may be required for the earlier phases of development. The TA acknowledges that the car trip rates to and from the development will be higher at this time compared to when additional public transport options have been put in place.

26.13.9. Given the above, the LHA have advised that Trafford's Area A Standards could be applied to the earliest phases of development. These standards would be relaxed gradually, towards those cited by the applicant in the TA, as the Masterplan develops in conjunction with improvements to the public transport infrastructure. Careful consideration should be given to the siting of any additional 'temporary' spaces and they must not be sold with any accommodation, otherwise they would be difficult to recover later. Such spaces could be provided within a shared area or in areas that will be utilised as parking for the latter phases of development. This matter will be considered in more detail as part of the assessment of Reserved Matters applications for residential development within TW.

#### B1 Office

26.13.10. In order to derive the level of parking provision required for the B1 Office development, the TA has considered the initial parking provision associated with the TQ Phase 1a development and also the inbound and outbound flows extracted from the GMSPM. Following this a reduction was applied to take into consideration the forecasted level of car sharing associated with the development to give a proposed rate of one space per 74sqm (GFA) of office floor-space. The TA reports that Media City provides B1 parking provision at a rate of 1 space per 70sqm, although it has a lower accessibility score than the TW Masterplan.

26.13.11. Trafford's parking standards would require a maximum car parking provision of 1 space per 40sqm in Area A, which would dictate a maximum provision of 1757 spaces, a further 807 spaces (almost 85%) more than the number proposed by the applicant.

26.13.12. Section 5.5.4 of SPD3 explains that car parking below the maximum standard will only be allowed where there will be no adverse impact on on-street parking arising from the development. This may be because one or more of the following criteria are met:

- i. There is sufficient capacity for on-street parking without detrimentally affecting the safety and convenience of other residents and occupiers and road users.
- ii. The developer can demonstrate that satisfactory sustainable travel measures including travel plans are proposed and how they will be implemented.
- iii. There is no on-street parking permitted in the vicinity of the development (so there is no potential for on-street parking to detrimentally affect the safety and convenience of other residents and occupiers).
- iv. The development includes garage spaces (see section 5.7).
- v. The development meets other planning objectives and would not unacceptably worsen the parking situation.

26.13.13. It is worth noting that the road network within the TW site will be managed by the applicant and will not become part of the Council's adopted highway. The closing of the Redclyffe Road access (except to public transport and emergency vehicles) after the completion of 250 residential units will prevent the site from being used as a through-route or 'rat-run' between the M60/Urmston and Eccles. The vast majority of the public roads in Trafford, located within the vicinity of the application site, are covered by Traffic Regulation Orders (TRO's) that prohibit on-street parking at any time. The exceptions are Redclyffe Road and Ashburton Road West, which currently remain unrestricted. To protect these highways from any overspill parking from workers associated with the TW offices, which would reduce the available capacity on the highway network, additional parking restrictions will be required prior to the occupation of the first phase of development. These shall be installed along the length of Redclyffe Road within Trafford and a section of Ashburton Road West in the run-up to Ellesmere Circle. On the Salford side of the MSC, TROs are already in place along its section of Redclyffe Road and on one side of Peel Green Road.

26.13.14. Given the above, and providing that the necessary enhancements to public transport have become operational and that a robust Travel Plan is produced and implemented, the LHA consider the applicant's rationale for office parking associated with a completed TW to be reasonable. As such the development has satisfied the tests set out in Policy 5.5.4 of SPD3.

26.13.15. In the earlier phases of development, prior to Metrolink running to the ITC for example, the LHA has stated that temporary office parking may be required so that the initial office buildings are in accordance with the Council's Area A car parking standards. This would require one parking space per

40sqm of B1 office floor-space. This matter will be considered further as part of the assessment of Reserved Matters applications for new TW office development.

- 26.13.16. In a similar manner to the 'temporary' additional parking for the residential development, care should be taken in locating the further parking spaces for the B1 office development in such a way that they are not directly linked to the initial office buildings. Interim provision should be of temporary construction or reallocated to future phases of development.

#### School and Retail

- 26.13.17. The TA states that Parking for the proposed school is based on a provision of 0.75 spaces per classroom, which has been reduced down from the Council's maximum standard of 1 space per classroom in Area A to reflect the school's proximity to public transport and all of the dwellings within TW.

- 26.13.18. The LHA considers that the level of car parking associated with the school should be agreed as part of the assessment of the Reserved Matters application that includes the school. They have, however, indicated that a reduction in the Council's parking standards could be considered to be acceptable in this instance, unless the school is set to open prior to the implementation of the public transport infrastructure improvements.

- 26.13.19. The applicant proposes a reduced level of retail parking, however states that the precise levels will be dependent on the type/use, in consultation with the Council at Reserved Matters stage. This approach is acceptable to the LHA.

#### Hotel

- 26.13.20. The TA reports that level of parking provision proposed for the hotel development has been reduced down from the Council's maximum standards (1 space per bedroom) to reflect the high accessibility of the site. As a result a ratio of 0.7 spaces per bedroom has been proposed for TW. The applicant envisages accommodating parking for the larger hotel within a shared-use multi-storey car park (MSCP).

- 26.13.21. The LHA considers the provision of 0.7 spaces per bedroom to be acceptable in this instance because of the opportunity for shared parking, which is discussed below.

#### Summary of Parking Provision

- 26.13.22. The standalone parking provision proposed within the TA for the principal uses at TW can be summarised as follows:

Land-Use	Car Parking Spaces Provided
Residential (C3)	2,250
Office (B1)	950
Hotels (C1)	189 (inclusive of 49 within the smaller hotel)
<b>Total (if provided as stand-alone)</b>	<b>3,389</b>

**Table 25.3 – Summary of Parking Provision proposed within TW**

Shared Parking

26.13.23. The TA explains that, due to the different parking demand profiles associated with each land use, it is proposed to meet the parking demands listed in table 25.3 by providing standalone parking spaces at the development and shared parking spaces within the multi storey car park(s).

26.13.24. The TA states that very few of the B1 office car parking spaces would be occupied overnight, which is the peak demand for residential and hotel parking. Conversely, the residential demand would be lowest during the day time when the demand for office spaces will be at its highest.

26.13.25. As a result, the TA has proposed the following arrangement of car parking spaces to serve the entire development, excluding the proposed school:

Development	Target Provision	Standalone Provision	Multi-storey Parking	Proposed Provision
Residential	2250	1703	489	2192
B1 Office	950	240	409	649
Hotels	189	49	100	149
Residential and B1 Office Shared	-	-	261	261
<b>Total</b>	<b>3389</b>	<b>1992</b>	<b>1259</b>	<b>3251</b>

**Table 25.4 – Arrangement of Proposed Parking Provision**

26.13.26. The approach proposed by the applicant within Table 25.4 is considered to be acceptable in principle, as the number of shared-use spaces represents a modest proportion of the overall number that will be delivered and the uses that will occupy the shared spaces appear to be complementary, rather than conflicting.

Disabled Parking

26.13.27. The TA proposes to deliver 2%-4% of the total number of spaces as disabled parking bays, depending on use. They will be located in the most convenient area of each car park in order to maximise accessibility for users. This approach is considered to be generally acceptable to the LHA, although they will review the location and quantity of disabled parking associated with

each use in detail as part of future Reserved Matters applications. The Council's Parking Standards within SPD3 require a 6% disabled parking provision for hotels, but there may be scope to reduce this if some of the parking is shared with other uses.

#### **26.14. Cycle Parking Provision**

26.14.1. The TA states that communal sheltered cycle parking will be provided at various points throughout the development. The level of cycle parking provision will initially be based on the following ratio and may be increased if required:

- Residential – 1 space/bedroom
- Employment – 1 space/200sqm
- School – 1 space/5 members of staff
- Hotel – 1 space/10 rooms
- Retail – 1 spaces/140sqm GFA

26.14.2. The cycle parking ratios are based on Trafford's SPD3 Parking Standards & Design guidance. The LHA considers that TW has the capacity to provide satisfactory cycle parking and associated facilities for each residential dwelling and for the business uses within the site. Furthermore they support the applicant's proposed for cycle hubs and maintenance/repair shops, as reported within the TA.

26.14.3. The applicant will, however, be required to provide further details of the proposed number of cycle storage spaces and their location, together with details of associated facilities as each phase of development is brought forward. The LHA would therefore consider the cycle proposals as acceptable 'in principle', subject to the provision of this further information, which will be secured by condition.

#### **26.15. Accessibility by Sustainable Modes**

26.15.1. The TA considers the application site to be in a very positive location for sustainable transport considerations, both in terms of the availability of non-car travel modes and the proximity to, and synergy with, mixed land uses. In this section, further consideration is given to the ability for users within the TW development to travel via a range of non-car modes.

##### Assessment of Accessibility

26.15.2. The applicant has assessed the Masterplan using Greater Manchester ('GMAL' – Greater Manchester Accessibility Level) and London ('PTAL' – Public Transport Accessibility Level) accessibility methods. The TA reports that these conclude that the site has a very high overall public transport accessibility, which is suitable for high density development. The accessibility levels are on a par with, or even better than, similar contemporary developments in Greater Manchester, including Media City, and London.

## Bus

- 26.15.3. The Trafford Centre Bus Station (TBS) is located adjacent to TW on the opposite side of Trafford Boulevard. It is categorised by TfGM as a Major Public Transport Interchange. The whole of the TW site is within 800m of the Bus Station. There are over 750 buses passing the site daily on weekdays, with 680 passing on Saturdays and 400 buses on Sundays. The TA states that the Masterplan has been designed to facilitate the re-routing of certain bus services through the heart of the site between Trafford Way and Redclyffe Road, with three bus-stops en-route. The access on Redclyffe Road would be a 'bus-gate' and not available for other vehicular usage (other than emergency vehicles).
- 26.15.4. The applicant has also committed to providing a new 'Western Gateway 1' (WG1) bus service (or agreed alternative) to achieve the desired future year 'PTAL' levels within various parts of the site. The proposed WG1 bus would be a circular service from the TW site routing around Trafford Park. The applicant considers that there would be a good business case for introducing this service, however TfGM do not agree with this conclusion as, in their view, the development will not be a particularly high trip generating origin (in public transport terms) or a destination in its own right, nor will the WG1 service link up to any other high trip generating origins/destinations. Additionally it would be in conflict with other, existing bus services that cover this route. Whilst the applicant has committed to underwriting this service TfGM do not consider a potentially empty service to constitute an effective public transport enhancement. Instead, they have requested that the applicant fund the provision of a school bus service which would directly link the development to secondary schools within Urmston and Flixton. In justification of this request TfGM reference Table 7.23 of the applicant's ES, which indicates that the development will generate c.216 new secondary school places (this figure rises to 302 if the 'post 16' yield is included). In addition, walking/cycling to the south (and west) of the site is poor. A dedicated secondary school bus service would mitigate the impacts of additional traffic generated by the school run.
- 26.15.5. The LHA agree with this assessment and also consider the provision of a dedicated school bus service to be more beneficial than the applicant's WG1 service. As the applicant has committed within their Phasing Table to introducing a "*WG1 service (or agreed alternative)/other service/frequency improvements*", it is recommended that discussions between the applicant, LPA and TfGM continue after this Committee Meeting, but prior to the determination of the application, until agreement has been reached on the appropriate form of bus service that it is to be delivered by the applicant. Any relevant conditions required to secure this service will be generated in conjunction with the Head of Planning and Development under powers delegated by the Planning Committee.

26.15.6. Under the GMAL assessment the location returns a 'Very High' level regarding the frequency of Bus services and together with the proposed infrastructure improvements (such as the Green Bridge linking TW with the TBS and potential additional services) the LHA considers that the development proposals will help to promote sustainable travel options.

26.15.7. TfGM consider that diverting existing bus services through the site may well be an attractive proposition to bus operators as it would not abstract existing patronage or add to mileage/journey times. Indeed there would be opportunities to increase patronage from the development. Access to the indicative proposed Bus stops within the development itself has also been assessed in line with GMAL requirements and a 400m upper limit applied to the walking routes. All areas of the site would provide appropriate access to Bus stops within a 400m cordon and this is considered satisfactory by the LHA.

### Tram

#### Trafford Park Line to the ITC

26.15.8. The majority of the TW development will be within walking distance (800m) of the forthcoming ITC tram stop, which will be accessed via the Green Bridge over Trafford Boulevard. The furthest Masterplan properties would have a c.950m walk to use the tram. The completion of the Metrolink Trafford Park Line (TPL) would further increase the site's accessibility to high frequency, light rapid, public transport, increasing the attractiveness of certain journeys over the car-based alternative.

26.15.9. TfGM wish to place on record that they have conducted modelling work which shows (tram) loadings to be near to capacity for the TPL during the weekday evening peak, based on a (historic and) much more conservative build-out at TW than has been proposed now. As such the TW development may have the effect of utilising spare capacity for the line, which will not be available for use by future developments in the areas around the TPL (such as Pomona and Wharfside).

#### Potential extension of Metrolink through the application site

26.15.10. The potential introduction of a new Metrolink tram stop within the site, as part of routing an extended Metrolink TPL across the MSC and into Salford, would further increase the site's accessibility by non-car modes. There are, however, no firm plans in place for such works at the time of writing.

### Cycling and Walking

26.15.11. Policy L4.3 states that the Council will seek to develop a network of pedestrian and cycle routes and associated facilities to provide safe, secure, convenient and attractive cycling and footpath access linking residential areas to schools, workplaces, tourist and leisure facilities, including promoting the integration of cycling and walking at public transport interchanges, as part of

longer journeys. L4.4 states that developers should demonstrate, through the planning application process, how their development will contribute towards these connections and deliver quality cycle and walking infrastructure where appropriate.

- 26.15.12. The applicant's Design and Access Statement indicates that suitable provision has been made for cycle and pedestrian access into the site from the (south)west and the east. TW's internal pedestrian and cycle network has multiple links to the existing external provision, enabling easy access for inbound and outbound trips. These also complement the existing network by creating new pedestrian and cycle through routes, which expands the routing options for non-site-related trips.
- 26.15.13. As part of the above, the applicant has proposed to install a new 'free-standing' pedestrian/cycle crossing on Redclyffe Road, close to the Swing-Bridge over the MSC. This is shown on Figure 13 of the TA and is designed to link the main pedestrian and cycle routes within the site to those that run alongside the nearby Bridgewater Canal. The LHA have raised no objections to this crossing, however the works to the public highway should be funded by the applicant and secured as part of a s.278 agreement.
- 26.15.14. The internal road network as shown within the DAS and Illustrative Masterplan is a matter for consideration at Reserved Matters stage and therefore comments on cycle/walking routes through the site are necessarily limited. Notwithstanding this, the LHA consider the Masterplan layout to provide sufficient permeability for pedestrians and cyclists. The internal routes are linked with appropriate connections leading from the private to the wider public network. The majority of roads within the development are traffic calmed with some utilising a shared surface approach whilst others have raised tables, which also provide suitable crossing locations at junctions. The internal roads have also been designed for low traffic speeds with the majority set with a 20mph speed limit.
- 26.15.15. Salford City Council have commented that the development appears to steer cyclists and pedestrians across the MSC via Barton Bridge, however the footways to the swing bridge are narrower (1.3m and 1.6m) than what would normally be required to achieve adoptable standards (2m). On this basis, Salford consider that it would be appropriate for the applicant to provide an additional crossing for non-motorised traffic, with appropriate cycle infrastructure to link to existing routes in Eccles.
- 26.15.16. In response to this request, the applicant has stated that they are already looking into options for better pedestrian / cycle crossing provision within the vicinity of Redclyffe Road as part of the 'Barton Bridges Heritage project'. They have committed to continue to discuss this with Salford and Trafford further in due course.



26.15.17. Notwithstanding the above it is acknowledged that, once built, the new WGIS bridge over the MSC (550m to the west) will provide improved pedestrian and cycle access between the site and Irlam/Eccles.

26.15.18. The TW development also includes the provision of a pedestrian and cycle bridge across Trafford Boulevard, which will provide a 'traffic free link' to the Trafford Centre Bus Station. It is noted that up to 250 dwellings could be completed before the Green Bridge becomes operational. The LHA are, however, satisfied that the existing facilities at the Trafford Boulevard junction will be sufficient prior to the new bridge being brought into use.

## **26.16. Metrolink**

### The Metrolink Trafford Park Line

26.16.1. Part of the red-line boundary to the application site, next to the ITC car park deck, incorporates land that also forms part of the Metrolink Trafford Park Line (TPL) Transport Works Act Order (TWAO) corridor. TfGM have identified a number of aspects relating to the run-off to the proposed 'Green Bridge' that have the potential to conflict with the operation of, and access to, the ITC tram stop, as shown within the TWAO documents. Discussions will need to take place between TfGM and the applicant as part of the detailed design process for the Bridge to ensure that it does not unduly conflict with the nearby TPL proposals.

### Safeguarded zone through the application site

26.16.2. The applicant's 'Access and Constraints' Parameter Plan includes a safeguarded corridor through the site, adjacent to Trafford Boulevard and Trafford Way, which would remain undeveloped to facilitate the delivery of an extended TPL through to Salford, should a business case for it emerge in the future.

26.16.3. The applicant has stated that the safeguarded area shown on the Parameters Plan is the product of discussions with Metrolink/TfGM and that it provides a suitable area through the development, within which detailed design would need to be agreed with TfGM.

26.16.4. In response, TfGM have stated that they have not previously agreed a Metrolink safeguarded area through the TW site, nor provided any specified design requirements. During the course of the application process, TfGM have provided the LPA with a plan that identifies an envelope of land within which the detailed design of any development will need to be agreed with TfGM. This extends further into the site than the applicant's own safeguarded corridor and is designed to ensure that the operational efficiency; safe design; and required sight lines/visibility splays are achievable for any extension to the TPL. As a result a condition shall be attached to this permission that requires the applicant to demonstrate how development within the area identified by TfGM will not unduly prejudice the future delivery of Metrolink through the site.

## **26.17. Conclusion**

26.17.1. The LHA has considered the overall development of the site in conjunction with the associated infrastructure and the phasing plan. Taking all the information provided in relation to transport into consideration, the LHA concludes that the proposed development would not have a “severe impact” on the surrounding highway network as defined in paragraph 32 of the NPPF provided the proposed mitigation is implemented at an appropriate time during the phased development of the site and the recommended planning conditions relating to transport are attached to any approval.

## **26.18. Summary**

26.18.1. Both an updated TA Scenario (DS1) and HE’s Alternative Scenario (DS2) have been fed into a geographically refined microsimulation model to produce a robust traffic impact analysis for the completed TW development. Although a number of instabilities (particularly in the evening peak) exist on a link by link basis, the overall network statistics from this assessment are clear and reveal that the average delay per vehicle is forecast to reduce in both Do Something scenarios compared to the Do Minimum. This can largely be attributed to the mitigation proposed at M60 J10. The LHA and TfGM are content that the full development is acceptable in highways terms, provided that the mitigation measures (highway works and public transport interventions) proposed and discussed in this Chapter are properly implemented. The DS2 modelling results have satisfied HE that the completed development would not have a severe impact on the SRN, although they have recommended that no more development than that which was (minded to be) approved under the TQ schemes be completed before Full WGIS and the proposed J10 M60 improvements are fully operational. However, HE also consider that the applicant has not provided sufficient information to fully evidence the impact of a *phased* TW development on the SRN. Consequently they have requested that a phased VISSIM TW test be undertaken that includes a Part-WGIS Network and traffic forecasting that accounts for any public transport interventions to be delivered in that phase. Given that the traffic impacts of the first phase of development, and the completed development, are known, all parties are in agreement that the application can be presented to the Planning Committee for determination. If the phased VISSIM test referenced above means that it is appropriate to do so, HE will update their advice with amended conditions, taking into account an alternative phasing and these amended conditions would be imposed on any subsequent decision. Members are requested to allow that process to take place, and any associated amendments to other relevant planning conditions, under authority delegated to the Head of Planning and Development.

26.18.2. The approach outlined for the provision of car parking associated with the various land uses within TW is considered to be challenging but acceptable in principle with a robust Travel Plan and providing that the necessary enhancements to public transport are secured. Additional

temporary car parking may be required for the residential and office uses in the earlier phases of development.

26.18.3. Users of TW will benefit from good access to public transport links (bus and eventually tram) and the site itself should support travel by other sustainable modes such as walking and cycling. A corridor of land will be reserved through the site for the future extension of the Metrolink Trafford Park Line, should a business case for it emerge in the future.

26.18.4. The LHA has considered the overall development of the site with the associated infrastructure in place and the phasing plan. Taking all the information provided into consideration the LHA concludes that the proposed development would not have a “severe impact” on the surrounding highway network, as defined in Paragraph 32 of the NPPF, provided that the proposed mitigation is implemented at an appropriate time during the phased development of the site and the recommended planning conditions relating to transport are attached to any approval. This aspect of the development is therefore considered to be in compliance with the NPPF and Policies L4, L7 and SL4 of the Trafford Core Strategy.

## **27.0 AIR QUALITY**

### **27.1. Introduction**

27.1.1. Emissions from road traffic contribute significantly to ambient pollutant concentrations in urban areas and two sides of the application site are bound by busy highways, namely the B5211 (Redclyffe Road) to the east and the B5214 (Trafford Boulevard) to the south. The M60 Motorway arcs round to the south and west approximately 550m away. Under the Environment Act local authorities have a duty to monitor the air quality in their area and declare an Air Quality Management Area (AQMA) in any areas where it would fail to meet health-based objectives. Monitoring work in this part of the Borough has recorded levels of Nitrogen Dioxide that exceed the national objectives and therefore an AQMA bestrides much of the highway network in the TCR, including those roads referenced above. More specifically, it extends into the southern and eastern edges of the site, meaning that it is relevant to consider the air quality implications for future residents and users of the TW development.

27.1.2. Any new development that has the potential to increase NO<sup>2</sup> levels within the Council’s AQMA, such as industrial processes or through a change in road traffic levels, will require an assessment of impact on air quality. The TW development will affect traffic within the vicinity of the site and further afield, in relation to both the volume and flow of vehicles. Chapter 11 of the ES considers air quality levels in and around the application site and is supported by a separate Air Quality Assessment (AQA) that has appended to the submission within Volume 2 of the ES.

## **27.2. Proposals**

27.2.1. The Parameters Plans submitted with the Outline application identify zones where particular land-uses will be focused. In particular, the commercial uses (such as offices and retail floor-space) are largely located at the southern end of the site, to broadly correlate with the contours of the AQMA. The primary school has been shown as occupying land in the north-eastern corner of TW.

## **27.3. Applicant's Submission**

### Impacts during construction phase

27.3.1. The submitted AQA considers both the construction and the operational phases of the development. A construction dust assessment has found that there is a medium risk that the development will have dust soiling effects on people and property and a low risk that there will be human health effects resulting from airborne Particulate Matter (PM10). Provided that mitigation measures are employed by the appointed contractor throughout the course of the scheduled works, the construction dust effects are considered to be manageable.

### Impact of the operational development

27.3.2. The quantitative assessment of the operational phase has considered the additional ambient Nitrogen Dioxide (NO<sub>2</sub>) and PM10 levels that local receptors will be exposed to. These receptors include existing residential properties in the surrounding area, such as those on the opposite side of the MSC, and the proposed residential units within the TW development itself. The modelling takes account of other committed developments in the area, including WGIS, the expansion of Port Salford and Barton Renewable Energy Plant (BREP).

### Impact on existing receptors

27.3.3. The assessment predicts that, with the proposed development in place, there will be small exceedences in the annual mean NO<sub>2</sub> concentrations at 10 of the 25 receptors modelled around the M60. The highest of these is predicted to reach 47.9µg/m<sup>3</sup> (micrograms per cubic metre of air), which represents 119% of the annual mean Air Quality Objective (AQO). The maximum predicted increase in NO<sub>2</sub> concentration is 1.0µg/m<sup>3</sup>. However there will be no new exceedences of the annual mean NO<sub>2</sub> air quality objectives and therefore they have not been brought about directly by emissions from development-related traffic. The change in concentrations will at worst lead to effects that are of 'minor adverse' significance (N.B. this guidance has now been superseded by the 2015 IAQM guidance, which is referenced in Para. 27.4.7)

27.3.4. Exceedences of the short-term AQO for NO<sub>2</sub> are considered to be unlikely with the development in place.

27.3.5. For PM10, no exceedences of the annual mean air quality objective are predicted at existing receptor points and there are not expected to be any breaches in the short-term objective limits either.

#### Impact on receptors introduced by the development

27.3.6. Exceedences in the annual mean NO<sup>2</sup> concentrations are predicted at two of the five receptor points modelled within the application site (NR35 and NR36), at a height of 1.5m. The highest concentration predicted is 41.9µg/m<sup>3</sup>, which represents 105% of the 40µg/m<sup>3</sup> annual mean AQO. These locations are, however, currently proposed for commercial use and the predicted concentrations decrease with height, such that no exceedences are predicted above 4.5m.

27.3.7. Exceedences of the short-term AQO for NO<sub>2</sub> are considered to be unlikely within the application site.

27.3.8. The maximum annual mean PM10 concentration predicted within the development site is 19.5µg/m<sup>3</sup>, close to Bridgewater Circle (NR35). This represents 49% of the 40µg/m<sup>3</sup> annual mean AQO. The maximum predicted number of days exceeding the 24-hour mean PM10 limit of 50µg/m<sup>3</sup> is 2.8 days, at the same location. This is well below the 35 exceedences allowed per year. As such the application site is considered to be suitable for the proposed residential use.

27.3.9. The application site lies approximately 1km north-east of Davyhulme Wastewater Treatment Works (DWwTW). Although this a major potential source of odour in the area, it is very unlikely that odours of a perceptible concentration would be detected at receptors located within the site, particularly as several raised barriers exist between DWwTW and TW (such as the M60, the Soccerdome and Chill Factor-e).

## **27.4. Officer Comment**

### Policy Context

27.4.1. Paragraph 124 of the NPPF states that planning policies should sustain compliance with and contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas. Planning decisions should ensure that any new development in Air Quality Management Areas is consistent with the local air quality action plan.

27.4.2. Policy L5.13 of the Trafford CS states that development that has potential to cause, inter alia, air pollution will not be permitted unless it can be demonstrated that adequate mitigation measures can be put in place. Policy L5.14 of the Trafford CS states that where development is proposed close to existing sources of pollution, noise or vibration, developers will be required to demonstrate that it is sited and designed in such a way as to confine the impact of nuisance from these sources to acceptable levels appropriate to the

proposed use concerned. Policy L5.15 goes on to state that within the Borough's AQMA's, developers will be required to adopt measures identified in the Greater Manchester Air Quality Area Action Plan (AQAP1), to ensure that their development would not have an adverse impact on the air quality.

27.4.3. The current AQAP for Greater Manchester (AQAP1) is incorporated into the Local Transport Plan 2011 – 2016 (LTP3). A revised Greater Manchester Low Emission Strategy (GMLES) and Air Quality Action Plan (AQAP2) went out to public consultation in March and April 2016 but are yet to be adopted.

27.4.4. The LTP3 and associated AQAP1 have a number of objectives for improving air quality. Many of these are specifically targeted at reducing emissions from polluting vehicles themselves and are not therefore relevant to these proposals. However the AQAP1 strategy also includes a requirement to (i) reduce trips by motor vehicles and (ii) improve network efficiency, both of which will improve air quality by reducing overall NOx emissions.

27.4.5. The consultation draft GMLES and AQAP2 make more specific recommendations in respect of development control and planning regulation. Those relevant to this planning application are as follows:-

- GM Councils to adopt the IAQM Guidance on the Assessment of Dust and Demolition from Construction Sites;
- GM Councils to adopt the most recent IAQM air quality planning guidance;
- Setting up of a cumulative development database of planning applications and air quality assessments;
- Encouraging Travel Planning.

27.4.6. The draft GMLES and AQAP2 do not attract as much weight in the decision making process as they remain draft documents and in particular, the requirement to adopt particular guidelines which have no current formal or legal status still needs to be agreed by all GM Councils.

#### EPUK and IAQM Guidance: Planning for Air Quality

27.4.7. In May 2015, subsequent to the submission of this application, the Institute of Air Quality Management (IAQM) published the document 'Land-Use Planning and Development Control: Planning for Air Quality', which has superseded the previous EPUK guidance that was used by the applicant. The IAQM 2015 guidance provides a framework for assessing the effect of changes in exposure of members of the public resulting from residential, commercial and industrial developments. It is the same document as is recommended by the GMLES and AQAP2 for adoption by GM Councils when considering planning applications. It is more stringent than the previous EPUK guidance in respect of potential 'substantial adverse' and 'moderate adverse' impacts.

27.4.8. It is therefore considered that if the development is assessed against the IAQM guidance then this will be on a 'worst case' basis. If the development is found to be acceptable against this guidance, whether there are less stringent guidelines which may currently carry more weight in the planning process becomes irrelevant.

27.4.9. The IAQM guidance states (inter alia):-

- that in most cases the assessment of impact severity for a proposed development will be governed by the long term exposure experienced by receptors and it will not be necessary to define the significance of effects by reference to short term impacts;
- the severity of an impact is different to the significance of an effect; whilst it may be that there are 'slight', 'moderate' or 'substantial' impacts at one or more receptors, the overall effect may not necessarily be judged as significant in some circumstances;
- a significant air quality effect is not of itself, a reason for refusal of planning permission;
- a judgement of the significance should be made by a competent professional who is suitably qualified. The reasons for reaching the conclusions should be transparent and set out logically. [N.B. The competent professional is the Council's Team Leader – Housing and Pollution, within Regulatory Services, who has provided advice on this scheme and whose comments are incorporated within this report];
- in the majority of cases, the impacts from an individual development will be insufficiently large to result in measurable changes in health outcomes which could be regarded as significant by health care professionals. In reality, therefore, it is the impact on local air quality that is used as a proxy for assessing effects on health;
- any judgement on the significance on effects on health is part of a Health Impact Assessment and not the air quality assessment.

#### Impact of the development on air quality

27.4.10. The ES correctly identifies Nitrogen Dioxide and Particulates as being the pollutants of primary concern. The applicant's AQA has assessed the modelled levels of these pollutants using the accepted guidance that was available at the time, namely Environmental Protection UK's document: Planning and Air Quality (2010). The IAQM guidance sets a lower threshold for percentage changes in pollutant levels than the Environmental Protection UK (2010) guidance for situations described as 'substantial adverse' and 'moderate adverse' air quality impacts. This section of the report will describe the impacts of the development on existing receptors using the criteria set out in the up-to-date IAQM guidance.

27.4.11. The IAQM guidance indicates that, where development is phased, it may be appropriate to assess (AQ) conditions for the opening years of each new phase. Whilst TW will be delivered in phases over an estimated period of 15-20 years, the AQA undertaken on behalf of the applicant assumes that the

full development will be implemented and completed by 2017. This approach is, however, considered to be acceptable as background concentrations of pollutants are predicted to decline in future years, as emissions from new vehicles are reduced by the progressive introduction of higher emissions standards. On this basis the applicant's AQA can be considered to represent a 'worst-case scenario' of air quality.

- 27.4.12. The levels of Particulates recorded in this area by the applicant fall well below the short term and long term thresholds for the national objectives and therefore the remainder of this analysis will focus on the impacts associated with exposure to the predicted NO<sup>2</sup> levels as there would be no significant effect from PM10.

#### Impact during construction phase

- 27.4.13. It is agreed that appropriate mitigation can be employed by the contractor during construction works in order to prevent any adverse impact on air quality during this phase. This can be controlled as part of a 'Construction Environment Management Plan' condition, which is included within the recommendation. The IAQM document 'Guidance on the assessment of dust from demolition and construction' (2014) is identified in the GMLES and AQAP2 as the appropriate document for GM Councils to use when assessing these effects and therefore can be referenced specifically in the condition and used to discharge it, unless, given the long build out period of this development, it has been superseded by more up to date guidance.

#### Operational phase - Impact on existing receptors

- 27.4.14. The quantitative assessment of the operational phase has considered the additional ambient Nitrogen Dioxide (NO<sub>2</sub>) and PM10 levels that local receptors will be exposed to. These receptors include existing residential properties in the surrounding area, such as those on the opposite side of the MSC and around Junctions 9-11 of the M60. The modelling takes account of other committed developments in the area, including WGIS, the expansion of Port Salford and Barton Renewable Energy Plant (BREP).

- 27.4.15. The applicant's AQA considers that the development would, at worst, have a 'slight adverse' impact on the air quality of existing receptors close to the M60. However, when the results are compared with the up-to-date IAQM guidance, the development can be described as having a 'moderate adverse' effect at five of the 24 modelled receptors (R1, R2, R12, R22, R27), which are clustered around Junctions 10 and 11. The latter Junction falls within the domain of Salford City Council. Existing receptor R1 predicted the highest annual mean concentration of NO<sup>2</sup>, of those modelled, at 47.9µg/m<sup>3</sup> (micrograms per cubic metre of air), which represents 119% of the annual mean Air Quality Objective (AQO). The maximum predicted increase in NO<sup>2</sup> concentration is 1.0µg/m. The impact on all other receptors is either slight or negligible.



27.4.16. It is necessary to put the 'moderate adverse' impacts into context, with regard to this long-term development. The moderate adverse impacts occur in an area around M60 J11/Liverpool Road in Barton, with one receptor located in Trafford, by the M60 J10. The moderate adverse impacts occur because the existing annual mean NO<sup>2</sup> levels in this area already exceed, or are close to, the national objective level. The predominant cause of this is road traffic from the adjacent highway network. The proposed TW development does not lead to any new exceedances of air quality objectives at any receptor. Given this background context, and the limited number of receptors that predict a 'moderate adverse' impact relevant to the overall quantity that have been modelled, it is considered that the development will not create a significant impact on local, off-site, air quality.

27.4.17. In addition to the above, Government (DEFRA) predictions for concentrations of NO<sup>2</sup> and oxides of nitrogen (NO<sub>x</sub>) across the UK in 2020, 2025 and 2030 have been calculated as part of a Pollution Climate Mapping (PCM) model assessment, as part of the development of the 2015 Air Quality plan: Improving air quality in the UK – tackling nitrogen dioxide in our towns and cities. This modelling confirms that Greater Manchester will achieve compliance with NO<sup>2</sup> limit values by 2025, with a maximum annual mean of 37µg/m<sup>3</sup>. It is worth noting that this prediction does not take into account improvements in air quality that will occur across Greater Manchester through the Greater Manchester Low Emission Strategy and Air Quality Action Plan (2016). The 'moderate adverse' impact that has been identified is based on the assumption that the development is complete in 2017, when in fact this will not be possible. Given the 2025 target, and the actual length of the build-out at TW, this moderate adverse effect is, in practice, unlikely to occur. If the annual mean levels of NO<sup>2</sup> did drop below 37µg/m<sup>3</sup> within the applicant's study area by 2025, the development impacts would be classed as 'slight' or, most likely, as 'negligible'.

#### Impact on receptors introduced by the development

27.4.18. Five receptor locations have been selected within the application site to assess the potential air quality effects on future residents and users of TW. It is considered that they adequately cover the 'vulnerable' land uses proposed, whilst also assessing the concentration of pollutants next to the key surrounding highways.

27.4.19. Policy SL4 of the Core Strategy states that residential development at Trafford Quays (Trafford Waters) should not be located in areas of potentially poor air quality. The vast majority of the proposed 3,000 apartments will be situated within the northern half of the site, outside of the AQMA where no exceedances in the annual mean AQO for NO<sup>2</sup> have been recorded. The Parameter Plans do allow for the introduction of apartments within the predominantly commercial areas of the site, to the south, providing that they are not the principal use within a building. Whilst exceedances in annual mean NO<sup>2</sup> levels have been observed in this area, they have only occurred at ground-floor level (1.5m) and are not predicted to occur above 4.5m.

Therefore, any apartments proposed below a height of 4.5m, in locations where the AQA shows an exceedance, should be supported by suitable mitigation measures or a further AQA that demonstrates changes to the air quality environment such that a different approach is warranted. Notwithstanding the present AQA results, it must be noted that the government model is subject to several uncertainties which could affect the rate of reduction in nitrogen dioxide. For this reason it is necessary for the applicant to carry out further air quality assessments for each Reserved Matters application for residential/carehome development to confirm the predicted air quality levels in that location and identify appropriate mitigation measures if required.

27.4.20. The majority of the commercial uses, such as the offices, retail units and hotels, would be situated outside of the current contours of the AQMA, although the applicant's AQA has recorded two exceedances in the mean annual levels of NO<sup>2</sup> in the area of the site close to Bridgewater Circle. It is however unlikely that staff and visitors to the above uses would be exposed to any pollutants located in the immediate vicinity in the same prolonged manner as would be the case for a resident of an apartment block. Importantly no short-term exceedances in either NO<sup>2</sup> or PM10 were observed in this area and as such there are no objections to the introduction of commercial uses along the southern edge of the site. The detailed design schemes for buildings in this area should, however, include appropriate forms of mitigation to prevent any impacts to public health occurring, as per the recommendations set out in the applicant's Addendum to the ES.

27.4.21. The AQMA contours clip the eastern edge of the proposed school site, where staff car parking and landscaping has been shown on the Illustrative Landscape Masterplan. The receptor for the school site (NR34 - situated approximately 30m back from Redclyffe Road) predicts that annual mean NO<sup>2</sup> levels will be 31.2µg/m<sup>3</sup> when measured 1.5m above ground level, which is 78% of the annual mean AQO. As reported above, annual mean levels of NO<sup>2</sup> in the applicant's study area are forecasted to drop below the national objective level by 2025. The applicant's model does not predict any short-term exceedances in either NO<sup>2</sup> or PM10 within the application site. On this basis it is considered to be appropriate for a primary school to be erected on the area of land reserved by the applicant. However given that the AQMA intrudes into part of the school site it is recommended that any Reserved Matters application for the school is supported by an up-to-date, detailed Air Quality Assessment that identifies appropriate mitigation measures if required.

#### Overall significance of effects

27.4.22. The Council's Team Leader – Pollution and Licensing has carried out an analysis of the overall significance of the effect. With regard to nitrogen dioxide levels the assessment predicts that, with the proposed development in place, there will be small exceedances in the annual mean NO<sup>2</sup> concentrations at 10 of the 25 receptors modelled around the M60. Table 11.13 of air quality assessment confirms that the highest of these is predicted

to reach 47.9µg/m<sup>3</sup> (micrograms per cubic metre of air), which represents 119% of the annual mean Air Quality Objective (AQO). The maximum predicted increase in NO<sup>2</sup> concentration is 1.0µg/m<sup>3</sup>.

27.4.23. For the avoidance of doubt the analysis is based upon the data contained within Table A.7 in appendix 11.1. The reason for this being that the results are presented confirming the air quality model verification and are most likely to represent the long term impact of the development.

27.4.24. It is necessary to put these 'moderate adverse' impacts into context with regard to this long term development. The adverse impacts occur in an area around M60 J11/Liverpool Road area in Barton with one receptor in Trafford by M60 J11. The existing annual mean nitrogen dioxide levels (the predominant source being from road traffic) in these areas are already over, or close to, the national objective level. On a worst-case scenario basis (development completed in 2017), the TW scheme would worsen this situation by up to 1.0µg/m<sup>3</sup>, which represents a marginal proportion of the existing concentration of NO<sup>2</sup>. Air quality at the majority of the receptor locations will not be adversely impacted by the development.

27.4.25. The air quality assessment undertaken by the developer is based against the full development being implemented and completed by 2017. However, the development will not be built out in one phase and a 15-20 year build out period is anticipated. There will therefore be phased areas of development which will not be completed for a number of years. The IAQM document 'Planning for Air Quality' acknowledges that *'where development is phased, however, it may also be appropriate to assess conditions for the opening years of each new phase'*.

27.4.26. The assessment provided is a worst case scenario because background concentrations are predicted to decline in future years, as emissions from new vehicles are reduced by the progressive introduction of higher emissions standards.

27.4.27. Government (DEFRA) projections for concentrations of nitrogen dioxide (NO<sub>2</sub>) and oxides of nitrogen (NO<sub>x</sub>) across the UK in 2020, 2025 and 2030 have been calculated as part of a Pollution Climate Mapping (PCM) model assessment for the development of the 2015 Air Quality plan: Improving air quality in the UK: Tackling nitrogen dioxide in our towns and cities

27.4.28. This modelling confirms that the Greater Manchester will achieve compliance with NO<sub>2</sub> limit values by 2025, with a maximum annual mean of 37µg/m<sup>3</sup>. Source: (DEFRA: Improving air quality in the UK Tackling nitrogen dioxide in our towns and cities). It worth noting that this prediction does not take into account improvements in air quality that will occur across Greater Manchester through the Greater Manchester Low Emission Strategy and Air Quality Action Plan (2016).

27.4.29. Where annual mean levels of nitrogen dioxide are forecast to drop it will mean that the limited adverse impacts on air quality which are predicted to occur will be reduced.

27.4.30. In conclusion and with reference to the above information this proposed development will not create a significant impact on local air quality in these circumstances.

27.4.31. However, it must be noted that the government model is subject to several uncertainties which could affect the rate of reduction in nitrogen dioxide. For this reason it is necessary for the applicant to carry out further air quality assessments for each phase of this development. In particular it will be required to ensure that cumulative impacts on air quality are fully assessed against the changing annual levels of nitrogen dioxide in the development and surrounding area. A suitable condition is therefore required to secure this and is included within the recommendation.

#### Objection from Breathe Clean Air Group

27.4.32. A letter of objection submitted by the Breathe Clean Air Group (BCAG) states that the development will be situated in close proximity to a number of existing and proposed air polluting sites. It also indicates that BCAG have undertaken their own air quality monitoring of NO<sup>2</sup> levels close to the application site using diffusion tubes. They state that the results they have obtained include figures which were approaching 50% above (i.e. 150%) the legal limit.

27.4.33. In addressing BCAG's objection, the Council's Environmental Health team state that diffusion tubes provide only an indication of the NO<sup>2</sup> levels. The equipment used by the applicant and the Local Authority is considered to provide a highly accurate representation of the air quality in the area. The legal limit referred to by BCAG is actually the Air Quality Objectives (AQO) referred to in the earlier sections of this chapter. The area's designation as an AQMA is an acknowledgement of the fact that the AQO's have previously been exceeded. Finally it is worth noting that the air quality effects of each of the existing and proposed 'air polluting sites' referenced by BCAG were assessed as part of their respective planning applications and were found to be acceptable.

27.4.34. It is possible that any odours emitting from DWTW would be perceptible to residents of the proposed development. However, there are controls in place at the Treatment Works, as part of Environmental Permits and planning conditions, which minimise the potential for off-site odour disturbances to occur. Therefore there is no requirement for the TW development itself to implement any mitigation measures to address this matter.

## **27.5. Summary**

27.5.1. The applicant has submitted an Air Quality Assessment with their application that considers both the suitability of the application site for sensitive land uses, given its proximity to the AQMA, and the impact of the development on the air quality experienced by existing off-site receptors. The development will have a moderate adverse impact on five of the 24 existing receptors. These are located in the vicinity of J10 and J11 of the M60. The modest number of 'moderate adverse impacts' mean that it is not considered that the development will have a significant, detrimental impact on local air quality levels. In any event, air quality levels in this part of Greater Manchester will be required to be reduced below the national objective level by 2025 which would lead to the forecasted moderate adverse impacts being re-classed as slight or negligible. Within the application site, exceedences of the national AQO have been predicted in two locations, at ground-floor level close to Bridgewater Circle. Notwithstanding this the site is considered to be suitable for residential development providing that any apartments introduced below a height of 4.5m, in locations where the AQA shows an exceedance, are supported by suitable mitigation measures or a further AQA that demonstrates changes to the air quality environment such that a different approach is warranted. It is recommended that Reserved Matters applications for the site should include fresh AQAs that give further consideration to the impact of the development on the air quality for future residents/users of TW. A package of mitigation measures should be provided if necessary. The Construction Environmental Management Plan should also contain measures to mitigate against dust from construction in accordance with the IAQM guidance on construction dust. Subject to the introduction of any appropriate mitigation, the scheme is considered to be in accordance with Policy L5 of the Trafford Core Strategy and the relevant sections of the NPPF.

## **28.0 CRIME PREVENTION**

### **28.1 Introduction**

28.1.1 As layout, appearance and landscaping remain as Reserved Matters, detailed consideration of crime prevention is necessarily limited at this stage. However, at this juncture it is appropriate to consider some of the key design principles that should inform the detailed design of TW so as to reduce opportunities for crime within the development. The applicant has given consideration to these principles within Section 4.6.5 of the DAS.

### **28.2 Proposal**

28.2.1 TW is a mixed-use scheme that will function as a place to live, work, learn and play for several thousand people at any given time. It is a site that will be in use 24-hours a day; it is therefore important that it is developed as a place where people feel safe and secure.

### **28.3 Applicant's Submission**

- 28.3.1 Natural Surveillance has a fundamental role to play in creating safe and secure places. Activity and surveillance will be increased at TW by ensuring that public areas are well overlooked; buildings provide active frontages; and a mix of uses and a variety of residential types are used to increase presence and surveillance throughout the day.
- 28.3.2 Safe and secure access and movement networks should be created. This can be achieved by ensuring that routes are well defined and legible; are overlooked, well-lit and of generous width; and that they have a clear purpose to them. Access and footpath networks to the rear of buildings should be avoided.
- 28.3.3 If the ownership of space is unclear, it increases the chance of crime/anti-social behaviour going unchallenged. Private spaces should be well-defined and enclosed. Public and semi-public spaces should have a clear purpose and not just become left-over space, which can encourage vandalism and abuse.
- 28.3.4 The Outline Masterplan shows that the above points can be met. The intention is for the applicant to retain long-term control and management of the public realm to ensure that a sufficiently robust management regime is put in place to maintain the public realm to a high standard.

### **28.4 Officer Comment**

- 28.4.1 In relation to matters of security, Policy L7.4 of the Trafford Core Strategy states that development must demonstrate that it is designed in a way that reduces opportunities for crime and does not have an adverse impact on public safety.
- 28.4.2 The matter of crime prevention has been reviewed by Greater Manchester Police's 'Design for Security' (DfS) team. DfS have stated that they are happy to support the range of uses proposed at TW and that the applicant's DAS has shown due cognisance to the need to consider crime and safety in the design of the public realm. Having reviewed the wider DAS, the LPA considers that the Illustrative Masterplan has adequately incorporated the key principles for crime prevention into its indicative design. For example, the streetscape strategy within the DAS generally allows for active frontages, whilst the residential typologies section indicates that all ground-floor units could have their own front door and small garden. The Masterplan layout also provides opportunities for the public open spaces to be overlooked by residential properties.
- 28.4.3 DfS have, however, noted that the applicant is yet to consider the particular risks associated with the nature of the proposed uses or the locational context of the development. This exercise will need to form part of the detailed Crime Impact Statements, which should be submitted for each phase of the

development. They should also make specific reference to crime patterns in the area; provide a detailed specification for each of the proposed buildings and public spaces; and should demonstrate how the principles set out in the DAS have been taken into account for the detailed design. The submission of Crime Impact Statements will be secured by a condition attached to any Outline approval.

## 28.5 **Summary**

28.5.1 The applicant has identified a set of key principles that, if adhered to, will help to reduce opportunities for crime within TW. It is however recognised that specific crime prevention measures cannot be identified and agreed until applications for Reserved Matters come forwards. As such further, detailed Crime Impact Statements should be submitted with each Reserved Matters application. On this basis the development is considered to be in compliance with Policy L7 of the Trafford Core Strategy.

## 29.0 **ENERGY & CLIMATE CHANGE**

### 29.1 **Introduction**

29.1.1 The effects of climate change need to be considered at Outline stage to ensure that a holistic and strategic approach is adopted from the outset for minimising the development's impacts and mitigating any adverse effects. The applicant has set out their strategy for delivering a low energy, low carbon development in their 'Sustainability and Energy Statement' (March 2015) and within a follow-up 'Carbon Statement' (November 2015).

### 29.2 **Proposal**

29.2.1 The TW development will be built out gradually, across a number of phases and over a period of up to 20 years. The Illustrative Masterplan makes provision for the introduction of two 'energy centres' within the two multi-storey car parks (MSCPs) that have been proposed. The first would be installed as part of Phase 2, whilst the other would follow in Phase 4.

### 29.3 **Applicant's Submission**

29.3.1 The mix of uses at TW and its relationship to surrounding facilities provides an ideal opportunity for a leading edge sustainable development. Media City, which was also developed by Peel Holdings, was the first development to be awarded an 'excellent' BREEAM Communities rating. TW is seeking to achieve similar or better standards.

29.3.2 TW aims to achieve a 50% reduction in CO2 emissions compared to the criteria set out in Policy L5 of the Trafford Core Strategy. This could be achieved by applying the following possible measures:

- i. **Low Energy Building Fabric**

Following Building Regulations 'Part L' 2013 requirements for thermal performance of building elements and reduced air infiltration by means of well-sealed building envelope.

ii. Passive Solar Design

Natural energy sources will be used through the use of glazing on appropriate elevations, natural ventilation where possible and using the built form to create efficient micro climates.

iii. Low Energy Mechanical and Electrical Systems

Following 'Part L' 2013 requirements for lighting, ventilation, heating and cooling systems. Applying energy recovery (heat) where viable and practical.

iv. Low Energy/Low Carbon Technologies

To include consideration of the options included in Section F of the Trafford LDF, Technical Note No.3 and Table F1 in particular (e.g. Combined Heat and Power, Biomass, Coal Bed Methane).

29.3.3 The design approach has been developed after viability testing of options and consideration of practical and ergonomic factors. This helps to ensure that the technologies and the design measures used to meet the carbon reduction target are technologically feasible, financially affordable, and acceptable to users, so that they are appropriate for the development.

29.3.4 A particular feature of the development could be a district energy network which supplies low carbon energy and is designed to be able to connect to the future AGMA energy network when available. This network can, in time, be connected to future energy centres which use renewable energy supplies so that the development is both future-proofed against the decline of fossil fuels and able to become zero carbon if and when these energy sources become available. Initially however, the network could be served by local gas fired CHP energy centres with gas-fired back up boilers, which provide the most proven and cost effective solution to start with.

29.3.5 There is scope if, and when, available, to also connect to the nearby Barton Renewable Energy Plant (BREP), which will use renewable fuels (wood) to generate electricity and to supply waste heat. However the development does not depend on this being available or completed.

29.3.6 More generally, TW will reduce its carbon footprint by ensuring that there are new community/retail facilities that are located within a reasonable and safe walking distance. The development also encourages the use of sustainable modes of transport into, and out of, the site.

## 29.4 Officer Comment

29.4.1 Within its 'Core Principles', the NPPF identifies that planning should support the transition to a low carbon future in a changing climate (Para 17). It goes on to state that planning plays a key role in helping shape places to secure radical reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impacts of climate change, and supporting the delivery of renewable and low carbon energy and associated infrastructure.



This is central to the economic, social and environmental dimensions of sustainable development (Para 93).

- 29.4.2 The application site is situated within the 'Trafford Park' Low Carbon Growth Area (LCGA's), as identified in SPD1: Planning Obligations – Technical Note 3: Climate Change – Mitigation and Adaption (TN3). Policy L5.5 of the Core Strategy considers there to be a distinct opportunity for new, major developments in this area to deliver a CO2 reduction of up to 15% above current Building Regulations targets. However, Policy L5.7 goes on to state that these higher reduction targets will only be applicable where the required infrastructure as detailed in L5.6 (i.e. new energy generation infrastructure and programmes) exists at the time the relevant planning application is determined.
- 29.4.3 The infrastructure referenced in Policy L5.6 is not currently in place and as a result there is no specific local emissions reduction target that TW must adhere to. On this basis the applicant has stated that the carbon reduction measures identified within their Carbon Budget Statement should be viewed as opportunities for the development, rather than commitments. As an alternative means of demonstrating that a sustainable approach will be adopted to the buildings within TW, the applicant has committed to achieving a BREEAM buildings rating of 'Very Good' for the commercial premises and a Home Quality Mark (HQM) rating of '2\*' for residential properties. It is considered that these targets, if achieved, will contribute towards making TW a sustainable development in a number of different regards. Appropriately worded conditions will be added to any Outline consent to ensure that these target ratings are met.
- 29.4.4 Notwithstanding the above, it is worth noting that the applicant's Carbon Budget Statement (CBS) presents a reasonable, outline methodology for minimising energy consumption and carbon emissions via simple, low-cost design solutions. Additionally, if the applicant chose to deliver gas-fired CHP energy centres within the development they would achieve cost and environmental benefits compared to the provision of individual heating systems for each property. It is considered that local energy centres would, in combination with the measures identified within points i-iii of Paragraph 29.3.2, enable the development to achieve the Council's standards for carbon emission reduction for site's located outside of LCGA's.
- 29.4.5 Further to the above, the location of the development could enable it to connect in to a large-scale renewable energy plant, such as a district heating system (See Paragraphs 29.3.4-29.3.5). Delivery of these projects is not, however, guaranteed, nor are they within the control of the applicant, with the exception of the BREP. Notwithstanding this, future deployment of such strategic approaches to reducing carbon emissions has the potential to achieve even greater environmental benefits than those resulting from the use of gas-fired CHP energy centres. They are considered to be an achievable solution that could be introduced into the development retrospectively

providing that the applicant has installed the relevant future-proof infrastructure from the start.

29.4.6 A condition shall be added to the Outline approval requiring the applicant to submit an 'Energy Strategy' with each Reserved Matters application. The Strategy should set out the proposed energy and carbon performance of the buildings; provide details of the technical features employed to achieve this performance; and identify any available opportunities for connecting the buildings into any district heating networks.

## 29.5 **Summary**

29.5.1 The infrastructure required to support the Council's more stringent carbon reduction standards is not currently in place and as a result there is no specific local emissions reduction target that TW must adhere to. The applicant has, however, committed to achieving a BREEAM rating of 'Very Good' and a HQM rating of 2\* for the commercial and residential buildings respectively, which will assist TW in becoming a sustainable development. The applicant's Carbon Budget Statement has identified a series of low-energy and low-carbon measures that, if delivered, would allow TW to achieve a reduction in CO2 emissions compared to the criteria set out in Policy L5 of the Trafford Core Strategy. It is hoped that opportunities will arise in the future for TW to connect into more strategic forms of low carbon infrastructure, such as a district heat network. This could allow the more stringent carbon reduction standards for LCGA's to be met.

## 30.0 **WIND AND MICROCLIMATE**

### 30.1 **Introduction**

30.1.1 The height and scale of the TW development warrants an assessment of its likely effects on the wind conditions at street level. Chapter 19 of the ES (Volume 1) summarises these effects, with the full desk-based Wind and Microclimate Assessment (RWDI) provided as part of the ES Appendices (Volume 2).

### 30.2 **Proposals**

30.2.1 The 'Building Heights' Parameter Plan submitted with the application provides the opportunity for the majority of new buildings at TW to reach eight storeys in height. In some areas there is scope for them to extend up to 16 storeys. However these plans only fix the maximum building heights in certain areas of the site and so the Microclimate Assessment is modelled on the arrangement of development within the Illustrative Masterplan. This comprises of 49 separate buildings, covering a variety of sizes, shapes, heights and uses (including residential, commercial and education and leisure). The locations of entrances to buildings, façade detailing and external seating are, however, unknown at this Outline Stage.

### 30.3 **Applicant's Submission**

- 30.3.1 The assessment uses the Lawson Comfort Criteria to benchmark the predicted wind conditions around the site. The Criteria set out six pedestrian activities and reflect the fact that less active pursuits require calmer wind conditions. In ascending order of activity level, they are: sitting; standing; entering/leaving a building; leisure walking; business walking; and roadway/car-park use.
- 30.3.2 The prevailing winds blow from the southerly sector and account for approximately 35% of wind for the site. The 220m of open space between the ITC and TW means that this wind is expected to affect the pedestrian environment for the southern part of the application site, with a number of complex flow interactions expected due to the arrangement of the development buildings.
- 30.3.3 The western side of the site is more exposed to the southerly winds and the thoroughfares between buildings in this area will experience occasional strong winds, suitable for purposeful, 'business walking'. This is windier than desired and therefore mitigation measures should be incorporated into the detailed design of the relevant thoroughfares at Reserved Matters Stage. These could include façade detailing, screening to provide localised shelter, and evergreen planting.
- 30.3.4 The amenity space proposed within the residential courtyard blocks will be sheltered and are expected to be suitable for sitting during the summer season, which meets the target condition.
- 30.3.5 Due to the shelter provided by other blocks within the proposed development, conditions around the school are expected to be suitable for standing during the windiest season. Its courtyard is expected to be in use throughout the year, and a mix of sitting and standing conditions would likely be acceptable to reflect the expected level of activity.
- 30.3.6 Entrances will be positioned during the detailed design stage. It is however advised that they are located in areas where the wind environment is expected to be suitable for standing or sitting. If entrances need to be positioned in zones suitable for leisure walking, mitigation is advised.

### 30.4 **Officer Comment**

- 30.4.1 The applicant has correctly identified that the site will occasionally experience strong winds even if the wind speeds are adjusted for terrain roughness. The modelling undertaken by the applicant adopts a 'worst-case scenario' approach, whereby it does not account for landscaping or planting. This is considered to be appropriate as landscaping would have a beneficial effect on wind microclimate compared to the applicant's approach.

- 30.4.2 The use of the Lawson Criteria has been widely accepted for use in pedestrian comfort studies associated with buildings in the UK. It compares well with international guidance and is suitable for assessing the environmental winds for the site.
- 30.4.3 However, the desktop study adopted by the applicant does not allow for predictions and terms of Comfort and Safety to be developed using the Lawson Criteria. Not enough information has been provided to justify some of the changes in the Lawson category; for example at the southern edge of Central Park there is an immediate transition from 'business walking' to 'standing' (rather than 'leisure walking'). Given this, it is recommended that a quantitative wind impact assessment is submitted at the detailed design stage for each phase of development. This should demonstrate the effect of the buildings on the microclimate of the area. The associated report should identify all wind mitigation measures necessary to ensure compliance with the Lawson Criteria in terms of pedestrian comfort and safety.
- 30.4.4 The applicant has identified a reasonable range of mitigation measures that can be employed to ensure pedestrian comfort and safety. Other measures that have not been referenced include 'winter gardens' rather than balconies, and vertical windshields as a form of localised treatment to protect specific areas. It is worth noting that the microclimate of the site will evolve as new buildings are erected and the next phases of development come forwards. Any mitigation measures identified by the applicant for TW will need to account for this.
- 30.4.5 Overall the LPA are satisfied that, with certain mitigation measures in place, an appropriate level of pedestrian comfort and safety can be achieved across the site with the TW development in place.

## 30.5 **Summary**

- 30.5.1 The applicant's desk-based assessment uses the Lawson Comfort Criteria to assess the environmental winds around the site. The western side of the site is more exposed to the southerly winds and the thoroughfares between buildings in this area will experience occasional strong winds, which can be tempered with the employment of appropriate mitigation measures. The amenity areas within the site and the proposed school should be able to achieve the target conditions under the Lawson Criteria. Whilst the LPA are sufficiently satisfied that an appropriate level of pedestrian comfort and safety can be achieved throughout the TW site, it will be necessary for more detailed, quantitative assessments to be submitted at the detailed design stage to verify the impact and mitigation requirements of individual phases/buildings. Therefore the development is considered to be in compliance with Policy L7 of the Trafford Core Strategy and the NPPF.

## **31.0 WASTE MANAGEMENT**

- 31.1 The applicant's submission does not provide a strategy for how waste generated by the TW development will be managed holistically, although it is recognised that a specific strategy does not need to be formulated until the detailed design stage. It is worth noting however that the apartment blocks will be expected to provide the appropriate infrastructure for the storage, collection and encouragement of high recycling rates. The design of the site also needs to provide sufficient space for large refuse vehicles to access the bin storage areas to buildings, without hindrance from obstacles. These issues should be given consideration by the applicant at the outset of the detailed design process and therefore it is recommended that a Waste Management Strategy be submitted with each Reserved Matters application.
- 31.2 The applicant will be required to identify appropriate means for disposing of waste generated as part of the construction process as part of the Construction Environment Management Plan condition that will be attached to any Outline permission.

## **32.0 PLANNING OBLIGATIONS**

### **32.1 Introduction**

- 32.1.1 As identified in the previous sections of this report, a development of this scale will create additional demand for local services, such as education and healthcare facilities, and open-space and highways/transport infrastructure. Policy L8.1 of the Trafford Core Strategy states that, in relation to proposed development that would, if implemented, create a need for a particular facility or generate specific adverse impacts the cannot be provided for, or mitigated against through the use of planning conditions, the Council will seek to negotiate appropriate planning obligation(s) to make the development acceptable.
- 32.1.2 Policy L8.2 goes on to state that in accordance with the Community Infrastructure Levy Regulations 2010, policies within the Local Plan and the Council's Local Infrastructure Plan, the Council will seek developer contributions towards the delivery of environmental, economic and social infrastructure. A planning obligation can only be applied if it meets all of the three statutory tests:
- The obligation is necessary to make the development acceptable in planning terms;
  - It is directly related to the development; and
  - The obligation is fairly and reasonably related in scale and kind to the development.
- 32.1.3 Planning obligations will be used to secure the following types of infrastructure as part of the TW development.

## **32.2 Affordable Housing**

32.2.1 Section 10.3.1 of this report identifies that the applicant has adequately demonstrated that it would not be viable for the development to provide affordable housing based on present day values. There is however significant scope for the development to create its own market and achieve longer term growth in market values. In light of this the applicant has agreed to re-assess scheme viability each time a Reserved Matters application is submitted for both layout residential development. The applicant has confirmed that they will be the 'master developer' for TW and will provide the necessary infrastructure to support the development and will sell serviced parcels of land to housebuilders, who will then construct and see the housing and commercial floor-space. The review mechanism will therefore determine whether a 'surplus' has been generated after deducting all development costs, finance costs, and a reasonable return on costs from the land value receipts. If an application generates a surplus, this would be used to provide affordable housing in subsequent phases, up to a scheme-wide level of 40%. It is worth noting that, within their indicative phasing schedule, the applicant anticipates that 1,030 dwellings and 752 dwellings would be delivered in Phases 5 and 6 of the build-out respectively.

32.2.2 The above referenced review of viability, and subsequent delivery of affordable housing (if this proves to be viable), will be secured by a s106 agreement. In addition to the review mechanism, the following Heads of Terms have also been agreed with the applicant.

- The appropriate benchmark land value for the site and the means of indexing this over time.
- That each viability assessment will possess a 'use-by' date, whereby if a review has not been substantially commenced prior to this date then the review would need to be repeated using updated figures.
- That a maximum of 1,050 dwellings and 30,000sqm can be proposed within any one phase, to avoid the submission of the whole scheme for review far in advance of actual construction.

## **33.0 COMMUNITY INFRASTRUCTURE LEVY (CIL)**

### **33.1 Introduction**

33.1.1 The development proposals are subject to the Community Infrastructure Levy (CIL), which was introduced in Trafford in July 2014 and is designed to collect developer contributions, charged on a pounds (£) per square metre basis, to fund essential infrastructure in the Borough.

### **33.2 Case for Exemption**

33.2.1 Under the current CIL charging schedule, some of the uses proposed at TW (such as the hotel and leisure elements) would generate a charge, whilst others (such as the apartments and offices) would not. Within their 'Justification for Development' document, 'Part 3: Delivery' the applicant has

estimated the scale of the CIL charge for the entire development to be £412,000, using the current charging schedule and on a 'worst-case scenario basis'.

33.2.2 The applicant has requested that the development should benefit from 'exceptional circumstances' relief in relation to CIL, and therefore should not have to pay any financial contributions through the CIL mechanism. The applicant's grounds for exemption are based on those set out in the Council's Exceptional Circumstances and Relief Statement (2014), which in turn are in accordance with the CIL Regulations 2010 ((Part 6) Regulation 55) (as amended). They are as follows:

1. A Section 106 Agreement must exist on the planning permission permitting the chargeable development, which exceeds the value of the CIL chargeable amount;
2. The Charging Authority must consider that paying the full levy would have an unacceptable impact on the development's economic viability; and,
3. The relief must not constitute a notifiable state aid.

33.2.3 The Council may only grant exceptional circumstances relief if the payment of CIL would have an unacceptable impact on the economic viability of the scheme and if each of the above conditions is met in respect of a chargeable development. The site must also fall within one of the areas identified by the Council as being eligible for discretionary relief, which in this instance it is – TCR, Policy SL4.

33.2.4 A review of the applicant's request for exemption has shown that they have not met all three conditions at this time as a S106 planning obligation has not yet been entered into. Importantly, relief should only be granted in respect of a 'chargeable development'. Part 2, Article 8 of the CIL Regulations (2010) clarifies, for the benefit of applying a CIL charge, the time at which planning permission first permits development for an Outline application. Paragraph 5 states that for *an Outline planning permission that permits development to be implemented in phases, planning permission first permits a phase of the development on the day of the final approval of the last reserved matter associated with that phase.*

33.2.5 On the basis of the above, a claim for relief should only be made and then assessed for at the end of each phase of the development, when it becomes a 'chargeable development' in its own right. It is therefore not possible to grant exceptional circumstances relief at the outline application stage.

33.2.6 Similar to the above, it will not be possible to calculate the scale of the CIL charge that applies to aspects of the TW development until the point at which the final reserved matter associated with each phase is approved. When this occurs, the charge will be calculated using the charging schedule that is in force at that particular time.

## **34.0 APPLICANT'S ANTICIPATED SOCIO-ECONOMIC BENEFITS**

### **34.1 Introduction**

34.1.1 Chapter 7 of the ES sets out the potential effects of the proposed development on local (Trafford) and sub-regional (Greater Manchester) socio-economic receptors. The key impacts emerging from the applicant's Social and Economic Effects Assessment (SEEA) are set out below:

### **34.2 Employment**

34.2.1 The proposed development will generate additional employment opportunities during both the construction and the operational phases.

34.2.2 TW is expected to involve some £724 million of construction-related expenditure, by 2013 prices, supporting an estimated 488 FTE gross jobs. This translates into 211 net additional jobs (10 year equivalent) at the Trafford level and 424 jobs at the Greater Manchester level.

34.2.3 The number of gross direct permanent jobs created at the operational phase, relating to the office, retail/leisure and hotel floor-space, is estimated to be around 4,724 gross direct jobs. This equates to a total of 1,875 net additional jobs at the Trafford level and 2,968 at the Greater Manchester level.

34.2.4 The net additional Gross Value Added (GVA) of TW has been calculated as £183 million per annum at the Trafford level and £158 million across Greater Manchester (2013 prices). The cumulative GVA over 10 years (discounted at 3.5% per annum) is estimated to be some £1.5 billion at the Trafford level and £1.3 billion for Greater Manchester.

### **34.3 Residential**

34.3.1 The construction of 3,000 residential units at TW is considered by the applicant to translate into 2,400 net additional households at the Trafford level, once displacement has been accounted for. It has been estimated that this level of new housing would generate an additional *direct* expenditure of £37.04 million per annum. When indirect and induced expenditure (due to increased local spending by businesses and employees) is also factored in, this figure rises to £46.30 million per annum at the Trafford level.

### **34.4 Wider Benefits**

34.4.1 The applicant considers that the proposed development will also result in a range of wider benefits. In short the ES considers that TW will:

- Act as a regeneration catalyst;
- Strengthen and diversify the economic base;
- Increase the pool of skilled labour;
- Enhance the image of the local area;
- Improve the well-being of the wider community.



### **34.5 Assessment of Income to the Council**

34.5.1 The applicant has also provided an initial high-level assessment of the potential increase in Council Tax and Business Rates income associated with the delivery of the TW scheme, as shown on the Illustrative Masterplan.

34.5.2 It is estimated that housing at TW could generate a total Council Tax income of between £3.27m - £3.63m per annum once fully complete. The development will also generate £20m in New Homes Bonuses

34.5.3 It is estimated that once complete the TW scheme could generate £5.96m - £6.70 in Business Rates revenue per annum, a third of which would be received by Trafford Council (£1.99m - £2.23m)

### **34.6 Officer Comment**

34.6.1 Officers acknowledge the potential scheme benefits that TW could have on local and sub-regional socio-economic receptors, along with the potential income to the Council that will be used to deliver local services.

## **35.0 THE PLANNING BALANCE AND CONCLUSION**

### **35.1 Scheme Summary**

35.1.1 This application seeks Outline planning permission (with all matters reserved except for access) for up to 3000 dwellings; 80,000sqm (GEA) of office floor-space; 6,700sqm of supporting commercial accommodation (use classes A1, A2, A3, A4, A5, D1 and D2); hotels (up to an overall total of 300 bedrooms); a care-home (up to 150 bed/units) and a primary school. These land uses would be supported by the construction of a pedestrian footbridge over Trafford Boulevard; the provision of access roads, car parking, public realm and landscaping works and other associated development and supporting infrastructure. The proposals reserve a strip of land for the delivery of the Metrolink tramline through the site, in the event that this becomes a viable and consented prospect. Development within the site would have the potential to extend to 16 storeys in height and it is anticipated that TW would be constructed over a period of 15- 20 years.

35.1.2 The development is expected to make best use of opportunities to improve the character of the area and to deliver an appropriate level of open space. It should provide community facilities (such as health and school provision) and a range of ancillary commercial uses (such as convenience retail) to support the day-to-day needs of its population. Users of the site should be able to move freely through the site, and on to adjacent areas, and should have good access to modes of sustainable travel.

35.1.3 The proposed development has been advertised as a 'departure' from the Local Plan on the grounds that the quantum of residential development far exceeds the 1,050 units identified by Policy SL4 – Trafford Centre Rectangle for this site.

## 35.2 **Status of the Development Plan**

35.2.1 The Development Plan in Trafford comprises of the 'Trafford Core Strategy and saved policies from the 'Revised Trafford Unitary Development Plan' (UDP). Paragraph 2 of the NPPF states that planning law requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. It goes on to clarify that the NPPF is a material consideration in planning decisions. In this regard, the development plan takes primacy over national plan policies.

35.2.2 The Core Strategy was adopted on 25<sup>th</sup> January 2012 and therefore pre-dates the adoption of the NPPF (March 2012), albeit not significantly. Paragraph 211 of the NPPF, which sits within Annexe 1: Implementation of the document, states that, for the purposes of decision-taking, the policies in the Local Plan should not be considered out-of-date simply because they were adopted prior to the publication of the Framework.

35.2.3 Trafford is, however, unable to demonstrate that sufficient deliverable sites exist within the Borough to provide five years' worth of housing when considered against their housing requirements, an exercise that is prescribed within Paragraph 47 of the NPPF. Current Paragraph 49 goes on to state that housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites. It is recognised that a 'wide' definition should be applied to the interpretation of 'relevant policies for the supply of housing', following the Court of Appeal Judgement for the conjoined appeals of *Suffolk Coastal DC v Hopkins Homes & SSCLG* and *Richborough Estates v Cheshire East BC & SSCLG (2016) EWCA Civ 168*. In giving this judgement the Court made it clear that the proper meaning of the above phrase is 'relevant policies affecting the supply of housing'. Policies may serve to form the supply of housing land either by creating it or by constraining it.

35.2.4 Whilst some policies within the Local Plan/Core Strategy are evidently out-of-date (such as L1 – Land for New Homes, a housing land supply policy), other very relevant policies are up-to-date, such as Policy R5 – Open Space, Sport and Recreation (which concerns the standards that major housing schemes should meet, rather than restricting the locations where housing could be developed). In any event, the five year housing land supply position does not mean that it is necessary or appropriate to grant permission without the adequate provision of open space at TW.

### 35.3 **Application of the NPPF**

35.3.1 Paragraph 14 of the NPPF states that the presumption in favour of sustainable development should be seen as a golden thread running through both plan-making and decision-making. In the case of the latter, this means

- Approving development proposals that accord with the development plan without delay; and
- Where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:
  - (i) any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole; or
  - (ii) specific policies in the Framework indicate that development should be restricted.

35.3.2 A recent Court of Appeal Judgement (*Forest of Dean v SSCLG (2016) EWHC 421 (Admin)*) ruled that, in instances where a proposal causes less than substantial harm to a designated heritage asset, both limbs of the last bullet-point to Paragraph 14 have to be considered. This is because Paragraphs 132 and 134 of the NPPF represent a specific policy in the Framework that indicates that development should be restricted. They state that great weight should be given to the (heritage) asset's conservation (132) and that the less than substantial harm to the significance of the designated heritage asset should be weighed against the public benefits of the proposal (134). The Forest of Dean Judgement makes it clear that the presumption in favour of development, as prescribed within the first limb of Paragraph 14, should be dis-applied until the un-weighted exercise within Paragraph 134 has first been undertaken.

### 35.4 **Un-weighted exercise required by Paragraph 134**

35.4.1 The un-weighted exercise required by Paragraph 134 of the NPPF has already been undertaken within the Heritage Chapter of this report (Paragraphs 19.1.37 – 19.1.39), however it has been repeated here for ease of reference. It is considered that the TW development will lead to less than substantial harm' to the significance of All Saints Church (Grade I) and Presbytery (Grade II); to Barton Bridge, Barton Aqueduct and the Control Tower (all Grade II\*); and to the Barton-upon-Irwell conservation area. Grade I buildings are classed as being of exceptional interest, whilst Grade II\* buildings are of more than special interest; therefore significant public benefits are required to outweigh the identified harm to these particularly important buildings. The main public benefits that would be brought about by the proposals are considered to be as follows:

- A substantial contribution towards meeting the identified housing shortfall in the Borough, through the provision of 3,000 new dwellings and a care-home (150 bed/units);
- Provision of a primary school;
- Creation of c.5,000 jobs once the development is operational;
- Opening up of the MSC waterfront.

35.4.2 Great importance and weight has been given to the desirability of preserving the designated heritage assets, including their setting, in accordance with s66 and s72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and Paragraph 132 of the NPPF. However, in this instance the public benefits generated by the proposals are considered to be substantive, and sufficient to outweigh the less than substantial harm that has been identified. As such this exercise has not required refusal of the application and development is not specifically restricted by the NPPF. Therefore the test set out in the first limb of Paragraph 14 (presumption in favour of development) can be applied.

### **35.5 Weighted test under first limb of Paragraph 14**

35.5.1 As the Council's development plan policies relevant to the supply of housing are out of date, it is necessary for the local planning authority to 'weigh-up' the TW development using the test set out in the first limb of Paragraph 14 of the NPPF, that is that planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole. This exercise is set out below:

#### Scheme Benefits

35.5.2 The main benefits that would be delivered by the TW development, in addition to those anticipated by the applicant in Chapter 32 above, are considered to be as follows:

- The development will provide a greater than anticipated contribution towards the Borough's housing land supply.
- It will maximise the use of sustainable greenfield land within the urban area;
- In the longer term, the delivery of additional housing over and above the 1,050 units previously assumed for this site will reduce likelihood of needing to accommodate development on land outside of the urban area.
- Provision of new residential accommodation in an area that has good access to public transport and retail/leisure facilities;
- Provision of a care home to cater for the frailer elderly;
- Delivery of further economic growth and job opportunities in the TCR through the creation of additional employment leisure and supporting commercial floor-space;
- Delivery of a new healthcare facility;
- Provision of a range of supporting commercial uses.
- Provision of a primary school to accommodate up to 420 pupils;
- Efficient use of a currently vacant/under-used site of strategic importance to the Borough.
- Overall improvement in performance to the strategic and local road networks, compared to the alternative permission(s) that exist on the site, following introduction of new junction improvements;
- Enhancement of the public realm within the Barton-upon-Irwell Conservation Area;

- Opening up of views of, and leisure routes along, the MSC waterfront;
- Improved pedestrian and cycle links, including the provision of a 'Green Bridge' across Trafford Boulevard;
- TW will contribute towards the business case for the Trafford Park Metrolink line to extend across to Salford, via the application site.

### Adverse Impacts

35.5.3 For planning permission to be refused, the adverse impacts of the TW development must significantly and demonstrably outweigh the above benefits. The main adverse impacts are listed below. A greater level of harm than this has been identified within the detailed assessment chapters of the report, however much of this will be mitigated through a series of measures that will be secured through the s106 agreement and planning conditions attached to any permission. As such, the harm set out below can be considered to be the 'net' harm that will be generated after the mitigation measures have been implemented.

- Air Quality, whilst acceptable overall, will have some localised moderate adverse impacts outside of the site.
- The development is not considered to contribute on an appropriate scale to the provision of green infrastructure. In particular there will be increased pressures placed on existing Semi-Natural Greenspace and Outdoor Sports facilities given the limited on-site provision that is proposed.
- Less than substantial harm to the setting of designated heritage assets, including the Grade I listed All Saints Church and Grade II\* listed Barton Bridge; Barton Swing Bridge and Control Tower;
- The outlook for residents of existing properties on the facing, northern bank of the MSC will be materially altered, to the detriment of the amenity that they currently enjoy.
- Increased delay at certain junctions within the vicinity of the application site;
- A proportionately low amount of open space provision in comparison to policy and without easy access to any substantive off-site provision.

35.5.4 In addition to the above, it is also worth noting that the scheme would not be able to provide affordable housing at the outset, as a result of scheme viability and is very unlikely to provide the full 40% across the whole site required by policy.

### **35.6 Paragraph 14 Weighting Exercise**

35.6.1 Each of the benefits and adverse impacts listed above have been described and assessed within the relevant Chapters of this report. Using this, a weighting exercise has been undertaken and it is considered that the adverse impacts associated with the TW scheme will not significantly and demonstrably outweigh its benefits. Therefore the proposed development is compliant with Paragraph 14 of the NPPF. This conclusion has, however, only been reached on the basis that the suite of conditions relating to the provision of open space, education and community facilities are delivered in full. If they

were not, then there may be adverse effects associated with the development that could cause it to fail the Paragraph 14 test.

35.6.2 The Trafford Waters application has been submitted in Outline form and has been supported by an Environmental Statement and a series of Parameter Plans, which accords with the 'Rochdale Envelope' Judgement. It is considered to represent a sustainable development that complies with the provisions of the NPPF and the relevant in-date Development Plan policies when taken as a whole. Therefore, the application is recommended for approval.

## 35.7 **Conclusion**

35.7.1 The site is allocated under Policy SL4 of the Trafford Local Plan: Core Strategy as part of the Trafford Centre Rectangle Strategic Location. The Core Strategy seeks to bring forward the application site for a mixed-use development including 1,050 residential units comprising, predominantly, accommodation suitable for families. The Trafford Waters scheme subject of this application goes far beyond that proposed or envisaged within the Core Strategy. A residential-led development of up to 3000 units is proposed alongside a large quantum of employment, commercial and leisure floor-space. The result is an innovative scheme that seeks to cater for the full spectrum of the population (including families) as part of a very high density development in an out-of-centre location. The opportunities this offers for the TCR and the Borough are to be welcomed and the scheme offers a number of substantial public benefits.

35.7.2 However, in relation to the large quantum of development proposed, the site is relatively constrained by existing infrastructure including the MSC and the road network. The site will therefore need to be densely and intensively built out in order to bring forward the amount of development applied for. There are, as identified, a number of substantive benefits in bringing forward the site in this way. However, as a consequence the development would place increased pressure on the demand for social and other infrastructure and the applicant has asked officers, in making their recommendation to approve the application, to make significant compromises in meeting its open space standards, car parking standards and, in all probability, its privacy/separation standards.

35.7.3 Given this, and in light of the adverse impacts identified above and elsewhere in this report, it is considered to be essential that the benefits associated with the development are appropriately secured to ensure that the first limb of Paragraph 14 can be satisfied and that a truly sustainable development is delivered at TW. Of particular relevance are the benefits that will provide social and transport infrastructure at appropriate stages of the build-out; infrastructure such as the school, the Green Bridge, highways improvements, open space, play equipment, healthcare facilities and other forms of community facilities. Great weight has been attached to their delivery in the planning balance. Officers will need to carefully consider subsequent

applications for Reserved Matters and the discharge of planning conditions to ensure that the 'vision' in the applicant's Design and Access Statement and the public benefits envisaged are delivered successfully and in full. There is an opportunity to develop Trafford Waters into an exciting and high quality location that makes for a good place to work and visit and, most importantly, supports a genuinely sustainable community. The developer's vision, if properly implemented, will do just that.

35.7.4 S38(6) of the Planning and Compulsory Purchase Act 2004 and S70(2) of the Town and Country Planning Act 1990 states that any determination under the Planning Acts must be made in accordance with the development plan unless material considerations indicate otherwise. Paragraph 196 of the NPPF states that the Framework is a material consideration in planning decisions. Housing policies in the development plan are 'out of date' in Paragraph 49 NPPF terms as the Council cannot demonstrate a five year supply of deliverable housing sites. The remainder of the policies in the Core Strategy are generally in compliance with the NPPF (having been adopted only a few weeks prior to its publication) and are therefore not deemed to be out of date.

35.7.5 The assessment within this report considers the TW development, although not meeting the aspirations of some development plan policy, particularly in relation to open space, to be generally compliant with the development plan when it is read as a whole. This is on the basis that appropriate mitigation measures secured by a S106 agreement and planning conditions are appropriately implemented. The NPPF is also an important material consideration, particularly given that housing policies in the development plan are 'out of date'. Therefore having carried out both the unweighted balancing exercise under Paragraph 134 of the NPPF and the weighted balancing exercise under Paragraph 14 of the NPPF it is considered that the adverse consequences of the development would not significantly and demonstrably outweigh the benefits. The proposals would represent a sustainable form of development which would have social, economic and environmental benefits. No other material considerations have been identified which would warrant a different view being taken. The application is therefore recommended for approval.

## **36.0 RECOMMENDATION AND CONDITIONS**

36.1 That Members resolve that they would be **MINDED TO GRANT** planning permission for the development and that the determination of the application hereafter be deferred and delegated to the Head of Planning and Development subject to the following provisions and granting the following powers:-

- (i) To complete a suitable legal agreement under S106 of the Town and Country Planning Act 1990 (as amended) to secure the ongoing review of scheme viability and, if appropriate, affordable housing provision to a maximum of 40% in any one phase of development.

- (ii) To continue to explore the opportunity to enable development to come forward in phases alongside a similarly phased programme of highway works in conjunction with Highways England and the LHA. Alternative conditions, in accordance with subsequent advice and / or recommendations from Highways England / the LHA may be imposed and relevant conditions in the recommendation below amended or deleted as necessary. [N.B. If the Head of Planning and Development is minded not to take the advice of Highways England the application would need to be referred to the Secretary of State for Transport and will be returned to the Planning and Development Management Committee for Members' consideration].
- (iii) To carry out minor drafting amendments to any other planning condition.
- (iv) To have discretion to determine the application appropriately in the circumstances where a S106 agreement has not been completed within six months of the resolution to grant planning permission.
- (v) That upon satisfactory completion of the above legal agreement that planning permission be **GRANTED** subject to the following conditions (unless amended by (ii) or (iii) above): -

## 36.2 **CONDITIONS**

### **Definition**

For the purposes of all relevant conditions below, 'phase' is defined as: a reserved matters application for (a) building(s), plot(s), or infrastructure associated with (a) building(s) or plot(s).

### **Time limits:**

1. The development hereby permitted shall be begun no later than whichever is the later of the following dates:

- The expiration of 5 years from the date of this permission;
- The expiration of 2 years from the approval of the final reserved matter.

Reason: To comply with the requirements of Section 92 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. Applications for the approval of all reserved matters for the entire development shall be made to the Local Planning Authority not later than 20 years from the date of this planning permission.

Reason: As required by the provisions of Section 92(2)(b) of the Town and Country Planning Act 1990.

### **Quantum of development and Parameter Plans:**

3. The outline planning permission hereby approves the following maximum quantum of development (gross external area):

- 3,000 residential units (Use Class C3)
- 80,000sqm offices (Use Class B1)



- Hotels (300 rooms) (Use Class C1)
- A combined total of 6,700sqm of floorspace within Use Classes A1, A2, A3, A4, A5, D1 and D2
- A 2 form entry primary school
- A care home (150 bedrooms/units) (Use Class C2)

Reason: To define the development in accordance with the requirement to deliver a sustainable form of development, having regard to Core Strategy Policies SL4 and the National Planning Policy Framework.

**4.** The development shall be brought forward in general conformity with the parameters set out in the following plans:

- Site Location Plan Drawing No: SP(90)01 Rev C
- Parameters Plan – Use Drawing No: SP(90)30 Rev G
- Parameters Plan – Maximum Building Heights Drawing No: SP(90)26 Rev C
- Parameters Plan – Landscape Drawing No: SP(90)31 Rev F
- Parameters Plan – Access and Constraints Drawing No: SP(90)32 Rev E

Reason: To clarify the permission, having regard to Core Strategy Policies SL4, L1, L2 L4, L7, R1, R3, R5 of the Trafford Core Strategy and the requirements of the National Planning Policy Framework.

**5.** No more than 6,700sq m of commercial uses within Use Classes A1, A2, A3, A4, A5, D1 and D2 will be permitted and of this:

- A minimum of 500sqm shall be delivered as D1;
- A minimum of 500sqm shall be delivered as A1 convenience retail;

Of the remaining 5,700sqm:

- The maximum allowable amount of A2, A3, A4 and A5 will be 5,000sqm
- The maximum allowable amount of D2 will be 4,000sqm
- The maximum allowable amount of A1 convenience retail will be 3,000sqm
- The maximum amount of A1 comparison retail will be 2,000sqm

Unless the results of the assessments required under conditions 11 and 12 (community facilities conditions) of this permission demonstrate otherwise.

Reason. To allow for the delivery of the facilities and services that the community within the development needs and in accordance with the NPPF and Policy SL4 of the Trafford Core Strategy.

**6.** The gross internal area (including any mezzanine floorspace) of any building unit occupied for uses within Use classes A1, A2, A3, A4, A5 or D2 by a single operator shall not exceed 1,000sqm.

Reason: To allow for the delivery of a range of facilities and services to support the needs of the community within the development and in accordance with the NPPF and Policy SL4 of the Trafford Core Strategy.

**7.** A minimum of 700 of the residential units hereby approved shall be delivered as accommodation suitable for family living. In determining whether a residential unit is suitable for family living regard shall be paid to particular needs in relation to the size of residential units, as identified within the Development Plan or any recognised regional / national standard that is in place at the time of any application for Reserved Matters but generally shall consist of properties containing three bedrooms or more and larger two bedroom units to meet a range of family circumstances.

Reason: To ensure the housing needs of the Borough are adequately met and in accordance with Policies SL4 and L2 of the Trafford Core Strategy.

**8.** No single Reserved Matters application for layout shall propose more than:

- 30,000sqm (GEA) of B1 office floor-space;
- 1,050 dwellings;

Reason: To ensure that the development to be delivered is reflective of the viability appraisals that will accompany it and to ensure that the development does not create impacts beyond those set out in the applicant's submission and that it is consistent with the provisions of the NPPF and Policy W2 of the Trafford Core Strategy.

### **Submission of details prior to Reserved Matters**

**9.** Prior to the submission of the first application for Reserved Matters for the first phase of the development, a site wide detailed Design Framework shall be submitted to, and approved in writing by, the Local Planning Authority for this phase. The Design Framework shall be prepared in accordance with the contents and headings set out within the approved Design Framework Template (NJL: September 2016, Ref: 2014-015).

Reason: To ensure that the development makes best use of the opportunities available to improve the character of the area; to ensure that it comes forward in a holistic manner; and having regard to Policy L7 of the Trafford Core Strategy and Paragraph 64 of the NPPF.

**10.** Prior to the submission of the first Reserved Matters for each phase of the development, the Design Framework approved under condition 6 of this permission shall be reviewed and, where appropriate, updated before being submitted to, and approved in writing by, the Local Planning Authority. The updated Design Framework shall provide clear design guidance on the forthcoming phase and consider how this relates to any previous development on the site and/or previous iterations of the Design Framework.

Reason: To ensure that the development makes best use of the opportunities available to improve the character of the area; to ensure that it comes forward in a holistic manner; and having regard to Policy L7 of the Trafford Core Strategy and Paragraph 64 of the NPPF.

**11.** Prior to the submission of any application for Reserved Matters for layout which includes residential units, a strategy for the provision of community facilities shall be submitted to and approved in writing by the Local Planning Authority. The strategy shall include provision for convenience retail, health facilities and Early Years school provision as set out in Core Strategy Policy SL4.5 and should be of a scale to meet the needs of the development's population. The strategy shall: set out an assessment of the need for community facilities generated by the phase of the development that is the subject of the reserved matters application and preceding phases, taking account of existing provision on site and the potential to utilise existing/proposed provision within the local area; shall include details of the consultations undertaken with relevant healthcare providers, the community and the Council and shall demonstrate how such needs are expected to be met. The provision shall be implemented in accordance with the approved strategy.

Reason: To provide community facilities on a scale appropriate to the needs of the new community, having regard to Core Strategy Policies SL4 and Paragraph 70 of the NPPF.

**12.** Prior to the submission of any application for Reserved Matters for layout which includes residential units, a strategy for the provision and management of community meeting places of a scale to meet the needs of the development's population shall be submitted to and approved in writing by the Local Planning Authority. The strategy shall: set out an assessment of the need for community meeting places generated by the phase of the development that is the subject of the reserved matters application and preceding phases, taking account of existing provision on site and the potential to utilise existing/proposed provision within the local area; shall include details of the consultations undertaken with the community and the Council and shall demonstrate how such needs are expected to be met. The provision shall be implemented in accordance with the approved strategy.

Reason: To provide community facilities on a scale appropriate to the needs of the new community, having regard to Core Strategy Policies SL4 and Paragraph 70 of the NPPF.

**13.** Prior to the submission of the first application for Reserved Matters for the first phase of the development hereby permitted, a site wide Parking Management Strategy to include car parking, motorcycle parking and cycle parking shall be submitted to and approved in writing by the Local Planning Authority. With the Reserved Matters applications for each subsequent phase an updated Parking Management Strategy, which takes account of previous phases, shall be submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be implemented in accordance with the approved strategy and retained thereafter.

Reason: To ensure that satisfactory provision is made for the parking of vehicles, bicycles and motorcycles in accordance with Core Strategy Policy L4, L7 of the adopted Trafford Core Strategy and the National Planning Policy Framework.

### **Submission of details with Reserved Matters and prior to works commencing on site**

#### **General information to be submitted with Reserved Matters conditions**

**14.** The approval of details relating to layout, scale, appearance and landscaping (herein after called the 'Reserved Matters') shall be obtained from the Local Planning Authority in relation to all Reserved Matters for each phase of the development before that phase takes place.

Reason: The application is granted in outline only under the provisions of Article 5 of the Town and Country Planning (Development Management Procedure) (England) Order 2015 and the details of the matters referred to in the condition have not been submitted for consideration.

**15.** Any application for Reserved Matters shall be accompanied by a Statement that provides details of the following, both for the current phase and the cumulative total from any previously approved/developed phases:

- Quantum of development falling within any use-class or Sui-Generis uses;
- Mix of residential units, including details of those which are suitable for family-living (as defined by Condition 7 of this permission);
- Percentage of affordable housing previously delivered / permitted and that to be delivered as part of the reserved matters application;
- Quantum of Spatial Green Infrastructure (open-space) provided;
- Quantum of children's equipped play-space provided;
- Quantum of Specific Green Infrastructure provided including (tree-planting and metrics of qualifying alternative treatments);
- Number of car, motorcycle and cycle parking spaces provided.
- Number of residential units occupied across the whole site at the time of submission.

Reason: To ensure that the development proceeds in accordance with Conditions 1 and 2 of this permission.

**16.** Any Reserved Matters application shall include a Construction Environment Management Plan which shall, as a minimum, provide for:

- i. the parking of vehicles for site operatives and visitors;
- ii. loading and unloading of plant and materials;
- iii. storage of plant and materials used in constructing the development;
- iv. the erection and maintenance of security hoardings, including decorative displays and facilities for public viewing, where appropriate;
- v. wheel washing facilities;
- vi. measures to control the emission of dust and dirt during construction;
- vii. a scheme for recycling/disposing of waste resulting from demolition and construction works (that is in accordance with the prevailing waste management legislation in place at the time);
- viii. a Construction Travel Plan to reduce car travel to/from the site;
- ix. measures designed to ensure that retained habitats/vegetation are properly protected during each construction phase.
- x. measures to prevent disturbance to and, where necessary, relocate any animals encountered during site clearance.
- xi. An Invasive Plant Species Management Plan which shall identify measures to be undertaken to eradicate invasive plant species from the site.

The approved Statement shall be adhered to throughout the construction period for the development to which it relates.

Reason: To minimise disturbance and nuisance to occupiers of nearby properties and users of the highway, to comply with the terms of the Wildlife and Countryside Act 1981 and having regard also to Policies R2 and L7 of the Trafford Core Strategy.

**17.** Any Reserved Matters application seeking approval for 'scale' shall:

- a) State the finished, maximum height of each building or structure on its corresponding detailed drawing.
- b) Provide written confirmation that all buildings and structures within the application will not penetrate the safeguarded surfaces for City Airport.

Development shall proceed in accordance with the approved building/structure heights and, upon completion of any building/structure within 10m of the safeguarded surface, a post-build survey shall be submitted to, and approved in

writing by, the Local Planning Authority to verify that the finished building height does not penetrate the safeguarded surfaces for City Airport.

Reason: To safeguard the airspace around City Airport and ensure the safety of aircraft using the Airport.

### **Highway and Traffic conditions**

**18.** No more than 250 dwellings, 27,870sqm of B1 or 2,000sqm of ancillary commercial floor-space (Use Classes A1, A2, A3, A4, A5, D1 or D2) shall be occupied until full design and construction details, including all geotechnical and structural design requirements, relating to the Full Western Gateway Infrastructure Scheme [WGIS] (as shown on Figure 3 of the applicant's TA (Dwng ref: M12073-A-055)), have been submitted to and approved in writing by the Local Planning Authority, in consultation with the Secretary of State for Transport (or the relevant SoS at the time). The details to be submitted shall include:

- Details of scheme interfaces with the existing highway alignment, details of the carriageway markings and lane destinations;
- Full signing and lighting details;
- Confirmation of full compliance with current Departmental Standards (DfT: Design Manual for Roads and Bridges) and Policies (or approved relaxations/departures from standards);
- An independent Stage Two Road Safety Audit (taking account of any Stage One Road Safety Audit recommendations) carried out in accordance with current Departmental Standards (DMRB) and Advice Notes.

Thereafter Full WGIS shall be implemented with the approved details, to the satisfaction of the Local Planning Authority in consultation with the Secretary of State for Transport, prior to the occupation of 251 dwellings, 27,871sqm of B1 office, or 2,001sqm of ancillary commercial floor-space (Use Classes A1, A2, A3, A4, A5, D1 or D2) and retained thereafter.

Reason: To ensure that the trunk road network shall continue to fulfil its purpose as a national system of routes for through traffic, in accordance with Section 10 (2) of the Highways Act 1980, maintaining the safety of traffic on the road and to ensure the free flow of traffic on the local road network also, having regard to the NPPF and Policies SL4, L4 and L7 of the Trafford Core Strategy.

**19.** No more than 250 dwellings, 27,870sqm of B1 and 2,000sqm of ancillary commercial floor-space (Use Classes A1, A2, A3, A4, A5, D1 or D2) shall be occupied unless and until full design and construction details, including all geotechnical and structural design requirements, for the required improvements to Junction 10 of the M60 (as shown on Figure 33 of the applicant's TA (Dwng ref: M12073-A-062)) have been submitted to and approved in writing by the Local Planning Authority, in consultation with the Secretary of State for Transport (or the relevant SoS at the time). The details to be submitted shall include:

- Details of scheme interfaces with the existing highway alignment, details of the carriageway markings and lane destinations;
- Full signing and lighting details;
- Confirmation of full compliance with current Departmental Standards (DfT: Design Manual for Roads and Bridges) and Policies (or approved relaxations/departures from standards);

- An independent Stage Two Road Safety Audit (taking account of any Stage One Road Safety Audit recommendations) carried out in accordance with current Departmental Standards (DMRB) and Advice Notes.

Thereafter the J10 M60 improvement works shall be implemented with the approved details, to the satisfaction of the Local Planning Authority in consultation with the Secretary of State for Transport, prior to the occupation of 251 dwellings, 27,871sqm of B1 office, or 2,001sqm of ancillary commercial floor-space (Use Classes A1, A2, A3, A4, A5, D1 or D2) and retained thereafter.

Reason: To ensure that the trunk road network shall continue to fulfil its purpose as a national system of routes for through traffic, in accordance with Section 10 (2) of the Highways Act 1980, maintaining the safety of traffic on the road and to ensure the free –flow of traffic on the local road network also, having regard to the NPPF and Policies SL4, L4 and L7 of the Trafford Core Strategy.

**20.** Prior to the first occupation of any development hereby approved, schemes for the delivery of optimised signalised access junctions at Trafford Way ('Trafford Way' access), Redclyffe Road ('Redclyffe Road' access) and Ellesmere Circle shall be submitted to and approved in writing by, the Local Planning Authority, in consultation with Transport for Greater Manchester (or any successor body). The development shall be implemented in accordance with the approved schemes, and within the timescales approved under Condition 26 of this approval, and shall be retained and maintained thereafter.

Reason: In the interests of highway safety and the efficient operation of the highway network, having regard to the NPPF and Policies SL4, L4 and L7 of the Trafford Core Strategy.

**21.** No development shall be brought into occupation unless and until a scheme for the provision of parking restrictions on the public highway around the application site have been submitted to, and agreed in writing by, the Local Authority. The submitted scheme should provide for parking restrictions along the length of Redclyffe Road (on the Trafford side of the Ship Canal) and a section of Ashburton Road West leading up to Ellesmere Circle in accordance with Drwng 001:Rev A -'Trafford Waters Parking Restrictions' appended to this decision notice. The approved scheme shall be implemented prior to the occupation of any development hereby approved and shall be retained thereafter.

Reason: In the interests of highway safety and the efficient operation of the highway network, having regard to the NPPF and Policies SL4, L4 and L7 of the Trafford Core Strategy.

**22.** Notwithstanding the details submitted to date, no more than 250 residential units shall be brought into occupation unless and until full design and construction details for the pedestrian island crossing across Redclyffe Road have been submitted to, and approved in writing by, the Local Planning Authority. The development shall be implemented in accordance with the approved scheme, and within the timescales approved under Condition 26 of this permission.

Reason: In the interests of highway safety and the efficient operation of the highway network, having regard to the NPPF and Policies SL4, L4 and L7 of the Trafford Core Strategy.

**23.** No more than 250 residential units shall be brought into occupation unless and until a scheme for the installation of traffic management and monitoring equipment in the area around the application site has been submitted to, and approved in writing by, the Local Planning Authority in consultation with TfGM. The equipment to be installed shall include:

- 6no. CCTV cameras;
- 5no. Automated Traffic Counters;
- 4no. Automatic Cycle Counters;
- 5no. Variable Message Signs
- An Automatic Number Plate Recognition system

The submitted scheme shall include plans identifying the location of each piece of traffic management and/or monitoring equipment. The equipment shall be installed in accordance with the approved scheme and prior to the occupation of 251 dwellings, 27,871sqm of B1 office, or 2,001sqm of ancillary commercial floor-space (Use Classes A1, A2, A3, A4, A5, D1 or D2) and retained and maintained for a minimum period of 25 years thereafter.

Reason: To help mitigate the impact of the traffic generated by the development and to ensure that the efficient and safe operation of the highway network can be maintained, having regard to the NPPF and Policies SL4, L4 and L7 of the Trafford Core Strategy.

**24.** Prior to the first occupation of each plot/s or building/s being occupied, a site-wide Travel Plan, which should include measurable targets for reducing car travel, shall be submitted to, and agreed in writing by, the Local Planning Authority. The Travel Plan shall be in general compliance with the Framework Travel Plan provided in Chapter 10 of the Transport Assessment and shall outline procedures and policies that the applicant and occupants of the site will adopt to secure the objectives of the overall site's Framework Travel Plan Strategy. Additionally, the Travel Plan shall outline the monitoring procedures and review mechanisms (which shall include the formation of a Trafford Waters Transport Steering Group) that are to be put in place to ensure that the Travel Plan and its implementation remain effective. The results of the monitoring and review processes shall be submitted to, and approved in writing by, the Local Planning Authority.

Reason: To reduce car travel to and from the site in the interests of promoting sustainable modes of travel and in the interests of residential amenity and highway safety, having regard to Policies L4 and L7 of the Trafford Core Strategy and guidance in the National Planning Policy Framework.

**25.** Notwithstanding the details approved under the 'Access and Constraints' Parameter Plan (ref: 6398\_SP(90)32 Rev: E), any Reserved Matters application seeking consent for 'Layout' on land situated within the hatched area on Drwng No. MMD-327551-DWG-500-033-02 (West Salford Extension Trafford Waters Development Metrolink Safeguarded Area), as provided by TfGM, shall set out how the development has reasonably allowed for the safe and operationally efficient delivery of an extended Metrolink Trafford Park Line through the application site. For the avoidance of doubt the restrictions imposed by the Access and Constraints Parameter Plan (ref 6398\_SP(90)32 Rev: E) continue to apply.

Reason: To ensure that the development hereby approved does not prejudice the delivery of any extension of the Metrolink Trafford Park Line, having regard to Policy L4 of the Trafford Core Strategy.

**26.** Notwithstanding the details submitted to date, no development shall be brought into use / occupied unless and until a timetable for the phased delivery of highways/infrastructure works and public transport enhancements to support the development hereby approved have first been submitted to, and approved in writing by, the Local Planning Authority in consultation with Highways England and Transport for Greater Manchester (or any successor bodies). For the avoidance of doubt the timetable shall include, but not be limited to, the following infrastructure:

- Redclyffe Road access;
- Trafford Way access (and bus gate conversion of Redclyffe Road Access);
- Part WGIS;
- Bridgewater Circle improvements;
- Ellesmere Circle improvements (amendment to consented Full WGIS);
- MOVA improvement of Peel Green Road/Redclyffe Road signals;
- J10 improvements (amendment to consented Full WGIS);
- WGIS/Trafford Way improvement (amendment to consented Full-WGIS);
- Full WGIS;
- Canal access route;
- Pedestrian/cycle crossing of Redclyffe Road;
- Pedestrian Bridge between TW and Trafford Centre Bus Station;
- TW Bridge to Trafford Centre Metrolink stop pedestrian/cycle connection;
- Diversion of Redclyffe Road bus service through the application site;
- Introduction of agreed bus service/other service frequency improvements to achieve Level 3 PTAL;
- Additional bus service improvements to achieve Level 4 PTAL;
- Additional bus service improvements to achieve Level 5 PTAL;
- Metrolink;
- On site Primary School;

Thereafter development shall proceed in accordance with the approved infrastructure timetable.

Reason: To ensure that development comes forward in a manner where its residual cumulative impacts on the surrounding highway network are not severe, having regard to the NPPF and Policies SL4, L4 and L7 of the Trafford Core Strategy.

**27.** Any application for Reserved Matters (other than for landscaping alone) application shall include a servicing and loading strategy, with accompanying site plans, which shall include, as a minimum, details of:

- i. Swept paths for rigid vehicles to demonstrate that each building within that plot/s or building/s phase or sub-phase can facilitate servicing and deliveries in a manner that is appropriate to its use.
- ii. Identification of any turning areas for rigid vehicles;
- iii. Identification of any loading or drop-off zones for vehicles;
- iv. A plan showing a route for emergency services vehicles between the public highway and each of the buildings proposed within that plot/s or building/s phase or sub-phase.



v. Management strategy for dealing with any servicing that is to take place on the public highway;

The development updated service and loading strategy shall be implemented in accordance with the approved details and maintained thereafter.

Reason: To ensure that satisfactory provision is retained within the site for the accommodation of vehicles attracted to or generated by the proposed development, having regard to Policies L4 and L7 of the Trafford Core Strategy and the NPPF.

### **Provision of a new primary school and community use agreement**

#### **28 (i)**

Notwithstanding the details shown on the approved plans, prior to the submission of the Reserved Matters application that includes the 1,051st unit on the development, a Scheme (“the Phase 1 Scheme”) to secure the provision of a primary school (“the School”), of maximum 2 form entry size, within the identified area on the ‘Use’ Parameters Plan (Drwng No. 6398\_SP(90)30 RevG shall be submitted to, and approved in writing by, the Local Planning Authority.

The Phase 1 Scheme shall include, as a minimum, the following:

a) A plan that shows the precise location, boundaries, and means of vehicular access for the land to be dedicated for:

- the School Site (“the School Site”), which shall cover an area of land no less than 2,902sqm; and

- the land to be shared between the School and the wider community (“the Shared Use Area”) as part of the shared-use scheme (the “Shared Use Scheme”) required under condition 29 of this permission, which shall cover an area of no less than 6,030sqm (additional to that provided within the School Site).

b) A schedule of accommodation and facilities to be provided within the School and the School Site, which shall be in accordance with the prevailing DfE guidance.

c) A schedule of facilities to be provided within the Shared Use Area, which shall include the provision of MUGA facilities and a fenced playing field covering no less than 5,000sqm and measuring a minimum of 51m in both width and length.

d) A detailed programme for the phased construction and delivery of the School, either as:

- A 1 form entry school, followed by expansion to a 2 form entry school; or

- A 2 form entry school

The specification shall confirm that the School will be constructed in accordance with the prevailing DfE guidance.’

e) A strategy for the funding of the construction of the School and for managing the School once operational.

f) A timetable for when the School shall first become operational.

No more than 1,050 residential units shall be occupied within the development unless and until the School has been constructed in accordance with the approved Phase 1 Scheme referred to above; the Method Statement referred to in Part 2 below; and the School and School Site are capable of being brought into use.

If a 1 form entry school (rather than a 2 form entry school) is delivered prior to the occupation of the 1050th unit, then Part 2 of this condition applies:

#### **(ii)**

a) Prior to the submission of the Reserved Matters application which includes the 1,051st unit on the development, a methodology (“the Phase 2 Scheme”) for the submission of regular assessments of need for a second form of entry at the School

(the Assessments) shall be submitted to, and approved in writing by, the Local Planning Authority. The Phase 2 Scheme shall

- Consider the child yield from earlier phases and the anticipated child yield for that phase of development; and

- Set out the timescales referred to in (c) below;

b) Thereafter, the Assessments shall be submitted to, and agreed in writing by, the Local Planning Authority prior to the submission of each reserved matters application for residential development.

c) Should the Assessments demonstrate a need for a second form of entry at the School, the School shall be delivered in accordance with the details agreed in Part 1 of this condition and the timescales approved within the Phase 2 Scheme, and in any event prior to the occupation of the 2501<sup>st</sup> residential unit.

Reason: To ensure that provide a primary school is provided of an appropriate size and at an appropriate time in accordance with Core Strategy Policy SL4.

**29.** Prior to first use of the primary school, a community use agreement prepared in consultation with Sport England shall be submitted to and approved in writing by the Local Planning Authority. The agreement shall apply to all sports facilities forming part of the school and include details of pricing policy, hours of use, access by non-educational establishment users, management responsibilities and a mechanism for review. The sports facilities shall only be used in strict compliance with the approved agreement.

Reason: To secure well managed safe community access to sports facilities, to ensure benefit to the development of sport in accordance with NPPF and Policies SL4 and R5 of the Core Strategy.

### **Open Space Conditions**

**30.** The development hereby permitted will provide the following minimum quantum of open space prior to the occupation of the 2,501<sup>st</sup> residential unit:

- 8 hectares of public open space in total, including a consolidated area of not less than 0.91 hectares;
- 0.6 hectares of children's equipped play space; and
- 4 Multi Use Games Areas.

Reason: To ensure the provision of adequate open space to meet the needs of the development in accordance with NPPF and Policies SL4 and R5 of the Core Strategy.

**31.** No more than 250 dwellings within the development hereby approved shall be brought into occupation until a Local Area for Play (LAP) and a Locally Equipped Area of Play (LEAP) have been constructed in appropriate positions within the application site and in accordance with schemes that shall have first been granted the appropriate consents by the Local Planning Authority.

Reason: To ensure that children within the development have reasonable access to good quality play space, in accordance with Policy R5 of the Trafford Core Strategy and SPD1: Planning Obligations.

**32.** No more than 456 dwellings within the development hereby approved shall be brought into occupation until a Neighbourhood Equipped Area of Play (NEAP) has been constructed in an appropriate position within the application site and in

accordance with a scheme that shall have first been granted the appropriate consents by the Local Planning Authority.

Reason: To ensure that children within the development have reasonable access to good quality play space, in accordance with Policy R5 of the Trafford Core Strategy and SPD1: Planning Obligations.

**33.** The consolidated area of Informal Recreation Space, measuring 0.91ha, as shown on the amended Parameter Plan references: Use – 6398\_SP(90)30 Rev: G; Landscape – 6398\_SP(90)31 Rev: F shall be constructed, laid out and made available for use in accordance with details that shall have first been granted the appropriate consents before the 1,051st residential unit has been occupied. The Informal Recreation Space shall be retained and maintained thereafter.

Reason: In the interests of creating a sustainable form of development that provides adequate open amenity space for future residents and in accordance with the NPPF; Policy R5 of the Trafford Core Strategy; and SPD1: Planning Obligations (2014).

**34.** Prior to first occupation of the 251st residential unit, a minimum of 0.67ha of publicly accessible open space (which may include temporary open space) shall be provided within the site, in accordance with a scheme which shall first be submitted to and approved in writing by the Local Planning Authority. Details of how this level of public space shall be delivered shall be submitted with the Design Framework (required under Condition 9 of this permission) that is submitted in advance of the application proposing the 251st residential unit. Development shall be delivered in accordance with the relevant details agreed within the Design Framework and the above referenced quantum of open-space retained and maintained until the occupation of the 1,051st residential unit.

Reason: In the interests of creating a sustainable form of development that provides adequate open amenity space for future residents and in accordance with the NPPF; Policy R5 of the Trafford Core Strategy; and SPD1: Planning Obligations (2014).

**35.** Prior to first occupation of the 1,051st residential unit, a minimum of 2.8ha of publicly accessible open space (which may include temporary open space) shall be provided within the site, in accordance with a scheme that shall first be submitted to and approved in writing by the Local Planning Authority. Details of how this level of public space shall be delivered shall be submitted with the Design Framework (required under Condition 9 of this permission) that is submitted in advance of the application proposing the 1,051st residential unit. Development shall be delivered in accordance with the relevant details agreed within the Design Framework and the above referenced quantum of open-space retained and maintained until the occupation of the 1,500th residential unit.

Reason: In the interests of creating a sustainable form of development that provides adequate open amenity space for future residents and in accordance with the NPPF; Policy R5 of the Trafford Core Strategy; and SPD1: Planning Obligations (2014).

**36.** Prior to first occupation of the 1,500th residential unit, a minimum of 4ha of publicly accessible open space (which may include temporary open space) shall be provided within the site, in accordance with a scheme that shall first be submitted to and approved in writing by the Local Planning Authority. Details of how this level of public space shall be delivered shall be submitted with the Design Framework

(required under Condition 9 of this permission) that is submitted in advance of the application proposing the 1,500th residential unit. Development shall be delivered in accordance with the relevant details agreed within the Design Framework and the above referenced quantum of open-space retained and maintained until the occupation of the 2,000th residential unit.

Reason: In the interests of creating a sustainable form of development that provides adequate open amenity space for future residents and in accordance with the NPPF; Policy R5 of the Trafford Core Strategy; and SPD1: Planning Obligations (2014).

**37.** Prior to first occupation of the 2,001st residential unit, a minimum of 5.3ha of publicly accessible open space (which may include temporary open space) shall be provided within the site, in accordance with a scheme that shall first be submitted to and approved in writing by the Local Planning Authority. Details of how this level of public space shall be delivered shall be submitted with the Design Framework (required under Condition 9 of this permission) that is submitted in advance of the application proposing the 2,001st residential unit. Development shall be delivered in accordance with the relevant details agreed within the Design Framework and the above referenced quantum of open-space retained and maintained until the occupation of the 2,500th residential unit.

Reason: In the interests of creating a sustainable form of development that provides adequate open amenity space for future residents and in accordance with the NPPF; Policy R5 of the Trafford Core Strategy; and SPD1: Planning Obligations (2014).

#### **Flood risk and drainage conditions**

**38.** Prior to development for each phase of the development hereby permitted first taking place a scheme for Sustainable Urban Drainage shall be submitted to and approved by the Local Planning Authority. The scheme shall be produced in general accordance with the Indicative Drainage Strategy identified on Drawing No. MCH/2012/W002 Rev: P2 and the hierarchy of drainage options set out in Paragraph 080 of the NPPG (or the prevailing guidance at the time). Each phase shall connect to the Sustainable Urban Drainage System. The scheme shall be implemented in accordance with the approved details prior to first occupation of each phase and shall be retained and maintained thereafter.

Reason: It is necessary for this information to be submitted and agreed prior to commencement given the need to install surface water drainage infrastructure at the start of the construction works and to prevent localised flooding in accordance with Policies L7, R3 and L5 of the Trafford Core Strategy.

**39.** Any Reserved Matters applications seeking consent for 'layout or scale' shall include the following:

- a) Details of existing and finished site levels;
- b) Details of the proposed floor levels and compensatory flood storage measures. These details shall show compliance with the Flood Risk Assessment from BWB Consulting (ref: MCH/2012/FRA Rev: A, 11/03/15).

The submitted levels shall be shown as AOD. Development shall proceed in accordance with the approved details. The compensatory flood storage measures shall be provided during the course of development and maintained thereafter.

Reason: The details to be agreed will need to be incorporated into the final design before earthworks commence on site and are required in the interests of amenity

and reducing the risk of flooding, and in compliance with Policies L1, L5 and L7 of the Trafford Core Strategy and the NPPF.

### **Environmental Health conditions**

#### **Noise conditions**

**40.** Prior to any Uses within Classes A1, A3, A4, A5 or D2 leisure activities (including water-based leisure) first taking place a Noise Impact Assessment (NIA) shall be undertaken in respect of noise. . The NIA shall address all noise associated with the proposed use and any necessary mitigation measures to ensure that the use does not give rise to adverse impact affecting either new or existing sensitive receptors.

Development shall be implemented in accordance with the approved scheme and maintained thereafter.

Reason: To minimise disturbance and nuisance to occupiers of nearby properties and having regard to Policy L5 and L7 of the Trafford Core Strategy.

**41.** Any Reserved Matters application for residential, care home, office or hotel development shall provide details (including calculations and reasoning) of the architectural sound mitigation, relevant to the control of external noise. The assessment scheme shall demonstrate that the indoor noise criteria of BS 8233: 2014 (or the prevailing guidance of the time) for all new residential, care home, hotel and office accommodation can be achieved and identify noise attenuation and alternative ventilation measures, where necessary. Development shall be implemented in accordance with the agreed measures and shall be maintained thereafter.

Reason: To protect the amenity of users in accordance with Policy L7 of the Trafford Core Strategy.

**42.** Any reserved matters application for residential, care home, school or hotel development shall provide an assessment of air quality for sensitive receptors within these uses. The assessment shall include details relating to the presence and location of Air Quality Management Areas as an indicator of local hotspots where air quality objectives may be exceeded. Where necessary, the assessment shall provide details of mitigation measures to improve air quality at sensitive receptors. Thereafter development shall proceed in accordance with the recommendations and timescales contained within the approved assessment and shall be retained and maintained thereafter.

Reason: In the interests of protecting human health for the existing and proposed population in the vicinity of the site, and having regard to the NPPF and Policy SL4 of the Trafford Core Strategy.

#### **Other Environmental Health conditions**

**43.** Any applications for approval of Reserved Matters for A3, A4 or A5 uses (as defined by the Town and Country Planning (Use Classes) Order 1987 (as amended) ) shall be accompanied by schemes including full details of fume extraction systems for cooking and/or food preparation areas. The schemes approved under Reserved Matters shall be implemented prior to first use of the commercial units to which they relate and shall be retained thereafter.

Reason: In order to ensure the efficient dispersal of cooking odours from the premises in the interests of the amenity of neighbouring occupiers and to ensure that any ventilation flues/ducting can be accommodated without detriment to character and appearance of the host building and the surrounding area in accordance with Policies L5 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

**44.** No external lighting shall be provided within the site unless and until a lighting scheme or schemes have been submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be implemented in accordance with the approved scheme. No phase of the development shall be occupied until the approved scheme relevant to that phase has been implemented in full.

Reason: In the interests of crime prevention, residential and visual amenity, and having regard to Policy L7 of the Trafford Core Strategy.

**45.** Prior to development first taking place on any phase of the development hereby permitted a Phase II intrusive ground investigation (the report) for that phase shall be submitted to and approved in writing by the Local Planning Authority. The report shall address the nature, degree and distribution of ground contamination and ground gases on the relevant part of the site and shall include an identification and assessment of the risk to receptors, focusing primarily on:

a) risks to human health; and

b) controlled waters, as well as groundwater and surface waters associated on and off the site, that may be affected by the development of the plot/s or building/s. The report shall also address the implications of ground conditions on the health and safety of site workers, on nearby occupied building structures, on services and landscaping schemes and on wider environmental receptors including ecological systems and property.

The risk assessment and proposed sampling and analytical strategy shall be subject to the approval of the Local Planning Authority and agreed in writing prior to the start of the Phase II intrusive site investigation.

Where the site investigation reveals the need for remedial measures, these shall be detailed in the report, and shall be submitted to and approved in writing by the Local Planning Authority prior to development first taking place on that phase.

Where remedial measures have been identified and approved by the Local Planning Authority, the development of the relevant phase shall be carried out in accordance with the approved measures. Where approved remedial measures have been undertaken, a site completion report shall be submitted to the Local Planning Authority for approval validating that all relevant works have been completed in accordance with the approved measures.

Reason: The details to be agreed will need to be incorporated into the final design before earthworks commence on site and are required to prevent pollution of the water environment and to ensure the safe development of the site in the interests of the amenity of future occupiers in accordance with Policies L2 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

**46.** Any application for the approval of reserved matters (other than for landscaping alone) shall include details of waste management for the relevant phase. This shall include, as a minimum:

- Designated areas for the storage of refuse and recycling materials in each of the buildings proposed and confirmation of the storage capacities of the designated areas.

- Details of the provision of refuse and recycling receptacles in public places associated with the relevant phase.

The approved updated waste management measures shall be implemented in accordance with the approved details and maintained thereafter.

Reason: To ensure that satisfactory refuse provision is provided and retained within the site for users of the development, having regard to Policies L6 and L7 of the Trafford Core Strategy.

### **Energy efficiency conditions**

**47.** All non-residential buildings on the site shall achieve a BREEAM rating of Very Good. No development shall take place on any phase of the development until evidence that the development is registered with a BREEAM certification body and a pre-assessment report (or design stage certificate with interim rating if available) has been submitted to the Local Planning Authority indicating that the development can achieve the stipulated final BREEAM level. No such building shall then be occupied until a final Certificate has been issued certifying that a Very Good BREEAM rating (or any such equivalent national measure of sustainable building certification which may replace BREEAM) has been achieved.

Reason: In the interests of sustainability and energy efficiency, having regard to Policy L5 of the Trafford Core Strategy and the NPPF.

**48.** All residential buildings on the site shall achieve a Building Research Establishment (BRE) Home Quality Mark (HQM) rating of 2\*. No development shall take place on any phase of the development until evidence that the development is registered with an HQM certification body and a pre-assessment report (or design stage certificate with interim rating if available) has been submitted to the Local Planning Authority indicating that the development can achieve the stipulated final HQM level. No such building shall then be occupied until a final Certificate has been issued certifying that a 2\* HQM rating (or any such equivalent national measure of sustainable building certification which may replace HQM) has been achieved.

Reason: In the interests of sustainability and energy efficiency, having regard to Policy L5 of the Trafford Core Strategy and the NPPF.

### **Ecology conditions**

**49.** Any Reserved Matters application seeking approval for 'layout' shall include an updated, site-wide Badger Survey, which shall be prepared by a suitably qualified person. If the survey finds that badgers are likely to be affected by the development, a Method Statement must be submitted to and approved in writing by the Local Planning Authority, which provides details of measures to be taken to mitigate and avoid any possible harm to badgers during the course of the development. Thereafter the development shall be carried out in accordance with the approved details.

Reason: To comply with the terms of the Protection of Badgers Act 1992, and Policy R2 of the Trafford Core Strategy.

**50.** No clearance of trees and shrubs in preparation for (or during the course of) development shall take place during the bird nesting season (March-July inclusive) unless an ecological survey has been submitted to, and approved in writing by, the Local Planning Authority to establish whether the site is utilised for bird nesting. Should the survey reveal the presence of any nesting species, then no development shall take place during the period specified above unless a mitigation strategy has first been submitted to, and approved in writing by, the Local Planning Authority which provides for the protection of nesting birds during the period of works on site.  
Reason: In order to prevent any habitat disturbance to nesting birds in accordance with Policy R2 of the Trafford Core Strategy and the National Planning Policy Framework

**Other conditions - Archaeology; Tree protection; Crime Impact; Wind impact; Daylight/Sunlight assessment; TV reception**

**51.** Prior to development first taking place, a Written Scheme of Investigation (WSI) to secure the implementation of a programme of archaeological works shall be submitted to, and approved in writing by, the Local Planning Authority. The WSI shall be prepared by a suitably qualified professional and shall, as a minimum, cover the following:

- i. A phased programme and methodology of site investigation and recording to include:
  - evaluation by geophysical survey
  - targeted and sampling by standard array evaluation trenching
  - dependent upon the evaluation results, targeted open area excavation and recording
  - a targeted archaeological watching brief
- ii. A programme for post investigation assessment to include:
  - analysis of the site investigation records
  - production of a final report.
- iii. Provision for publication and dissemination of the site investigation results
- iv. Provision for archive deposition of the report and records of the site investigation.
- v. Nomination of a competent person or persons/organisation to undertake the programme set-out within the approved WSI.

Reason: To understand the significance of non-designated heritage assets on the site which may be buried under ground and to mitigate harm to these assets through recording and publication of findings in accordance with Policy R1 of the Core Strategy and Chapter 12 of the NPPF.

**52.** Any Reserved Matters application seeking approval for 'layout' on a site which has existing trees within it or trees adjacent to it whose branches or root structures lie within the site shall include the following:

- i. An Arboricultural Implications Assessment detailing the health of existing trees on site in accordance with BS 5837 (Trees in relation to design, demolition and construction – recommendations, 2012) or the prevailing guidance at the time.
- ii. An Arboricultural Method Statement providing details of how any existing trees to be retained as part of the development will be protected during each part of the construction/development process.
- iii. Tree Protection Site Plan, identifying:



- Trees for retention;
- Trees for removal;
- The location of protective fencing;
- The location of ground protection;
- Details of any special construction techniques required..

The development shall be implemented in accordance with the approved measures which shall be retained throughout the course of the development.

Reason: To ensure that the site is satisfactorily landscaped having regard to its location and the nature of the proposed development and in accordance with Policies L7, R2 and R3 of the Trafford Core Strategy and the National Planning Policy Framework.

**53.** Any Reserved Matters application shall include a full Crime Impact Assessment, for that phase of the development which shall be prepared by a suitably qualified professional. Thereafter, development shall be implemented in accordance with the approved details.

Reason: In the interests of crime prevention, community safety and having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

**54.** Any Reserved Matters application for 'scale' for a building or structure exceeding 20m shall be accompanied by a wind impact assessment for that phase produced by a suitably qualified professional. The development shall be implemented in accordance with any agreed mitigation measures and those mitigation measures retained thereafter.

Reason: In order to provide greater certainty, and hence reliability, that the development will not have adverse wind impacts, having regard to Policy L7 of the Trafford Core Strategy.

**55.** Any Reserved Matters application for layout, scale, or appearance for residential development shall include a daylight/sunlight assessment for the proposed dwellings produced by a suitably qualified professional.

Reason: In the interests of residential amenity, having regard to Policy L7 of the Trafford Core Strategy and the NPPF.

**56. a)** No development shall take place on any phase until the potential impact area in which television reception is likely to be adversely affected by the development hereby approved, during its construction and operational phases is identified, and details are provided to the Local Planning Authority of when in the construction process an impact on television reception might occur;

**b)** The existing television signal reception within the potential impact area identified in (a) above shall be measured before above ground works on the relevant phase first takes place, and details provided to the Local Planning Authority of the results obtained.

**c)** The construction and operational impacts of the development of the relevant phases on television signal reception shall be assessed within the potential impact area identified in (a) prior to any above ground development within the relevant phase first taking place. Such assessment shall identify measures to maintain at least the pre-existing level and quality of signal reception identified by the

measurements undertaken in accordance with (b) above, and such measures shall be submitted to and approved in writing by the Local Planning Authority prior to any above ground development within the relevant phase first taking place. The approved measures shall be implemented prior to first occupation of any of the units within the relevant phase within a timescale that shall have first been agreed in writing with the Local Planning Authority and retained and maintained thereafter.

Reason: In the interest of residential amenity and in accordance with Policy L7 of the Trafford Core Strategy.

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JK

# **APPENDIX A - GLOSSARY**

**AA:** Arboricultural Appraisal

**AGMA:** Association of Greater Manchester Authorities

**AOD:** Above Ordnance Datum

**AQA:** Air Quality Assessment

**AQMA:** Air Quality Management Area

**BREP:** Barton Renewable Energy Plant

**CA:** Conservation Area

**CAA:** Conservation Area Appraisal

**CAMP:** Conservation Area Management Plan

**CBS:** Carbon Budget Statement

**CEMP:** Construction Environment Management Plan

**CHP:** Combined Heat and Power

**CIL:** Community Infrastructure Levy

**CCG:** Clinical Commissioning Group

**CO<sup>2</sup>:** Carbon Dioxide

**CS:** Core Strategy

**DAS:** Design and Access Statement

**db:** Decibels

**DM:** Do Minimum

**DS:** Do Somthing

**EIA:** Environmental Impact Assessment

**ENWL:** Electricity North-West Ltd.

**ES:** Environmental Statement

**FRA:** Flood Risk Assessment

**FTE:** Full-Time Equivalent

**GEA:** Gross Internal Area

**GIA:** Gross External Area

**GMAAS:** Greater Manchester Archaeological Advisory Service

**GMEU:** Greater Manchester Ecology Unit

**GMSPM:** Greater Manchester Strategic Planning Model

**GVA:** Gross Value Added

**HE:** Highways England (formerly the Highways Agency)

**HIA:** Heritage Impact Assessment

**ITC:** Intu Trafford Centre

**LAP:** Local Area of Play

**LCGA:** Low Carbon Growth Area

**LEAP:** Local Equipped Area of Play

**LHN:** Local Highway Network

**LOS:** Local Open Space

**LPA:** Local Planning Authority

**LVIA:** Landscape and Visual Impact Assessment

**MSC:** Manchester Ship Canal

**MSCP:** Multi-Storey Car Park

**MUGA:** Multi-Use Games Area

**NEAP:** Neighbourhood Equipped Area of Play

**NO<sup>2</sup>:** Nitrogen Dioxide

**NPPF:** National Planning Policy Framework

**NPPG:** National Planning Policy Guidance

**PDL:** Previously Developed Land

**PM<sub>10</sub>:** Particulate Matter

**POS:** Public Open Space

**PROW:** Public Right of Way

**SFRA:** Strategic Flood Risk Assessment

**SNG:** Semi-Natural Greenspace

**SPD:** Supplementary Planning Document

**SPG:** Supplementary Planning Guidance

**SRN:** Strategic Road Network

**SUDS:** Sustainable Urban Drainage Scheme

**TBS:** Trafford Centre Bus Station

**TCR:** Trafford Centre Rectangle

**TfGM:** Transport for Greater Manchester

**TN3:** SPD1: Planning Obligations – Technical Note 3: Climate Change – Mitigation and Adaption

**TP:** Travel Plan

**TPC:** Travel Plan Co-ordinator

**TPL:** Metrolink Trafford Park Line

**TQ:** Trafford Quays

**TRICS:** Trip Rate Information Computer System

**TW:** Trafford Waters

**UU:** United Utilities

**WGIS:** Western Gateway Infrastructure Scheme

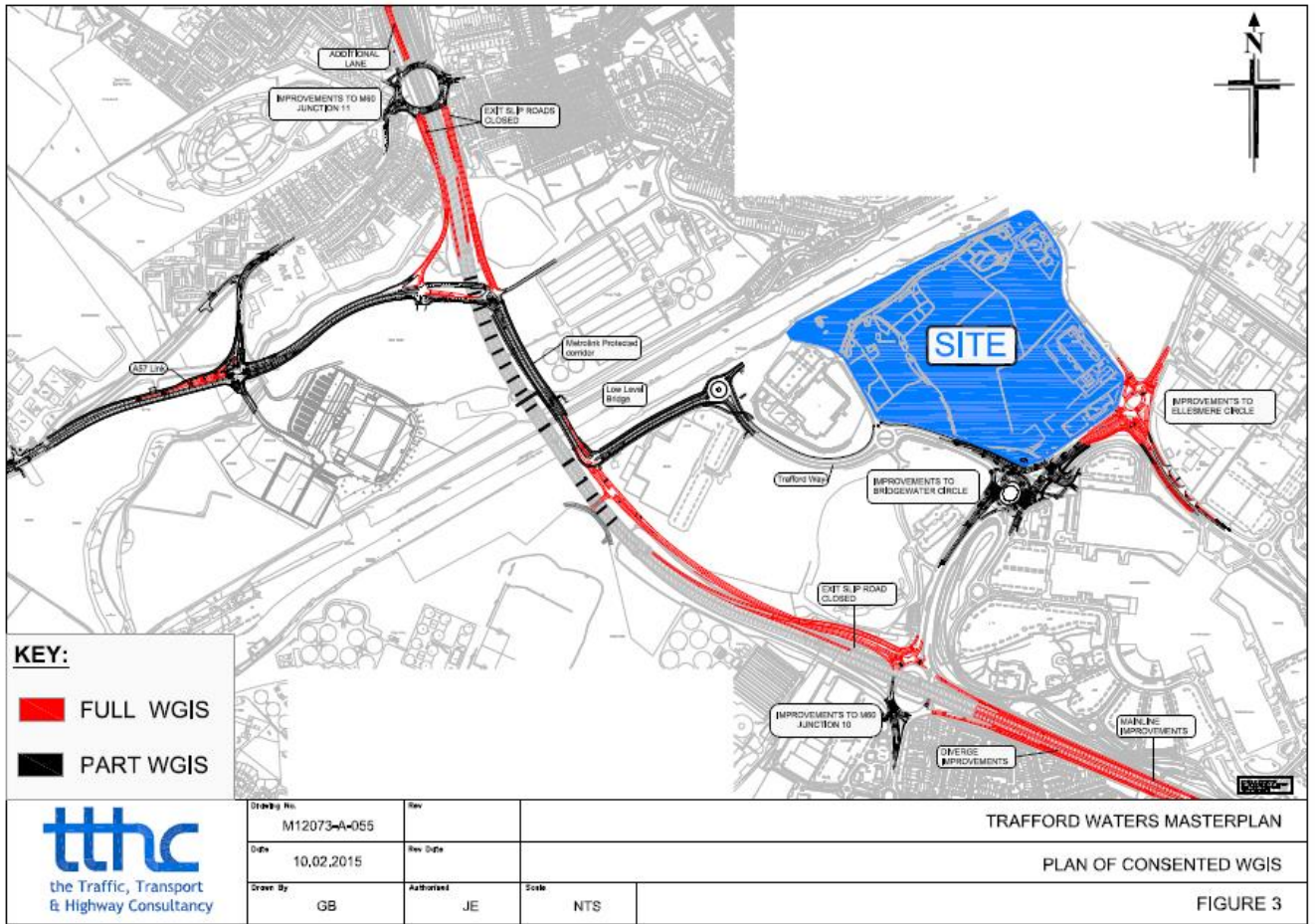
**ZTV:** Zone of Theoretical Visibility

**1FE:** One Form of Entry (Primary School)

**2FE:** Two Form of Entry (Primary School)

**µg/m³:** Micrograms per cubic metre of air

**APPENDIX B – PLAN OF  
CONSENTED WESTERN GATEWAY  
INFRASTRUCTURE SScheme  
(PART AND FULL)**

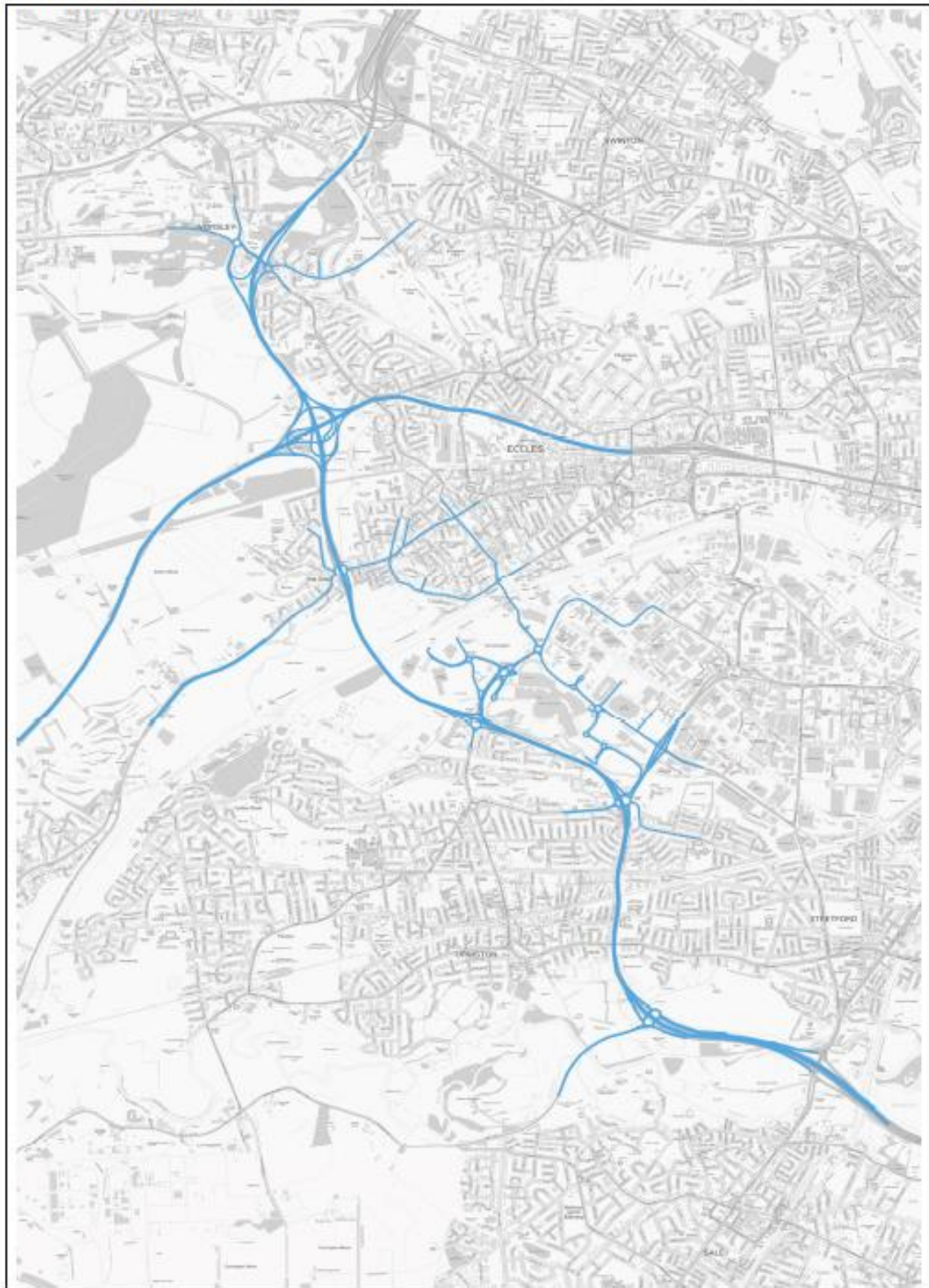


Map of Part, and Full, WGIS layout



# **APPENDIX C – MAP SHOWING STUDY AREA FOR REFINED 'VISSIM' MODEL**

**Figure 1.1 Modelled Study Area**

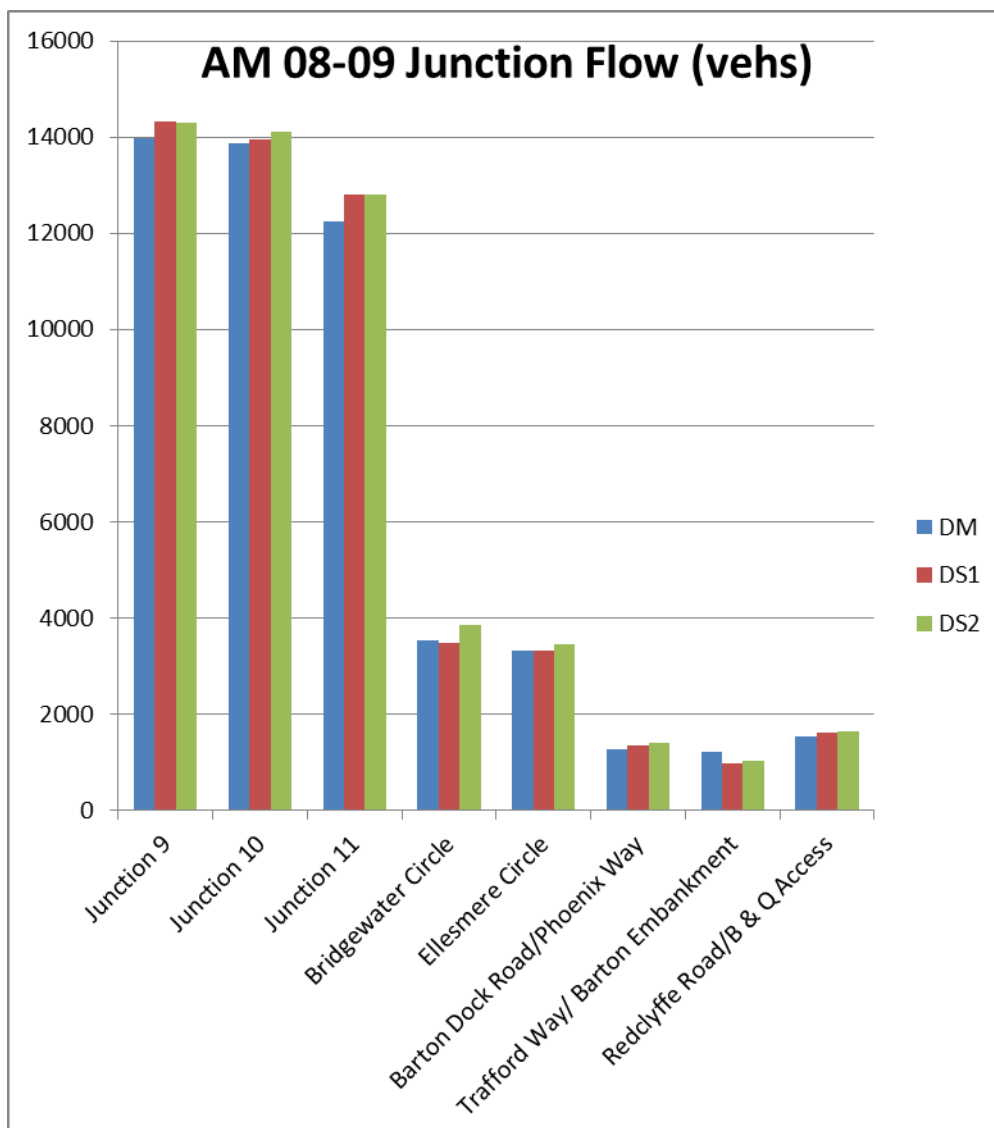


**Study area for refined VISSIM Model**

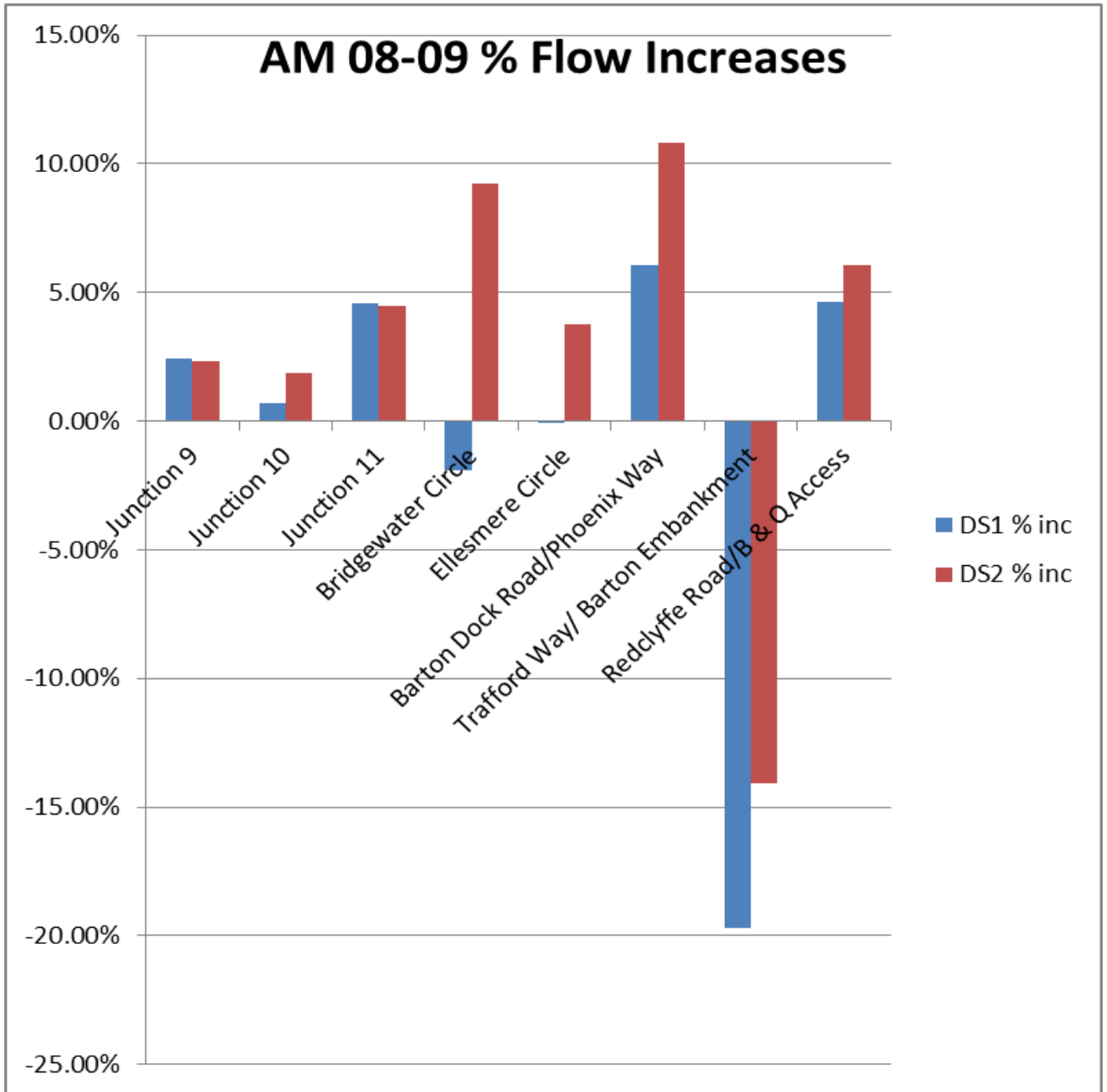
# **APPENDIX D – OUTPUT DATA FROM REFINED VISSIM RE-RUN**

Junction	DM	DS1	DS2	DS1-DM	DS2-DM	DS1 % increase	DS2 % increase
Junction 9	13,976	14,315	14,305	339	329	2.43%	2.35%
Junction 10	13,862	13,957	14,123	95	261	0.69%	1.88%
Junction 11	12,258	12,818	12,807	560	549	4.57%	4.48%
Bridgewater Circle	3,537	3,469	3,864	-68	327	-1.92%	9.25%
Ellesmere Circle	3,328	3,327	3,453	-1	125	-0.03%	3.76%
Barton Dock Road/Phoenix Way	1,259	1,335	1,395	76	136	6.04%	10.80%
Trafford Way/ Barton Embankment	1,209	971	1,039	-238	-170	-19.69%	-14.06%
Redclyffe Road / B&Q access	1,540	1,611	1,633	71	93	4.61%	6.04%

**Traffic Flows (vehicles) – AM Peak Hour (08.00 – 09.00)**



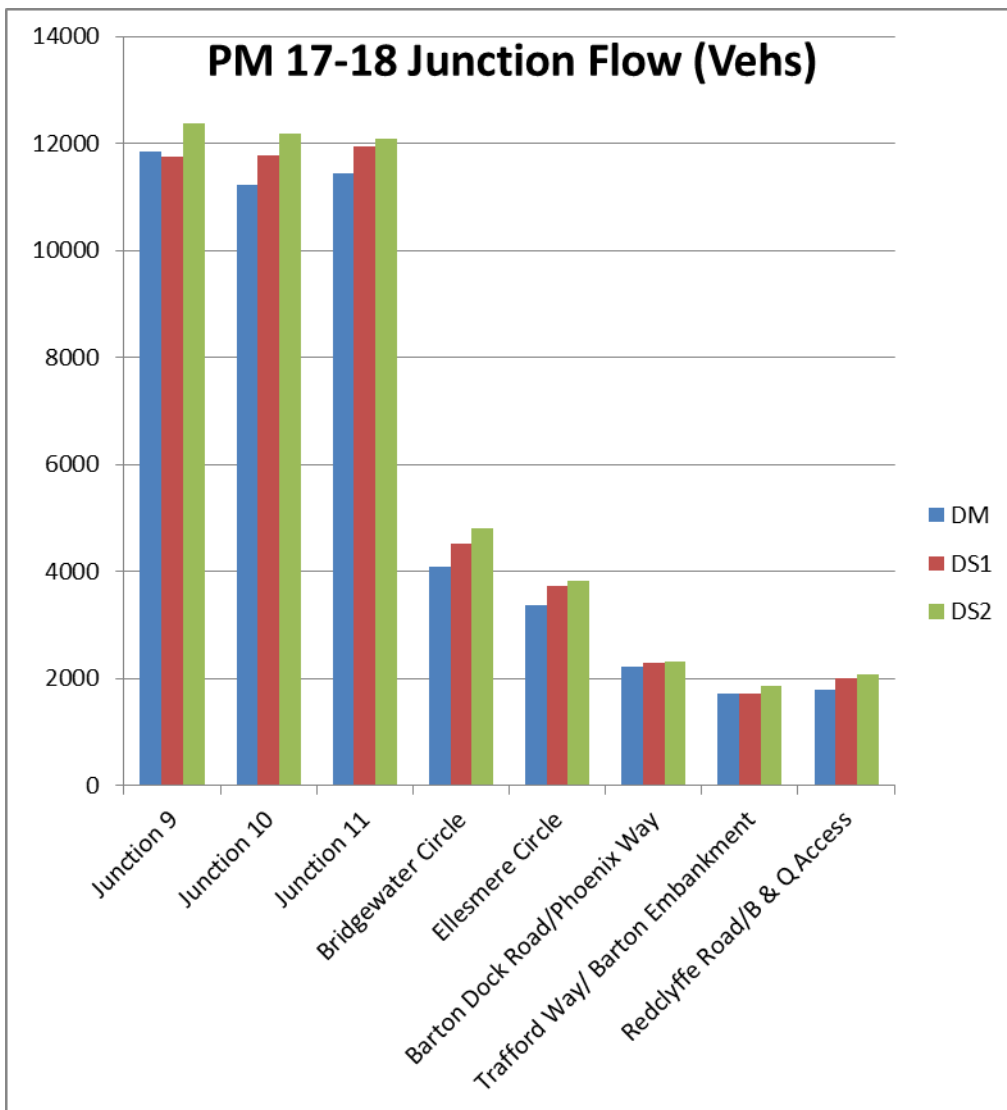
**Junction flows (vehicles) – AM Peak Hour, 08.00 – 09.00**



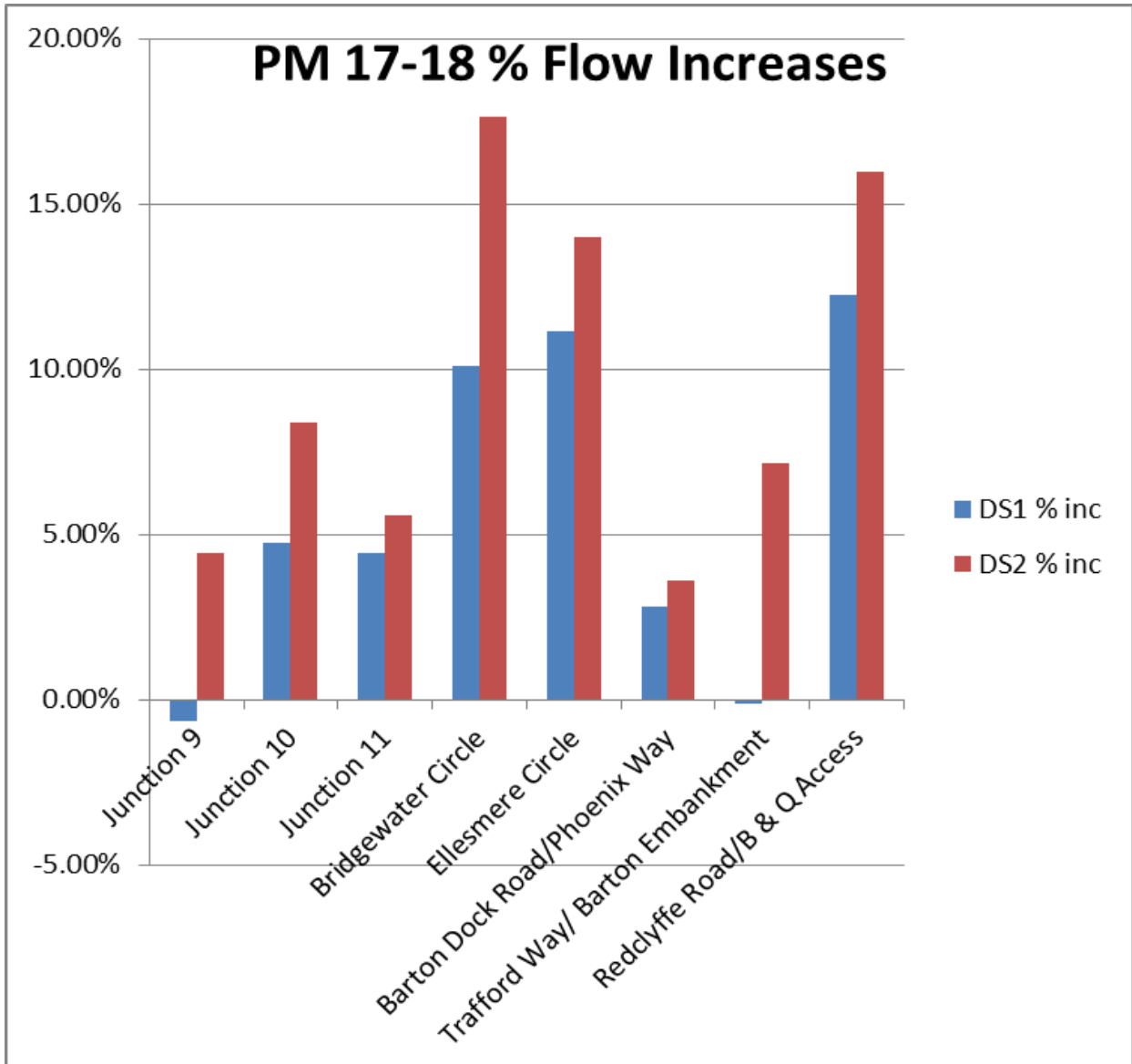
**Junction flows Comparison with 'Do Minimum' flows (%) – AM Peak Hour 08.00 – 09.00**

Junction	DM	DS1	DS2	DS1-DM	DS2-DM	DS1 % increase	DS2 % increase
Junction 9	11,840	11,762	12,365	-78	525	-0.66%	4.43%
Junction 10	11,235	11,768	12,178	533	943	4.74%	8.39%
Junction 11	11,447	11,953	12,085	506	638	4.42%	5.57%
Bridgewater Circle	4,096	4,509	4,819	413	723	10.08%	17.65%
Ellesmere Circle	3,360	3,734	3,830	374	470	11.13%	13.99%
Barton Dock Road/ Phoenix Way	2,230	2,293	2,310	63	80	2.83%	3.59%
Trafford Way/ Barton Embankment	1,728	1,726	1,852	-2	124	-0.12%	7.18%
Redclyffe Road / B&Q access	1,786	2,005	2,071	219	285	12.26%	15.96%

**Junction Flows (vehicles) – PM Peak Hour, 17.00 – 18.00**



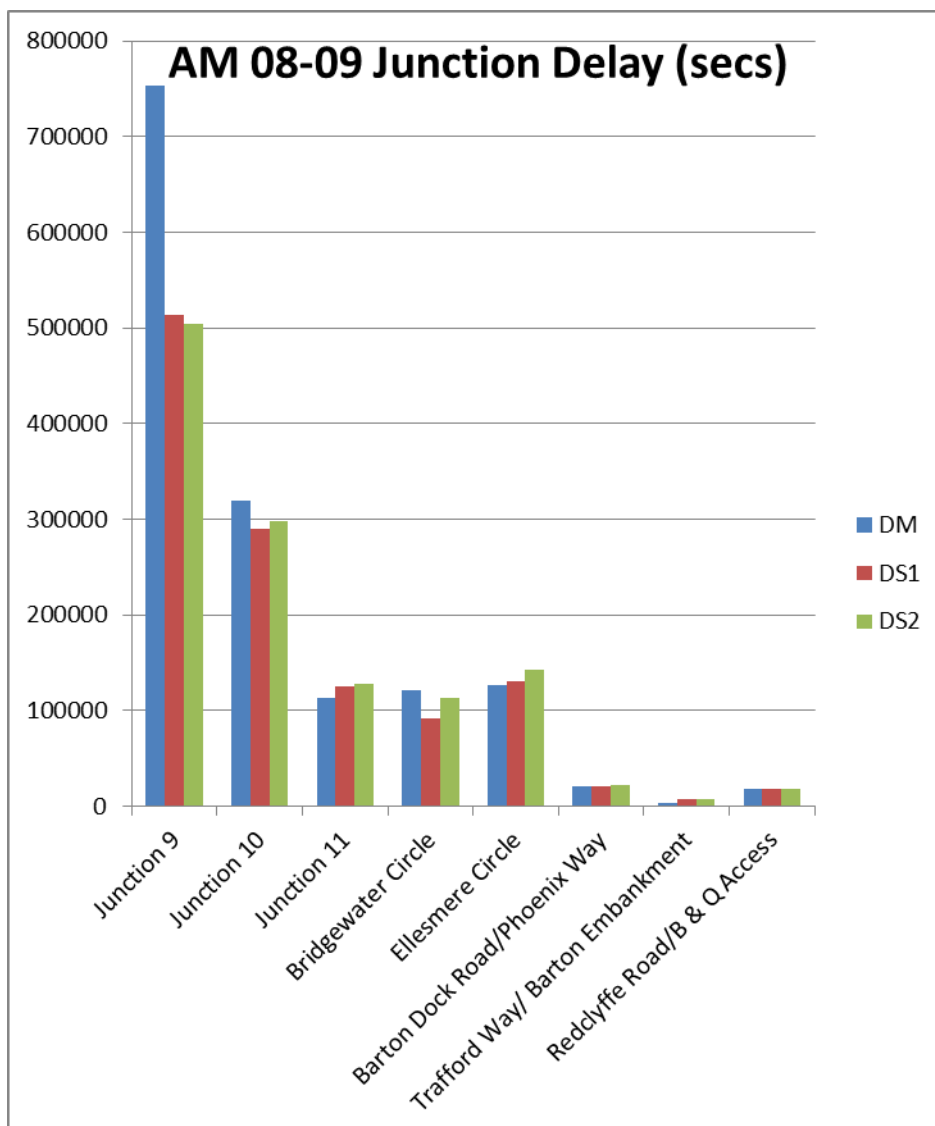
**Junction flows (vehicles) - PM Peak Hour, 17.00 – 18.00**



**Junction flows (%) – Comparison with ‘Do Minimum’ flows – AM Peak Hour  
08.00 – 09.00**

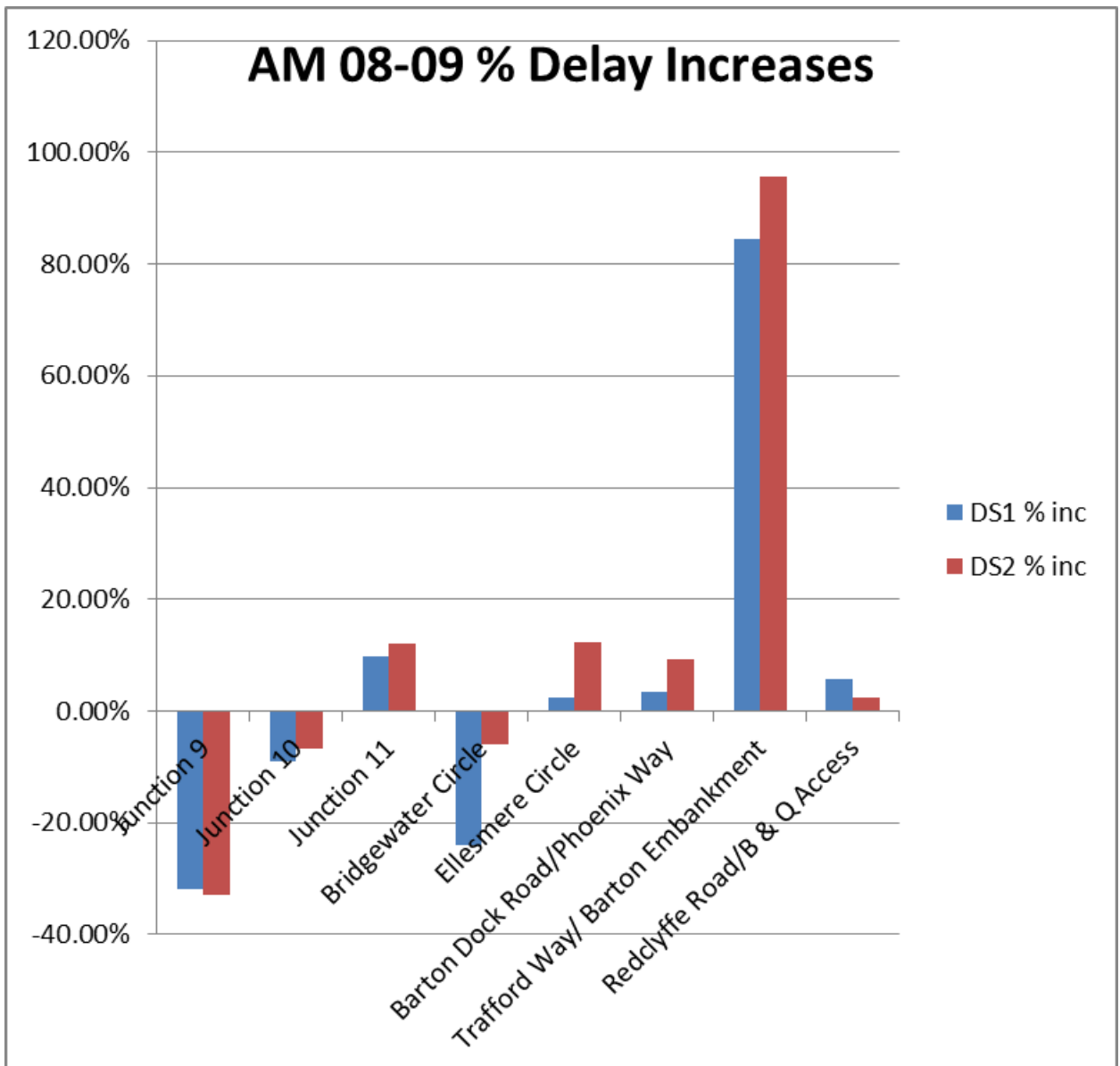
Junction	DM	DS1	DS2	DS1-DM	DS2-DM	DS1 % increase	DS2 % increase
Junction 9	753,115	513,416	504,821	-239,699	-248,294	-31.83%	-32.97%
Junction 10	318,792	289,759	297,581	-29,033	-21,211	-9.11%	-6.65%
Junction 11	12,258	12,818	12,807	560	549	4.57%	4.48%
Bridgewater Circle	3,537	3,469	3,864	-68	327	-1.92%	9.25%
Ellesmere Circle	3,328	3,327	3,453	-1	125	-0.03%	3.76%
Barton Dock Road/Phoenix Way	1,259	1,335	1,395	76	136	6.04%	10.80%
Trafford Way/ Barton Embankment	1,209	971	1,039	-238	-170	-19.69%	-14.06%
Redclyffe Road / B&Q access	1,540	1,611	1,633	71	93	4.61%	6.04%

**Junction Delay (secs) – AM Peak Hour 08.00 – 09.00**



**Junction Delay (secs) – AM Peak Hour 08.00 – 09.00**

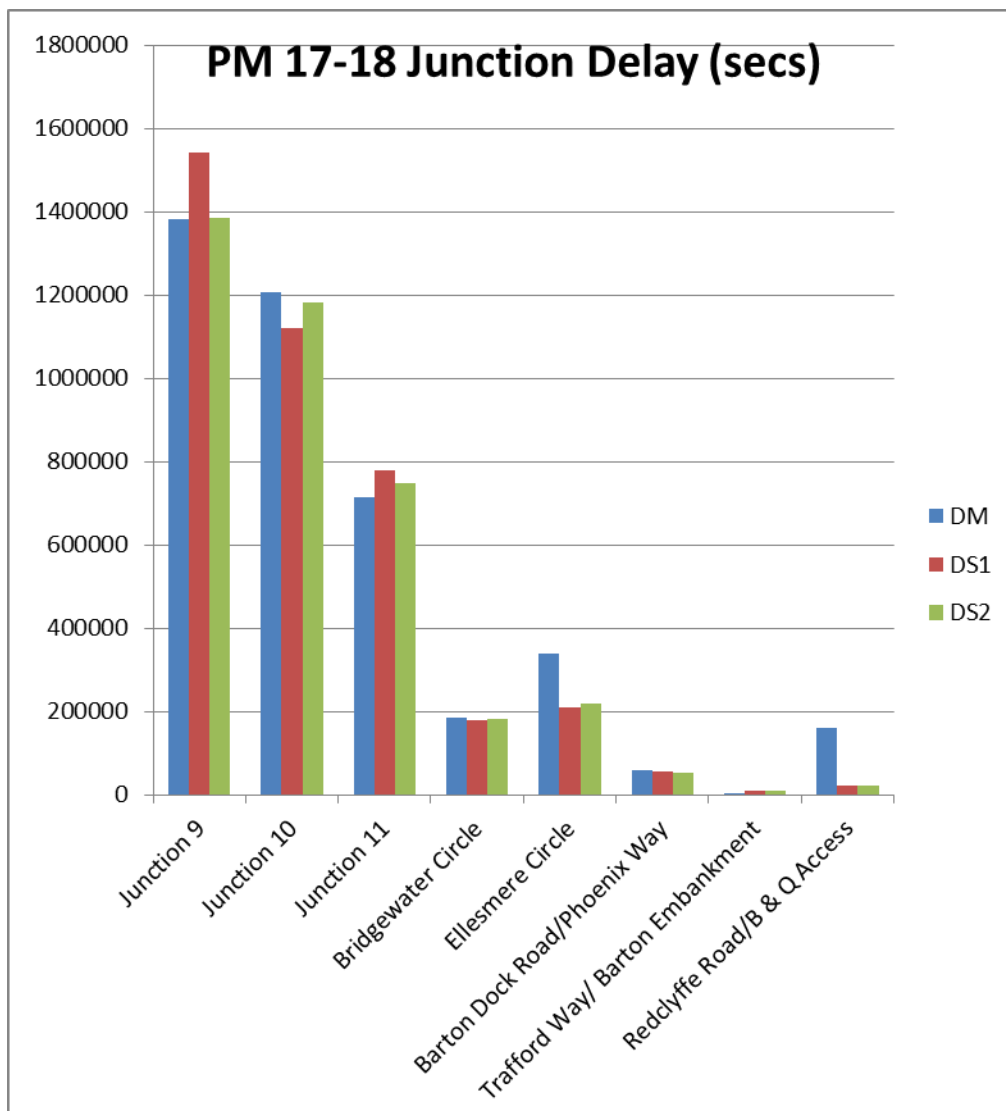




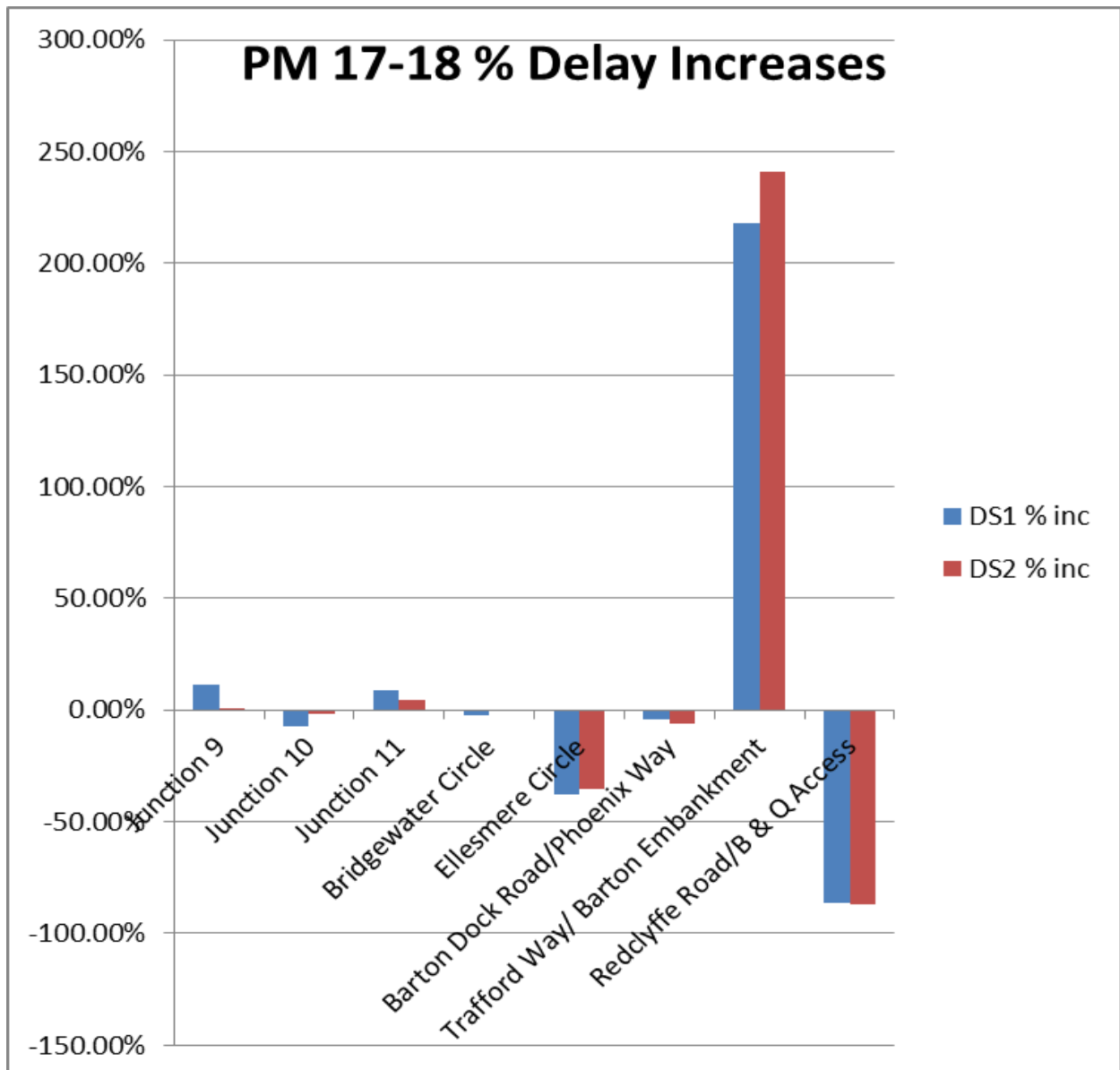
**Junction Delay Increases (%) - AM Peak Hour 08.00 – 09.00**

Junction	DM	DS1	DS2	DS1-DM	DS2-DM	DS1 % increase	DS2 % increase
Junction 9	1,383,254	1,541,809	1,384,172	158,555	918	11.46%	0.07%
Junction 10	1,206,550	1,119,791	1,183,448	-86,759	-23,102	-7.19%	-1.91%
Junction 11	715,202	778,366	748,737	63,164	33,535	8.83%	4.69%
Bridgewater Circle	183,609	179,834	182,743	-3,775	-866	-2.06%	-0.47%
Ellesmere Circle	338,553	209,825	218,512	-128,728	-120,041	-38.02%	-35.46%
Barton Dock Road/Phoenix Way	57,536	55,063	53,881	-2,473	-3,655	-4.30%	-6.35%
Trafford Way/ Barton Embankment	2,636	8,386	8,995	5,750	6,359	218.13%	241.24%
Redclyffe Road / B&Q access	161,742	22,026	21,276	-139,716	-140,466	-86.38%	-86.85%

**Junction Delay (secs) – PM Peak Hour 17.00 – 18.00**



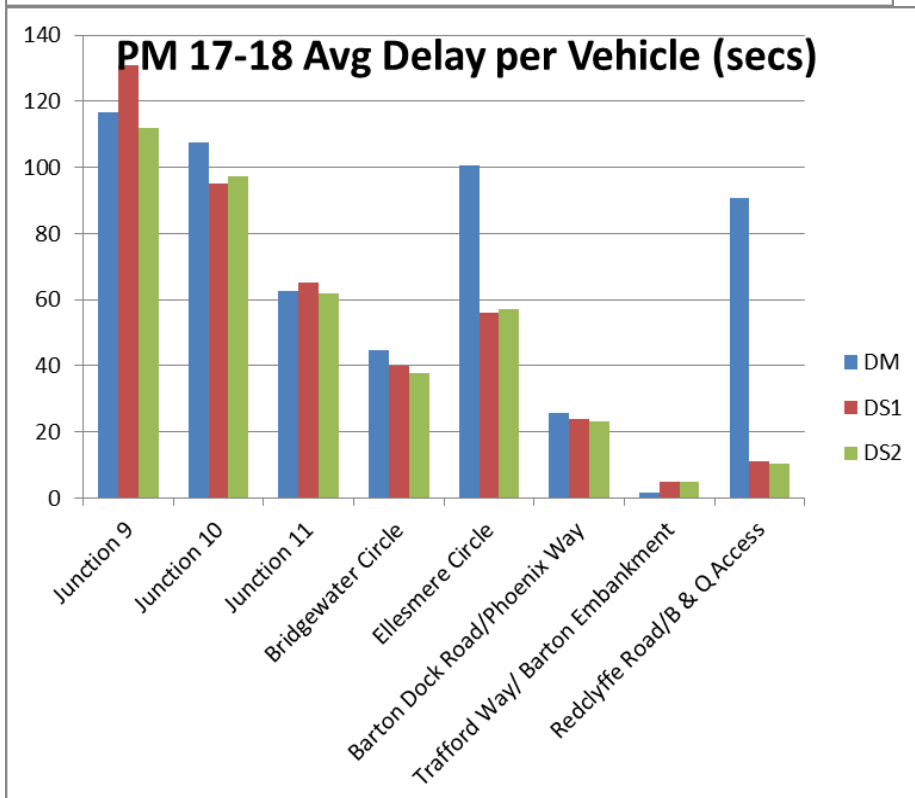
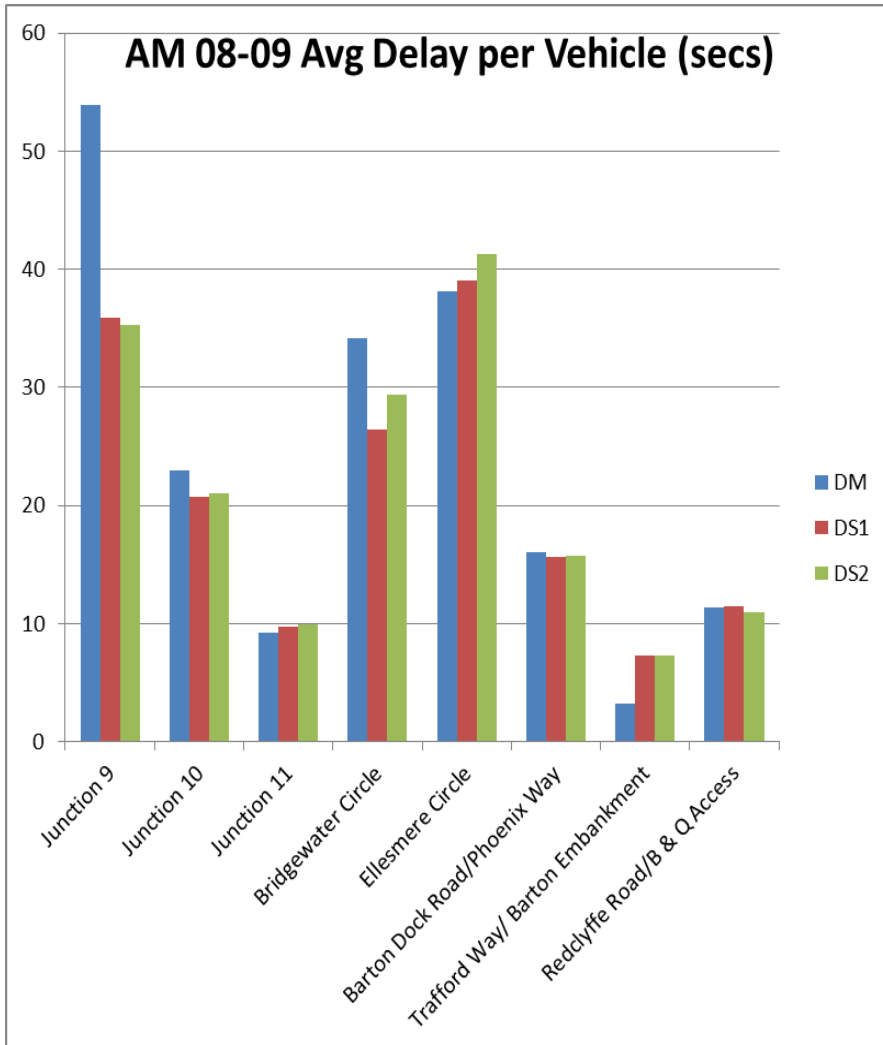
**Junction Delay (secs) – PM Peak, 17.00 – 18.00**



**Junction Delay Increases (%) – PM Peak, 17.00 – 18.00**

Junction	AM PEAK				PM PEAK		
	DM	DS1	DS2		DM	DS1	DS2
Junction 9	54	36	35		117	131	112
Junction 10	23	21	21		107	95	97
Junction 11	9	10	10		62	65	62
Bridgewater Circle	34	26	29		45	40	38
Ellesmere Circle	38	39	41		101	56	57
Barton Dock Road/ Phoenix Way	16	16	16		26	24	23
Trafford Way/ Barton Embankment	3	7	7		2	5	5
Redclyffe Road / B&Q access	11	11	11		91	11	10

**Average delay per vehicle (seconds)**



**APPENDIX E – MOUCHEL  
COMMENTARY ON OUTPUTS FROM  
VISSIM RE-RUN (EXTRACTED  
FROM MOUCHEL TN3: ‘TRAFFORD  
WATERS CONTINUATION WORK’  
19/08/2016)**

### **Do Something Scenario 1 (TA)**

- There is a minor increase in the rate of flow breakdown and the length of the queue at M60 J8 collector distributor clockwise merge in (AM Peak) – SRN.
- *A reduction in flow breakdown at M60 J9 clockwise merge, linked to change in lane designations at M60 J10 clockwise off-slip and associated use of the J10 clockwise diverge (AM Peak) – SRN.*
- *A reduction in queueing and intra-junction blocking at Bridgewater Circle, linked to the number of u-turning vehicles from the M60 to Trafford Boulevard flyover (AM Peak) – LRN.*
- Increase in maximum queue length at M60 J9 Barton Road approach by 150m (AM Peak) – SRN.
- *A Reduction in queueing on the B5211 Redclyffe Road, linked to the provision of greater capacity and a more efficient layout / lane designations at the M60 J10 WGIS parallel route approach (PM Peak) – LRN.*
- There is a large queue and blocking back on the A57 eastbound (PM Peak) – LRN.
- Blocking back between Ellesmere Circle and Bridgewater Circle. An increase in the maximum queue of around 25m begins to interfere with the upstream junction (AM Peak) – LRN.
- Increases and reductions in maximum queue recordings at M60 J13 in relation to the Worsley Rd, Barton Rd and Walkden Rd. Seemingly associated with the differing volume and profile of traffic arriving at the junction due to M60 operational changes between the DM and DS1 scenarios (AM Peak) – SRN.
- Blocking back to M60 mainline from clockwise off-slip at M60 J13 occurs, interfering with the M60 mainline for a longer duration than in the DM (PM Peak) – SRN.
- Noted from visual inspections that there is an increase in the queue on Peel Green Road from the Barton Ln / Barton Dock Rd / Peel Green Ln junction, in both peak periods. (AM and PM Peaks) – LRN.

### **Do Something Scenario 2 (Alternative)**

- Intra-junction blocking at Ellesmere Circle, caused primarily by the signal timings and secondarily by the increase in traffic flow (AM Peak) - LRN.
- There is a queue increase on the Peel Green Lane approach to the Redclyffe Road/Barton Dock Road/Peel Green lane junction (AM Peak) – LRN.
- There is an increase in the queue on the clockwise off-slip at M60 J9, which reaches the M60 mainline but does not interfere with fast moving traffic on it (PM Peak) - SRN.
- There is a large queue increase on Ashburton Road West (PM Peak) – LRN.
- There is a greater delay due to volume of slow moving traffic on the M60 J11 clockwise on-slip waiting to merge onto the M60 (PM Peak) – SRN.
- Queue increase on the Barton Dock Road northbound approach to Ellesmere Circle blocking bck to the pedestrian crossing, which in turn creates blocking back to the Phoenix Way roundabout (PM Peak – LRN).
- Increase in the queue on the Barton Road approach to the M60 J10 (PM Peak) - SRN.
- Noted increase in the queue on the Redclyffe Road approach to the Barton Dock Road / Peel Green / Redclyffe Road junction (PM Peak) - LRN.

# **APPENDIX F – COMPARISON OF WEEKEND AND WEEKDAY TRAFFIC FLOWS**

	Saturday Peak			Weekday PM Peak				Previous Weekday		Weekday	Prev Weekday
<b>Bridgewater Circle</b>				DM		DS1		DM	DS	DS1-DM	DS1-DM
<b>Traffic Flows</b>	<b>Saturday Base</b>	<b>Saturday with TW</b>	<b>Saturday Dev Flows</b>	<b>16-17</b>	<b>17-18</b>	<b>16-17</b>	<b>17-18</b>	<b>17-18</b>	<b>17-18</b>	<b>17-18</b>	<b>17-18</b>
Trafford Bvd (North)	1248	1296	48	1630	1455	1558	1569	1417	1418	114	1
TC CP North	838	838	0	241	213	224	248	207	232	35	25
Bus Station	80	80	0	-	-	-	-	-	-	-	-
TC Cp South	793	793	0	564	578	583	552	246	232	-26	-14
Trafford Boulevard (South)	2236	2283	47	974	992	1128	1142	1129	1281	150	152
Trafford Way	911	1007	96	881	858	969	998	896	1065	140	169
<b>Totals</b>	<b>6106</b>	<b>6297</b>	<b>191</b>	<b>4290</b>	<b>4096</b>	<b>4462</b>	<b>4509</b>	<b>3895</b>	<b>4228</b>	<b>413</b>	<b>333</b>

### Traffic flow comparisons (vehicles) – Bridgewater Circle

	Saturday Peak			Weekday PM Peak				Previous Weekday		Weekday	Prev Weekday
<b>Ellesmere Circle</b>				DM		DS1		DM	DS	DS1-DM	DS1-DM
<b>Traffic Flows</b>	<b>Saturday Base</b>	<b>Saturday with TW</b>	<b>Saturday Dev Flows</b>	<b>16-17</b>	<b>17-18</b>	<b>16-17</b>	<b>17-18</b>	<b>17-18</b>	<b>17-18</b>	<b>17-18</b>	<b>17-18</b>
Ashburton Road West	431	444	13	952	879	950	942	989	991	63	2
Barton Dock Road	1306	1325	19	1191	1054	1187	1167	1151	1145	113	-6
Trafford Bvd	1267	1315	48	634	627	742	797	1054	1328	170	274
Redclyffe Rd	952	968	16	839	800	850	828	770	789	28	19
<b>Totals</b>	<b>3956</b>	<b>4052</b>	<b>96</b>	<b>3616</b>	<b>3360</b>	<b>3729</b>	<b>3734</b>	<b>3964</b>	<b>4253</b>	<b>374</b>	<b>289</b>

### Traffic flow comparisons (vehicles) – Ellesmere Circle

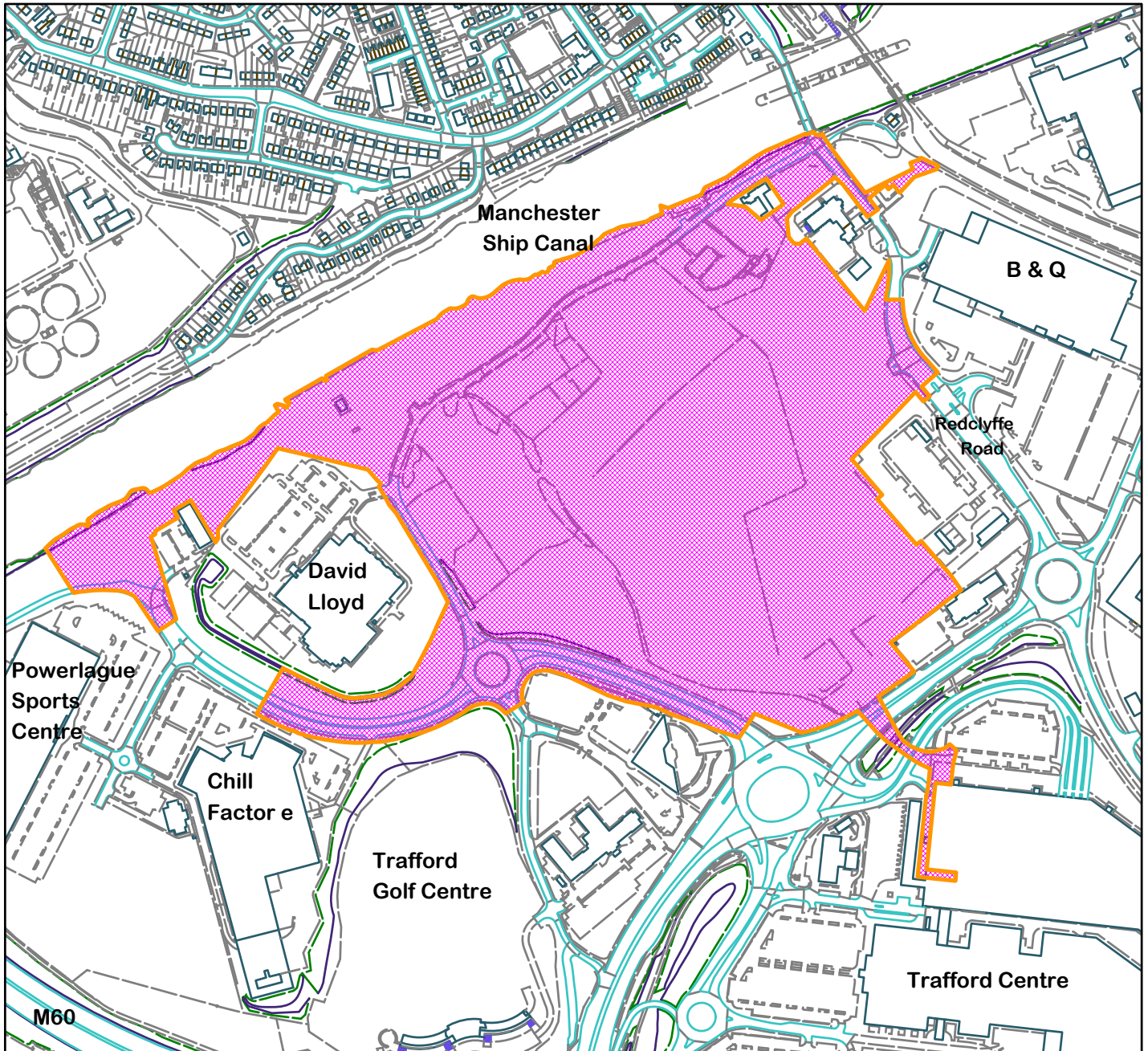


	Saturday Peak			Weekday PM Peak				Previous weekday			Weekday	Prev Weekday
<b>M60 J10</b>				<b>DM</b>		<b>DS1</b>		<b>DM</b>	<b>DS</b>		<b>DS1-DM</b>	<b>DS1-DM</b>
<b>Traffic Flows</b>	<b>Saturday Base</b>	<b>Saturday with TW</b>	<b>Saturday Dev Flows</b>	<b>16-17</b>	<b>17-18</b>	<b>16-17</b>	<b>17-18</b>	<b>17-18</b>	<b>17-18</b>		<b>17-18</b>	<b>17-18</b>
Trafford Bvd	1548	1585	37	2140	1977	2080	2097	1486	1585		120	99
M60 Off Slip WB	993	1050	57	256	277	297	312	1117	1295		35	178
Barton Rd	1384	1415	31	1175	1142	1256	1209	1074	1205		67	131
M60 Off Slip EB	2003	2113	110	585	622	734	740	448	548		118	100
<b>Totals</b>	<b>5928</b>	<b>6163</b>	<b>235</b>	<b>4156</b>	<b>4018</b>	<b>4367</b>	<b>4358</b>	<b>4125</b>	<b>4633</b>		<b>340</b>	<b>508</b>

**Traffic flow comparisons (vehicles) – M60 J10**



Trafford Waters, Land between Manchester Ship Canal & Trafford Boulevard/Old Barton Road, Urmston



Scale: 1:6,000

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Organisation	Trafford Council
Department	Planning Service
Comments	Committee Date 13/10/2016
Date	03/10/2016
MSA Number	100023172 (2012)