

Warrener Street, Sale Moor

Planning and Development Brief

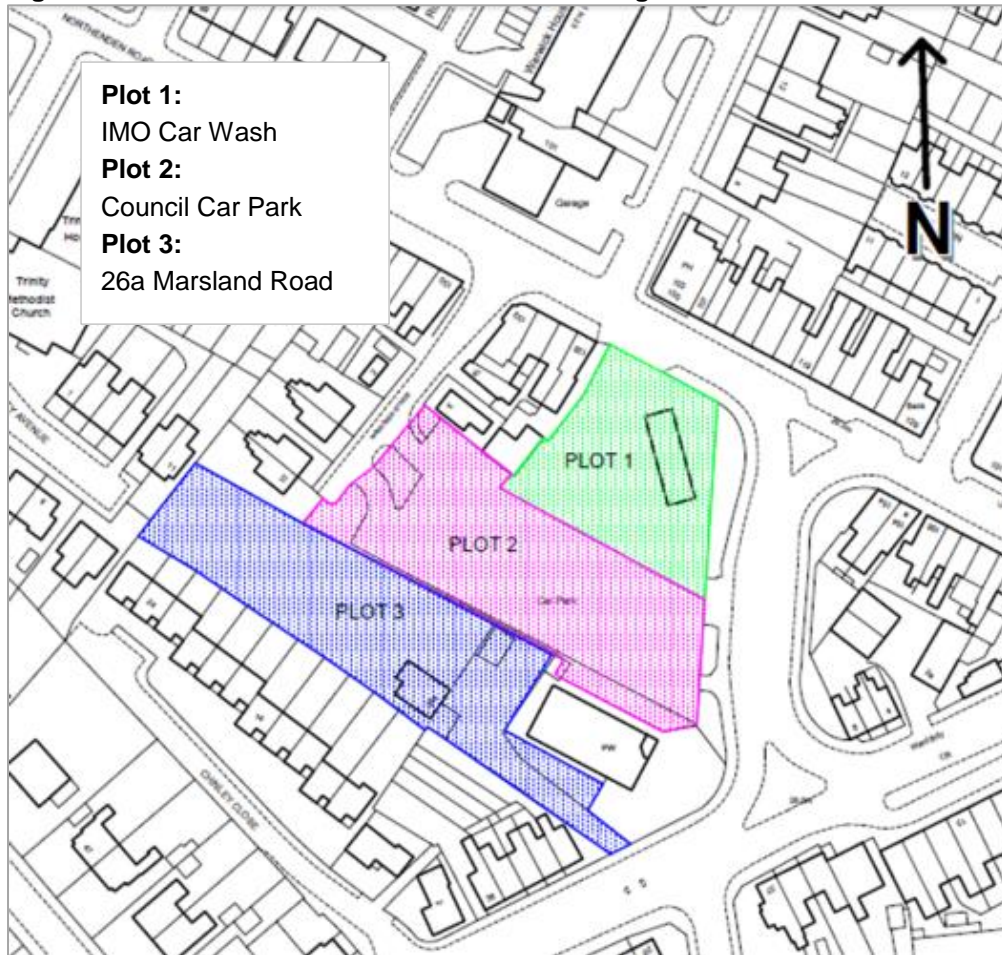
1.0 Introduction

- 1.1 The purpose of this planning and development brief is to provide the planning and development framework to guide the redevelopment of the Warrener Street site in Sale Moor.
- 1.2 This planning and development brief has been prepared by Trafford Council as an informal planning document that once approved will be a material consideration in the determination of all relevant applications for planning permission on this site.
- 1.3 The brief has been informed by the Warrener Street Options and Feasibility Study undertaken in 2016/17 which was subject to consultation with the local community and approved by the Trafford Council Executive in July 2017.

The Warrener Street Site

- 1.4 The Warrener Street Site is located within Sale Moor District Centre, Trafford. The District Centre is situated at the crossroads of the A6144 linking Sale to Junction 6 of the M60 and the B5166 between Sale and Northenden. Sale Metrolink is approximately 1km (0.6 miles) to the west and the M60 orbital motorway the same distance to the north. The area surrounding the centre is predominantly suburban in nature but is well served by attractive green and open spaces at Moor Nook Park, Worthington Park and Walkden Gardens.
- 1.5 Whilst Sale Moor's positioning makes it a busy district centre, many are passing through to destinations beyond including Sale, the M60 and M56, meaning that the primary draw of the centre itself is fairly limited to its surrounding local population.
- 1.6 The Trafford Council owned Warrener Street Car Park site is situated at the western end of the District Centre, bound by Warrener Street to the west which forms the current access to the site; a residential dwelling (26a Marsland Road) and the Kingdom Hall of Jehovah's Witnesses to the south; the A6144 gyratory system to the east; and a car wash operated by IMO to the north.
- 1.7 The Warrener Street site is comprised of three separate plots:
 - IMO Car Wash site (Plot 1)
 - Warrener Street Car Park (Plot 2)
 - 26a Marsland Road (Plot 3)

Figure 1 The Warrener Street Site and Surrounding Plots



Source: Trafford Council

2.0 Vision and Objectives

- 2.1 The Warrener Street Car Park site and its adjoining plots together form an important gateway to Sale Moor District Centre, creating an opportunity to enhance perceptions and attract more people to stop, dwell and spend locally.
- 2.2 Over the last 16 years, the Warrener Street site has been subject to a number of planning applications for retail development by Kirkland Developments Ltd. However, these proposals have been met by strong local opposition.

Vision

- 2.3 The vision for the Warrener Street site is:

“To deliver new development that makes a positive contribution to Sale Moor District Centre and supports the aspirations of the local community”

Objectives

- 2.4 The objectives for the Warrener Street site are to deliver development on the site that:
 - is developable, viable and attractive to the market;
 - supports the vibrancy and vitality of Sale Moor District Centre;
 - recognises local aspirations;
 - develops an improved gateway into Sale Moor District Centre;
 - supports local economic need; and
 - minimises any negative impacts on the highway network and supports improved pedestrian safety.

3.0 Planning Policy Context

Trafford Core Strategy

- 3.1 The Trafford Core Strategy, adopted in January 2012, sets out the strategic planning framework to guide future development across the Borough over the plan period to 2026.
- 3.2 Of particular relevance to the Warrener Street site, Sale Moor is identified as one of three District Centres within the Trafford Borough Hierarchy where “Policy W2: Town Centres & Retail” specifies there will be a focus on enhancing the local convenience retailing offer at an appropriate scale. In particular, there is an identified need to plan for a small to medium sized supermarket within Sale Moor District Centre. Place Objective SAO12 supports this policy and seeks to ensure the provision of adequate local retail provision in Sale Moor and Sale West.
- 3.3 The Core Strategy identifies that parts of Sale Moor suffer from relatively high levels of deprivation and as such it is identified as an ‘Other Regeneration Area’. “Policy L3 Regeneration and Reducing Inequalities” seeks to encourage developments that will address and reduce inequalities.
- 3.4 “Policy L4: Sustainable Transport and Accessibility” provides maximum levels of car parking to promote sustainable transport choices. Those relevant to the Warrener Street development options are as follows:
 - Food retail - 1 space per 15 sq metres (161.5 sq ft)
 - Non-food retail - 1 space per 21 sq metres (226 sq ft)
 - Residential - 1 bedroom unit requires 1 car parking space, 2/3 bedroom unit requires 2 car parking spaces, 4+ bedroom unit require 3 car parking spaces
- 3.5 The Draft Land Allocations Plan (Consultation Draft January 2014) identifies the Warrener Street site (Plot 2) and IMO car wash (Plot 1) falling within the Sale Moor District Centre (Policy DC1.2) where new development for town centre uses that consolidate and enhance the vitality and viability of the District Centre will be supported.

Current Planning Consent

- 3.6 On the 22nd July 2016 planning permission was granted for a mixed use development scheme (Ref: 87339/FUL/15) comprising:
 - Retail food store - totalling 1,615 sq m (17,384 sq ft) Gross Internal Area (GIA) with a maximum sales area of 1,140 sq m (12,271 sq ft) and 91 car parking spaces
 - Two semi-detached 3 bed residential properties - accessed off Warrener Street
- 3.7 The consented development site extends to 0.64 hectares (1.58 acres) and incorporates the IMO car wash site to the east (Plot 1) and the residential property 26A Marsland Road (Plot 3) to the west, both of which would be demolished as part of the scheme.

4.0 Opportunities

- 4.1 An assessment of the main opportunities for the Warrener Street site i.e. retail and residential has been undertaken to help determine the market attractiveness, viability and deliverability of potential options from a developer, investor and occupier perspective.

The Retail Potential

- 4.2 Over the last decade, the economic downturn and shifting socio-demographic and market trends, including the growth of car based out of town shopping and online retailing has resulted in a fundamentally changed and fragmented retail landscape. However, up until the Brexit vote, the national economic position was improving and consumer confidence remained positive, lifted by wage growth, low interest rates and near zero inflation. As a result retail sales volumes were growing and vacancy rates falling for key retail sectors including the discounters and out of town retailers, whilst secondary centres and convenience retailers have struggled.
- 4.3 As a District Centre, Sale Moor plays a complementary role to the Boroughs main town centres. As the smallest District Centre in the Borough in quantitative terms and given proximity to the larger centre of Sale, Sale Moor has a smaller catchment (with an estimated population of 11,500 people compared to 26,600 in Sale¹). As such, it is characterised by a retail provision that focuses on predominantly local independent shops which are mainly used for small-scale top-up shopping to meet localised day to day needs. Several restaurants, takeaways and non-retail service outlets (e.g. hair salons) complement the retail offer.
- 4.4 The 2007 Trafford Retail and Leisure Study recommended that a small scale top-up convenience retailer such as Sainsbury's Local/Tesco Express would be appropriate for Sale Moor and would deliver a significant uplift in the quantitative and qualitative convenience retail offer to meet locally arising need. This finding informed Trafford's Core Strategy (adopted 2012); Policy W2: Town Centres & Retail which specifies a particular need for a small to medium sized supermarket in Sale Moor. This is reiterated in Place Objective SAO12: To ensure the provision of adequate local retail provision in Sale West and Sale Moor, which is part of Strategic Objective SO4: Revitalise Town Centres.
- 4.5 The Warrener Street site falls within the Sale Moor District Centre boundary. The main convenience offer is limited to a OneStop convenience store and a Bargain Booze. There are however numerous independent retailers including bakers, butchers and greengrocers making for an attractive district centre, there are considered to be some gaps in the offer in particular around the early evening economy.
- 4.6 The scale of Sale Moor, coupled with its close proximity to Sale and even the Regional Centre and the Trafford Centre, means that it will not be attractive to the larger chain multiple comparison goods retailers or food and drink operators who are increasingly focused on locations with a critical mass. Whilst Sale Moor should continue to be attractive to local independents, the rental levels such occupiers are

¹ ONS Census 2011 based on Super Output Areas

willing to pay will be insufficient to support the high cost of developing new small local retail units and they would be considered too high risk for developer finance. Regardless, additional local retail units could be considered to represent a dilution of the existing offer.

- 4.7 In light of the arguments above, convenience food retailers and particularly the discounters, are one of the few sectors that are actively developing new space. Further, there is an identified need within the strategic policy context for a small to medium sized supermarket within Sale Moor. As such, convenience retail is likely to be one of the few deliverable new build retail uses at the Warrener Street site. Each of the food retailers have very specific and targeted property and locational requirements, and as one of the few sectors able to deliver are able to be selective as to how, when and where they chose to locate and compete within the market.

The Residential Potential

- 4.8 A return to a stronger housing market in the UK is still being driven by London and the South East however recent demand growth is being affected by affordability whilst an undersupply of stock continues to underpin the market. The market remains cautious in more marginal locations such as the North West, where house price growth lags behind the national averages in all but the most attractive and affluent regional market areas such as Manchester and Cheshire.
- 4.9 Despite this the volume of sales is increasing and New Build Development is occurring where house builders are able to focus on profit rather than volume. Such areas are generally characterised by a significant catchment population and proximity to the region's economic drivers e.g. Manchester, Liverpool and Preston. Further, there is some evidence that pace of sales and therefore build rates are increasing. Whilst this trend has helped to increase the volume of completions nationally, they remain very low and identifying new ways of increasing housing numbers is becoming a political priority.
- 4.10 Trafford has ambitious housing growth goals that are outlined in the adopted Core Strategy. Policy L1 Land for New Homes seeks to deliver high quality housing which is affordable to all sectors of the local community and sets a target to deliver 12,210 units over the plan period to 2026. The target equates to 794 units per annum to 2015/16 and 760 units per annum to 2020/21. Gross completions have averaged 387 units per annum across Trafford since 2005/06, significantly below the established housing target (which has not been achieved since 2005/06 when development was driven by apartments on the edge of the Regional Centre) and has resulted in a backlog of housing supply required to meet anticipated demand.
- 4.11 The stock and tenure profile of Trafford suggests a largely suburban and affluent housing location, with 60% of stock being either detached or semi-detached and 70% being in owner occupation compared to 61% across Greater Manchester and 64% nationally. The three wards that make up Sale Moor (Sale Moor; Priory and Brooklands) have a similar pattern with 55% of stock being detached or semi-detached and the same rate of owner occupation as the wider Borough (70%). Such markets are generally attractive to housebuilders and occupiers.
- 4.12 Further, in the decade to the 2011 Census Trafford's population grew by 7.8%, higher than the regional average of 4.8%, and is anticipated to grow by a further

16% to 2037 compared to 13% across Greater Manchester and 8% across the North West. This growth, coupled with the identified shortfall in the delivery of new housing across the Borough suggests a future constriction of supply and increased demand for housing in Trafford.

- 4.13 Analysis undertaken indicates that the Warrener Street site in Sale Moor will be attractive to residential developers and occupiers alike, and could further contribute to the Borough's housing requirements. However, residential development at the site would not be without its challenges. Affordability is a key consideration when looking at demand for housing, and whilst the ONS Annual Survey of Hours and Earnings (ASHE) demonstrates above average median incomes in Trafford (£30,946 in 2015 compared to £25,721 regionally and £27,731 nationally), the high value of housing in parts of the Borough may exclude purchasers from larger family housing or from owner occupation altogether, potentially driving them to seek more affordable housing elsewhere, including outside of Trafford.
- 4.14 The relatively small scale of the Warrener Street site and its setting within the District Centre is most likely to lend itself to higher density apartment or town house dwellings.

5.0 Public Consultation

- 5.1 The Warrener Street Options and Feasibility Study sought to determine the options which best serve local economic need whilst recognising local aspirations and concerns but recognising that development will need to be attractive to the market, viable and deliverable.
- 5.2 The options tested through public consultation were:
- Option 1 – Do nothing
 - Option 2 – Approved Supermarket Scheme
 - Option 3 – Residential only
 - Option 4 – Mixed Use

Stage 1 - Public Consultation

- 5.3 In light of the strength and scale of local interest in the future of the Warrener Street Car Park site, Trafford Council has engaged with local residents and businesses throughout the options and feasibility study to review the potential deliverable options.
- 5.4 A public drop-in session with local businesses and residents was undertaken on Tuesday 13th September 2016.
- 5.5 Having identified a series of potential and deliverable development options through the initial option testing, the purpose of the drop-in event was to consult with local residents and businesses in order to ascertain concerns and aspirations for Sale Moor and the future of the Warrener Street site, together with more specific views to 'test' each of the identified options with opinions sought on likes and dislikes of each (e.g. likes and dislikes of proposed uses, layout, design etc.).
- 5.6 A total of 63 people attended the Stage 1 consultation event. The initial public consultation event held in September 2016 did not identify a single preferred option for the site but did reveal the key aspirations and concerns of local people. In response to the feedback received, a number of new alternative development options were developed to better meet local objectives and presented at a second public consultation event in November 2016 which sought to review the new emerging deliverable development options for the Warrener Street site.

Stage 2 Public Consultation

- 5.7 A second public drop-in session with local businesses and residents was undertaken on Tuesday 22nd November 2016.
- 5.8 The purpose of the drop-in event was to provide feedback to local residents and businesses on the findings of the Stage 1 public consultation in September and to 'test' each of the newly identified options which sought to respond to the aspirations and concerns previously raised.
- 5.9 A total of 69 people attended the Stage 2 consultation event. In summary, from the second public consultation event, the ranking of options was as follows:

- 1st - Mixed Use (Option 4) / Do Nothing (Option 1)
- 2nd - Leisure Led (inc. Café) (Option 5)
- 3rd - Revised Kirkland Scheme (Option 3)
- 4th - Approved Kirkland Scheme (Option 2)

Outcome of the Consultations

- 5.10 Overall, taking into account both rankings and the number of positive and negative comments, the preferred option from the consultation was the revised Mixed Use Option (Option 4). This is very closely followed by Do Nothing (Option 1), although there was recognition that this does not bring any additional benefits to the District Centre and would likely only delay a future development decision for the site.

6.0 Development Principles

Preferred Option

- 6.1 The full option testing incorporating the findings of the public consultation have identified a mixed use development as the 'preferred option' in that it best meets both the critical assessment criteria in terms of deliverability, viability and regenerative benefit to Sale Moor District Centre whilst supporting the aspirations of the majority of local residents and businesses consulted.
- 6.2 The preferred option for the site is illustrated in Figure 2 below. It incorporates:
- A new convenience food store (c.5,000 sq ft)
 - 16 new homes (8 x 2 bed apartments and 8 x 3 bed semi-detached)
 - 50 public car parking spaces (plus staff and resident parking).

Figure 2: Preferred Option – Mixed Use



Scale Massing and Layout

- 6.3 The existing buildings in the vicinity of the site are generally two or three storeys and reflect the general form of development in Sale Moor District Centre and the adjoining residential communities. Any future development should reflect the scale and form of existing buildings to avoid dominating the streetscape in an undesirable way. It should be designed in such a way as to avoid one monolithic block of development. The scale of the development should be reduced where the site shares a common boundary with existing residential properties.
- 6.4 New development should have regard to the Council's Planning Guidelines on Residential Development relating to the minimum separation distances required between any new development and existing residential properties. A reduction in these separation distances will only be considered acceptable where it can be demonstrated that appropriate mitigation measures have been included as an

integral part of the development and do not affect its design quality.

- 6.5 In order to create a vibrant street scene there should be active frontages from the site onto the A6144 at the east of the site. All frontages should be well designed, using good quality materials and appropriate detailing. There should be sufficient provision for pedestrians to pass safely whilst allowing separation from the traffic. The extent of any private space around buildings should be clearly defined through the use of boundary treatments and landscaping. Private areas at ground level should be limited on the site frontage. Provision should be made for refuse storage, collection and other servicing without compromising design quality.

Access, Highways and Car Parking

- 6.6 The development must clearly demonstrate its impact on congestion and traffic movements. Any major alterations to the public highway required to accommodate the scheme should be subject to a Section 278 agreement with the Local Highway Authority. Signage should be minimised and make maximum use of existing sign poles / lighting columns to reduce street clutter and ensure the safe and efficient use of the highway.
- 6.7 The Council's car parking standards will need to be taken into account when determining the level of car parking required. Depending on the mix of uses within the scheme there may be an opportunity to consider some flexibility on car parking provision for the site, particularly when there is an opportunity for sharing car parking spaces in use at different times of the day.

Landscaping and Amenity Space

- 6.8 High quality landscaping is an essential element of the development of this site and the requirement for it to make a positive impact on Sale Moor District Centre. Where any residential properties are proposed, landscaped areas should serve to provide appropriate amenity space for residents of the development. Depending on the form of development amenity space can be increased through the use of balconies and other private outdoor areas.

Lighting

- 6.9 Any new lighting should provide a level of illumination that creates a safe environment without an excessive amount of light pollution; particularly where development adjoins existing residential properties. Any application for new development should include details of a lighting scheme to demonstrate that nearby residential properties would not suffer from a loss of amenity and where required provide detail of mitigation measures.

Noise

- 6.10 Any application for planning permission should be accompanied by an acoustic assessment demonstrating that that the occupiers of any new residential development and existing nearby residential properties would not suffer from excessive levels of noise and disturbance from vehicular movements, servicing of any commercial properties and the use of any external plant and machinery, such as air conditioning units or extractor flues.

Annex 1: Indicative Preferred Option

