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**TRAFFORD
COUNCIL**

AGENDA PAPERS FOR PLANNING AND DEVELOPMENT MANAGEMENT COMMITTEE

Date: Thursday, 13 February 2020

Time: 6.30 pm

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

AGENDA

ITEM

1. ATTENDANCES

To note attendances, including Officers and any apologies for absence.

2. DECLARATIONS OF INTEREST

Members to give notice of any Personal or Prejudicial Interest and the nature of that Interest relating to any item on the Agenda in accordance with the adopted Code of Conduct.

3. MINUTES

To receive and, if so determined, to approve as a correct record the Minutes of the meeting held on 16th January, 2020.

3

4. QUESTIONS FROM MEMBERS OF THE PUBLIC

A maximum of 15 minutes will be allocated to public questions submitted in writing to Democratic Services (democratic.services@trafford.gov.uk) by 4pm on the working day prior to the meeting. Questions must be within the remit of the Committee or be relevant to items appearing on the agenda and will be submitted in the order in which they were received.

5. **ADDITIONAL INFORMATION REPORT**

To consider a report of the Head of Planning and Development, to be tabled at the meeting.

6. **APPLICATIONS FOR PERMISSION TO DEVELOP ETC**

To consider the attached reports of the Head of Planning and Development, for the following applications.

6

Application	Site Address/Location of Development
98489	32 Davyhulme Road East, Stretford, M32 0DW
98751	Market Hall, Railway Road, Urmston, M41 0XL
98779	Greenbank House, 15 Albert Square, Altrincham
98783	Beech House, Manchester Road, Partington, M31 4DJ
98906	Land Adjacent To Soccer Dome, Trafford Way Trafford Park, M17 8DD
98907	Soccer Dome, Trafford Way, Trafford Park, M17 8DD
99242	2 Ellaston Drive, Urmston, M41 0XB

7. **APPLICATION FOR PLANNING PERMISSION 98031/OUT/19 - LAND TO THE EAST AND WEST OF WARBURTON LANE, WARBURTON WA13 9TT**

To consider the attached report of the Head of Planning and Development.

7

8. **TRAFFORD CIVIC QUARTER AREA ACTION PLAN**

To note the attached report of the Head of Planning and Development.

8

Appendix 1:-

<http://www.trafford.gov.uk/planning/strategic-planning/docs/Civic-Quarter-Draft-Area-Action-Plan.pdf>

9. **PROPOSED STOPPING UP OF HIGHWAY AT CHRISTIE ROAD, TALBOT ROAD, STRETFORD M32 0EW**

To consider the attached report.

9

10. **PROPOSED STOPPING UP OF A LENGTH OF HIGHWAY AT LAND BETWEEN 4 AND 6 CAVENDISH ROAD, STRETFORD M32 0PR**

To consider the attached report.

10

11. URGENT BUSINESS (IF ANY)

Any other item or items which by reason of special circumstances (to be specified) the Chair of the meeting is of the opinion should be considered at this meeting as a matter of urgency.

SARA TODD

Chief Executive

Membership of the Committee

Councillors L. Walsh (Chair), A.J. Williams (Vice-Chair), Dr. K. Barclay, D. Bunting, T. Carey, M. Cordingley, B. Hartley, D. Jerrome, M. Minnis, D. Morgan, K. Procter, E.W. Stennett and B.G. Winstanley.

Further Information

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

Michelle Cody, Governance Officer

Tel: 0161 912 2775

Email: michelle.cody@trafford.gov.uk

This agenda was issued on **4th February, 2020** by the Legal and Democratic Services Section, Trafford Council, Trafford Town Hall, Talbot Road, Stretford, Manchester, M32 0TH

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Agenda Item 3

PLANNING AND DEVELOPMENT MANAGEMENT COMMITTEE

16th JANUARY, 2020

PRESENT:

Councillor Walsh (In the Chair),
Councillors Dr. Barclay, Bunting, Carey, Cordingley, Hartley, Jerrome, Minnis, Morgan,
K. Procter, Williams and Winstanley.

In attendance: Head of Planning and Development (Ms. R. Coley),
Major Planning Projects Manager (Mrs. S. Lowes),
Major Planning Projects Officer (Ms. D. Harrison),
Major Planning Projects Officer (Mrs. J. Johnson),
Principal Highways & Traffic Engineer (Amey) (Mr. G. Evenson),
Solicitor (Ms. J. Cobern),
Governance Officer (Miss M. Cody).

Also present: Councillors Brotherton, Jarman, Newgrosh, Whitham and A. Western.

APOLOGY

An apology for absence was received from Councillor Stennett MBE.

COUNCILLOR RAYMOND BOWKER MBE

It was with great sadness that the Chair referred to the death of Councillor Raymond Bowker MBE, a long serving Member of the Council, who will be sorely missed by all.

The Committee, Officers and members of the public stood for a few moments in silence as a mark of respect to Councillor Raymond Bowker MBE.

COMMITTEE MEMBERSHIP

The Chair reported that Councillor Hartley was to replace Councillor Patel as a Member of the Planning and Development Management Committee for the remainder of the Municipal Year.

48. DECLARATIONS OF INTEREST

Councillor Dr. Barclay declared a Personal Interest in Application 98157/FUL/19 (New Wellington School Playing Fields, Moss Lane, Timperley) as she worked at the school a number of years previous.

Councillor Hartley declared a Personal and Prejudicial Interest in Application 98157/FUL/19 (New Wellington School Playing Fields, Moss Lane, Timperley) as his spouse is a Teacher at the school.

Planning and Development Management Committee
16th January, 2020

Councillor K. Procter declared a Personal and Prejudicial Interest in Application 98764/FUL/19 (Land on corner of Carrfield Avenue and Mossfield Road, Timperley) due to his involvement as a former Executive Member.

The Chair on behalf of all Members of the Committee declared a Personal Interest in Application 98764/FUL/19 (Land on corner of Carrfield Avenue and Mossfield Road, Timperley) due to the Council's interest in the site.

Councillor Carey declared a Personal and Prejudicial Interest in Application 99333/HHA/19 (122 Framingham Road, Sale) due to his involvement.

Councillor Minnis declared a Personal and Prejudicial Interest in Application 99557/HHA/19 (1 Lindsgate Drive, Timperley) being the Applicant.

The Chair on behalf of all Members of the Committee declared a Personal Interest in Application 99557/HHA/19 (1 Lindsgate Drive, Timperley) as the Applicant is a fellow Councillor/Committee Member.

49. MINUTES

RESOLVED: That the Minutes of the meeting held on 28th November, 2019, be approved as a correct record and signed by the Chair.

50. QUESTIONS FROM MEMBERS OF THE PUBLIC

A question was submitted by Mr. Warburton of Bridgewater Road and rejected as it was considered to be outside the remit of the Committee; the issue raised should be addressed by Parking Control/Enforcement.

A further question was submitted by Mrs. McCarrol of Edgbaston Drive and rejected as it was considered to be an additional representation and as such was addressed within the Additional Information Report.

51. 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.

52. 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

<u>Application No., Address or Site</u>	<u>Description</u>
98157/FUL/19 – New Wellington	Replacement of security gates with 1.8m

Planning and Development Management Committee
16th January, 2020

School Playing Fields, Moss Lane, railing double gates.
Timperley.

[Note: Councillor Dr. Barclay declared a Personal Interest in Application 98157/FUL/19, as she worked at the school a number of years previous.

Councillor Hartley declared a Personal and Prejudicial Interest in Application 98157/FUL/19, as his spouse is a Teacher at the school, he left the room during consideration of this item.]

99062/HHA/19 – 70 Norwood Road, Stretford. Demolition of existing conservatory and erection of single storey rear extension with raised patio and steps.

99557/HHA/19 – 1 Lindsgate Drive, Timperley. Erection of a single rear extension and rear veranda.

[Note: Councillor Minnis declared a Personal and Prejudicial Interest in Application 99557/HHA/19, being the Applicant and left the room during consideration of this item.

All Members of the Planning Development and Management Committee declared a Personal Interest in Application 99557/HHA/19 as the Applicant was a fellow Councillor/Committee Member.]

53. APPLICATION FOR PLANNING PERMISSION 98606/FUL/19 – CROSSFORD COURT, DANE ROAD, SALE

The Head of Planning and Development submitted a report concerning an application for planning permission for the erection of a third and fourth floor to buildings B & E and a third floor to buildings A, C and D to create an additional 33 one and two bedroom apartments and B1(a) office accommodation, a lift enclosure, alterations to the elevations of the existing buildings and associated landscaping, amenity space and car parking reconfiguration.

RESOLVED: That Members are minded to grant planning permission for the development and that the determination of the application hereafter be delegated to the Head of Planning and Development as follows:

- (i) To complete a suitable Legal Agreement under S106 of the Town and Country Planning Act 1990 (as amended) to secure:
 - The provision of 8 no affordable units on site, 4 of which shall be provided as affordable rent and 4 of which shall be provided as shared ownership.
 - A financial contribution (sum to be agreed) for a review of residents permit parking area on surrounding streets.
- (ii) To carry out minor drafting amendments to any planning condition.
- (iii) To have discretion to determine the application appropriately in the circumstances where a S106 Agreement has not been completed within three months of the

Planning and Development Management Committee
16th January, 2020

resolution to grant planning permission.

- (iv) That upon the satisfactory completion of the above Legal Agreement that planning permission be granted subject to the conditions now determined (unless amended by (ii) above).

54. APPLICATION FOR PLANNING PERMISSION 98676/FUL/19 – CITY POINT, 701 CHESTER ROAD, STRETFORD

The Head of Planning and Development submitted a report concerning an application for planning permission for the demolition of existing office building and erection of 190 bed hotel, varying in height from 2 - 16 storeys of accommodation plus basement and screened rooftop plant area and tower feature. Associated parking and servicing areas with main vehicular access off Hornby Road associated changes to the public realm.

It was moved and seconded that planning permission be refused.

The motion was put to the vote and declared carried.

RESOLVED: That planning permission be refused for the following reasons:

- (1) The proposed development, by reason of its design, siting, scale, height and massing would result in an unduly dominant and obtrusive form of development, which would be out of keeping with the character of the surrounding area. As such, the proposed development would have a detrimental impact on the character and visual appearance of the street scene and the surrounding area. It is therefore considered that the proposed development does not represent good design and would fail to comply with Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.
- (2) The proposed development by reason of its height, scale and massing in close proximity to adjacent residential properties, would give rise to an unduly overbearing and overdominant impact, to the detriment of the amenity that the adjoining occupants could reasonably expect to enjoy. As such the proposal is contrary to Policy L7 of the Trafford Core Strategy and the National Planning Framework.
- (3) The proposed development would generate an additional demand for car parking which cannot be accommodated on this site in a satisfactory manner with the result that vehicles would be forced to park on surrounding highways to the detriment of residential amenity. In addition the development would provide insufficient parking space for disabled persons, which is below the minimum standards set out in SPD3. The proposal is therefore contrary to Policies L4 and L7 of the Trafford Core Strategy, SPD3: Parking Standards and Design and the National Planning Policy Framework.
- (4) The proposed development would have a detrimental impact on the setting of the Grade II heritage asset, Trafford Town Hall, by virtue of its design, siting, scale,

Planning and Development Management Committee
16th January, 2020

massing and height. By failing to preserve the setting of the listed building and in turn its significance, the proposed scheme is considered to have a less than substantial impact upon the designated heritage asset which is not outweighed by the public benefits of the proposal and therefore is contrary to the National Planning Policy Framework, Policies L7 and R1 of the Trafford Council Core Strategy.

55. APPLICATION FOR PLANNING PERMISSION 98764/FUL/19 – LAND ON CORNER OF CARRFIELD AVENUE AND MOSSFIELD ROAD, TIMPERLEY

[Note: Councillor K. Procter declared a Personal and Prejudicial Interest in Application 98764/FUL/19 due to his involvement as a former Executive Member and left the room during consideration of this item.

All Members of the Planning Development and Management Committee declared a Personal Interest in Application 98764/FUL/19 due to the Council's interest in the site.]

The Head of Planning and Development submitted a report concerning an application for planning permission for the erection of a 3 storey building to accommodate 10 two bedroom and 20 one bedroom affordable apartments, together with associated access road, car parking, refuse storage and amenity space.

It was moved and seconded that consideration of the application be deferred.

The motion was put to the vote and declared lost.

RESOLVED: That planning permission be granted subject to the conditions now determined.

56. APPLICATION FOR PLANNING PERMISSION 99105/FUL/19 – LANCASHIRE COUNTY CRICKET CLUB, BRIAN STATHAM WAY, STRETFORD

The Head of Planning and Development submitted a report concerning an application for planning permission for the demolition of Red Rose Suite and erection of new grandstand (total capacity 4,935 seats) with associated facilities including museum, retail and ticket sales space; erection of a 6 storey block on eastern side of Brian Statham Way to provide a 109 bed hotel extension and ground floor retail/food and drink use and associated pedestrian bridge structure linking to existing hotel; ground floor and first floor extensions of existing hotel; relocation of existing replay screen and erection of additional screens within the cricket ground; realignment of Brian Statham Way and associated public realm and landscaping works.

RESOLVED: That Members are minded to grant planning permission for the development and that the determination of the application hereafter be delegated to the Head of Planning and Development as follows:

- (i) To complete a suitable Legal Agreement under S106 of the Town and Country Planning Act 1990 (as amended) to secure £120,000 towards public realm works as part of the Strategic Processional Route.

Planning and Development Management Committee
16th January, 2020

- (ii) To complete an appropriate Legal Agreement to modify and/or discharge the Section 106 Agreement dated 2nd December 2015 in respect of planning permission reference number 85781/FUL/15 in order to enable the contribution paid under that Agreement of £44,878 (Strategic Processional Route Contribution) to be used in combination with the aforementioned £120,000 to deliver the Strategic Processional Route.
- (iii) To carry out minor drafting amendments to any planning condition.
- (iv) To have discretion to determine the application appropriately in the circumstances where a S106 Agreement and modification / discharge of the existing S106 associated with planning permission 85781/FUL/15 has not been completed within three months of the resolution to grant planning permission.
- (v) That upon the satisfactory completion of the above Legal Agreement(s) that planning permission be granted subject to the conditions now determined (unless amended by (iii) above).

57. APPLICATION FOR PLANNING PERMISSION 99333/HHA/19 – 122 FRAMINGHAM ROAD, SALE

[Note: Councillor Carey declared a Personal and Prejudicial Interest in Application 99333/HHA/19 due to his involvement and removed himself from the Committee. After making representations to the Committee he remained in the meeting but did not participate in the debate or cast a vote on the Application.]

The Head of Planning and Development submitted a report concerning an application for planning permission for alterations to the boundary treatments including relocation of the pedestrian and vehicular access gates. Erection of a rear first floor extension and associated external alterations.

It was moved and seconded that planning permission be refused.

The motion was put to the vote and declared carried.

RESOLVED: That planning permission be refused for the following reason:

- (1) The proposed first floor rear extension, would by reason of its scale, height and siting in close proximity to the common boundaries with no. 120 Framingham Road and no. 2 Wood Road, result in a cramped form of development that would be overly dominant considering the unusual plot shape . As such, the proposed extension would adversely affect the residential amenity of neighbouring occupiers, appearing overbearing. The proposal is therefore contrary to policy L7 of the Trafford Core Strategy, the Council's adopted Supplementary Planning Document 4: A Guide for Designing House Extensions and Alterations, February 2012, and advice contained within the National Planning Policy Framework.

The meeting commenced at 6.35 pm and concluded at 9.08 pm.



PLANNING AND DEVELOPMENT MANAGEMENT COMMITTEE – 13th FEBRUARY 2020

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, 1st Floor, Trafford Town Hall, Talbot Road, Stretford, Manchester M32 0TH.

TRAFFORD BOROUGH COUNCIL

PLANNING AND DEVELOPMENT MANAGEMENT COMMITTEE – 13th FEBRUARY 2020

Report of the Head of Planning and Development

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

Applications for Planning Permission				
Application	Site Address/Location of Development	Ward	Page	Recommendation
<u>98489</u>	32 Davyhulme Road East, Stretford, M32 0DW	Gorse Hill	1	Grant
<u>98751</u>	Market Hall, Railway Road, Urmston, M41 0XL	Urmston	10	Grant
<u>98779</u>	Greenbank House, 15 Albert Square, Altrincham	Bowdon	27	Grant
<u>98783</u>	Beech House, Manchester Road, Partington, M31 4DJ	Bucklow St Martins	48	Grant
<u>98906</u>	Land Adjacent To Soccer Dome, Trafford Way Trafford Park, M17 8DD	Davyhulme East	71	Grant
<u>98907</u>	Soccer Dome, Trafford Way Trafford Park M17 8DD	Davyhulme East	99	Grant
<u>99242</u>	2 Ellaston Drive, Urmston, M41 0XB	Urmston	134	Grant

WARD: Gorse Hill

98489/FUL/19

DEPARTURE: No

Change of use of the existing shop (Use Class A1) to a wine bar (Use Class A4)

32 Davyhulme Road East, Stretford, M32 0DW

APPLICANT: Mr Pedro Luka

AGENT: N/A

RECOMMENDATION: GRANT

The application is reported to the Planning and Development Management Committee as the application has been called in by Councillor Walsh.

SITE

The application site is a ground floor unit in a two storey end-of-terrace property, constructed in brickwork with a hipped roof. The site sits in a row of commercial units with residential at 1st floor spread across 2 terrace rows. A ginnel passes between the two buildings providing access to the rear yard. On-street parking is available in the area.

The commercial unit has been used as an off-licence for a period of at least 2012 – 2017. Opposite the site lies Victoria Park Junior School. The site is positioned north of Stretford Town Centre but within walking distance.

This small stretch of Davyhulme Road East (encompassing the commercial properties) is designated as a 'Neighbourhood Shopping Centre' in the Local Plan.

PROPOSAL

This application seeks planning permission for the change of use of the existing retail unit (Use Class A1) to a wine bar (Use Class A4). No alterations are sought to the external fenestration.

Internally, the existing room partitions would be retained. The storage area associated with the A1 use would remain storage associated with the proposed A4 use and two WCs would be provided. A small serving area and bar/communal area will be created within the unit.

For clarity, the change of use relates only to the ground floor which covers an area of 97.5sqm.

No parking spaces would be created through the scheme, and the number of employees would remain as existing (1x Full Time, 2x Part Time).

DEVELOPMENT PLAN

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.

PRINCIPAL RELEVANT CORE STRATEGY POLICIES

L4 – Sustainable transport and accessibility

L7 – Design

W2 – Town Centres & Retail

PROPOSALS MAP NOTATION

Neighbourhood Shopping Centre

GREATER MANCHESTER SPATIAL FRAMEWORK

The Greater Manchester Spatial Framework is a joint Development Plan Document being produced by each of the ten Greater Manchester districts and, once adopted, will be the overarching development plan for all ten districts, setting the framework for individual district local plans. The first consultation draft of the GMSF was published on 31 October 2016, and a further period of consultation on the revised draft ended on 18 March 2019. A Draft Plan will be published for consultation in summer 2020 before it is submitted to the Secretary of State for independent examination. The weight to be given to the GMSF as a material consideration will normally be limited given that it is currently at an early stage of the adoption process. Where it is considered that a different approach should be taken, this will be specifically identified in the report. If the GMSF is not referenced in the report, it is either not relevant, or carries so little weight in this particular case that it can be disregarded.

NATIONAL PLANNING POLICY FRAMEWORK (NPPF)

The MHCLG published the revised National Planning Policy Framework (NPPF) on 19th February 2019. The NPPF will be referred to as appropriate in the report.

NATIONAL PLANNING PRACTICE GUIDANCE (NPPG)

DCLG published the National Planning Practice Guidance on 6 March 2014, and was updated on 1st October 2019. The NPPG will be referred to as appropriate in the report

RELEVANT PLANNING HISTORY

98659/ADV/19 - Advertisement consent sought for 1no fascia sign.
Approved with conditions 30th October 2019.

H/51256 - Erection of a single-storey rear extension to form a store.
Approved with conditions 17th April 2001.

H/47703 - Change of use of ground floor from retail use to a self-contained flat including external alterations to the front and side elevations.
Approved with conditions 16th September 1999. – Not implemented, no longer extant.

APPLICANT'S SUBMISSION

CIL Questionnaire
Crime Impact Statement

CONSULTATIONS

Pollution & Licensing (Nuisance) – No objection subject to conditions.

LHA – Raise no objection, however requires the proposed decking structure to be fully sited within the private courtyard area with no impact to, or overhang of, the public footway. In addition they requested a condition for a Construction Method Statement and more information regarding cycle parking. The comments are discussed in the body of the report.

Officer response: The proposed terrace/decking area has been withdrawn from the application at the request of officers, and no longer forms part of this application.

REPRESENTATIONS

The neighbouring properties on either side of the application site and to the front and rear have been consulted by letter, including the flat above the application site.

One letter of representation has been received from an adjacent property on Davyhulme Road East expressing concerns which can be summarised as follows:

- Noise from wine bar
- Anti-social behaviour (including drunk customers)
- Area is primarily quiet and residential, with any noise / rowdiness potentially prejudicing footfall to objector's hair salon.

- Stress and anxiety caused by submission of this application
- Applicant is currently undertaking some construction work inside the premises.

Cllr Walsh requested that the application be called-in to planning committee and raised concern about the consultation exercise undertaken for the application within the local area. The consultation of the application was carried out in accordance with the Council's adopted Statement of Community Involvement, with the neighbouring units and above flats each consulted, as well as the school opposite and several houses to the rear of the site.

OBSERVATIONS

PRINCIPLE OF DEVELOPMENT

The decision-taking framework

1. Section 38(6) of the Planning and Compensation Act 1991 states that planning applications should be determined in accordance with the development plan unless material considerations indicate otherwise. The NPPF at Paragraphs 2 and 47 reinforces this requirement and at Paragraph 12 states that the presumption in favour of sustainable development does not change the statutory status of the development plan as a starting point for decision making, and that where a planning application conflicts with an **up to date** (emphasis added) development plan, permission should not normally be granted.
2. The NPPF is a material consideration in planning decisions, and as the Government's expression of planning policy and how this should be applied, should be given significant weight in the decision making process.

Impact on the Neighbourhood Shopping Centre

3. The site is set within the settlement boundary of Stretford in an area designated as a 'Neighbourhood Shopping Centre'. Within these areas, there will be a '*focus on convenience retail facilities and services to meet local needs*' (W2.9, *Trafford Core Strategy*).
4. '*Changes of use from A1 retail to other uses should be carefully considered in terms of their impact on the function, character, vitality and viability of the centre as a whole and on specific frontages, particularly within primary shopping frontages*' (W2.11).
5. The row of commercial properties supports a relatively active Neighbourhood Centre. The properties observed when visiting the site include a launderette, takeaways, hairdressers, convenience store, vaping shop, beauty salon, and small medical facility. The application unit was not occupied at the time of site visit.

6. It is considered that the loss of A1 retail would not prejudice the functionality of this neighbourhood centre. A convenience store (A1 use) would remain within this particular centre. The A4 use would contribute to the vitality and viability of this centre, and may increase footfall within the area.
7. There appeared to be no A4 uses within the parade of commercial units along the two terraces. The proposal would assist the diversification of this local centre, according with guidance in paragraph 85 of the NPPF. Given the variety of A Class uses already on offer within the Centre it is not considered the proposed use would harm the vitality or viability of the Centre, but add to the offer available to local residents. It is therefore considered that the proposal would comply with policy W2 of the Trafford Core Strategy and paragraph 85 of the NPPF.

DESIGN AND APPEARANCE

8. No external alterations are sought to the main elevations of the building. An advertisement application was submitted alongside this elevation for a non-illuminated fascia board (ref. 98659/ADV/19), approved 30th October 2019.
10. Given the proposed use it is expected that the unit would have a an activate frontage and clear glazed shop window adding to the natural surveillance in the area as well as re-activating a vacant unit in a positive fashion, animating this section of Davyhulme Road East.
11. The proposal would comply with policy L7 of the Trafford Core Strategy.

AMENITY

12. No changes are sought to the fenestration nor are there any proposed extensions to the building which would lead to overlooking from the internal layout. The residential uses are retained at 1st floor with the ground floor units in commercial use.
14. Due to the residential accommodation above, these premises could be impacted unduly by noise and disturbance associated with the operation of a wine bar, such as music and entertainment, customers' voices, comings and goings and the disposal of waste, should sufficient controls not be in place.
15. Conditions have been recommended by Pollution and Licensing Officers to mitigate against such potential impacts. The conditions suggested are as follows:
 - No refuse shall be disposed of or collected from the premises between the hours of 23:00 – 09:00 where such disposal or collection is likely to cause disturbance to residents.

- The premises is to be closed to the public outside the hours of 12:00 to 23:00 (Mondays to Saturdays) and 12:00 to 22:00 (Sundays and Bank Holidays).
16. Whilst the hours of use suggested by Pollution and Licensing are noted, it is considered, given the close proximity of residential properties above the commercial ground floor units and nature of this commercial Centre, that slightly more restrictive hours are appropriate. These are 12.00 – 22.00 (Sunday to Thursday, and Bank Holidays) and 12.00 – 23.00 (Friday and Saturday) and waste disposal shall be restricted so as not to occur between 22:00 – 09:00.
 17. Given the proposed A4 use and proximity of residential properties Officers consider that it is also necessary to add conditions requesting a noise management plan and placing restrictions on music being played.
 18. The objections raised in the letter of representation are noted regarding anti-social behaviour. However, it is not considered that this use would be a direct precursor for such behaviour. Should this occur, it would be dealt with through separate legislation.
 19. It is noted that it has been reported that some works are being carried out at the premises. This is entirely at the applicants choosing, and should the application not be granted, this would be a matter for planning enforcement dependent on the nature of the works carried out.
 20. The proposal would be compatible within the surrounding area. Subject to conditions, the proposal would not prejudice the amenity of occupants / and future occupiers through overlooking, noise or odour. The proposal would accord with policy L7 of the Trafford Core Strategy.

PARKING

19. The proposal would not create parking spaces, however there are no designated parking spaces associated with the existing A1 Use. Some on-street parking is available to the front of the units, and in the local area. The Neighbourhood Centre is surrounded by residential properties, and it is expected that many customers of the business would walk or use public transport.
20. Comments from the LHA raise no objection, however further details of cycle parking have been requested, which can be conditioned.

DEVELOPER CONTRIBUTIONS

21. The proposal is for less than 100 square metres and would not therefore be liable for the Community infrastructure levy (CIL).

CONCLUSION AND PLANNING BALANCE

22. The proposed scheme is considered acceptable in terms of the loss of A1 use, design and visual amenity, residential amenity and highway safety and would comply with Policies W2, L4 and L7 of the Trafford Core Strategy and guidance in the National Planning Policy Framework. As such it is recommended that planning permission should be granted.

RECOMMENDATION:

GRANT subject to the following conditions:-

1. The development must be begun not later than three years beginning with the date of this permission.

Reason: Required to be imposed by Section 91 of the Town and Country Planning Act 1990, as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans titled 'Existing and Proposed Layout' and the submitted Location Plan (1:1250).

Reason: To clarify the permission, having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework

3. The premises shall only be open for trade or business between the hours of: 12:00 - 22:00 (Sunday to Thursday and Bank Holidays) and 12:00 - 23:00 (Friday and Saturday).

Reason: In the interest of amenity having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

5. No refuse shall be disposed of or collected from the premises between the hours of 22:00 - 07:00 hours.

Reason: In the interest of amenity having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

6. Prior to the A4 use coming into use details of a scheme for secure cycle parking/storage shall be submitted and approved in writing by the Local Planning Authority. The approved scheme shall be implemented before the premises are brought into use.

Reason: To ensure that satisfactory cycle parking provision is made in the interests of promoting sustainable development, having regard to Policies L4 and L7 of the Trafford Core Strategy, the Council's adopted Supplementary Planning Document 3: Parking Standards and Design, and the National Planning Policy Framework.

7. Prior to occupation a Noise Management Plan shall be submitted and approved in writing by the Local Planning Authority. The Plan shall include details of soundproofing, waste disposal and deliveries. The approved scheme shall be implemented in full before the use hereby permitted is occupied and shall be retained thereafter.

Reason: In the interest of amenity having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

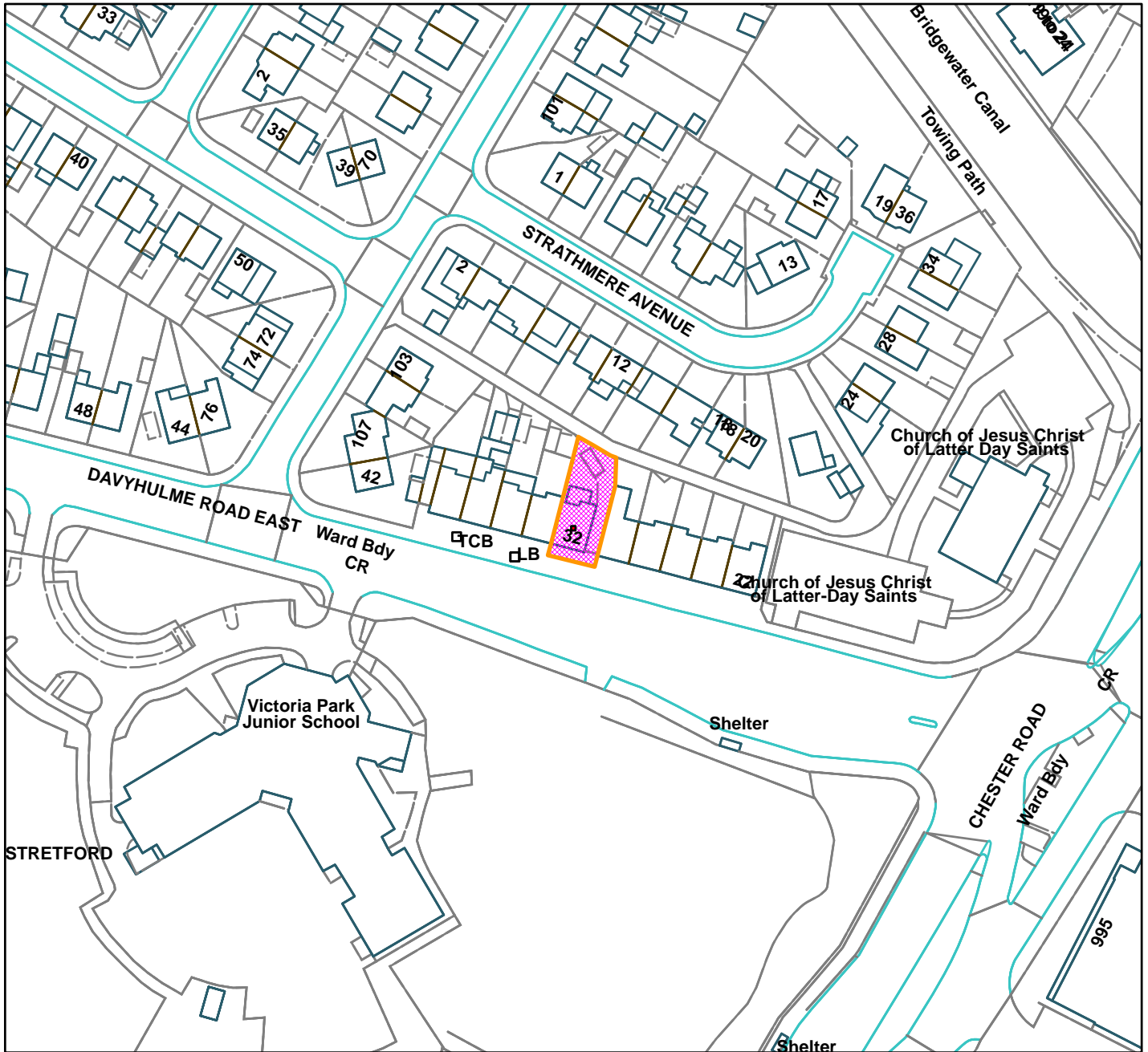
8. No amplified or other music shall be permitted to any external part of the site and when amplified music is played in the premises all doors and windows of the premises shall be closed, except for access.

Reason: In the interest of residential amenity having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

RC



32 Davyhulme Road East, Stretford (site hatched on plan)



Scale: 1:1,250

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Organisation	Trafford Council
Department	Planning Service
Comments	Committee Date 13/02/2020
Date	03/02/2020
MSA Number	100023172 (2012)

Alteration and extension of existing building to form first floor restaurant area (A3) and two apartments to second floor, external amendments to include new shop front and openings in side elevation, together with enclosed bin store to the rear.

Market Hall, Railway Road, Urmston, M41 0XL

APPLICANT: Pride Properties Manchester Ltd

AGENT: Mr Stephen Bostock, G & S Design Ltd

RECOMMENDATION: GRANT

This application is reported to the Planning and Development Management Committee because it has received six objections contrary to the officer recommendation.

SITE

The application site comprises of a rectangular plot accommodating a part single/part two/part three storey building located in Urmston Town Centre, immediately adjacent to Urmston Market to the east.

The site fronts Railway Road to the south and comprises of a relatively ornate Victorian/Edwardian-era three storey element to the front, beyond which are a combination of utilitarian designed single storey and two storey extensions which appear to have been built during the course of the mid-20th Century. The three storey element has a dual pitched roof and a shop front facing Railway Road, whilst the two storey element has a dual-pitched hipped roof and the single storey element, which links the other two elements, has a flat roof.

The building's ground floor comprises of a collection of several shop units forming part of Urmston Market, with the first and second floors accommodating two apartments.

The plot is bound by Urmston Market to the east, including a single storey lean-to element attached to the building's side (east) elevation, similar type 2.5 storey commercial properties forming the remainder of the commercial row fronting Railway Road to the south-west, a railway cutting to the front (south) on the opposite side of Railway Road, and residential properties backing onto the rear of the site to the north, the latter separated by a cobbled alleyway.

PROPOSAL

The applicant proposes to remove the existing first floor rear element and add a new restaurant at first floor and two apartments at loft level. The extension would have a dual-pitched roof and would be 2.5 storeys in height for most of its length before

dropping to two storeys at its rear portion. The 2.5 storey element would introduce four side facing dormer windows serving the two apartments. A single roof light would be installed within the east facing roof slope.

The current ground floor layout would be retained as at present apart from the loss of a single clothes shop at the front of the unit which would be converted into a lobby/reception for the new first floor restaurant including a set of internal stairs and a lift. Two doors would be set in the rear (north) gable elevation. The first floor restaurant would comprise of a main dining area, kitchen, WCs and bar. This element would also occupy the retained first floor element to the front of the site. The second floor apartments would each have a single bedroom, bathroom and open plan kitchen-diner-living room. Apartment 1 would be set to the front (south) of the building and would include the original ornate second floor element to the front of the site. Its outlooks would comprise of the existing four front (south) facing second floor windows and a single side (east) facing dormer. Apartment 2 would be set to the rear with outlooks comprising of three side (east) facing dormer windows.

A new glazed shop front would be installed in the building's principal elevation with a new first floor window serving the restaurant level above. The apartments would be accessed from a door in the ground floor principal elevation with a set of stairs leading up to the second floor.

External materials would comprise of grey powder coated aluminium windows, doors and glazed shop front, together with brickwork and roof slates to match the existing building.

The applicant expects the restaurant to employ 10 full-time members of staff.

The shop front and side facing door would be secured through internal shutters.

The proposed restaurant's hours of operation are unknown because a future operative has not been secured.

Value Added

Following LPA advice the applicant has amended their proposal through changing the proposed shop front to include a 0.45m stall riser, confirmed that roller shutters are to be fixed internally, added a fence enclosed rear bin store and added four side (east) facing first floor restaurant windows.

DEVELOPMENT PLAN

For the purposes of this application the Development Plan in Trafford comprises:

- The **Trafford Core Strategy**, adopted 25 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 19 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.

PRINCIPAL RELEVANT CORE STRATEGY POLICIES

L1 – Land for New Homes;
 L2 – Meeting Housing Needs;
 L4 - Sustainable Transport and Accessibility;
 L5 – Climate Change;
 L7 - Design;
 L8 - Planning Obligations;
 W2 – Town Centres and Retail;
 R2 - Natural Environment;
 R3 – Green Infrastructure.

SO1 - Meet housing needs;
 SO4 - Revitalise town centres;
 URO7 - To protect and enhance the existing town centre and small neighbourhood shopping centres located in the area;
 URO8 - To consolidate and improve the convenience and comparison retail offer of Urmston Town Centre and the diversification to other uses.

OTHER LOCAL POLICY DOCUMENTS

Revised SPD1 - Planning Obligations;
 SPD3 - Parking Standards & Design;
 PG1 - New Residential Development;
 SPG17 - Shop Fronts;
 SPG24 - Crime and Security.

PROPOSALS MAP NOTATION

Development in Town and District Shopping Centres.
 Critical Drainage Area;
 Town and District Shopping Centre.

PRINCIPAL RELEVANT REVISED UDP POLICIES/PROPOSALS

None.

GREATER MANCHESTER SPATIAL FRAMEWORK

The Greater Manchester Spatial Framework is a joint Development Plan Document being produced by each of the ten Greater Manchester districts and, once adopted, will be the overarching development plan for all ten districts, setting the framework

for individual district local plans. The first consultation draft of the GMSF was published on 31 October 2016, and a further period of consultation on the revised draft ended on 18 March 2019. A Draft Plan will be published for consultation in Summer 2020 before it is submitted to the Secretary of State for independent examination. The weight to be given to the GMSF as a material consideration will normally be limited given that it is currently at an early stage of the adoption process. Where it is considered that a different approach should be taken, this will be specifically identified in the report. If the GMSF is not referenced in the report, it is either not relevant, or carries so little weight in this particular case that it can be disregarded.

NATIONAL PLANNING POLICY FRAMEWORK (NPPF)

The MHCLG published the revised National Planning Policy Framework (NPPF) in February 2019. The NPPF will be referred to as appropriate in the report.

NATIONAL PLANNING PRACTICE GUIDANCE (NPPG)

MHCLG 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.

RELEVANT PLANNING HISTORY

97012/FUL/19: Alterations to elevations including extension of existing building to form first floor restaurant area (A3) and second floor extension to form two apartments. Withdrawn 28 August 2019.

Adjacent Urmston Market site:

93629/FUL/18: Full planning application for site clearance and erection of a part single, part two storey building to provide new food hall for food/drink/leisure, including music area, kids outdoor play area and back of house facilities and a covered area for the provision of retail stallholders. Approved 18 October 2018.

APPLICANT'S SUBMISSION

N/A.

CONSULTATIONS

Local Highways Authority – No objection subject to condition.

Lead Local Flood Authority – No objection.

United Utilities – No comment received.

Greater Manchester Ecology Unit - No objection.

Pollution and Licensing (Nuisance – including Air Quality) – No objection subject to conditions.

GMP Design for Crime – No objection.

Servicing – No comment.

Strategic Planning – No comment received.

REPRESENTATIONS

Multiple letters of objection have been received from six neighbouring addresses which raise the following issues:

- The proposal would directly impact the adjacent Urmston Market site which is due to be redeveloped following the LPA's grant of planning permission;
- The proposed side (east) facing windows would overlook the adjacent Urmston Market site and would prevent further development of this adjacent plot;
- The proposal would be contrary to NPPF requirements through being poorly designed including through being too high/large;
- The development's poor design would be out of keeping with local character;
- The proposed side facing dormer windows would have an unacceptable restricted outlook with views blocked by the new Urmston Market buildings when they are constructed;
- The proposed eaves, downpipes, fascias, cill and any outward opening windows would project within the adjacent Urmston Market plot;
- The owners of the adjacent Urmston Market plot would not permit access to their site to facilitate the development;
- The proposed rear bin storage area would be positioned too close to the back gardens of properties facing Primrose Avenue to the north, resulting in an unacceptable amenity impact in terms of noise, smells and vermin on these neighbouring occupants. It would appear that future residential occupants would have to exit the front of the property and walk around the building to use the rear bin store. The bin store should be amended to move it to the front of the building;
- Insufficient detail has been provided regarding the proposed restaurant in terms of the likely occupant, hours of operation and noise management strategy. This information would again be required to ensure the proposal would not result in an unacceptable negative amenity impact on surrounding occupants;
- Opposition to the installation of outdoor lighting (timed / movement sensing or otherwise) to the rear of the proposed development as it would have a negative impact on the rear bedrooms of the adjacent properties to the north;
- Having apartments above a restaurant would result in an unacceptable amenity impact.

None of the original objections have been withdrawn with reference to the amended scheme.

OBSERVATIONS

PRINCIPLE OF DEVELOPMENT

1. S38(6) of the Planning and Compensation Act 1991 states that planning applications should be determined in accordance with the development plan unless material considerations indicate otherwise. The NPPF at paragraphs 2

and 47 reinforces this requirement and at paragraph 12 states that the presumption in favour of sustainable development does not change the statutory status of the development plan as a starting point for decision making, and that where a planning application conflicts with an *up to date* (emphasis added) development plan, permission should not normally be granted.

2. The Council's Core Strategy was adopted in January 2012, prior to the publication of the 2012 NPPF, but drafted to be in compliance with it. It remains broadly compliant with much of the policy in the 2019 NPPF, particularly where that policy is not substantially changed from the 2012 version.
3. The NPPF is a material consideration in planning decisions as the Government's expression of planning policy and how this should be applied; it should be given significant weight in the decision making process.
4. Paragraph 11 d) of the NPPF indicates that where there are no relevant development plan policies, or the policies which are most important for determining the application are out of date, planning permission should be granted unless:
 - i. The application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
 - ii. Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.
5. Policies controlling the supply of housing and development in town centre locations are considered to be 'most important' for determining this application when considering the application against NPPF Paragraph 11.
6. The Council does not, at present, have a five year supply of immediately available housing land and thus development plan policies relating to the supply of housing are 'out of date' in NPPF terms.
7. There are no protective policies in the NPPF which provide a clear reason for the refusing the development proposed. Paragraph 11(d) (ii) of the NPPF 'the tilted balance' is therefore engaged.

Land for Homes

8. The proposal would result in the redevelopment of the building's upper floors to allow for the like for like replacement of the existing two apartments.
9. The site is located in Urmston Town Centre and is bound by a mix of commercial, retail, office and residential uses. Policy L1 of the Trafford Core Strategy seeks to release sufficient land to accommodate 12,210 new dwellings (net of clearance) over the plan period up to 2026. Regular monitoring has revealed that the rate of building is failing to meet the housing land target as expressed in Table L1 of the Core Strategy. Therefore, there exists a significant need to not only meet the

level of housing land supply identified within Policy L1 of the Core Strategy, but also to make up for a recent shortfall in housing completions.

10. Notwithstanding this the proposal is considered to be broadly in compliance with Core Strategy Policies L1 and L2. Thus the development would result in the reuse/redevelopment of the current building thereby complying with Policy L1.7 which sets an indicative target of 80% of new housing provision within the Borough to be built upon brownfield land.
11. In addition it is noted that the application site is located within Urmston Town Centre which is partly residential and is considered to be in a sustainable location sited relatively close to public transport links, local schools and other community facilities. It is therefore considered that the proposal will specifically make a positive contribution towards Strategic Objective SO1 in terms of meeting housing needs and promoting high quality housing in sustainable locations of a size, density and tenure to meet the needs of the community.
12. The proposal would also acceptably comply with the requirements of Core Strategy Policy L2 through the development being located on a sufficiently sized plot, appropriately located to access existing community facilities, not harmful to local area character or amenity, and more generally in accordance with Core Strategy Policy L7 as outlined in the design section below (L2.2). The development would also likely result in a small economic benefit during its construction phase. The proposed apartment layout would be an improvement on the current dwellings on site.

Town Centre Development

13. NPPF paragraph 85 states: Planning policies and decisions should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation.
14. Core Strategy Policy W2.4: *Within these centres [including Urmston] there will be a focus on the consolidation and improvement of the convenience and comparison retail offer, with the potential to strengthen and enhance the retail offer where suitable, as well as diversification to other uses such as offices, services, leisure, cultural and residential, as appropriate.*
15. Strategic Objective SO4, Revitalise Town Centres, seeks to maintain a clear hierarchy of vibrant, diverse and distinct shopping centres across the Borough to be the focus for commercial, retail and leisure uses to meet the needs of the local population.
16. The proposed restaurant would be a main town centre use which would be acceptable at this location within Urmston town centre.

DESIGN

17. Paragraph 124 of the NPPF states: *The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better*

places in which to live and work and helps make development acceptable to communities. Paragraph 130 states: Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents.

18. Policy L7 of the Trafford Core Strategy states: *In relation to matters of design, development must: be appropriate in its context; make best use of opportunities to improve the character and quality of an area; enhance the street scene or character of the area by appropriately addressing scale, density, height, massing, layout, elevation treatment, materials, hard and soft landscaping works, boundary treatment; and, make appropriate provision for open space, where appropriate, in accordance with Policy R5 of this Plan.*

19. The Shop Fronts SPG includes the following guidance:

The design should have regard to the appearance of the rest of the building....display window treatment should not clash with upper floor window styles (3.1).

For larger shop fronts a very wide undivided expanse of glazing usually looks awkward and some vertical subdivision is advisable (3.2).

Careful consideration should be given to the choice of materials to be used (5.1).

20. The property is bound by residential and commercial/retail properties of varied design with Victorian/Edwardian-era 2.5 storey units within the commercial row to the west, the cleared Urmston market site to the east, utilitarian commercial units to the north-west forming the rear of the adjoining commercial row, Victorian/Edwardian dwellings to the north-west, recently constructed dwellings to the north, and a Victorian/Edwardian church to the north-east. The site's context is therefore characterised by a variety of buildings in term of their design, type, age and scale, albeit with the row of commercial properties within which the application site sits comprising of 2.5 storey Victorian/Edwardian buildings.

21. The proposed development would entail the demolition of the first floor level of the rear element and the erection of a new first floor and loft level with dual pitched roofs, together with amendments to the existing shop front and other associated changes. Side (east) facing restaurant and apartment windows would be installed at first and second floor level.

Demolition/Amendments to Original Structure

22. There is no objection to the demolition of the rear element's first floor level which has a utilitarian design that is not in keeping with the building on the Railway Road frontage. The proposal would also not result in any changes to the ornate upper floor façade fronting Railway Road.

Size, Scale and Massing

23. The proposal is considered to be acceptably designed in terms of its size, scale and massing with reference to the retained building and its context, with the extension being acceptably subservient in scale to the retained front of the plot and stepped down in height approaching the rear boundary.

Footprint

24. The proposal would retain the existing footprint and it would not result in an overdevelopment of the plot.

External Detail and Materials

25. The proposed development would introduce side facing dormer and first floor windows, with the latter breaking up what would otherwise be a visually oppressive expanse of brickwork. The detailing of the proposed external amendments/development would be acceptable. The proposed external materials would be also acceptable and planning permission would be subject to a condition requiring the submission of full material details for the LPA's written approval prior to above ground works.

26. Should the adjacent Urmston Market site be redeveloped as per the extant grant of planning permission this would further screen the proposed rear element especially when viewed from the east which would help to limit its visual impact.

Design and Crime

27. The proposal would result in the redevelopment of what is currently a relatively run down building including through a new restaurant which would go some way to reanimate this area. The GMP Design and Crime consultee has not objected to the proposal. The proposal would be acceptable with reference to the Crime and Security SPG.

28. The proposal would result in an acceptable design/visual impact and therefore would be acceptable with reference to Core Strategy Policy L7, the New Residential Development SPG, the Design and Crime SPG and the NPPF.

RESIDENTIAL AMENITY

29. Policy L7 of the Core Strategy states: *In matters of amenity protection, development must be compatible with the surrounding area and not prejudice the amenity of the future occupiers and/or occupants of adjacent properties by reason of overbearing, overshadowing, visual intrusion, noise and/or disturbance, odour or in any other way.*

30. The New Residential Development SPG requires new residential developments to result in acceptable amenity privacy, overshadowing and overbearing impacts on neighbouring properties, in addition to the provision of acceptable amenity standards for the future occupants of the proposed development.

Privacy

31. The development would introduce four side (east) facing loft level dormer windows serving the two apartments. These would directly overlook the Urmston Market site immediately to the east. The overlooked area currently comprises of a cleared brownfield site, however should development take place as per the extant grant of planning permission (reference 93629/FUL/18) these windows would directly and closely overlook the roof of the closest Urmston Market building, views from these windows would also be to the east over the top of the redeveloped Urmston Market site. There is currently no residential use on the land to the east and the planning permission for that site does not include any residential use. The closest facing residential property is located approximately 56m to the east on the opposite side of the Market site. Therefore, it is considered that the side facing dormer windows would not result in an unacceptable privacy impact on neighbouring occupants.
32. The apartment situated to the front of the site would utilise four front facing second floor windows which are currently used by an existing apartment, these windows in any event face towards the railway cutting to the south.
33. The proposed first floor side facing windows would either overlook the cleared Urmston Market site or directly face a side wall formed by the newly built Urmston Market building. Whilst the latter set up would result in a restricted outlook for these windows, this would be acceptable considering they would not serve protected habitable rooms and provides a better design solution in the event the market proposals do not come forward as currently proposed.

Overbearing/Overshadowing

34. The proposed rear elements would introduce a two storey gable elevation which would be more than the 15m minimum distance from ground floor habitable room windows in the rear of the recently constructed dwellings to the north (16.2m at their closest point).
35. The rear gardens of the residential properties to the north are currently overshadowed to some extent by the current buildings on site and the rear of the adjoining commercial units to the west. It is considered that the proposed development would not have a significant additional impact on these properties over and above the existing situation. The impact is reduced through the proposed staggered roof design with the main roof height falling moving north towards the back of the plot.

Future Occupant Amenity Space/Outlook

36. The proposal would provide an acceptable degree of internal amenity space for future occupants of the apartments in terms of their size and layout and they would be an improvement on the current provision in this regard.
37. The proposed side facing dormer windows would have a clear outlook across the top of the approved Urmston Market development, which would be acceptable.

38. Whilst the proposal would not include any external amenity space the site is within easy walking distance of Davyhulme Park to the north.

Noise/Nuisance

39. The applicant does not have a confirmed operator for the restaurant use and therefore does not know what proposed hours of operation would be sought. The Nuisance consultee has reviewed the submitted noise assessment and has confirmed no objection to the proposal subject to standard planning conditions controlling the hours of restaurant operation and servicing. Any future operator would therefore be aware of the restrictions on hours of opening / servicing and could decide before taking up the property whether these met their needs.

40. The hours of opening of the restaurant would be limited by condition to between 08:00 - 23:00 Monday to Thursday, 08:00 - 24:00 Friday and Saturday; and 10:00 - 23:00 on Sundays and Public Holidays. Servicing hours would be limited to between 0700 and 2100, Monday to Saturday, with no servicing to take place on Sundays and Public Holidays.

41. The proposed bin store to the rear of the plot would be of a standard fenced type. It would be set away from the adjacent residential back gardens to the north. It is noted that the Nuisance consultee has not objected to the proposal with reference to their noise and other amenity impacts on these adjacent occupants. The site is a mixed residential and commercial area and the proposed use including its servicing/amenity impact is considered acceptable at this location.

42. It is therefore considered that the development would have an acceptable amenity/privacy impact on surrounding residential properties and future occupants with reference to Core Strategy Policy L7 and the New Residential Development SPG.

HIGHWAYS, PARKING AND SERVICING

43. Core Strategy Policy L4 states: *[The Council will prioritise] the location of development within the most sustainable areas accessible by a choice of modes of transport. Maximum levels of car parking for broad classes of development will be used as a part of a package of measures to promote sustainable transport choices.*

44. Core Strategy Policy L7 states: *In relation to matters of functionality, development must incorporate vehicular access and egress which is satisfactorily located and laid out having regard to the need for highway safety; and provide sufficient off-street car and cycle parking, manoeuvring and operational space.*

45. The Parking SPD's objectives include ensuring that planning applications accommodate an appropriate level of parking; to guide developers regarding the design and layout of car parking areas; to ensure that parking facilities cater for all users and to promote sustainable developments.
46. The development would not have any dedicated on or off-street parking. A fence enclosed bin store would be installed at the rear of the property occupying half of the alleyway, which is currently blocked by fencing, with cycle hoops installed next to the rear bin area. The site currently does not have any parking spaces and is in a highly sustainable location within easy reach of several bus stops and Urmston railway station, together with the amenities and services provided by Urmston Town Centre. The LHA and Servicing consultee have both confirmed no objection subject to a condition requiring the submission of full cycle parking details.
47. It is therefore considered that the development would have an acceptable highway, parking and servicing impact with reference to Core Strategy policies L4 and L7, the Parking Standards and Design SPD and the NPPF.

TREES AND ECOLOGY

48. The proposal would result in the redevelopment of a brownfield site with no scope for tree planting. The GMEU consultee has confirmed no objection.
49. The development would not result in unacceptable harm to the natural environment with reference to Core Strategy policy R2 and the NPPF.

DEVELOPER CONTRIBUTIONS

50. This proposal is subject to the Community Infrastructure Levy (CIL) at a rate of £0 per square metre, in line with Trafford's CIL charging schedule and revised SPD1: Planning Obligations (2014).
51. In accordance with Policy L8 of the Trafford Core Strategy and revised SPD1: Planning Obligations (2014) it is necessary to provide an element of specific green infrastructure in the form of one tree per 50sqm GIA provided within the restaurant, which would amount to five trees with reference to the proposed 205sqm GIA, together with two additional trees for the proposed apartments, totalling seven trees. However there is not considered to be any space on site for the proposed trees, with the site not including any soft landscaping, therefore, in this case, the applicant is not required to satisfy this element.

OTHER MATTERS

52. In response to the neighbour objections officers confirm as follows:

53. The proposal is not considered to unacceptably impact the adjacent Urmston Market site which is due to be redeveloped. The relationship to the permitted Urmston Market development has been considered and the LPA is unable to refuse a proposal due to the fact that this would prevent future unspecified development at an adjacent plot.

54. The applicant has completed Certificate A on their application form indicating that they own all of the land which would be impacted by the development, and has submitted a red edge plan indicating its extent. The applicant has confirmed that the proposed external elements would not overhang neighbouring plots.

55. The application does not include any outdoor lighting to the rear of the building.

CONCLUSION

56. The scheme complies with the development plan, the starting point for decision making, which would indicate in itself that planning permission should be granted.

57. All detailed matters have been assessed, including the principle of the proposed development location, together with its visual amenity and design, highway safety and residential amenity impacts. These have been found to be acceptable, with, where appropriate, specific mitigation secured by planning condition. All relevant planning issues have been considered and representations and consultation responses taken into account in concluding that the proposal comprises an appropriate form of development for the site.

58. The proposal is therefore considered to be appropriate in policy terms as well as being acceptable with reference to its design, residential amenity, privacy, highways, parking, servicing and ecology impacts. It is therefore considered to be acceptable with reference to Core Strategy policies L1, L2, L4, L5, L7, L8, W2, R2 and R3, the Planning Obligation SPD, the Parking Standards and Design SPD, the Crime and Security SPG, the New Residential Development SPG, the Shop Fronts SPG and the NPPF.

RECOMMENDATION

GRANT subject to conditions:-

1. The development must be begun not later than three years beginning with the date of this permission.

Reason: Required to be imposed by Section 91 of the Town and Country Planning Act 1990, as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plan, number 0719-02 Rev xii, received 23 January 2020.

Reason: To clarify the permission, having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

3. Notwithstanding any description of materials in the application no above ground construction works shall take place until samples of materials to be used externally on the building have been submitted to and approved in writing by the Local Planning Authority. Such details shall include the type, colour and texture of the materials. Development shall be carried out in accordance with the approved details.

Reason: In order to ensure a satisfactory appearance in the interests of visual amenity having regard to Policy L7 of the Trafford Core Strategy and the requirements of the National Planning Policy Framework.

4. All window and door openings shall be constructed with minimum 90mm external reveals.

Reason: In the interests of visual amenity, having regard to Policy L7 of the Trafford Core Strategy and guidance in the NPPF.

5. No development, including demolition works, shall take place until a Construction Environmental Management Plan (CEMP) has been submitted to and approved in writing by the Local Planning Authority to include details of the measures proposed during construction to manage and mitigate the main environmental effects. The following matters shall be addressed:
 - (i) hours of construction activity
 - (ii) the parking of vehicles of site operatives and visitors (all within the site),
 - (iii) loading and unloading of plant and materials (all within the site), times of access/egress (arriving early/not parking within the site)
 - (iv) storage of plant and materials used in constructing the development
 - (v) the erection and maintenance of security hoardings
 - (vi) wheel washing facilities
 - (vii) measures to control the emission of dust and dirt during demolition and construction and procedures to be adopted in response to complaints of fugitive dust emissions
 - (viii) a scheme for recycling/disposing of waste resulting from demolition and construction works
 - (ix) measures to prevent disturbance to adjacent dwellings from noise and vibration, including any piling activityThe development shall be implemented in accordance with the approved CEMP.

Reason: In the interests of amenity and in compliance with policy L7 of the Trafford Core Strategy and the National Planning Policy Framework. The details are required prior to development taking place on site as any works undertaken beforehand, including preliminary works, could result in adverse residential amenity and highway impacts.

6. No development shall take place until details of a scheme of glazing and mechanical ventilation have been submitted to and approved in writing by the Local Planning Authority, with sufficient details to demonstrate the scheme being

consistent with the recommendations of section 6.2 of the Noise Exposure Assessment supporting the development (report ref. 15233-NEA-01, prepared on 10 October 2019 by Clement Acoustics Ltd.). The development shall not be occupied or brought into use unless or until the approved scheme has been implemented.

Reason: In the interest of amenity having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework. The details are required prior to development taking place on site to ensure the installed scheme of glazing and mechanical ventilation would be acceptable thereby ensuring the development would result in an acceptable residential amenity impact.

7. The development hereby permitted shall not be brought into use or occupied until a scheme of sound insulation has been implemented to the existing separating floor between first and second floors of the development in accordance with the recommendations of section 7.0 of the Noise Exposure Assessment (report ref. 15233-NEA-01, prepared on 10 October 2019 by Clement Acoustics Ltd.).

Reason: In the interest of amenity having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

8. The premises shall only be open for trade or business between the hours of:

08:00 - 23:00 Monday to Thursday,

08:00 - 24:00 Friday and Saturday; and

10:00 - 23:00 Sunday and Bank Holidays

And not at any time outside these hours.

Reason: In the interest of amenity having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

9. Servicing, waste collections and deliveries to or from the premises shall only take place between the hours of:

07:00 - 21:00 Monday to Saturday only and at no time on Sundays or Bank Holidays

And not at any time outside these hours.

Reason: In the interest of amenity having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

10. The development hereby permitted shall be serviced only in accordance with the document titled Waste Management Strategy rev iii, received 2 January 2020.

Reason: In the interest of amenity having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

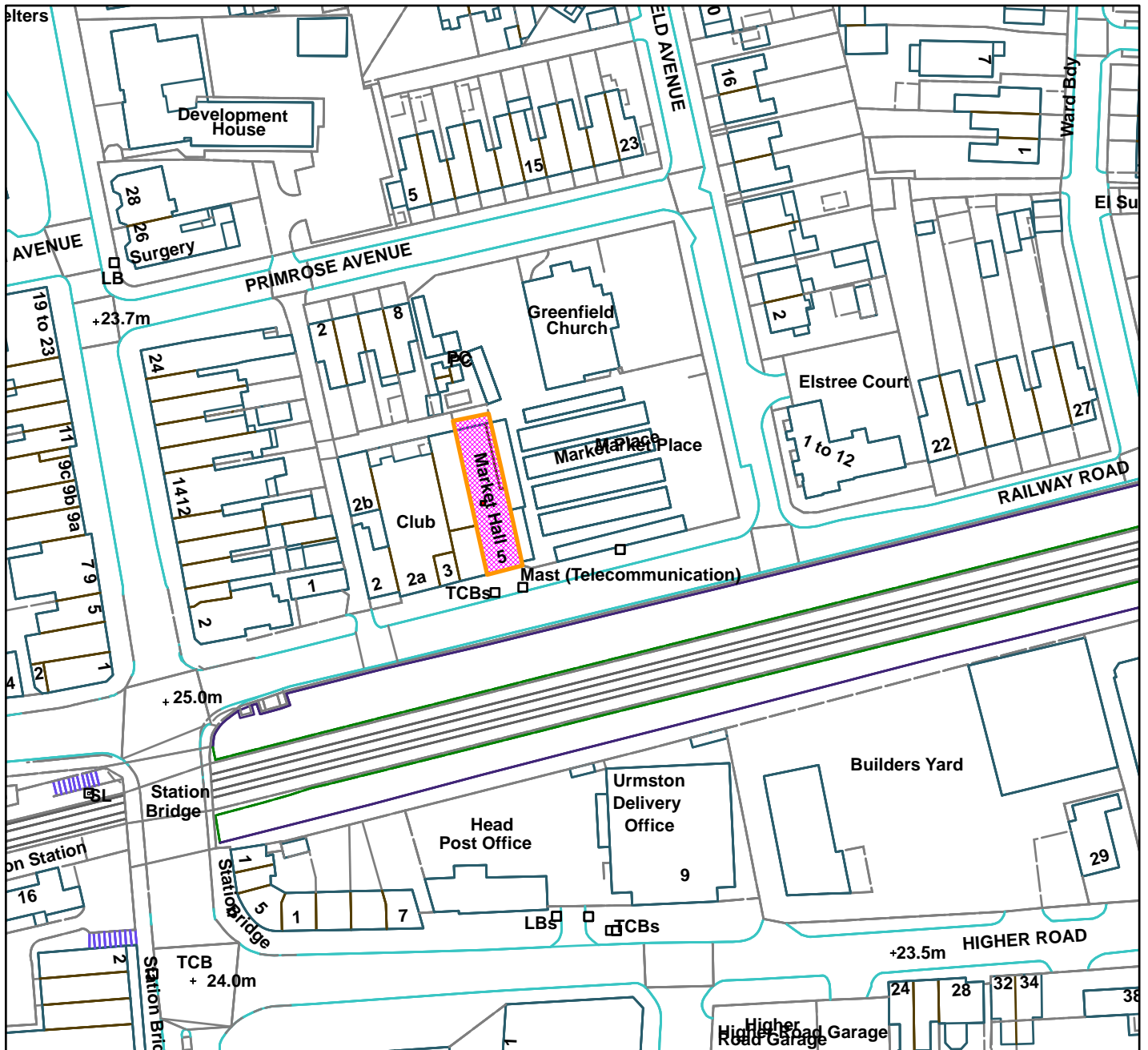
11. The development hereby permitted shall not be occupied or brought into use unless and until cycle storage has been provided in accordance with details that have first been submitted to and approved in writing by the Local Planning Authority (the proposed cycle storage to be secured and covered).

Reason: In the interests of visual amenity and residential amenity and in order to encourage sustainable modes of transport, having regard to Policies L4 and L7 of the Trafford Core Strategy.

TP



Market Hall, Railway Road, Urmston (site hatched on plan)



Scale: 1:1,250

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Organisation	Trafford Council
Department	Planning Service
Comments	Committee date 13/02/20
Date	03/02/2020
MSA Number	100023172 (2012)

Application for variation of condition 3 (approved plans) for 92958/FUL/17 (Erection of detached dwelling, following demolition of existing garage block on eastern side of Greenbank House. Works to Greenbank House including: removal of conservatory and extension on eastern side, conversion of basement to create additional flat (C3) and creation of external terraces. Alterations to landscape layout including new parking layout and bin store.) To amend the approved plans with respect to the new dwelling to allow for raising of roof height, increased width, re-siting, and alteration to fenestration, landscaping and car parking layout.

Greenbank House, 15 Albert Square, Altrincham

APPLICANT: Novo Property Group

AGENT: Nexus Planning

RECOMMENDATION: GRANT

This application is reported to the Planning and Development Management Committee as more than six letters of objection have been received contrary to the officer recommendation of approval.

SITE

The application relates to Greenbank House, sited to the eastern side of Albert Square, Altrincham. Situated within a large residential area, the application site has residential units sited to all sides. The application site has been converted to form a number of individual apartments, with a shared drive off Albert Square. The main building on site has previously been extended to its eastern side in the form of a single storey side extension, alongside the erection of a conservatory.

A single storey detached garage building was formerly sited to the east of the property. This has been demolished and a new dwelling (now subject of this application) has been partially constructed.

The application site is situated within the Downs Conservation Area and has a number of large mature trees sited along its southern and eastern side boundaries.

PROPOSAL

The application proposes to vary condition 3 of planning permission ref: 92958/FUL/17 to allow minor material amendments to the approved scheme drawings for the proposed new dwelling at Greenbank House, Altrincham.

The proposed alterations to the development are as follows:

- Alterations to the dwelling’s position
- Alterations to the size of the dwelling – increase in width and height
- Alterations to the proposed fenestration (size and material)
- Alterations to the roof lights – include upstand and not flush as approved
- Alterations to soft & hard landscaping and car park layout

Specific details are included below:

Element	Approved (W x H)	Proposed (W x H)
Front door	1.4m x 2.6m	1.2m x 2.9m
Front Window	2.2m x 2.6m	2m x 2.9m
Recessed section	4.9m x 2.6m	4.7m x 2.9m
Building front elevation	10.3m x 3.2m	10.6m x 3.65m
Building side elevation	6.2m x 3.2m	6.2m x 3.65m
Side window	2.2m x 2.2m	2.2m x 2.3m

Value Added

- Lowered sill of window
- Reinstated green/ sedum roof
- Reinstated stack bonded headers to the recessed area around the front door
- Taller and narrower aluminium door

The total floorspace of the proposed new dwelling would be circa 52 m².

DEVELOPMENT PLAN

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.

PRINCIPAL RELEVANT CORE STRATEGY POLICIES

- L1 - Land for New Homes
- L2 - Meeting Housing Needs
- L4 - Sustainable Transport and Accessibility
- L7 - Design
- L8 - Planning Obligations

R1 - Historic Environment

PROPOSALS MAP NOTATION

The Downs Conservation Area
Critical Drainage Area

SUPPLEMENTARY PLANNING DOCUMENTS

SPD5.5 - The Downs Conservation Area Appraisal (October 2014)
SPD5.5a - The Downs Conservation Area Management Plan (March 2016)

GREATER MANCHESTER SPATIAL FRAMEWORK

The Greater Manchester Spatial Framework is a joint Development Plan Document being produced by each of the ten Greater Manchester districts and, once adopted, will be the overarching development plan for all ten districts, setting the framework for individual district local plans. The first consultation draft of the GMSF was published on 31 October 2016, and a further period of consultation on the revised draft ended on 18 March 2019. A Draft Plan will be published for consultation in summer 2020 before it is submitted to the Secretary of State for independent examination. The weight to be given to the GMSF as a material consideration will normally be limited given that it is currently at an early stage of the adoption process. Where it is considered that a different approach should be taken, this will be specifically identified in the report. If the GMSF is not referenced in the report, it is either not relevant, or carries so little weight in this particular case that it can be disregarded.

NATIONAL PLANNING POLICY FRAMEWORK (NPPF)

The MHCLG published the National Planning Policy Framework (NPPF) on 19 February 2019. The NPPF will be referred to as appropriate in the report.

NATIONAL PLANNING PRACTICE GUIDANCE (NPPG)

DCLG published the National Planning Practice Guidance on 6 March 2014, and it has been updated regularly since. The NPPG will be referred to as appropriate in the report.

RELEVANT PLANNING HISTORY

94931/CND/18 - Application for approval of details reserved by conditions of grant of planning permission 92958/FUL/17. Conditions 2 (Materials), 4 (Window, Door and Light-well details) and 7 (Tree Protection).
Full discharge of conditions – 20th August 2018

92958/FUL/17 - Erection of detached dwelling, following demolition of existing garage block on eastern side of Greenbank House. Works to Greenbank House including: removal of conservatory and extension on eastern side, conversion of basement to create additional flat (C3) and creation of external terraces. Alterations to landscape layout including new parking layout and bin store.

Approved 13th April 2018

APPLICANT'S SUBMISSION

**Heritage Statement
Covering Letter**

CONSULTATIONS

Heritage Development Officer – No objections to the proposed revised amendments

Lead Local Flood Authority – No objection to the proposal

REPRESENTATIONS

The application was advertised by way of press advert, neighbour notification letters and a site notice displayed near to the site. A number of letters, resulting in a total of 12 objections have been received in relation to this application. Additional neighbour notification letters were sent following receipt of revisions. Comments from both consultations are summarised below:

Comments made in relation to the revisions received in January 2020:

- Amendments do not appear on the weekly list
- Only 7 days to respond is insufficient
- 12 allocated parking spaces are inadequate for 8 x 2 bedroom properties
- 6m aisle width not achieved
- The car parking spaces have already been laid in non-porous block paving- the water does not run off or soak back into the ground and has already flooded on many occasions
- No sign or indication on plan for the required cycle store
- The applicant's covering letter includes the statement that *"The proposed amendments in the height of the roof do not constitute a major change to the original approval, and this approach has been verbally confirmed by Trafford Council Planning Compliance Officer, Sama Alusa on the 25th July 2019"* Perhaps the planning department could explain this statement to make this further variation from the original approved plans transparent.

Overall comments

- Visible from St Johns Court, including industrial looking roof lights
- Planting and mature trees do not screen building from Albert Square
- Loss of trees
- Material is totally out of character with its surroundings, including The Downs Conservation Area. The additional height exaggerates this further.
- Not in keeping with Albert Square
- Overlooking 11 Albert Square
- Maintenance issue

- Built at an angle, hence there is a progressively diminishing gap between the back wall of the Novo building and our wall; this means that the new building allows our wall to be weathered but does not allow us to maintain it.
- Built so out of position that it has proved necessary for the Novo building to be built actually onto our boundary wall over a length of about a metre.
- Developer should adhere to approved plans
 - Height should be reduced to boundary wall
 - Windows and doors should be re-sited to their original positions
 - Materials should match what was stated and approved in the original application
 - Roof should be sedum – a small compensation for the garden lost in the development of Greenbank House
 - Proposed smaller garden area not complete
- Disruption from living on a building site for 2/3 years
- Dangerous boundary wall
- Reference to other developments such as Alderbank
- The development at Alderbank for the past 3 years was built too high but the added height was approved by the Council. If approval is similarly given to the Garden House, it will truly confirm the strongly held perception that the Council gives in to the wishes of the big builders, but gives individuals a hard time.

OBSERVATIONS

BACKGROUND

1. Section 73 of the Town and Country Planning Act 1990 allows an applicant to seek minor amendments to an approved scheme by varying the relevant condition. Where an application under section 73 is granted, the effect is the issue of a new planning permission, sitting alongside the original permission, which remains intact and unamended.
2. This application seeks approval under Section 73 of the Town and Country Planning Act (1990) (as amended) for minor material amendments following a grant of planning permission reference 92958/FUL/17 granted on 13th April 2018 under delegated powers. Permission was granted for the erection of a detached dwelling, following demolition of the existing garage block on the eastern side of Greenbank House as well as works to Greenbank House and alterations to the landscape layout, including new parking layout and bin store.
3. Condition 3 of the approval (92958/FUL/17) states that:

The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers: 487-al(05)-200-(G), 487-al(05)-202-(J), 487-al(05)-203-(F), 487-al(05)-210-(F), 487-al(05)-220-(E), 487-al(05)-211-(E), 487-al(05)-234-(D), 487-al-(05)221-(E), 02 Rev. M,

PA-13 Rev. H, PA-12 Rev. H, 487-al(05)-234-(C), 487-al(05)-240-(A) and Pa-11 Rev. H.

Reason: To clarify the permission, having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

4. The new replacement dwelling (partially constructed) has not been constructed in accordance with the approved plans listed within condition 3. This application therefore seeks to vary this condition to approve minor amendments to the new dwelling. The proposed minor material amendments are detailed within the proposal section of this report above. No amendments are proposed in respect of Greenbank House itself other than in relation to the overall parking layout. Although the government has published a revised NPPF, this has not materially changed the decision making framework in a way which would be determinative for this particular application. This report will assess the acceptability of the minor material changes as proposed under section 73 of the Town and Country Planning Act (1990) (as amended) through the variation of planning permission 92958/FUL/17.
5. In addition, it is of note that pre-commencement conditions in relation to drainage, cycle parking and permeable surfacing have not been discharged. These are discussed in detail within the report. This application will only review the minor amendments in relation to condition 3, however as this application creates a new permission, other conditions may change as a result.

PRINCIPLE OF THE DEVELOPMENT

6. S38(6) of the Planning and Compulsory Purchase Act 2004 states that planning applications should be determined in accordance with the development plan unless material considerations indicate otherwise. The NPPF at paragraphs 2 and 47 reinforces this requirement and at paragraph 12 states that the presumption in favour of sustainable development does not change the statutory status of the development plan as a starting point for decision making, and that where a planning application conflicts with an up to date development plan, permission should not normally be granted.
7. The Council's Core Strategy was adopted in January 2012, prior to the publication of the 2012 NPPF, but was drafted to be in compliance with it. It remains broadly compliant with much of the policy in the 2019 NPPF, particularly where that policy is not substantially changed from the 2012 version.
8. The NPPF is a material consideration in planning decisions as the Government's expression of planning policy and how this should be applied; it should be given significant weight in the decision making process.

9. Paragraph 11 d) of the NPPF indicates that where there are no relevant development plan policies, or the policies which are most important for determining the application are out of date, planning permission should be granted unless:
 - i. The application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
 - ii. Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.
10. Policies in relation to housing and the historic environment are considered to be 'most important' for determining this application when considering the application against NPPF Paragraph 11 as they control the principle of development.
11. Policy R1 of the Core Strategy states that all new development must take account of surrounding building styles, landscapes and historic distinctiveness and that developers must demonstrate how their development will complement and enhance existing features of historic significance including their wider settings, in particular in relation to conservation areas, listed buildings and other identified heritage assets. This policy does not reflect case law or the tests of 'substantial' and 'less than substantial harm' to the significance of heritage assets in the NPPF.
12. No less weight is to be given to the impact of the development on heritage assets as the statutory duties in the Planning (Listed Buildings and Conservation Areas) Act 1990 are still engaged. Heritage policy in the NPPF can be given significant weight and is the appropriate means of determining the acceptability of the development in heritage terms.
13. The main considerations of this application are therefore the impacts of the proposed amendments on the designated heritage asset, visual amenity and residential amenity. As Policy R1 of the Core Strategy is out of date for decision making purposes, the requirements of Paragraph 11 of the NPPF are engaged. Heritage policies in the NPPF *could* provide a clear reason for refusing the development proposed (NPPF 11d(i)).

IMPACT ON DESIGNATED HERITAGE ASSET

Policy summary

14. 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.

15. A number of paragraphs with the NPPF under section 16 are relevant to this application, the most relevant are outlined below:
16. In determining applications, local planning authorities should take account of:
 - a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
 - c) the desirability of new development making a positive contribution to local character and distinctiveness. (Para 192)
17. 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 (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance. (Para 193)
18. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use. (Para 196)
19. Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably. (Para 200).
20. With regard to the Historic Environment, Policy R1 states that: All new development must take account of surrounding building styles, landscapes and historic distinctiveness. Developers must demonstrate how the development will complement and enhance the existing features of historic significance including their wider settings, in particular in relation to conservation areas, listed buildings and other identified heritage assets. As aforementioned, Policy R1 is considered out of date and thus limited weight would be afforded to this policy.
21. The Downs Conservation Area Management Plan 2016 has a number of relevant policies to the proposed works, these include:

Policy 9 - Brick walls should not be painted or rendered. Where repairs are needed to the brickwork this should be done with like-for-like replacements. The predominant building material is to be red, cream or brown brick, with contrasting coloured details.

Policy 20 - Roof lights should not to be installed in locations that impact on the aesthetic value of the principal elevation or streetscape and should not be disproportionately large compared to the established fenestration. Conservation roof lights should be installed rather than standard roof lights.

Policy 61 - Any new development is to take inspiration from the established architectural styles which are well-established within the Conservation Area, such as the simple early-19th century; the mid-Victorian Italianate and late Victorian revival styles. Use of traditional materials and architectural details would ensure new development is appropriate for its setting. Modern design is not prohibited within the Conservation Area but should be sympathetic to its historic context; have regard to appropriate siting; of a high standard; of an appropriate scale and proportions; and use appropriate, high-quality traditional and natural materials.

Policy 63 - The scale of any new development should mirror the existing building and plot sizes. The council reserves the right to refuse applications where any proposed development impedes on the building density of the wider area and/or the characteristics of the Conservation Area.

The Significance of the Designated Heritage Assets

22. Significance (for heritage policy) is defined in the NPPF as: The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.
23. Setting of a heritage asset is defined as the surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.
24. The application site is located within The Downs Conservation Area. The Downs CA was first designated on 8th February 1973 and has been extended three times since.
25. The special character of The Downs Conservation Area derives from its 5 Historic key Character Zones of development. The application site is located within Character Zone A of the Conservation Area, this area forms part of the area's earlier core and features a great variety of buildings, with many unique two

storey terraces with town gardens to the front and rear. The area is characterised by short terraces in a simple Classical Style, dating back to the late 18th century. Each of the terraces has in this case been developed by a different builder and thus has its own distinctive features. Many of these features still exist today and include bay windows, timber sash openings, timber doors, original railings and dormer windows.

26. The Downs Conservation Area Appraisal highlights Greenbank House as currently being in a “Good” condition and highlights the property as featuring a substantial number of elements, key to the character of the Conservation Area. These include; the age of the building itself, its construction materials and overall form and style. The Appraisal further highlights that the site reflects the traditional functional character and former use of this section of The Downs, reiterating its importance within the wider Conservation Area.

Proposal and Impact on Significance of the Designated Heritage Assets

27. The new dwelling has not been built in accordance with the approved plans. The dwelling was approved to be built adjacent to the northern boundary wall. Instead it has been built at an angle and therefore has a gap of approx. 0.5m between the north-east corner of the dwelling and boundary wall. Furthermore the dwelling is approx. 0.45m higher (overall height of 3.65m) and 0.3m wider than approved. The window openings also differ from the approved plans. Roof lights have been installed with an upstand and thus protrude above the roof line, unlike the approved plans which proposed flush fitted roof lights.
28. The position of the new dwelling as built was not correctly shown on the drawings originally submitted with the current application, however this has been rectified within the revisions. The revised drawings also include changes to seek positive amendments. The reinstatement of the sedum roof is one of the amendments. It is considered that the sedum roof would help screen the protruding roof lights.
29. The revisions include a full height aluminium door, which would match the proposed windows. The revised window opening would now be a full height and equal to the front door and recessed element. The proposed material of the windows would be grey powder coated aluminium. It is acknowledged that aluminium is not a traditional historic window material. However in this instance the applicant has demonstrated that the window frame at this size could not be constructed in timber and be openable (required under building regulations) at the same time. The size of the window opening is a key design component of the proposed new dwelling in that the large openings reflects the former garage door openings. Therefore it is considered a smaller timber framed window with mullions, as per the drawings originally submitted with this application (drawing nos. 487-al(05)-234-[E] & 487-al(05)-210-[G]) would have more of a negative impact on the overall appearance and thus impact upon the conservation area.

30. The revisions made during the course of the application are considered to result in an overall development that would assimilate the design concept of the approved scheme - a modern reinterpretation of the garage and earlier structures on site (as per the Design and Access Statement, 92958/FUL/17). The increase in roof height and re-positioning of the building are not considered to have a significant impact on the character and appearance of the Conservation Area.
31. The proposed development also seeks to increase the amount of hardstanding by approximately 7m². This would be laid adjacent to the existing permeable block paving on the eastern side of the site. This is not considered to result in material harm to the character, appearance or significance of the Conservation Area, given its limited coverage, location and proposed material – Grasscrete or similar product. It is considered that a condition requiring further details within a landscaping plan would ensure an acceptable impact upon the designated heritage asset.
32. Given the above, it is considered the proposed alterations would not have any adverse impact upon the character and appearance or cause harm to the significance of the designated heritage asset – the Downs Conservation Area. The proposal is therefore considered to be acceptable in terms of the guidance in the NPPF in this respect and in terms of paragraph 11 of the NPPF there is no clear reason for refusing the development. In making this assessment, great weight has been given to the need to preserve the character and appearance and significance of the heritage asset.

DESIGN AND APPEARANCE

33. Paragraphs 124 and 130 of the NPPF states: Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents. Conversely, where the design of a development accords with clear expectations in plan policies, design should not be used by the decision-maker as a valid reason to object to development. Local planning authorities should also seek to ensure that the quality of approved development is not materially diminished between permission and completion, as a result of changes being made to the permitted scheme (for example through changes to approved details such as the materials used).
34. Trafford Core Strategy Policy L7 states that “In relation to matters of design, development must: Be appropriate in its context; Make best use of opportunities to improve the character and quality of an area; Enhance the street scene or character of the area by appropriately addressing scale, density, height, massing, layout, elevation treatment, materials, hard and soft landscaping works, boundary

treatment; and, Make appropriate provision for open space, where appropriate, in accordance with Policy R5 of this Plan”.

35. The proposed changes as outlined above are limited in terms of their visibility upon the public domain. The proposed amended plans have resulted in an overall design, which reflects the design concept of the approved scheme. It is therefore considered that the proposed amendments are visually acceptable and the overall development would continue to have an acceptable impact with regard to the appearance of the application site. It is therefore considered that the proposed development is acceptable in terms of design and visual amenity, having regard to Policy L7 of the Core Strategy and guidance in the NPPF.

RESIDENTIAL AMENITY

36. Policy L7 of the Core Strategy states that in relation to matters of amenity protection development must not prejudice the amenity of future occupiers of the development and/or occupants of adjacent properties by reason of overbearing, overshadowing, overlooking, visual intrusion, noise or disturbance, odour or in any other way.
37. The adopted SPD New Residential Development recommends that where the development would result in major facing windows, two storey dwellings, including dormers, should retain a minimum distance of 21m across public highways and 27 metres across private gardens.

Impact upon neighbouring properties:

38. The changes to the windows included within the new dwelling would not alter the position of the openings. As such the amendments would not result in an undue loss of privacy or overlooking to neighbouring properties.
39. The dwelling is proposed to be increased in height to 3.65m, which is approx. 0.55m above the boundary wall. A row of garages serving residents of St Johns Court is situated to the north of the boundary wall and therefore the land immediately adjacent to the dwelling is not useable private amenity space. Furthermore, the apex of the garages is approx. 4m and therefore the new dwelling would not exceed this height. It is noted that the new dwelling cannot be seen at ground level within the grounds of St John Courts. The proposed increase of circa 0.45m is not considered to have any greater impact on the amenity of neighbouring dwellings.
40. The proposed dwelling would not be positioned any closer to apartment 1 and the increase in height is not considered to unduly impact the occupiers of apartment 1 with regard to loss of light, overshadowing or overbearing impact, when compared to the approved plan and former situation on site.

Amenity of future residents at the site:

41. The proposed landscaping plan would result in the creation of areas of defensible space around the habitable room windows using evergreen hedges in order to limit any harmful overlooking from the communal areas within the development. Further landscaping details have not been submitted and thus the landscaping plan would be secured by way of condition. The privacy levels proposed for future occupiers of the detached dwelling are considered to be sufficient to provide an adequate level of accommodation for future occupiers.

Conclusion:

42. It is therefore considered that the proposed development would not have any unacceptable impacts in terms of residential amenity and would comply with Policy L7 in this respect.

PARKING AND HIGHWAY SAFETY

43. Policy L4 of the Trafford Core Strategy which relates to sustainable transport and accessibility, seeks to ensure that all new developments do not adversely affect highway safety.

Appropriateness of Access

44. The existing access to the front of the site is to be retained via Albert Square. This has been considered acceptable by the Local Highway Authority.

Servicing Arrangements

45. Details in relation to the bin store have not been submitted and therefore a condition requiring this information is included in the recommendation.

Car Parking, including disabled provision

46. The proposal seeks to increase the approved parking provision from 12 parking spaces to 13 spaces.
47. The Council's SPD3 parking related guidelines detail that within this area, a 2-bed dwelling should be allocated 2 parking spaces. For a 1 bed dwelling, 1 parking space is required. This would result in a total requirement of 15 spaces for the site (7 no. 2 bed apartments plus 1 no. 1 bed dwelling).
48. The application proposes the provision of 13 parking spaces on site, therefore resulting in a shortfall of 2 no. spaces. It is however considered given the site's location, in close proximity to Altrincham town centre, where a number of public transport modes can be easily accessed, this level of parking provision is

considered to be acceptable in this instance. Furthermore this is an improvement, with regard to highways, compared to the approved scheme, application ref: 92958/FUL/17. The parking spaces also achieve an aisle width of 6m.

Secure Cycle Parking

49. No details have been submitted in relation to cycle parking and therefore a condition requiring the submission of details for cycle storage prior to the occupation of the proposed development will be attached to any subsequent planning consent.
50. The Councils adopted SPD3: Parking Standards and Design state that cycle parking of either one communal space per apartment or one allocated space per bedroom is required for a development of this type, within this location. This equates to 8 communal spaces or 15 allocated spaces.

Conclusion

51. It is therefore considered the proposed development would not have an adverse impact upon the parking provision or result in harm to highway or pedestrian safety within the immediate area of the site nor would this result in any adverse highway safety concerns and as such the development is considered to be in accordance with policy L4 of the TBC Core strategy and the relevant sections of the NPPF.

DRAINAGE

52. The following was reported within the Officers report associated with planning application ref: 92958/FUL/17 - *The site is within a Critical Drainage Area, although the development is below the threshold requiring consultation with the Environment Agency or the submission of a Flood Risk Assessment. It is considered that the development would not be at risk of flooding, nor increase the risk of flooding, subject to the implementation of a sustainable urban drainage scheme across the site. It is recommended that a condition is attached to any permission, requiring full details of the drainage scheme required to comply with the limits indicated in the Guidance Document to the Manchester City, Salford City and Trafford Council's Level 2 Hybrid Strategic Flood Risk Assessment. These details should be provided and assessed prior to the commencement of any development.*
53. This application does not seek to change the approved scheme in relation to drainage. However it is noted that details with regard to sustainable drainage and porous / permeable surfacing were not submitted or approved before the development commenced. Having consulted with the Lead Local Flood Authority, it is understood that a sustainable drainage condition is not now

considered necessary given it is a minor development with no significant flood risk attached to it. As such condition 11 previously imposed (on 92958/FUL/17) is recommended to be removed. A condition in respect of porous / permeable surfacing is attached with a revised trigger for implementation (on occupation).

OTHER MATTERS

54. There are no changes in relation to Greenbank House itself, ecology or trees.
55. The boundary wall is not subject of this application.
56. The conduct of developers and the construction works are not material planning considerations and therefore cannot be taken into account within the decision making process.
57. The changes made in the revised plans received in January 2020 were minor changes to the overall proposed development/variation of condition application. As such the consultation period of 7 days is considered sufficient. Furthermore planning applications are only published on the weekly list once.

DEVELOPER CONTRIBUTIONS

58. This proposal is subject to the Community Infrastructure Levy (CIL) and is located in the hot zone for residential development, consequently private market houses will be liable to a CIL charge rate of £80 per square metre in line with Trafford's CIL charging schedule and revised SPD1: Planning Obligations (2014).
59. In accordance with Policy L8 of the Trafford Core Strategy and revised SPD1: Planning Obligations (2014) it is necessary to provide an element of specific green infrastructure. In this instance however, given the size of the site and its location within a Town Centre, this obligation is not required, given the lack of suitable provision for such infrastructure within the site.
60. No other planning obligations are required.

PLANNING BALANCE AND CONCLUSION

61. The proposed alterations to the new dwelling, plus changes to the landscaping and car parking layout are considered to be acceptable and in accordance with policies R1, L4 and L7 of the Core strategy, relevant policies from The Downs Conservation Area Management Plan and the relevant sections of the NPPF. In arriving at this decision considerable importance and weight has been given to the desirability of preserving The Downs Conservation Area. The proposed changes in this instance has been found to lead to no harm to this designated Heritage Asset and the proposal is therefore considered to be in compliance with the relevant sections of the NPPF and Policy R1 of the Core strategy. As such,

in terms of NPPF paragraph 11 d) i), there is no clear reason for refusal of the proposed development.

62. It is considered that the impacts of the proposed amendments, subject to appropriate mitigation through conditions, would be in compliance with the development plan and relevant policy in the NPPF. In terms of NPPF paragraph 11 d) ii), there are no adverse impacts that would significantly and demonstrably outweigh the benefits of granting planning permission. It is therefore concluded that the application should be approved subject to appropriate conditions.

RECOMMENDATION

GRANT subject to conditions:-

1. Notwithstanding any description of materials in the application no further construction works shall take place until samples and full specification of materials to be used externally on the coach house have been submitted to and approved in writing by the Local Planning Authority. Such details shall include the type, colour and texture of the materials. Development shall be carried out in accordance with the approved details. In relation to Greenbank House, the development is to be carried out to be in accordance with details approved under app ref: 94931/CND/18.

Reason: In order to ensure a satisfactory appearance in the interests of visual amenity having regard to Policy L7 and R1 for historic environment of the Trafford Core Strategy and the requirements of the National Planning Policy Framework.

2. The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers: 487-al(05)-200-(C), 487-al(05)-202(B), 487-al(05)-203-(B), 487-al(05)-210-(A), 487-al(05)-211-(A), 487-al(05)-220-(A), 487-al(05)-221-(A), 487-al(05)-234-(A), 487-al(05)-240-(A), PA-13 Rev. H, PA-12 Rev. H, and Pa-11 Rev. H.

Reason: To clarify the permission, having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

3. No further development shall take place until detailed drawings to a scale of not less than 1:20 and samples and/or manufacturer's specifications of the design and construction details listed below have been submitted to and approved in writing by the Local Planning Authority. This condition shall apply notwithstanding any indications as to these matters which have been given in the application. The development of the new dwelling shall thereafter be carried out solely in accordance with the approved details and the development of Greenbank House is to be carried out in accordance with details approved under 94931/CND/18.

- a. new external window and door systems (including technical details, elevations, plans and cross sections showing cills and reveal depths/colour) at scale 1:10;

Reason: To ensure a high quality standard of development and to safeguard and enhance the character and appearance of the Downs Conservation Area and the visual amenities of the locality in general in accordance Policies L7 and R1 of the Trafford Core Strategy.

4. a) Notwithstanding the details shown on the approved plans, the development hereby permitted shall not be occupied until full details of both hard and soft landscaping works, including the proposed Sedum roof, have been submitted to and approved in writing by the Local Planning Authority. The details shall include the formation of any banks, terraces or other earthworks, hard surfaced areas and materials, planting plans, specifications and schedules (including planting size, species and numbers/densities), existing plants / trees to be retained and a scheme for the timing / phasing of implementation works.
(b) The landscaping works shall be carried out in accordance with the approved scheme for timing / phasing of implementation or within the next planting season following final occupation of the development hereby permitted, whichever is the sooner.
(c) Any trees or shrubs planted or retained in accordance with this condition which are removed, uprooted, destroyed, die or become severely damaged or become seriously diseased within 5 years of planting shall be replaced within the next planting season by trees or shrubs of similar size and species to those originally required to be planted.

Reason: To ensure that the site is satisfactorily landscaped having regard to its location, the nature of the proposed development and having regard to Policies L7, R2 and R3 of the Trafford Core Strategy and the National Planning Policy Framework.

5. The development hereby approved shall not be occupied until a schedule of landscape maintenance (including that for the green roof) for a minimum period of 5 years has been submitted to and approved in writing by the Local Planning Authority. The schedule shall include details of the arrangements for its implementation. Development shall be carried out in accordance with the approved schedule.

Reason: To ensure that the site is satisfactorily landscaped having regard to its location, the nature of the proposed development and having regard to Policies L7, R2 and R3 of the Trafford Core Strategy and the National Planning Policy Framework.

6. The approved measures in relation to Tree Protection as submitted as part of 94931/CND/18 shall be retained on site throughout the duration of the development works.

Reason: In order to protect the existing trees on the site in the interests of the amenities of the area having regard to Policies L7, R2 and R3 of the Trafford Core Strategy and the National Planning Policy Framework. The fencing is required prior to development taking place on site as any works undertaken beforehand, including preliminary works, can damage the trees.

7. The development hereby approved shall not be occupied until a scheme for the storage of waste bins and recycling bins has been submitted to and approved in writing by the local planning authority. The scheme shall include details of the location where waste and recycling will be stored and the design of such bin stores and how they will be collected. The approved scheme shall be adhered to at all times.

Reason: In the interest of amenity having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

8. The development hereby approved shall not be occupied unless and until a scheme for secure cycle storage has first been submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented before the development is occupied and shall be retained at all times thereafter.

Reason: To ensure that satisfactory cycle parking provision is made in the interests of promoting sustainable development, having regard to Policies L4 and L7 of the Trafford Core Strategy, the Council's adopted Supplementary Planning Document 3: Parking Standards and Design, and the National Planning Policy Framework.

9. 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. The mitigation strategy shall be implemented as approved.

Reason: In order to prevent any habitat disturbance to nesting birds having regard to Policy R2 of the Trafford Core Strategy and the National Planning Policy Framework.

10. Notwithstanding the plans hereby approved and prior to the creation of the parking area, a scheme identifying a porous material to be used in the hard standing (for the car parking area) or a scheme directing run-off water from that hard standing to a permeable or porous area or surface within the curtilage of the application site, shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall be implemented in accordance with the approved details prior to the first occupation of the development hereby approved.

Reason: To prevent localised flooding in accordance with Policies L7, R3 and L5 of the Trafford Core Strategy.

11. The car parking arrangements shown on the approved plans to serve the development hereby permitted shall be made fully available prior to the development being first brought into use and shall be retained thereafter for their intended purpose. Notwithstanding the provisions of The Town and Country Planning (General Permitted Development) (England) Order 2015 or any equivalent Order following the amendment, revocation and re-enactment thereof, no development (other than that carried out in accordance with this permission) shall take place on any of the areas so provided.

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 Council's adopted Supplementary Planning Document 3 - Parking Standards and Design and the National Planning Policy Framework.

12. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 Schedule 2 Part 1 and 2 (or any equivalent Order following the amendment, re-enactment or revocation thereof)

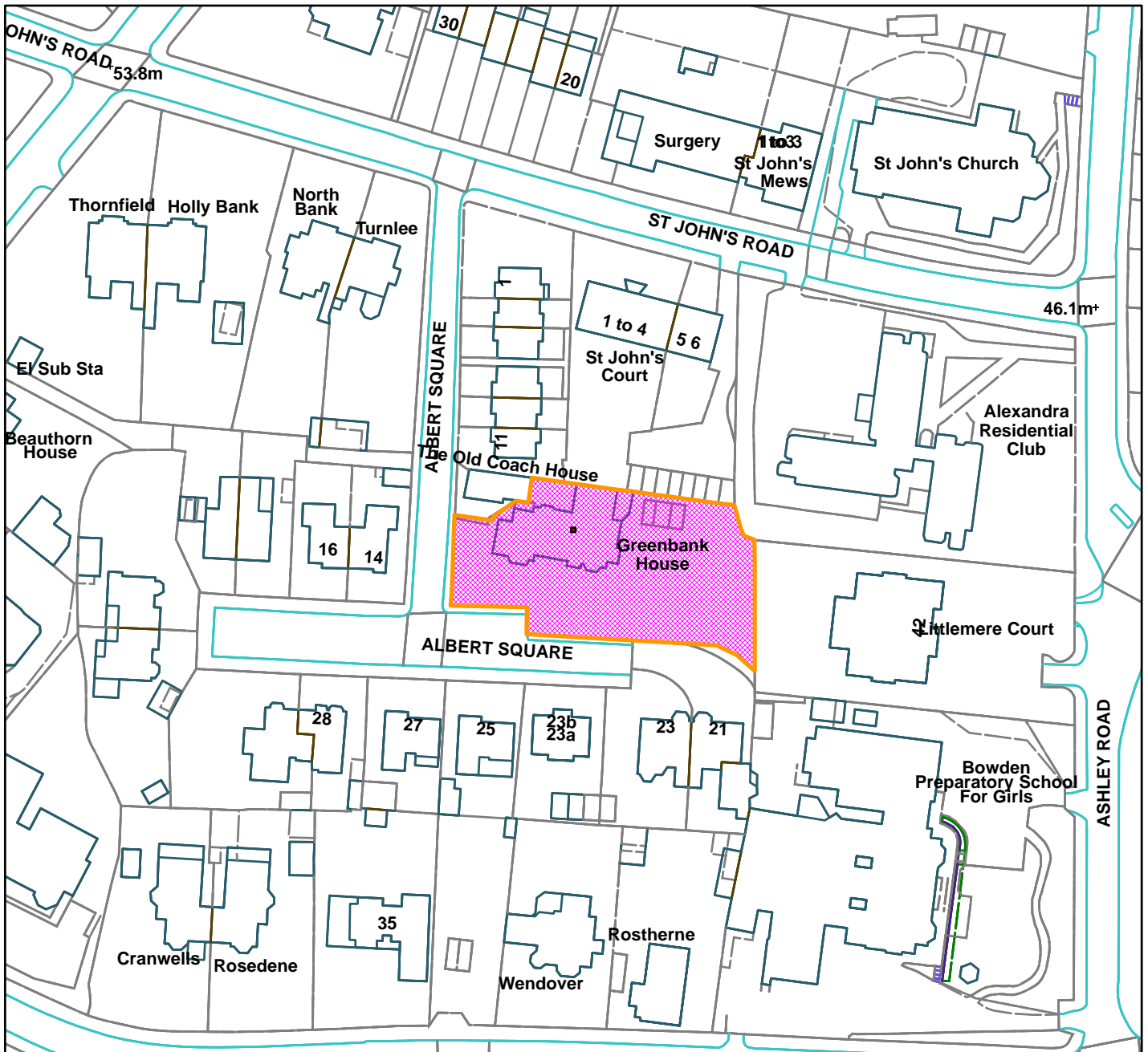
- i. no external alterations shall be carried out to the dwelling
- ii. no extensions shall be carried out to the dwelling
- iii. no garages or carports shall be erected within the curtilage of the dwelling
- iv. no vehicle standing space shall be provided within the curtilage of the dwelling
- v. no buildings, gates, wall fences or other structures shall be erected within the curtilage of the dwelling
- vi. no means of access or areas of hard surfacing shall be constructed in the curtilage of the dwelling
- vii. no windows or dormer windows shall be added to the dwelling other than those expressly authorised by this permission, unless planning permission for such development has first been granted by the Local Planning Authority.

Reason: To protect the residential and visual amenities of the area, privacy, and/or public safety, having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

LT



Greenbank House, 15 Albert Square, Altrincham (site hatched on plan)



Scale: 1:1,250

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Organisation	Trafford Council
Department	Planning Service
Comments	Committee date 13/02/20
Date	03/02/2020
MSA Number	100023172 (2012)

WARD: Bucklow St Martins 98783/FUL/19

DEPARTURE: No

Demolition of single storey element to the side and rear of the nursing home, change of use of the nursing home and extensions and building works to accommodate 5no. dwellings. The works would comprise of the change of use of the nursing home to accommodate 2no. dwellings; erection of 3no. additional dwellings through a two storey extension to side of nursing home accommodating 2no. dwellings; together with a bungalow to the rear of the site. External alterations to include new access onto Manchester Road, hard and soft landscaping including new parking areas and bin stores.

Beech House, Manchester Road, Partington, M31 4DJ

APPLICANT: Mr George Khanijau

AGENT: Mr Justyn Lambert, Magnus Technical Engineering Ltd

RECOMMENDATION: GRANT

This application is reported to the Planning and Development Management Committee as eight letters of objection have been received contrary to the officer recommendation of approval.

SITE

The application site comprises of a 0.17ha plot to the south-east of Manchester Road (the A6144), the plot being to the north-east of Partington Local Centre. The site currently accommodates a two storey Edwardian-era main building with 20th Century single storey side (south-west/north-east) and rear extensions, these buildings are currently vacant and were formerly used as a nursing home. The main building also has a two storey rear gable element which appears to be original.

The plot is accessed from Manchester Road with an area of hard standing to the front of the buildings as well as running south-east along the side (north-east) boundary before terminating at an overgrown slightly raised grassed area adjacent to the rear boundary.

Plot boundaries are marked by a brick wall to the front and fencing to the sides/rear, with much of these boundaries further screened by trees and mature vegetation including leylandii trees.

The site is bound by residential properties to all sides.

The application site originally included a single storey building to the north-east of the care home; however following grant of planning permission reference 93406/FUL/18 on 17 April 2018 this has been excluded from the application site with the building converted into a terrace of three single storey dwellings. This neighbouring building has two windows in its south-west facing gable elevation comprising part of the north-east plot boundary, these windows looking directly into

the application site and comprising of a secondary living room outlook and a bathroom window.

PROPOSAL

The applicant proposes to redevelop the site as residential housing through the conversion of the original building into two dwellings, the demolition of the existing single storey side (north-east) and rear extensions followed by the erection of a two storey side (north-east) extension accommodating two dwellings and the erection of a bungalow to the rear of the plot.

The side extension would have a dual-pitched roof to match that of the main building whilst the bungalow would have a hipped roof and a front facing bay windowed element.

Each of the dwellings would have three bedrooms and would include a living room, dining room and kitchen (a combined living-dining room for the dwellings in the side extension and a combined kitchen-dining-living room for the bungalow), with WCs and bathrooms.

The original main building would be split into two dwellings with that to the west accessed via a new 'front' door in the building's gable elevation, this door replacing a current side facing window. This new dwelling would also introduce a side facing dining room door and a side facing first floor bathroom window.

External materials would include facing brickwork, grey concrete roof tiles and UPVC windows/doors/guttering.

The wider site would include an amended vehicle access fronting Manchester Road, fence enclosed private amenity spaces along the plot's south-east and south-west boundaries, an access route running along the plot's north-east boundary and to the front of the original building providing access to nine parking spaces, two to the front and seven to the rear of the plot.

Plot boundaries would be marked by new 2m high fencing to the sides and rear with the front boundary wall retained.

All trees and boundary vegetation, including leylandii along the plot boundaries, would be removed, apart from a single tree to the rear which would be retained.

Value Added

Following Planning Officer advice the applicant has amended their proposal through:

- Removing an originally proposed additional bungalow from the centre of the plot;
- Reduction and repositioning of the proposed on-site parking spaces;
- Redesigning the proposed two storey side extension to better reflect the main building and ensure the extension is subservient;
- Redesigning the bungalow through the installation of dual-pitch hipped roofs;
- Moving the bungalow away from the side boundary to the south-west;
- Improving the design of the bungalow's external elevations;

- Extension of back gardens for the proposed dwellings to the front of the site;
- Changes to the proposed servicing arrangements.

DEVELOPMENT PLAN

For the purposes of this application the Development Plan in Trafford comprises:

- The **Trafford Core Strategy**, adopted 25 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 19 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.

PRINCIPAL RELEVANT CORE STRATEGY POLICIES

L1 - Land for New Houses;
 L2 - Meeting Housing Needs;
 L3 – Regeneration and Reducing Inequalities;
 L4 - Sustainable Transport and Accessibility;
 L5 – Climate Change;
 L7 - Design;
 L8 - Planning Obligations;
 R2 - Natural Environment;
 R3 – Green Infrastructure.

OTHER LOCAL POLICY DOCUMENTS

Revised SPD1 - Planning Obligations;
 SPD3- Parking Standards & Design;
 PG1 - New Residential Development;
 PG – Crime and Security.

PROPOSALS MAP NOTATION

Priority Regeneration Area.

PRINCIPAL RELEVANT REVISED UDP POLICIES/PROPOSALS

None.

GREATER MANCHESTER SPATIAL FRAMEWORK

The Greater Manchester Spatial Framework is a joint Development Plan Document being produced by each of the ten Greater Manchester districts and, once adopted, will be the overarching development plan for all ten districts, setting the framework for individual district local plans. The first consultation draft of the GMSF was published on 31 October 2016, and a further period of consultation on the revised draft ended on 18 March 2019. A Draft Plan will be published for consultation in Summer 2020 before it is submitted to the Secretary of State for independent examination. The weight to be given to the GMSF as a material consideration will normally be limited given that it is currently at an early stage of the adoption process. Where it is considered that a different approach should be taken, this will be specifically identified in the report. If the GMSF is not referenced in the report, it is either not relevant, or carries so little weight in this particular case that it can be disregarded.

NATIONAL PLANNING POLICY FRAMEWORK (NPPF)

The MHCLG published the revised National Planning Policy Framework (NPPF) in February 2019. The NPPF will be referred to as appropriate in the report.

NATIONAL PLANNING PRACTICE GUIDANCE (NPPG)

The MHCLG published revised National Planning Practice Guidance (NPPG) on 29 November 2016, which was last updated on 01 October 2019. The NPPG will be referred to as appropriate in the report.

RELEVANT PLANNING HISTORY

97803/FUL/19: Demolition of single storey element to the side and rear of the nursing home, change of use of the nursing home and extensions and building works to accommodate 7no. dwellings. The works would comprise of the change of use of the nursing home to accommodate 2no. 3 bedroom dwellings including a first floor side extension; erection of 5no. additional dwellings through a single storey extension to side of nursing home accommodating 2no. three bedroom dwellings; together with 2no. semi-detached three bedroom dwellings and a detached four bedroom dwelling to the rear of the site. External alterations to include new access onto Manchester Road, hard and soft landscaping including new parking areas and bin stores. Withdrawn.

93406/FUL/18: Change of use of a single storey building within the wider Nursing Home (C2) site to 3no residential dwellings (C3). Erection of single storey front and rear extensions to the single storey building in addition to new fences and gates following demolition of the existing outbuildings. External alterations to include new windows, doors and open sided front porches, and creation of two new vehicular accesses, including a vehicle access for the remainder of the site retained as a Nursing Home. Approved 17 April 2018.

APPLICANT'S SUBMISSION

None submitted.

CONSULTATIONS

Local Highways Authority – Object due to under provision of a single on-site parking space.

Lead Local Flood Authority – No objection.

United Utilities – No objection subject to conditions.

Greater Manchester Ecology Unit – No objection.

Pollution and Licensing (Contaminated Land) – No objection subject to condition.

Pollution and Licensing (Nuisance) – No objection subject to condition.

Arboriculturist – No objection.

Waste – No objection.

REPRESENTATIONS

Multiple letters of objection have been received from eight neighbouring addresses which raise the following issues:

- The proposal would result in an unacceptable overdevelopment of the plot;
- The proposal would result in an unacceptable noise amenity impact on neighbouring residents, for example the new access route and vehicle movements would result in an unacceptable noise amenity impact on neighbouring properties;
- The proposal would result in an unacceptable privacy impact on neighbouring occupants;
- The proposal would result in an unacceptable overbearing impact on neighbouring plots;
- The proposal would result in unacceptable highways and parking impacts. The proposed access road would be too narrow for the proposed number of vehicles, with insufficient space for vehicles to enter and exit the site at the same time. Servicing and emergency vehicles would not be able to enter and leave the site. The internal access route does not include any turning points. Insufficient parking spaces are provided. The site has a lack of public transport options;
- The proposed rear bungalow would be built too close to the adjacent plot to the south-west with a concern that guttering would overhang the common boundary and insufficient space to carry out maintenance works for both properties. The bungalow should be a minimum 2m from the common boundary. The impacted neighbouring property would directly face the bungalow which would be less than 13m away. Government guidance requires a minimum 13m distance between a new blank gable wall and a facing property which is not complied with in this instance;

- The applicant has failed to maintain the coniferous trees within their plot which has resulted in a damaged common boundary fence and overshadowing of neighbouring plots. Will the proposal result in the removal or maintenance of the existing trees on site as well as replacement of the damaged fence panels? Who will maintain the retained trees?
- A concern that the redevelopment could lead to the site being left open causing security issues;
- The works could damage surrounding dwellings. Who will pay for their repair?
- The proposed common boundary with an adjacent property to the south-west should be amended to a 2.4m high wood panel fence should the rear bungalow be built upon the current raised ground area at this point;
- The resulting cars would cause unacceptable pollution impacts;
- Future occupants could end up smoking outside of their properties;
- The development would include land within surrounding plots;
- Planning permission should be withheld until the applicant has tidied up the site and repaired the boundary treatments;
- The proposed boundary treatment adjacent to Manchester Road would be too high thereby limiting visibility for drivers leaving the site;
- Partington does not have enough shops and other amenities to accommodate this and other proposed housing developments;
- No provision for construction traffic parking;
- The proposal would fail to comply with the minimum distances as per the Domestic Extensions SPD;
- Who will be responsible for the maintenance of the common amenity space;
- No information provided on what will happen to the leylandii hedge;
- The proposed fencing would be too low;
- The proposed fencing would not be robust enough to withstand vehicle impact;
- If approved future occupants should not be allowed to add dormers to the bungalow to protect against unacceptable privacy and design impacts;
- The development could result in unacceptable overspill parking problems on surrounding roads caused by the new occupants.
- The amended rear bungalow should be reduced from three to two bedrooms and set in from the side and front boundaries;
- The proposed dwellings to the front of the plot should be replaced by a terrace row set at 90 degrees to the front boundary;
- The amended parking spaces would include several close to neighbouring back gardens resulting in an unacceptable amenity impact;
- When will building commence and what will be the permitted hours of construction?

One further letter has been received in relation to the latest consultation raising the following concerns: -

- The proposed bungalow remains too close to properties on Dean Close and is now closer to those on Hardwick Road. Any new owner would be overlooked, overshadowed and the front door would open to face a fence.
- Car parking will be adjacent to neighbours boundaries and cause excess noise and pollution.

- New planting will be close to boundaries and plans don't specify type of planting.
- Levels plan is incorrect and doesn't show 11 or 13 Dean Close. The plan states that the levels will be reduced in line with properties to the east but the planning officer said it would be in line with properties to the west (which sit lower than the site).
- Construction will cause noise and disturbance.
- Site is too small for proposed development.

OBSERVATIONS

PRINCIPLE OF DEVELOPMENT

The decision-taking framework

1. S38(6) of the Planning and Compensation Act 1991 states that planning applications should be determined in accordance with the development plan unless material considerations indicate otherwise. The NPPF at paragraphs 2 and 47 reinforces this requirement and at paragraph 12 states that the presumption in favour of sustainable development does not change the statutory status of the development plan as a starting point for decision making, and that where a planning application conflicts with an *up to date* (emphasis added) development plan, permission should not normally be granted.
2. The Council's Core Strategy was adopted in January 2012, prior to the publication of the 2012 NPPF, but drafted to be in compliance with it. It remains broadly compliant with much of the policy in the 2019 NPPF, particularly where that policy is not substantially changed from the 2012 version.
3. The NPPF is a material consideration in planning decisions as the Government's expression of planning policy and how this should be applied; it should be given significant weight in the decision making process.
4. Paragraph 11 d) of the NPPF indicates that where there are no relevant development plan policies, or the policies which are most important for determining the application are out of date, planning permission should be granted unless:
 - i. The application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
 - ii. Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

Housing

5. Policies controlling the supply of housing and regeneration are considered to be 'most important' for determining this application when considering the application against NPPF Paragraph 11.
6. The Council does not, at present, have a five year supply of immediately available housing land and thus development plan policies relating to the supply of housing are 'out of date' in NPPF terms.
7. For the purposes of this application, Policy L3 is considered to be consistent with the NPPF.
8. Policy L1 of the Trafford Core Strategy seeks to release sufficient land to accommodate a minimum 12,210 new dwellings (net of clearance) over the plan period up to 2026. Policy L1 is out of date in so far as the calculation of housing need should be based on the more up to date 2014 'Local Housing Need' figures. Using the 2014 LHN calculations, 1,362 net homes per annum are required. Given Trafford's historic under delivery of housing a 20% buffer is included within this figure. The Government introduced their own figures for housing need, known as the Housing Delivery Test. The Government's assessment shows that Trafford met 47% of its housing requirement for 2015 – 2018. Regular monitoring has revealed that the rate of building is failing to meet the housing land target and the latest monitoring (based on 2014 LHN) suggests that the Council's supply is in the region of only two and a half years. Additionally, the Council is required to demonstrate how many new homes it is actually delivering in the Government's Housing Delivery Test. Therefore, there exists a significant need to not only meet the level of housing land supply identified within Policy L1 of the Core Strategy, but to meet the more up to date LHN figure and also to make up for a historic shortfall in housing completions.
9. Notwithstanding this the proposal is considered to be broadly in compliance with Core Strategy Policies L1 and L2. Thus the development would result in the reuse of a formerly developed site (brownfield land) thereby complying with Policy L1.7 which sets an indicative target of 80% of new housing provision within the Borough to be built upon brownfield land.
10. In addition it is noted that the application site is located to the north-east of Partington Local Centre and close to public transport links, local schools and other community facilities. It is therefore considered that the proposal will specifically make a positive contribution towards Place Objectives PA01 and PA02 in terms of meeting housing needs and tackling population decline and maximising the potential of vacant sites.
11. The proposal would also make a contribution towards meeting housing needs within the Borough by the provision of five additional dwellings (L2.1); through the development being located on a sufficiently sized plot, appropriately located to access existing community facilities, not harmful to local area character or amenity, and more generally in accordance with Core Strategy Policy L7 as outlined in the design section below (L2.2). The proposed dwellings could be used for family housing (L2.4/L2.6). The development would also likely result in

a small economic benefit during its construction phase.

12. The proposal would also comply with paragraph 68 of the NPPF in that it would result in the provision of additional housing on a small site; thereby making an important contribution towards meeting the Borough's housing requirements.
13. There is no requirement to provide affordable housing as the quantum of development proposed is below both the national and local threshold for doing so.

Regeneration

14. Core Strategy Policy L3.1 states that the Council will seek to secure an improved quality of design and construction and range (including affordability and type) of the Borough's housing stock on offer to residents within the Regeneration Areas.
15. Policy L3.2 states: *Within these Regeneration Areas the Council will support appropriate development(s) that will reduce inequalities, secure regeneration benefits; create truly sustainable communities; and make positive contribution(s) to achieving the Plan's Strategic Objectives and relevant Place Objectives.*
16. The application site is located within an area identified for regeneration. The proposal is considered to acceptably comply with the above notes requirements with reference to the fact it would result in the regeneration of a currently vacant brownfield plot through an acceptably designed scheme, with the new housing increasing the range of local housing stock.
17. It is therefore considered that the proposal would be acceptable with reference to the relevant Core Strategy housing land supply policies.

DESIGN

18. New Residential Development PG 1 states that infill development can be acceptable provided it would be satisfactory in relation to its context in terms of design and amenity impacts. This type of development will not be accepted at the expense of the amenity of surrounding properties or local area character. The resulting plot sizes and frontages should be sympathetic to the character of the area as well as being satisfactorily related to each other and the street scene.
19. Paragraph 124 of the NPPF states: *The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Paragraph 130 states: Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking*

into account any local design standards or style guides in plans or supplementary planning documents.

20. Policy L7 of the Trafford Core Strategy states: *In relation to matters of design, development must: be appropriate in its context; make best use of opportunities to improve the character and quality of an area; enhance the street scene or character of the area by appropriately addressing scale, density, height, massing, layout, elevation treatment, materials, hard and soft landscaping works, boundary treatment; and, make appropriate provision for open space, where appropriate, in accordance with Policy R5 of this Plan.*
21. The proposed dwellings would be bound by mid-20th Century semi-detached, detached and terraced dwellings to all sides, all of these having two storeys apart from the bungalows to the north-east.

Siting and Footprint

22. The proposed dwellings would be located to the front and rear of the plot. The proposed two storey side extension accommodating two dwellings to the north-east of the original property would not undermine a building line at this point with existing properties facing Manchester Road at differing angles. The dwellings would be acceptably set in from each side boundary. An access route and parking area would be set along the plot's north and north-east boundaries which would mirror the current set up. The proposal would not result in an unacceptable overdevelopment and subdivision of the plot. The proposed plot sizes would not be out of keeping with surrounding plots thereby respecting the local density and grain of development. Following Officer advice the applicant has amended their proposal to remove an originally proposed second bungalow located in the centre of the plot, thereby allowing for a reduction in the number of buildings on site.

Bulk, Scale, Massing and Height

23. The proposed dwelling heights would be acceptable with reference to the surrounding properties. Officers have worked with the applicant to reduce their scale and massing for example through the addition of a hipped roof to the bungalow. The applicant has also provided existing and proposed levels plans showing the bungalow would be built on a lowered ground level. In all the proposed dwellings would have an acceptable visual impact in terms of their bulk, scale, massing and height with reference to the size of the plot and their surrounding context.

External Appearance/Materials

24. It is considered that the proposal dwellings would have an acceptable design in terms of their external features, detailing and proportions. Whilst the bungalow would have a relatively utilitarian design, this would be sited at the rear of the plot and would not have any impact on the Manchester Road street scene. The applicant has increased the amount of soft landscaping and reduced the amount of car parking spaces through removal of one of the two originally proposed bungalows. The proposed amended hard standings, garden areas

and boundary treatments are considered to be acceptable with reference to the surrounding context.

25. The proposed amendments to the retained building would be relatively minor and would be acceptable. It is noted that the retained building's original sliding sash windows would be restored.
26. The proposed external materials of facing brickwork, grey concrete roof tiles and UPVC windows/doors/guttering are considered to be acceptable with reference to the proposed development and its context. Planning permission would be subject to a condition requiring the applicant to submit full material and boundary treatment details for approval prior to the commencement of above ground development.
27. Planning permission would be subject to a landscaping condition requiring the submission of full details for the LPA's written approval prior to the commencement of above ground works.
28. The new plots would be separated from the surrounding residential properties by a 2m high timber fence, which would be acceptable.

Design and Crime

29. The proposal would result in the redevelopment of an unused relatively dilapidated site and would introduce multiple windows for passive surveillance.
30. The development would be acceptably designed with reference to Core Strategy Policy L7, PG1 New Residential Development, the Design and Crime SPD and the NPPF.

IMPACT ON RESIDENTIAL AMENITY

31. Policy L7 of the Core Strategy states: *In matters of amenity protection, development must be compatible with the surrounding area and not prejudice the amenity of the future occupiers and/or occupants of adjacent properties by reason of overbearing, overshadowing, visual intrusion, noise and/or disturbance, odour or in any other way.*
32. The New Residential Development SPG requires new residential developments to result in acceptable privacy, overshadowing and overbearing impacts on neighbouring properties, in addition to the provision of acceptable amenity standards for the future occupants of the proposed development.

Privacy and Overlooking

33. The proposed dwellings would introduce ground floor front, and rear facing habitable room windows however views towards neighbouring plots would be acceptably screened by the retained brick wall to the front and 2m high wood panel fencing along common boundaries to the rear. The south-western converted dwelling would introduce a side facing secondary living room window

and a side facing glazed dining room door which again would face a 2m high side fence. The two storey dwellings would also introduce front and rear facing first habitable room windows however those to the front would be 19.3m from the facing properties on the opposite side of Manchester Road, these neighbouring properties are at right angles with no main habitable room windows facing the application site and the proposed windows would only face the end of a residential cul-de-sac. The proposed first floor rear facing bedroom windows in the converted main building would be 23m from the facing common boundary, which complies with PG1. Whilst views from these windows would also admittedly be along the rear plot boundaries of properties to the south-west at a distance of approximately 6.1m, the view would not face directly into the relevant neighbouring plot, so again this relationship is considered to be acceptable.

34. The two storey properties would introduce side facing first floor windows. The south-west facing windows in the retained original building would be close to sensitive common boundaries to the side with a neighbouring back garden beyond, however these windows would comprise of a secondary bedroom outlook and a bathroom window, and it is recommended that planning permission should be subject to a condition requiring these to be obscurely glazed. The proposed north-east facing side window in the terrace gable end would serve a bathroom window which it is recommended is also conditioned to be obscurely glazed with this window not overlooking a sensitive area such as a garden.

Overbearing/Overshadowing

35. The proposed two storey terrace dwellings and bungalow would not result in an unacceptable overbearing or overshadowing impact on neighbouring properties.
36. The proposed bungalow has been amended to include hipped roofs to reduce its impact in this regard. The applicant has provided an existing levels plan and the proposed site levels on the proposed site plan. These indicate that the bungalow would be built on a lower ground level (17.1m as opposed to the current ground level at this point of 17.5/17.65m).
37. The proposed bungalow has also been pulled away from the closest neighbouring boundaries to maintain approximately 1m to each boundary at the closest point in order to reduce its impact and ensure adequate space to the side.
38. It is not considered that the proposed bungalow would result in an unacceptable overbearing impact on the rear facing habitable room windows of the adjacent bungalow to the north-east (No. 49 Hardwick Road), with the latter's windows facing past the front of the bungalow, and moreover it is noted that the common boundary at this point currently comprises of a high level fence (approximately 2.2m) and planning permission would be subject to a condition requiring this fencing to be retained.

39. Whilst the Council's SPD4 Householder Guidelines are not directly applicable in that the proposal relates to new dwellings rather than extensions to existing dwellings, they are considered to be a useful guide when assessing the amenity impact of new dwellings. Addressing a neighbour objection it is noted that there is nothing in SPD4 which requires a minimum 13m distance between neighbouring habitable room windows and a single storey gable elevation.
40. The rear facing ground floor habitable room windows in the proposed new terraced properties on the site frontage would not be subjected to an unacceptable overbearing impact from the retained two storey rear projecting outrigger on the existing building with the closest proposed rear facing window set in approximately 1m from the common boundary and the retained outrigger projecting 4.5m to the rear and set in 2.5m from the boundary. Whilst it is accepted that this would fail to comply with the guidelines set down in SPD4, this is nevertheless considered to be acceptable given that the rear outrigger is already in place and the projection is only 0.5m greater than the guideline. Furthermore, this relationship would be evident to the prospective occupiers of the property prior to occupation.
41. The proposed two storey side (north-east) extension accommodating two dwellings would introduce a gable elevation which would be directly faced by two ground floor windows in the gable elevation of the neighbouring single storey dwelling house in the converted building to the north-east, however neither of the impacted neighbouring windows is a principal habitable room outlook, and so this relationship is considered to be acceptable.
42. It is considered necessary to remove the proposed properties' domestic permitted development rights relating to rear extensions and rear dormers to ensure the new houses would have an acceptable privacy and amenity impact on neighbouring properties.
43. The proposed dwellings would not result in an unacceptable overbearing or overshadowing impact on neighbouring properties or the occupants of future dwellings.

Noise/Disturbance

44. The proposal would use the existing access route to the rear of the site along the plot's north-east boundary. Whilst the driving of cars along this route would result in a degree of noise and disturbance to adjacent back gardens, it is noted that the previous use would have entailed vehicle movements at this point and it is therefore considered that the proposed development would not result in a significant additional impact such as to justify the refusal of the application.
45. In addition the amended site layout now includes a parking area adjacent to the plot's rear boundary. This arrangement would be acceptable considering the fact that an area of hard standing is currently located at this point, and also with

reference to the fact that a vegetation buffer has been included between the parking spaces and the rear boundary.

Future Occupant Amenity

46. Future occupants would be provided with an acceptable degree of internal and external amenity space.
47. The development would not unacceptably harm the residential amenity of the neighbouring residential properties and would provide an acceptable level of amenity for future occupants. As such, the proposed development would comply with Core Strategy Policy L7, PG1 New Residential Development and the NPPF.

HIGHWAYS, PARKING AND SERVICING

48. Core Strategy Policy L4 states: *[The Council will prioritise] the location of development within the most sustainable areas accessible by a choice of modes of transport. Maximum levels of car parking for broad classes of development will be used as a part of a package of measures to promote sustainable transport choices.*
49. Core Strategy Policy L7 states: *In relation to matters of functionality, development must incorporate vehicular access and egress which is satisfactorily located and laid out having regard to the need for highway safety; and provide sufficient off-street car and cycle parking, manoeuvring and operational space.*
50. The Parking SPD's objectives include ensuring that planning applications include an appropriate level of parking; to guide developers regarding the design and layout of car parking areas; to ensure that parking facilities cater for all users and to promote sustainable developments. The Council's parking standards indicate that the provision of two off road car parking spaces is appropriate for three bedroom dwellings in this location, albeit these are maximum standards.
51. The development would include a total of nine parking spaces, which would be one less than the standard requirement. In addition the proposal would include an amended access onto Manchester Road. It is noted that the LHA has confirmed no objection to the proposal in terms of general parking layout and servicing, however they have objected to the under provision of a single parking space. The LHA has confirmed no objection to the amended proposed site layout.
52. Officers consider that the provision of one less parking space than the maximum standard in SPD3 would not result in a significant impact in terms of on-street parking and allows for additional landscaping that would improve the appearance of the site. Officers note that the site is in a sustainable location in terms of access to the services and amenities of Partington Local Centre and it

is located close to several bus stops. As such in this instance Officers are willing to accept the proposed level of parking provision, despite the LHA objection.

53. Notwithstanding the LHA objection Officers consider the development would have an acceptable highway, parking and servicing impact with reference to Core Strategy policies L4 and L7, the Parking Standards and Design SPD3, the New Residential Development PG1 and the NPPF.

DRAINAGE AND FLOOD RISK

54. The LLFA has raised no objections, stating that there will be no significant change to the impermeable area and so little change to the surface water run off generated by the site. It is therefore considered that a SUDS condition is not required. Conditions are recommended requiring that the site is drained on separate systems for foul and surface water drainage and requiring details of a porous material to be used in the hard standing (for the car parking area) or a scheme directing run-off water from that hard standing to a permeable or porous area or surface within the curtilage of the dwellinghouses.

TREES AND ECOLOGY

55. All trees and boundary vegetation, including leylandii along the plot boundaries, would be removed, apart from a single tree which would be retained. The arborist and GMEU consultees have confirmed no objection. The new development would result in the introduction of areas of soft landscaping and planning permission would be subject to a landscaping condition requiring the provision of such information including the planting of replacement trees.
56. Although the proposal would result in the loss of several trees, there is scope for replacement planting and it is considered the development would not result in unacceptable harm to the natural environment with reference to Core Strategy policy R2, PG1 New Residential Development and the NPPF.

DEVELOPER CONTRIBUTIONS

57. This proposal is subject to the Community Infrastructure Levy (CIL) and is located in the 'cold' zone for residential development, consequently private market houses will be liable to a CIL charge rate of £20 per square metre, in line with Trafford's CIL charging schedule and revised SPD1: Planning Obligations (2014).
58. In accordance with Policy L8 of the Trafford Core Strategy and revised SPD1: Planning Obligations (2014) it is necessary to provide an element of specific green infrastructure in the form of three additional trees per new property, and an additional tree for each dwelling in the converted main building totalling 11 trees. In order to secure this, a landscaping condition will be attached to make specific reference to the need to provide 10 additional trees net of clearance on site as part of the landscaping proposals. No affordable housing provision is required as the development falls below the thresholds set within the Core Strategy and the NPPF.

OTHER MATTERS

59. In response to the other issues raised by neighbours, officers would respond as follows:
60. The applicant would be responsible for ensuring that the site is secure during the course of development works.
61. Should the proposal result in damage to surrounding properties that would be a private civil matter.
62. The LPA cannot control whether future occupants smoke outside their properties.
63. The applicant has provided a red edge location plan and has signed certificate A on their application form stating they own all land within the application site. The applicant has also provided a copy of the Land Registry plan showing they own this land.
64. The redevelopment of the site would result in the removal of any waste which currently causes concern for local residents.
65. Planning permission would be subject to a construction management condition which would control contractor parking arrangements and hours of construction.
66. The originally proposed shared amenity space has now been removed.

CONCLUSION AND PLANNING BALANCE

67. The scheme complies with the development plan, the starting point for decision making, which would indicate in itself that planning permission should be granted. However, the development plan policies which are 'most important' for determining this application, those relating to housing land supply, are out of date. In terms of NPPF paragraph 11 d) i), there is no clear reason for refusing the development, and so Paragraph 11(d)ii) of the NPPF (the 'tilted balance') is therefore engaged and should be taken into account as an important material consideration.

The proposed development would provide much needed residential accommodation in the Borough and would also support Place Objectives PA01 and PA02.

68. All detailed matters have been assessed, including visual amenity and design, highway safety, parking, trees, ecology and residential amenity. These have been found to be acceptable, with, where appropriate, specific mitigation secured by planning condition. All relevant planning issues have been considered and representations and consultation responses taken into account

in concluding that the proposals comprise an appropriate form of development for the site. There are no adverse impacts that would significantly and demonstrably outweigh the benefits of the development with reference to NPPF paragraph 11(d) (ii).

69. The proposal is therefore considered to be acceptable with reference to Core Strategy Policies L1, L2, L4, L5, L7, L8, R2 and R3, the Planning Obligation SPD1, the Parking Standards and Design SPD3, the New Residential Development PG1, the Crime and Security PG24 and the NPPF.

RECOMMENDATION

That Members resolve to **GRANT** planning permission for the development subject to the following conditions:

1. The development must be begun not later than three years beginning with the date of this permission.

Reason: Required to be imposed by Section 91 of the Town and Country Planning Act 1990, as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers [KHANIJAU] 11 and site location plan, received by the local planning authority on 12 September 2019; 06 Rev C, received by the local planning authority on 15 January 2020; 15 Rev C, received by the local planning authority on 20 January 2020; 09 Rev E, received by the local planning authority on 23 January 2020, 05 Rev H, received by the local planning authority on 29 January 2020, and 10 Rev. F, 13 Rev. F and 14 Rev. E, received by the local planning authority on 3rd February 2020.

Reason: To clarify the permission, having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

3. Notwithstanding any description of materials in the application no above ground construction works shall take place until samples of materials to be used externally on the buildings have been submitted to and approved in writing by the Local Planning Authority. Such details shall include the type, colour and texture of the materials. Development shall be carried out in accordance with the approved details.

Reason: In order to ensure a satisfactory appearance in the interests of visual amenity having regard to Policy L7 of the Trafford Core Strategy and the requirements of the National Planning Policy Framework.

4. All window and door openings shall be constructed with minimum 90mm deep external reveals.

Reason: In the interests of visual amenity, having regard to Policy L7 of the Trafford Core Strategy and guidance in the NPPF.

5. a) Notwithstanding the details shown on the approved plans, the development hereby permitted shall not be occupied until full details of both hard and soft landscaping works have been submitted to and approved in writing by the Local Planning Authority. The details shall include, but not be limited to, the planting of 10 additional trees net of any clearance, together with the formation of any banks, terraces or other earthworks, boundary treatments (which shall include the retention of the existing fencing to the rear of No. 49 Hardwick Road), hard surfaced areas and materials (including the car parking areas), planting plans, specifications and schedules (including planting size, species and numbers/densities), existing plants/trees to be retained and a scheme for the timing/phasing of implementation works.

(b) The landscaping works shall be carried out in accordance with the approved scheme for timing/phasing of implementation or within the next planting season following final occupation of the development hereby permitted, whichever is the sooner.

(c) Any trees or shrubs planted or retained in accordance with this condition which are removed, uprooted, destroyed, die or become severely damaged or become seriously diseased within 5 years of planting shall be replaced within the next planting season by trees or shrubs of similar size and species to those originally required to be planted.

Reason: To ensure that the site is satisfactorily landscaped having regard to its location, the nature of the proposed development and having regard to Policies L7 and R2 of the Trafford Core Strategy and the National Planning Policy Framework.

6. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 Schedule 2 Part 1 (or any Order revoking and re-enacting that Order with or without modification):
- (i) No rear extensions shall be carried out to the dwellings;
 - (ii) No dormer windows shall be added to the dwellings;
- Other than those expressly authorised by this permission, unless planning permission for such development has been granted by the Local Planning Authority.

Reason: To protect the residential and visual amenities of the area, given the close proximity of the approved dwellings to existing dwellings in accordance with Policy L7 of the Trafford Core Strategy.

7. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any equivalent Order following the amendment, re-enactment or revocation thereof) upon first installation the windows in the buildings' first floor side facing gable elevations shall be fitted with, to a height of no less than 1.7m above finished floor level, non-opening

lights and textured glass which obscuration level is no less than Level 3 of the Pilkington Glass scale (or equivalent) and retained as such thereafter.

Reason: In the interest of amenity having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

8. No development, including demolition works, shall take place until a Construction Environmental Management Plan (CEMP) has been submitted to and approved in writing by the Local Planning Authority to include details of the measures proposed during construction to manage and mitigate the main environmental effects. The following matters shall be addressed:
- (i) hours of construction activity
 - (ii) the parking of vehicles of site operatives and visitors (all within the site),
 - (iii) loading and unloading of plant and materials (all within the site), times of access/egress (arriving early/not parking within the site)
 - (iv) storage of plant and materials used in constructing the development
 - (v) the erection and maintenance of security hoardings
 - (vi) wheel washing facilities
 - (vii) measures to control the emission of dust and dirt during construction and procedures to be adopted in response to complaints of fugitive dust emissions
 - (viii) a scheme for recycling/disposing of waste resulting from demolition and construction works
 - (ix) measures to prevent disturbance to adjacent dwellings from noise and vibration, including any piling activity
 - (x) Contact details of site manager to be advertised at the site in case of issues arising.
- The development shall be implemented in accordance with the approved CEMP.

Reason: In the interests of amenity and in compliance with policy L7 of the Trafford Core Strategy and the National Planning Policy Framework. The details are required prior to development taking place on site as any works undertaken beforehand, including preliminary works, could result in adverse residential amenity and highway impacts.

9. Other than the demolition of buildings and structures down to ground level, and site clearance works, including tree felling, no development shall take place until an investigation and risk assessment in relation to contamination on site (in addition to any assessment provided with the planning application) has been submitted to and approved in writing by the Local Planning Authority. The assessment shall investigate the nature and extent of any contamination on the site (whether or not it originates on the site). The assessment shall be undertaken by competent persons and a written report of the findings submitted to and approved in writing by the Local Planning Authority before any development takes place other than the excluded works listed above. The submitted report shall include:
- i) a survey of the extent, scale and nature of contamination
 - ii) an assessment of the potential risks to human health, property (existing or proposed) including buildings, crops, livestock, pets, woodland, and service lines

and pipes, adjoining land, ground waters and surface waters, ecological systems, archaeological sites and ancient monuments;

iii) where unacceptable risks are identified, an appraisal of remedial options and proposal of the preferred option(s) to form a remediation strategy for the site.

iv) a remediation strategy giving full details of the remediation measures required and how they are to be undertaken

v) a verification plan providing details of the data that will be collected in order to demonstrate that the works set out in the remediation strategy are complete and identifying any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action.

The development shall thereafter be carried out in full accordance with the approved remediation strategy before the first occupation of the development hereby approved.

Reason: To prevent pollution of the water environment and to ensure the safe development of the site in the interests of the health of future occupiers in accordance with Policies L5 and L7 of the Trafford Core Strategy and the National Planning Policy Framework. The assessment is required prior to development taking place on site to mitigate risks to site operatives.

10. The development hereby permitted shall not be occupied until a verification report demonstrating completion of works set out in the approved remediation strategy and the effectiveness of the remediation has been submitted to and approved in writing by the Local Planning Authority. The report shall include results of sampling and monitoring carried out in accordance with the approved verification plan to demonstrate that the site remediation criteria have been met. It shall also include any plan, where required (a "long-term monitoring and maintenance plan") for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action, as identified in the verification plan. The long-term monitoring and maintenance plan shall be implemented as approved.

Reason: To prevent pollution of the water environment and to ensure the safe development of the site in the interests of the health of future occupiers in accordance with Policies L5 and L7 of the Trafford Core Strategy and the National Planning Policy Framework. The assessment is required prior to development taking place on site to mitigate risks to site operatives.

11. The site shall be drained via separate systems for the disposal of foul and surface water.

Reason: To secure a satisfactory system of drainage and to prevent pollution of the water environment having regard to Policies L5 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

12. No above ground works shall take place until full details of the site's proposed cycle storage details, the proposed cycle storage to be secured and covered, have been submitted to and approved in writing by the Local Planning Authority. The approved cycle storage to be installed in accordance with the approved scheme prior to the first occupation of the building.

Reason: In the interests of visual amenity and residential amenity and in order to encourage sustainable modes of transport, having regard to Policies L4 and L7 of the Trafford Core Strategy.

13. No development or works of site preparation shall take place until the tree to be retained within the site as shown on drawing reference 05 Rev. G has been enclosed with temporary protective fencing in accordance with BS:5837:2012 'Trees in relation to design, demolition and construction' with reference to the approved tree protection plan reference KHANIJAU/05 Rev G, received 20 January 2020. The fencing shall be retained throughout the period of construction and no activity prohibited by BS:5837:2012 shall take place within such protective fencing during the construction period.

Reason: In order to protect the existing trees on the site in the interests of the amenities of the area having regard to Policies L7, R2 and R3 of the Trafford.

14. The development hereby approved shall not be occupied unless and until a scheme for the installation of electric vehicle charging points has been submitted to and approved in writing by the Local Planning Authority. The approved charging points shall be installed and made available for use prior to the development being brought into use and shall be retained thereafter.

Reason: In the interests of promoting sustainable travel, having regard to Policies L4 and L5 of the Trafford Core Strategy and guidance in the National Planning Policy Framework.

15. Notwithstanding the details of levels shown on the approved plan, no development shall take place unless and until details of existing and proposed ground levels and proposed finished floor levels have been submitted to and approved in writing by the Local Planning Authority. The development shall be implemented in accordance with the approved details.

Reason: In the interests of residential and visual amenity, having regard to the proximity of the approved dwellings to existing dwellings and to Policy L7 of the Core Strategy and guidance in the NPPF.

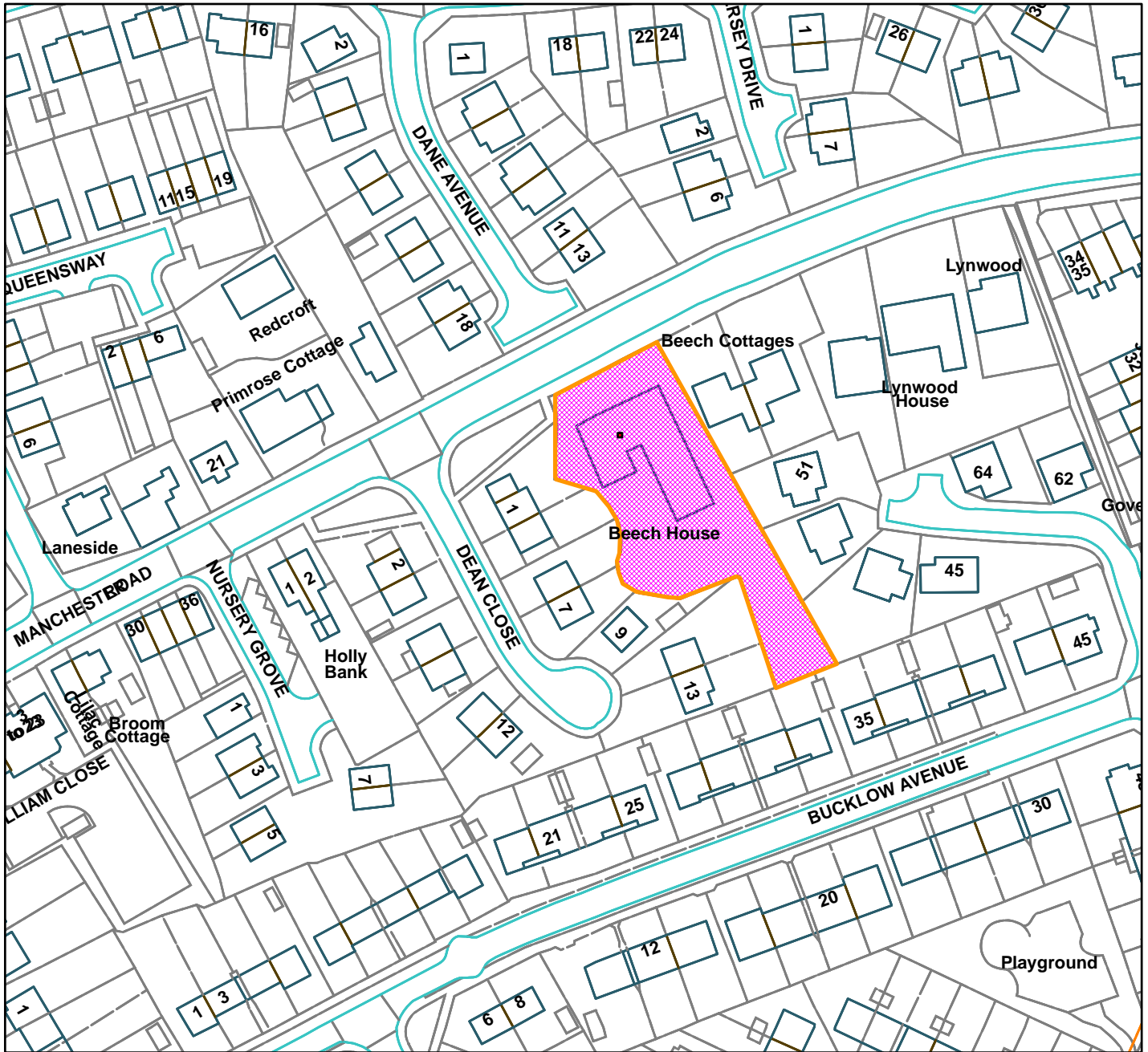
16. Notwithstanding the plans hereby approved and prior to the creation of the parking area, a scheme identifying a porous material to be used in the hard standing (for the car parking area) or a scheme directing run-off water from that hard standing to a permeable or porous area or surface within the curtilage of the dwellinghouses shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall be implemented in accordance with the approved details prior to the first occupation of the development hereby approved.

Reason: To prevent localised flooding in accordance with Policies L7, R3 and L5 of the Trafford Core Strategy and the National Planning Policy Framework.

TP



Beech House, Manchester Road, Partington (site hatched on plan)



Scale: 1:1,250

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Organisation	Trafford Council
Department	Planning Service
Comments	Committee date 13/02/20
Date	03/02/2020
MSA Number	100023172 (2012)

WARD: Davyhulme East

98906/FUL/19

DEPARTURE: No

Erection of 8no. floodlit outdoor all-weather football pitches, clubhouse comprising changing rooms, bathroom facilities, clubroom, office, store and plant room, parking and associated works

Land adjacent to Soccer Dome, Trafford Way, Trafford Park, M17 8DD

APPLICANT: Peel Investments (North) Ltd

AGENT: Mr James Warrington, WSP – Indigo Planning

RECOMMENDATION: GRANT

The application has been reported to the Planning and Development Management Committee at the request of Councillor Walsh.

SITE

The application relates to a 1.54ha area of scrubland bounded to the east by the Beyond Chill Factore ski slope, to the south by the M60 and to the north by the iFly indoor skydiving centre. Further to the north-west is the current Fives Soccer Centre and DW Sports and Fitness Centre, beyond which is the Bridgewater Canal.

The site falls within Flood Zone 2 as defined by the Environment Agency and partly within/adjacent to an Air Quality Management Area. There are no listed buildings within or adjacent to the site whilst the nearest designated heritage asset is the Barton-upon-Irwell Conservation Area, approximately 500m to the north-east.

The site is accessed by vehicle from Trafford Way to the north, along which a bus route operates to Manchester city centre amongst other destinations. Once complete, the Trafford Park Metrolink line will terminate at the Trafford Centre, approximately ten minutes away by foot.

PROPOSAL

Planning permission is sought for the creation of an outdoor football facility comprising 8no all-weather 3G pitches, clubhouse and associated fencing, floodlighting and parking.

The clubhouse is a single storey structure with external finishes to include grey composite cladding, black brickwork, powder-coated aluminium windows and doors and a monopitched cladded roof. This is proposed to accommodate a clubroom, changing rooms, showers, toilets and an office. A total of 31no, 12m-high LED floodlights are proposed, 28no of which surround the pitches with the remaining 3no columns situated within the car park. Fencing comprises 1.2m rebound boards and 4.5m high netting on

all sides of the perimeter of all pitches whilst a 2.4m high weldmesh fence with gate is proposed to the outer pitch perimeter.

A total of 50no car parking spaces are proposed to the north-west of the pitches/clubhouse, 3no of which are disabled spaces. In addition, 6no cycle parking spaces and 2no motorcycle parking spaces are proposed within the parking area.

DEVELOPMENT PLAN

For the purpose 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.

PRINCIPAL RELEVANT CORE STRATEGY POLICIES

SL4 – Trafford Centre Rectangle
L4 – Sustainable Transport and Accessibility
L5 – Climate Change
L7 – Design
W1 – Economy
W2 – Town Centres & Retail
R2 – Natural Environment
R3 – Green Infrastructure
R5 – Open Space, Sport and Recreation

SUPPLEMENTARY PLANNING DOCUMENTS

SPD3 – Parking Standards & Design

PROPOSALS MAP NOTATION

Trafford Centre and its Vicinity
Regional Sports Complex

PRINCIPAL RELEVANT REVISED UDP POLICIES/PROPOSALS

ENV9 – Sites of Importance for Nature Conservation

GREATER MANCHESTER SPATIAL FRAMEWORK

The Greater Manchester Spatial Framework is a joint Development Plan Document being produced by each of the ten Greater Manchester districts and, once adopted, will be the overarching development plan for all ten districts, setting the framework for individual district local plans. The first consultation draft of the GMSF was published on 31 October 2016, and a further period of consultation on the revised draft ended on 18 March 2019. A Draft Plan will be published for consultation in Summer 2020 before it is submitted to the Secretary of State for independent examination. The weight to be given to the GMSF as a material consideration will normally be limited given that it is currently at an early stage of the adoption process. Where it is considered that a different approach should be taken, this will be specifically identified in the report. If the GMSF is not referenced in the report, it is either not relevant, or carries so little weight in this particular case that it can be disregarded.

NATIONAL PLANNING POLICY FRAMEWORK (NPPF)

The MHCLG published the revised National Planning Policy Framework (NPPF) on 19 February 2019. The NPPF will be referred to as appropriate in the report.

NATIONAL PLANNING PRACTICE GUIDANCE (NPPG)

The MHCLG published revised National Planning Practice Guidance (NPPG) on 29 November 2016, which was last updated on 01 October 2019. The NPPG will be referred to as appropriate in the report.

NATIONAL DESIGN GUIDE

The MHCLG published the National Design Guide in October 2019. This will be referred to as appropriate in the report.

RELEVANT PLANNING HISTORY

Soccer Dome:

98907/FUL/19: Change of use of existing Soccer Dome building from D2 to D1 use, erection of extensions for D1 use, formation of service yard, extension to existing parking areas, external alterations including new entrance feature, demolition of external sports pitches, landscaping and associated works – Pending consideration.

93120/FUL/17: Conversion of part of the existing building from use as indoor football pitches to a 'Project Canyon' branded indoor adventure centre, including the erection of

a rear extension, external alterations, landscaping and other associated works – Approved with conditions 08/03/2018.

H45212: Erection of a regional sports complex (approval of reserved matters relating to a multi-purpose sports hall) pursuant to condition (i) of planning permission H/UDC/41035 (TPA 1095) – Approved with conditions 26/02/1998.

APPLICANT'S SUBMISSION

The applicant has submitted the following information in support of the application:

- Air Quality Assessment
- Crime Impact Statement
- Design and Access Statement
- Ecological Impact Assessment
- Flood Risk Assessment and Drainage Strategy
- Framework Travel Plan
- Landscape Strategy
- Phase I Desk Study and Preliminary Contaminated Land Risk Assessment
- Phase II Contaminated Land Risk Assessment
- Planning Statement
- Transport Assessment

CONSULTATIONS

Arboriculturist: Raft system should be used for trees within parking areas. Enough rooting volume should be available for all trees to be planted.

Electricity North West: Informative – substation within site boundary.

Greater Manchester Ecology Unit: No significant issues – conditions and informatives recommended.

Greater Manchester Police – Design for Security: Condition recommended to reflect physical security specifications set out in Crime Impact Statement.

Lead Local Flood Authority: No objection, conditions recommended.

Local Highway Authority: No objection, conditions recommended.

Manchester Ship Canal Company: No response received.

Pollution & Housing (Air Quality): No objection, conditions recommended.

Pollution & Housing (Nuisance): Conditions recommended.

Pollution & Housing (Contaminated Land): Conditions recommended.

Sport England: No objection subject to conditions.

Transport for Greater Manchester: No comments to make from a Metrolink perspective. HFAS are satisfied, detailed comments from UTC referenced in 'Observations' section of report.

United Utilities: Conditions recommended.

REPRESENTATIONS

None received.

OBSERVATIONS

PRINCIPLE OF DEVELOPMENT

Policy position:

1. Section 38(6) of the Planning and Compensation Act 1991 states that planning applications should be determined in accordance with the development plan unless material considerations indicate otherwise. The NPPF at Paragraphs 2 and 47 reinforces this requirement and at Paragraph 12 states that the presumption in favour of sustainable development does not change the statutory status of the development plan as a starting point for decision making, and that where a planning application conflicts with an **up-to-date** (emphasis added) development plan, permission should not normally be granted.
2. The Council's Core Strategy was adopted in January 2012, prior to the publication of the 2012 NPPF, but drafted to be in compliance with it. It remains broadly compliant with much of the policy in the 2019 NPPF, particularly where that policy is not substantially changed from the 2012 version.
3. The NPPF is a material consideration in planning decisions, and as the Government's expression of planning policy and how this should be applied, should be given significant weight in the decision making process.
4. Policies relating to the town centre uses, the strategic location, design, impact on amenity and heritage are considered to be 'most important' for determining this application when considering the application against NPPF Paragraph 11 as they control the principle of the development and are relevant to the impact of the proposed development and surrounding area:
 - Policy W2 of the Core Strategy is considered to be generally consistent with the NPPF in supporting the growth of Trafford's town centres and the role they play in local communities.

- Policy SL4 of the Core Strategy is generally in compliance with the NPPF in relation to the regeneration and provision of new sustainable communities. However the references to specific housing numbers and heritage are not consistent with the NPPF. In all other aspects this policy is consistent with the NPPF.
 - Policy L7 of the Core Strategy is considered to be compliant with the NPPF and therefore up-to-date as it comprises the local expression of the NPPF's emphasis on good design and, together with associated SPDs, the Borough's design code. Full weight can be afforded to this policy.
 - Policy R6 of the Core Strategy is considered to be compliant with the NPPF and therefore up-to-date as it supports culture and tourism uses which can help to support the local economy. Full weight can be afforded to this policy.
 - Policy L4 is considered to be out-of-date in that it includes reference to a 'significant adverse impact' threshold in terms of the impact of the development on the operation of the road network, whereas the NPPF refers to a 'severe' impact'.
5. Whilst some aspects of relevant development plan policy are out-of-date in relation to this particular application (for example the reference to Policy L4 noted above) and although the overarching policy is still considered 'most important' for decision making purposes, the aspects of these policies which are out-of-date are not determinative in the context of this application. Therefore, when considering the overall basket of 'most important' policies, the development plan is considered to be up-to-date for decision making purposes. The tilted balance in Paragraph 11 of the NPPF is not engaged and the application should be determined in accordance with the development plan unless material considerations indicate otherwise.

Strategic Location:

6. Core Strategy policy SL4 sets out a number of criteria required for development within the Trafford Centre Rectangle Strategic Location to be acceptable. These are as follows:
- Significant improvements to public transport infrastructure including an integrated, frequent public transit system;
 - The provision of the Western Gateway Infrastructure Scheme (WGIS);
 - A Flood Risk Assessment must demonstrate that the development will be safe, without increasing flood risk elsewhere, and that it will where possible reduce flood risk overall. Uses identified in national guidance as being more vulnerable to flooding such as residential, certain leisure uses, healthcare and educational facilities must be located outside Flood Zone 3;
 - Contribution towards the provision of additional utility capacity, including the reinforcement of the local waste water treatment works;

- Improvements to both the physical and environmental qualities of the Manchester Ship Canal, the Bridgewater Canal and the Barton Bridge Swing Aqueduct;
 - Provision, where appropriate, to maintain, and/or enhance the Manchester Ship Canal and the Bridgewater Canal for leisure and transportation purposes; and
 - The preservation or enhancement of the Barton-upon-Irwell Conservation Area, and its wider setting.
7. Many of the criteria set out in Policy SL4 are not deemed to be of relevance to the current proposal given that these are not necessary to make the development acceptable in planning terms. For example, the development would have no impact upon the use of the Bridgewater or Manchester Ship Canals for leisure and transportation purposes.
 8. Notwithstanding this, the development is considered to be in accordance with those criteria which are of relevance. For example, an appropriate Flood Risk Assessment has been provided and the development would not cause harm to the Barton-upon-Irwell Conservation Area. On this basis, the proposed development is deemed to be in accordance with the aims of policy SL4.

Main town centre use:

9. Paragraph 86 of the NPPF states that local planning authorities should apply a sequential test to planning applications for main town centre uses which are neither in an existing centre nor in accordance with an up-to-date plan.
10. The proposed development constitutes a 'main town centre use' as defined by the NPPF ('leisure/more intensive sport and recreation uses') and falls within the D2 use class. Core Strategy Policy R6 states that the Council will encourage and continue to support the culture and tourism offer, and related developments where appropriate, that highlight and enhance the cultural heritage of the Borough, in accordance with national guidance and policies within the Development Plan for Trafford, in (amongst others) the Trafford Centre Rectangle Strategic Location. Policy R6 is generally in accordance with the NPPF in promoting and seeking to improve the tourism and culture offer within the borough. It is therefore considered to be up-to-date for the purposes of this application.
11. Whilst the proposed development is not considered to comprise a culture/tourism related use, it is noted that this is intended to replace the existing facility within the Soccer Dome building, providing mitigation for the loss of this facility associated within planning application ref. 98907/FUL/19. In addition, this use would require a large site which it would be unreasonable and unrealistic to expect to be provided in a town centre. On this basis, it is considered that a sequential test is not required for the proposed use on this site.

DESIGN AND APPEARANCE

12. Policy L7 of the Trafford Core Strategy states that *“In relation to matters of design, development must: Be appropriate in its context; Make best use of opportunities to improve the character and quality of an area; Enhance the street scene or character of the area by appropriately addressing scale, density, height, massing, layout, elevation treatment, materials, hard and soft landscaping works, boundary treatment; and, Make appropriate provision for open space, where appropriate, in accordance with Policy R5 of this Plan”*. Policy L7 of the Core Strategy is considered to be compliant with the NPPF and therefore up-to-date as it comprises the local expression of the NPPF’s emphasis on good design and, together with associated SPDs, the Borough’s design code. It can therefore be given full weight in the decision making process.
13. Paragraph 124 of the NPPF states that *“The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities”*. Paragraph 130 states that *“Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions”*.
14. The proposed clubhouse is a single storey building of a functional design with external finishes to include a combination of grey composite cladding and black brickwork walls, grey powder coated aluminium doors and windows and a flat ‘Kingspan’ roof. A canopy is proposed to the main entrance, formed from powder coated aluminium panels on luminous green steel columns. The scale and siting of this building is considered to be acceptable and appropriate for its intended use. Its design is functional and somewhat industrial in character, however this does not raise any particular concerns in this location. A condition should be attached to any consent issued requiring the submission of samples of all materials to be used.
15. The proposal includes 1.2m high rebound boards and 4.5m high netting on all sides of the perimeter of all pitches. A 2.4m high weldmesh fence with gate is proposed to the outer pitch perimeter whilst 28no, 12m-high LED lighting columns surround the pitches. Given the character and nature of the application site and its surroundings, this does not raise any concerns from a design perspective.
16. Sport England has advised it is satisfied with the detailed design of the proposed football pitches and facility as a whole. This is subject to a condition requiring the pitches to be constructed to the stated dimensions and in accordance with the submitted pitch section details. A condition is also recommended requiring the

submission of a management and maintenance scheme for the facility. These should be attached to any consent issued.

17. The applicant advises that the design of the proposed new facility aims to promote access for all users and ensure that all users, including disabled people, older people and young children, can move across the site on equal terms, including from parking areas to the facility itself. All access routes to principal entrances will be well lit and constructed from firm, durable and slip resistant materials and all thresholds to principal entrances will be level, in accordance with Building Regulations Approved Document Part M. However, if a stepped approach is unavoidable this will be designed to suit the needs of people that may be classified as ambulant disabled. It is also noted that separate male and female changing rooms, showers and WCs will be provided in the clubhouse building.
18. Given the above, the proposed development is considered to be acceptable in terms of its design and appearance and in accordance with relevant local and national planning policies.

HIGHWAY MATTERS

19. Policy L4 of the Trafford Core Strategy states that *“when considering proposals for new development that individually or cumulatively will have a material impact on the functioning of the Strategic Road Network and the Primary and Local Highway Authority Network, the Council will seek to ensure that the safety and free flow of traffic is not prejudiced or compromised by that development in a significant adverse way”*.
20. Paragraph 109 of the NPPF states that *“Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe”*. Given the more stringent test for the residual cumulative impacts on the road network set by the NPPF, it is considered that Core Strategy Policy L4 should be considered to be out-of-date for the purposes of decision making, albeit the difference between the tests ‘significant adverse’ and ‘severe’ is arguably a moot point.
21. NPPG (Paragraph: 014, Reference ID: 42-014-20140306) states that it is important to give appropriate consideration to the cumulative impacts arising from other committed development (i.e. development that is consented or allocated where there is a reasonable degree of certainty will proceed within the next 3 years). The transport-related impacts of the relocation of EventCity proposed under application ref. 98907/FUL/19 will be considered cumulatively with the development proposed under the present application, given that both are due to be determined at the same Committee meeting. It should also be noted

that the submitted Transport Assessment considers both developments in conjunction.

22. It is noted that an application has been submitted for the development of a wellbeing resort ('Therme') at the existing EventCity site (ref. 99489/FUL/19). Given that this does not constitute a 'committed development' at this stage, there is no requirement for the cumulative impact of this to be considered with the present application. It is noted that should consent be given for this development, the cumulative impact of this, together with the Therme development will be considered under the Therme application.
23. The Local Highway Authority (LHA), Transport for Greater Manchester (TfGM) and Highways England (HE) have been consulted on the application. Clarification and further information on a number of matters was sought within their initial comments, in response to which the applicant's transport consultant has provided further supporting information. Additional comments have been provided from the LHA, TfGM and HE which, for the reasons set out below, indicate that there are no highway grounds on which to refuse the application.

Impact on highway network, including Strategic Road Network:

24. Traffic modelling has been completed using a test case scenario for a busy event based on Trip Rate Information Computer System (TRICS) data, and general data for commercial and leisure trip patterns in the area. The applicant advises that the existing Soccer Dome building was not fully utilised at the time the TA was produced, hence the use of TRICS data. It is also noted that TRICS data was utilised for the earlier application at the site (ref. 93120/FUL/17: conversion of part of the existing building to an indoor adventure centre), granted consent in March 2018. The LHA confirms that this is an acceptable approach.
25. For the existing gym and sports pitches, the modelling results show two-way traffic flows of 66no for the AM peak (08.00-09.00hrs), and two-way traffic flows of 195no for the PM peak (17.00-18.00hrs). For the proposed development (new EventCity and outdoor football pitches), the results predict a minor increase to existing two-way traffic flows of +93no AM (159no total) and +83no PM (278no total). The LHA does not dispute these figures and is satisfied that this increase would not be harmful to the operation of the highway network.
26. The proposed development, together with that proposed under application ref. 98907/FUL/19 is expected to impact the M60, with traffic volumes predicted to increase at Junctions 10 and 11 on event days. The applicant's response to Highways England states that the proposed development would see a net increase of 13 trips per hour at Junction 10 (but only on event days) in comparison to the permitted use (and planning permission ref. 93120/FUL/17). No objections are raised by any consultees on this basis. The proposed development is predicted to result in fewer trips through M60 Junction 9 and

whilst the LHA suggests that cumulative impacts with the proposed 'Therme' development should be considered, this is not deemed to be necessary for the reasons set out above.

27. The developer has also assessed the AM peak traffic flows at Bridgewater Circle. The results confirm that these flows are significantly lower than those recorded for the PM peak (it is noted that the Trafford Centre does not open until 10am). It is also understood that when no events are taking place, the venue would generate very few trips. Bridgewater Circle Sensitivity Testing has been completed for PM peak traffic flows, which confirms that the test flows used in the Transport Assessment are greater than the Sensitivity Test, and therefore provide a more robust assessment. The LHA and Highways England (HE) have been provided with this information and has confirmed acceptance of the data.

28. HE, in its initial response, requested that further information was provided in relation to a number of matters which is summarised as follows:

- Clarification on how the number of car trips per day has been calculated from the footfall figures and comparison of the resultant trip rates with those returned by TRICS
- Further information on the TAs/surveys that have been considered in support of the proposed distribution
- Further information to confirm that Saturday peak traffic flows from and to the Strategic Road Network are lower than weekdays
- Further consideration of how traffic flows across junctions 10 and 11 could impact on their operation

29. The applicant's transport consultant has submitted a statement to seek to address these concerns. This notes, amongst other things, that the TA (para 4.4 and Appendix E) includes the full procedure for the calculation of car trips whilst additional information is also provided in this respect. 'WebTRIS' data for Junction 10 has been reviewed as suggested by HE which confirms that average weekday flows are greater than Saturday flows, whilst it is noted that the absence of Saturday-based destinations in proximity to junction 11 indicates that Saturday activity would be significantly lower here.

30. In response to the additional information provided, HE has advised that it has no objection to the application.

31. TfGM, in its initial consultation response, requested that further information was provided in relation to a number of matters which is summarised as follows:

- Traffic flows from the existing use should be used to predict trips for proposed location, rather than TRICS data
- Traffic flows at the AM peak should be considered as well as those for the PM peak

- Actual use of Salford Western Gateway (WGIS) should be referred to for base flows rather than modelling
 - Bridgewater Circle modelling should use up to date traffic signal timings
32. The applicant's transport consultant has submitted a statement to seek to address these concerns. This notes, amongst other things, that (as stated above), the existing Soccer Dome building was not fully utilised at the time the TA was produced, hence the use of TRICS data. Given that the PM peak is the most sensitive period for traffic implications, consideration of the AM peak is not deemed necessary. With regard to WGIS flows, future year development traffic has been incorporated which is deemed to be a more robust approach than existing use data.
33. In response to the additional information provided, TfGM advises that most of the points raised in its initial response have been addressed but maintains that a sensitivity test should be undertaken and that a CCTV camera should be provided to monitor the network and make traffic signal interventions as appropriate. The applicant has subsequently advised that the provision of a Traffic Management Plan (to be required by condition) would ensure the careful management of traffic flows during busy times and will also be able to take account of the traffic changes associated with the Trafford Park Metrolink line. In addition, it is noted that the development will often result in lower peak period trip generations than the existing site and the applicant considers the provision of a CCTV camera is not therefore appropriate.
34. A final response from TfGM is awaited and this shall be reported within an Additional Information Report to Committee.

Car parking:

35. For a D2 use of this type in this location, the Council's adopted SPD3: Parking Standards and Design seeks to achieve one car parking space per 22sqm of gross floor area. Based on these standards, the proposed development would be expected to provide 15no car parking spaces. The proposed plans indicate that 50no parking spaces would be provided within the car park serving the football pitches, equating to an exceedance of 35no spaces from the adopted standards.
36. The LHA has been consulted and advises that whilst the proposed parking provision exceeds the maximum number of spaces required by SPD3, when taking into account the proposed use and its proximity to other significant leisure amenities (including the proposed relocation of EventCity), it is considered that 50no car parking spaces would be acceptable. It is noted that the car park, including the extended car park proposed under application ref. 98907/FUL/19 would be shared by both the proposed football facility and the relocated EventCity within the current Soccer Dome. Whilst there is an overall shortfall of 355no spaces from the maximum standards when considering both

developments in conjunction, it is noted that visitors to the proposed EventCity will be able to utilise the various Trafford Centre car parks on an informal basis (approximately 15,000 spaces). There is therefore deemed to be an adequate level of parking provision for both developments and the LHA has not raised any objections to either proposal.

37. Three disabled parking spaces are proposed which accord with the Council's parking guidelines. These guidelines seek to achieve a minimum of three disabled bays or 6 per cent of the total car park capacity (whichever is greater). The parking layout is also in accordance with section 9 of SPD3 and is therefore acceptable in this respect.

38. Given the above, Officers are satisfied that the proposed level of car parking provision is acceptable.

Access:

39. Access is proposed to be from Trafford Way (a two-lane dual carriageway road) and is shared with that currently used for the Soccer Dome, which is also proposed to be used for the relocated EventCity (ref. 98907/FUL/19). The proposed football facility would be reached via the extended car park which is to serve the relocated EventCity. Salford Western Gateway, located to the north of the proposed development, and Trafford Way are not currently adopted highway, however both are prospectively maintainable by the LHA. No concerns have been raised to these vehicular access arrangements by the LHA, TfGM or HE and are deemed to be acceptable.

Cycle parking:

40. The cycle parking standards set out in SPD3 cannot be effectively applied to the proposed development given that these refer to the number of seats to be provided as part of a leisure development.

41. The submitted plans indicate that 6no cycle parking spaces would be provided to the rear of the clubhouse building however no details have been submitted to show the design of these facilities. A condition should therefore be attached to any consent issued requiring the submission of these details and the implementation of these facilities. No objection to the number or location of these spaces has been raised by the LHA or TfGM and on this basis, the application is deemed to be acceptable in this respect.

Servicing:

42. With regard to servicing, it is proposed that a Waste Management Strategy would be developed by the building tenant. It is noted that no information has been provided for the proposed servicing arrangements, and it is unclear if it is

intended to use the proposed EventCity service yard access road and waste management strategy (as per application ref. 98907/FUL/19), or utilise the Trafford Way spur road and implement separate servicing arrangements. The LHA recommends that a Waste Management Strategy is submitted to and approved by the Local Planning Authority prior to the proposed development being brought into use. A condition to this effect should be attached to any consent issued and on this basis, the application is considered to be acceptable in terms of servicing arrangements.

Cumulative impacts:

43. As noted above, it is necessary to consider to consider the cumulative transport impacts of the proposed development together with that proposed under application ref. 98907/FUL/19 (relocation of EventCity to existing Soccer Dome). The submitted Transport Assessment considers the impacts of both developments in conjunction, as well as other committed developments in the area, including those at Trafford Waters and Port Salford. The conclusions reached indicate that there are no transport-related reasons to prevent the granting of planning permission. Given that the application has been assessed on this basis and given the lack of objections from the LHA and HE in particular, Officers are satisfied that the application is acceptable in terms of cumulative transport-related impacts.

Summary of highway matters:

44. The proposed development is deemed to be in accordance with local and national planning policy and the 'residual cumulative impacts' of the scheme are not considered to be 'severe' (as set out in NPPF paragraph 109). As such, the proposed development is considered to be acceptable in this respect.

AIR QUALITY

45. Policy L5 of the Trafford Core Strategy states that development that has potential to cause adverse pollution of air will not be permitted unless it can be demonstrated that adequate mitigation measures can be put in place. This goes on to say that where development is proposed close to existing sources of pollution, 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.

46. Paragraph 181 of the NPPF seeks to ensure that opportunities to improve air quality or mitigate impacts are identified, with the presence of Air Quality Management Areas being taken into account. Policy L5 is considered to be compliant with the NPPF and therefore up-to-date.

47. The applicant has submitted an Air Quality Assessment to accompany the application. This concludes that, with the implementation of dust management mitigation measures the impact of construction phase dust emissions is 'not significant', in accordance with Institute of Air Quality Management guidance. In terms of air quality impacts on users of the facility during the operational phase of the development, pollutant concentrations were predicted to be below the relevant short term air quality objectives and the site is therefore deemed to be suitable for the proposed use.
48. The Council's Pollution and Housing section has been consulted and advises that they are satisfied with the above conclusions, subject to the imposition of a condition requiring the submission of a Construction Environmental Management Plan.
49. It has also been recommended that a number of electric vehicle charging points are provided as part of the development. This should be conditioned as part of any consent issued and subject to this, the application is considered to be acceptable with regard to air quality matters.

AMENITY

50. Policy L7 of the Trafford Core Strategy states that *"In relation to matters of amenity protection, development must: Be compatible with the surrounding area; and 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, noise and / or disturbance, odour or in any other way"*.
51. It is noted that the nearest residential properties to the site are those on Stroma Gardens, approximately 400m to the south-west, on the opposite side of the M60. Properties on Langdale Drive in Salford to the north are approximately 450m away, on the northern side of the Manchester Ship Canal. Given these significant separation distances, the proposed development is not considered to result in any harm to residential amenity.
52. Notwithstanding the above, the Council's Pollution and Housing section advises that a condition requiring a Construction Method Statement should be attached to any consent issued to manage and mitigate the main environmental effects of the construction phase of the development. Subject to this condition, the application is considered to be acceptable in this respect.

HERITAGE ASSETS

53. Section 66(1) of the Planning (Listed Building and Conservation Areas) Act 1990 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.”

54. 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.
55. Policy R1 of the Core Strategy states that all new development must take account of surrounding building styles, landscapes and historic distinctiveness and that developers must demonstrate how their development will complement and enhance existing features of historic significance including their wider settings, in particular in relation to conservation areas, listed buildings and other identified heritage assets. This policy does not reflect case law or the tests of ‘substantial’ and ‘less than substantial harm’ in the NPPF. Thus, in respect of the determination of planning applications, Core Strategy Policy R1 is out of date and can be given limited weight.
56. Paragraph 193 of the NPPF establishes 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 NPPF sets out that harm can either be substantial or less than substantial. There will also be cases where development affects heritage assets but from which no harm arises. Significance is defined in the NPPF as ‘The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.’ Setting of a heritage asset is defined in the NPPF as ‘The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral’.
57. The closest listed buildings to the application site are the Grade I Church of All Saints, the Grade II* Barton Bridge, Barton Aqueduct and Control Tower and the Grade II All Saints Presbytery, situated approximately 0.85km to the north-east of the application site. These are within the Barton-upon-Irwell Conservation Area, situated approximately 0.75km to the north-west of the application site at its closest point. The conservation area, including Barton Aqueduct and the Control Tower are highly significant for their industrial and engineering history, constituting a unique example of a surviving swing aqueduct and demonstrating a great feat of Victorian engineering and innovation. The area’s ecclesiastical history is also highly important, having formerly contained two churches whilst All Saints Church is of high significance for its design by a well-known architect.

58. Given the nature of the proposed development, its limited scale and the distance to the above heritage assets, together with the presence of intervening buildings, there is not considered to be any harm to the significance of these listed buildings or the Barton-upon-Irwell Conservation Area.
59. Paragraph 197 of the NPPF identifies that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect 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.
60. The Manchester Ship Canal, approximately 0.3km to the north-east of the application site, is considered to constitute a non-designated heritage asset. The significance of this is derived from its contribution to the industrial revolution. The scale and nature of the development, together with the presence of intervening buildings is such that there is not considered to be any harm to the significance of this non-designated heritage asset.
61. Given the above, the proposed development is not considered to result in any harm to the significance of any designated or non-designated heritage assets and is therefore acceptable in this respect.

FLOODING AND DRAINAGE

62. Policy L5 of the Trafford Core Strategy states that *“the Council will seek to control development in areas at risk of flooding, having regard to the vulnerability of the proposed use and the level of risk in the specific location”*. At the national level, NPPF paragraph 163 has similar aims, seeking to ensure that development is safe from flooding without increasing flood risk elsewhere. Policy L5 is considered to be up-to-date in this regard and so full weight can be attached to it.
63. The application site falls within Flood Zone 2 as defined by the Environment Agency, having a medium probability of flooding. The site also falls within a Critical Drainage Area. The applicant has submitted a Flood Risk Assessment and Drainage Strategy to accompany the application. National Planning Practice Guidance classifies outdoor sport and recreation uses as ‘water-compatible’ in flood risk terms and therefore appropriate within Flood Zone 2 in principle.
64. The Lead Local Flood Authority (LLFA) has been consulted on the application and has not raised any objections to the development, subject to the imposition of a planning condition relating to the submission of a scheme to improve the existing surface water drainage system. This would need to be designed in accordance with the submitted Flood Risk Assessment and Drainage Strategy.

65. Given the above, the application is considered to be acceptable in terms of flooding and drainage and compliant with relevant local and national planning policies and guidance, subject to the recommended condition.

TREES AND LANDSCAPING

66. Policy R3 of the Core Strategy seeks to protect and enhance the Borough's green infrastructure network. Policy R5 states that all development will be required to contribute on an appropriate scale to the provision of the green infrastructure network either by way of on-site provision, off-site provision or by way of a financial contribution. Both policies are considered to be up-to-date in terms of the NPPF and so full weight can be afforded to them.

67. The Council's Arboriculturist notes that the few trees within the site are scrubby regeneration trees which are not of high value. These are not protected and no objections are raised to the loss of these. Six trees are proposed within the parking area and land to the north of the football pitches, as well as 27m of native hedge, amenity grass and ornamental planting.

68. Officers consider that additional tree planting could and should be provided within the car park which would serve to soften the development as well as providing mitigation for the loss of semi-natural grassland and bird nesting opportunities. As such, a condition is recommended requiring the submission of a detailed landscaping scheme in order to secure this additional planting. This condition will also require the use of a raft system for the trees within the car park, as recommended by the Council's Arboriculturist. On this basis, the application is considered to be acceptable in this respect.

ECOLOGY

69. Policy R2 of the Trafford Core Strategy seeks to ensure that all developments protect and enhance the Borough's biodiversity. In addition, Paragraph 118 of the NPPF states that *"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"*. Policy R2 of the Core Strategy is considered to be compliant with the NPPF and therefore up-to-date as it comprises the local expression of the NPPF's emphasis on protecting and enhancing landscapes, habitats and biodiversity. Accordingly, full weight can be attached to it in the decision making process.

70. The application is accompanied by an Ecological Impact Assessment dated September 2019. This concludes that there would be no significant residual impacts to protected species and habitats if the recommended avoidance and mitigation measures are implemented. These measures include the use of a sensitive lighting scheme, clearance of vegetation outside of the bird nesting season and in a sensitive manner and the retention of certain grassland, scrub

and shrubs within the landscape design. These could be secured through appropriately worded planning conditions should planning permission be granted.

71. The Greater Manchester Ecology Unit (GMEU) has been consulted and advises that issues relating to bats, nesting birds, mammals and landscaping can be resolved via condition or informative. On this basis, the proposed development is considered to be acceptable with regard to matters of ecology.

DEVELOPER CONTRIBUTIONS

72. The proposed development would be liable to a CIL (Community Infrastructure Levy) rate of £10 per sqm, constituting a 'leisure' use. No other developer contributions are required to make the scheme acceptable.

OTHER MATTERS

Security and safety:

73. Policy L7.4 of the Trafford Core Strategy states that, in relation to matters of security, development must demonstrate that it is designed in a way that reduces opportunities for crime and must not have an adverse impact on public safety.
74. A Crime Impact Statement has been submitted alongside the application and notes that the proposed scheme is acceptable in principle, however further consideration of certain aspects is recommended. Specifically, this relates to the definition of the site, the detailed design of the changing facilities and the provision of refuse storage and disposal arrangements. It is noted that fencing is provided to the perimeter of the facility whilst details of bin storage can be conditioned.
75. Greater Manchester Police's Design for Security section has been consulted and has recommended that the development is designed and constructed in accordance with the recommendations contained within section 3.3 of the submitted Crime Impact Statement. They also recommend that a condition is imposed requiring the scheme to reflect the physical security specification set out in this statement.
76. On this basis, the proposed development is considered to be acceptable with regard to matters of security and safety subject to the condition requested above.

Contaminated land:

77. The application is accompanied by a 'Phase 1 Desk Study and Preliminary Contaminated Land Risk Assessment' and a 'Phase 2 Contaminated Land Risk Assessment'. The Phase 2 Assessment concludes that in its present state, the ground on this site presents a low risk to end user receptors and can be regarded

as fit for purpose. This goes on to recommend that a watching brief be maintained during site preparation and landscaping and that no further remediation is required. In respect of ground gas, the report confirms that ground gas monitoring is presently ongoing and that a separate ground gas risk assessment report will be produced and submitted on completion.

78. The Council's Pollution and Housing section has been consulted and advises that a condition should be attached to any consent issued requiring the submission of the ground gas risk assessment and a verification report. Subject to the imposition of appropriate conditions to this effect, the application is considered to be acceptable with regard to matters of contaminated land.

External lighting:

79. The application proposes a total of 31no, 12m-high LED floodlights, 28no of which surround the pitches with the remaining 3no columns situated within the car park. The application notes that these are not to be tilted excessively with light being focused onto the required areas and operational impacts at sensitive receptors should be within reasonable margins.

80. The Council's Pollution and Housing section has been consulted and advises that due to the high power and height of the floodlights, a condition should be attached to any consent issued requiring these to be switched off between the hours of 10pm and 9am to avoid any nuisance to potential receptors. Subject to this condition, the proposed development is deemed to be acceptable in this respect.

CUMULATIVE IMPACTS

81. Given that application ref. 98907/FUL/19 (Soccer Dome) is a live planning application in close proximity to the site which is the subject of this proposal, due regard should be given to the cumulative impacts of both developments, particularly in relation to highway and air quality impacts.

82. As has been concluded earlier, the cumulative impact on the highway network is not considered to be so significant as to warrant further assessment or refusal of planning permission on these grounds. The same conclusion has been reached in relation to any other cumulative impacts that might result from the two schemes.

CONCLUSION AND PLANNING BALANCE

83. As the 'most important' policies for determining the application are up-to-date and, for reasons set out in the main body of this report, the proposals are in accordance with the development plan, the development should be approved without delay in accordance with Paragraph 11(c) of the NPPF.

84. All detailed matters have been assessed, including impacts on the highway network, air quality, heritage assets and noise issues. These have been found to be acceptable, with, where appropriate, specific mitigation secured by planning condition. All relevant planning issues have been considered and consultation responses taken into account in concluding that the proposals comprise an appropriate form of development for the site. The proposals are considered to be compliant with the development plan and where this is silent or out-of-date, national planning policy. It also largely complies with relevant adopted local guidance and where it does not the development is considered to be acceptable on its own merits for the reasons set out in the main body of this report. The application is therefore recommended for approval.

RECOMMENDATION

GRANT subject to the following conditions:-

1. The development must be begun not later than three years beginning with the date of this permission.

Reason: Required to be imposed by Section 91 of the Town and Country Planning Act 1990 (as amended).

2. The development hereby permitted shall not be carried out except in complete accordance with the details shown on the following submitted plans:

Plan Number	Drawing Title
4329 102 (Rev E)	Landscape Masterplan
4329 102A	Landscape Render
4329 405 (Rev A)	Planting Plan
MH1147-FF-102 (Rev C)	Proposed Site Plan
MH1147-FF-103	Proposed Ground Floor Plan
MH1147-FF-104	Proposed Roof Plan
MH1147-FF-105	Proposed Elevations
MH1147-FF-106	Proposed Typical Site Section
MH1147-FF-108	Proposed Pitch Dimensions
S119/VW/CS0001	Construction Section
AU/1335/008 (Rev P4)	External M&E Infrastructure

Reason: To clarify the permission and to ensure the development is fit for purpose and sustainable, having regard to Policies L7 and R5 of the Trafford Core Strategy and the National Planning Policy Framework.

3. No development shall take place unless and until a scheme to improve the existing surface water drainage system has been submitted to and approved in writing by the Local Planning Authority. The detailed scheme shall be produced

in accordance with the outline details provided in the Flood Risk Assessment and Drainage Strategy Report (Ref. PG/MB/9649/FF, Issue 1, dated 03/12/2019). The approved scheme shall be fully implemented in accordance with the approved details.

Reason: Such details need to be incorporated into the design of the development to prevent the risk of flooding by ensuring that surface water can be satisfactorily stored or disposed from the site having regard to Policies L4, L5 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

4. No development shall take place unless and until a Construction Environmental Management Plan has been submitted to and approved in writing by the Local Planning Authority. The approved Plan shall be adhered to throughout the construction period and shall provide for:
 - (i) the parking of vehicles of site operatives and visitors
 - (ii) the loading and unloading of plant and materials
 - (iii) the storage of plant and materials used in the construction of the development
 - (iv) the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate
 - (v) wheel washing facilities, including measures for keeping the highway clean
 - (vi) measures to control the emission of dust and dirt during construction and pre-construction and procedures to be adopted in response to complaints of fugitive dust emissions
 - (vii) measures to prevent disturbance to adjacent dwellings from noise and vibration
 - (viii) a scheme for recycling/disposing of waste resulting from construction works (prohibiting fires on site)

Reason: To ensure that appropriate details are agreed before works start on site and to minimise disturbance and nuisance to sensitive receptors and users of the highway, having regard to Policies L5 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

5. No development, including earthworks or site clearance shall take place unless and until a Reasonable Avoidance Measures Method Statement for mammals has been submitted to and approved in writing by the Local Planning Authority. The development shall proceed in accordance with the approved Statement.

Reason: In order to prevent any habitat disturbance to mammals, having regard to Policy R2 of the Trafford Core Strategy and the National Planning Policy Framework.

6. Other than site clearance works, including tree felling, no development shall take place unless and until a ground gas risk assessment (in addition to the Phase 1 and 2 assessments provided with the planning application) has been submitted to and approved in writing by the Local Planning Authority. The assessment shall include a remedial action plan to detail the measures necessary to mitigate the risk from the ingress of landfill gas.

Reason: To ensure the safe development of the site in the interests of the health of future occupiers in accordance with Policies L5 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

7. The development hereby permitted shall not be brought into use until a verification report demonstrating completion of works set out in the approved remedial action plan required by Condition 6 has been submitted to and approved in writing by the Local Planning Authority. The report shall include results of sampling and monitoring carried out in accordance with the approved verification plan to demonstrate that the site remediation criteria have been met. It shall also include any plan, where required (a 'long-term monitoring and maintenance plan') for longer-term monitoring as identified in the verification plan. The long-term monitoring and maintenance plan shall be implemented as approved.

Reason: To ensure the safe development of the site in the interests of the health of future occupiers in accordance with Policies L5 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

8. 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. The mitigation strategy shall be implemented as approved.

Reason: In order to prevent any habitat disturbance to nesting birds having regard to Policy R2 of the Trafford Core Strategy and the National Planning Policy Framework.

9. Demolition and construction work shall be limited to the following hours:

08.00-18.00	Monday – Friday
09.00-13.00	Saturday

No demolition or construction work shall take place on Sundays, Bank Holidays and Public Holidays.

Reason: To minimise disturbance and nuisance to occupiers of nearby properties and users of the highway, having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

10. Notwithstanding any description of materials in the application, no above-ground construction works shall take place until samples and full specifications of materials to be used externally on all buildings hereby approved have been submitted to and approved in writing by the Local Planning Authority. The specifications shall include the type, colour and texture of the materials. Development shall be carried out in accordance with the approved details.

Reason: In order to ensure a satisfactory appearance in the interests of visual amenity having regard to Policy L7 of the Trafford Core Strategy and the requirements of the National Planning Policy Framework.

11. The development hereby approved shall not be brought into use unless and until a Phased Traffic Management Plan, including the management of pedestrians and cyclists, has been submitted to and approved in writing by the Local Planning Authority. The approved Plan shall be implemented and adhered to in full.

Reason: To ensure that satisfactory provision is made within and around the site for the movement and management of vehicles attracted to or generated by the proposed development and in the interests of pedestrian and highway safety, having regard to Policies L4 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

12. The development hereby approved shall not be brought into use unless and until a scheme for secure cycle storage has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of the design of cycle storage facilities and shall be implemented before the development is first brought into use and shall be retained at all times thereafter.

Reason: To ensure that satisfactory cycle parking provision is made in the interests of promoting sustainable development, having regard to Policies L4 and L7 of the Trafford Core Strategy, the Council's adopted Supplementary Planning Document 3: Parking Standards and Design, and the National Planning Policy Framework.

13. The development hereby approved shall not be brought into use unless and until a Waste Management Strategy has been submitted to and approved in writing by the Local Planning Authority. The approved Strategy shall be adhered to at all times following the development being brought into use.

Reason: To ensure waste collections from the site can be appropriately managed and in the interests of highway safety, having regard to Policies L4 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

14. The development hereby approved shall not be brought into use unless and until details of external bin stores, which shall include accommodation for separate recycling receptacles for paper, glass and cans in addition to other household waste, have been submitted to and approved in writing by the Local Planning Authority. The development shall not be brought into use unless and until the approved bin stores have been completed and made available for use. The approved bin stores shall be retained thereafter.

Reason: To ensure that satisfactory provision is made for refuse and recycling storage facilities for the development, having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

15. The development hereby approved shall not be brought into use unless and until a scheme for the installation of bird boxes has been submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented before the development is brought into use and retained thereafter.

Reason: In order to protect and enhance biodiversity associated with the site having regard to Policy R2 of the Trafford Core Strategy and the National Planning Policy Framework.

16. (a) Notwithstanding the details shown on the approved plans, the development hereby permitted shall not be brought into use unless and until full details of both hard and soft landscaping works have been submitted to and approved in writing by the Local Planning Authority. These details shall include the formation of any banks, terraces or other earthworks, hard surfaced areas and materials (including areas of the site designated for car parking), planting plans, specifications and schedules (including planting size, species and numbers/densities), existing plants/trees to be retained and a scheme for the timing/phasing of implementation works. These details shall also include a raft system to be used for trees planted within areas of hard surfacing. The raft system details shall include technical drawings of the type of system to be used, the area that the system will cover and the type and volume of soil to be used (structural soils will not be acceptable).

(b) The landscaping works approved under part (a) of this condition shall be carried out in accordance with the approved scheme for timing/phasing of implementation or within the next planting season following final occupation of the development hereby permitted, whichever is the sooner. All tree planting within areas of hard surfacing shall be implemented in accordance with the details approved under part (a) of this condition.

(c) Any trees or shrubs planted or retained in accordance with this condition which are removed, uprooted, destroyed, die or become severely damaged or become seriously diseased shall be replaced within the next planting season by trees or shrubs of similar size and species to those originally required to be planted.

Reason: To ensure that the site is satisfactorily landscaped having regard to its location, the nature of the proposed development and having regard to Policies L7, R2 and R3 of the Trafford Core Strategy and the National Planning Policy Framework.

17. The development hereby approved shall not be brought into use unless and until a schedule of landscape maintenance for the lifetime of the development has been submitted to and approved in writing by the Local Planning Authority. The schedule shall include details of the arrangements for its implementation. Maintenance shall be carried out in accordance with the approved schedule.

Reason: To ensure that the site is satisfactorily landscaped having regard to its location, the nature of the proposed development and having regard to Policies L5, L7, R2 and R3 of the Trafford Core Strategy and the National Planning Policy Framework.

18. The development hereby approved shall not be brought into use unless and until a Management and Maintenance Scheme for the facility including management responsibilities and a maintenance schedule has been submitted to and approved in writing by the Local Planning Authority. The measures set out in the approved scheme shall be complied with in full, with effect from commencement of use of the artificial grass pitches and clubhouse.

Reason: To ensure that new facilities are capable of being managed and maintained to deliver facilities which are fit for purpose, sustainable and to ensure sufficient benefit of the development to sport and to accord with Trafford Core Strategy Policies L7 and R5 and Paragraph 97 of the National Planning Policy Framework.

19. The development hereby approved shall not be brought into use unless and until a scheme for the installation of electric vehicle charging points has been submitted to and approved in writing by the Local Planning Authority. The approved charging points shall be installed and made available for use prior to the development being brought into use and shall be retained thereafter.

Reason: In the interests of promoting sustainable travel having regard to Policies L4 and L5 of the Trafford Core Strategy and the National Planning Policy Framework.

20. The development hereby approved shall not be brought into use unless and until a Full Travel Plan (in accordance with the principles set out in the submitted 'Framework Travel Plan', ref. M19025-09 TP, dated January 2019) which should include measurable targets for reducing car travel, has been submitted to and approved in writing by the Local Planning Authority. On or before the first occupation of the development hereby permitted the Travel Plan shall be implemented and thereafter shall continue to be implemented throughout a period of 10 (ten) years commencing on the date of first occupation.

Reason: To reduce car travel to and from the site in the interests of sustainability and highway safety, having regard to Policies L4 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

21. The development hereby approved shall not be brought into use unless and until the means of access and the areas for the movement, loading, unloading and parking of vehicles and bicycles have been provided, constructed and surfaced in complete accordance with the submitted plans. These areas shall thereafter be retained and not be put to any other use than their intended purpose.

Reason: To ensure that satisfactory provision is made 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 National Planning Policy Framework.

22. The site shall only be lit in accordance with the scheme for external lighting shown on drawing number AU/1335/008 (Rev P4).

All floodlights serving the football pitches hereby approved shall not be turned on other than between the hours of 09.00 and 22.00 on any day.

Reason: In the interests of amenity, having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

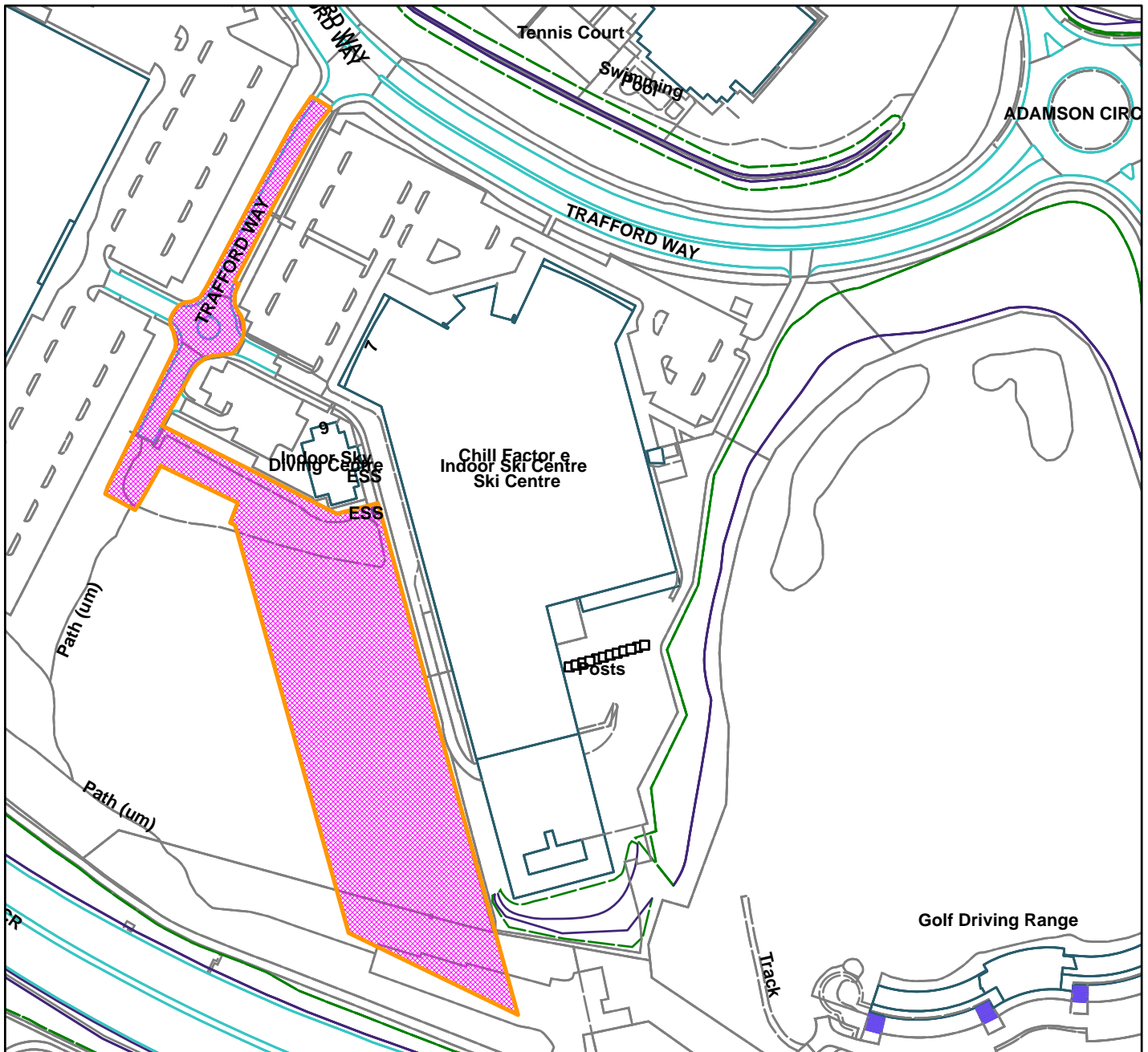
23. The development hereby approved shall be designed and constructed in accordance with the recommendations contained within section 3.3 and the physical security specification within section 4 of the submitted Crime Impact Statement dated 06/09/2019 (URN:2019/0360/CIS/01) and retained thereafter.

Reason: In the interests of crime prevention and the enhancement of community safety, having regard to Core Strategy Policy L7 and the National Planning Policy Framework.

JD



Land adjacent to Soccer Dome, Trafford Way, Trafford Park (site hatched on plan)



Scale: 1:2,500

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Organisation	Trafford Council
Department	Planning Service
Comments	Committee date 13/02/20
Date	03/02/2020
MSA Number	100023172 (2012)

WARD: Davyhulme East

98907/FUL/19

DEPARTURE: No

Change of use of existing Soccer Dome building from D2 to D1 use, erection of extensions for D1 use, formation of service yard, extension to existing parking areas, external alterations including new entrance feature, demolition of external sports pitches, landscaping and associated works

Soccer Dome, Trafford Way, Trafford Park, M17 8DD

APPLICANT: Peel Investments (North) Ltd and Peel Investment Properties Ltd

AGENT: Mr James Warrington, WSP – Indigo Planning

RECOMMENDATION: GRANT

The application has been reported to the Planning and Development Management Committee at the request of Councillor Walsh.

SITE

The application relates to the existing DW Sports and Fitness Centre/Fives Soccer Centre and associated car park located to the south of Trafford Way and the north of the M60 within the area known as Trafford City. The centre is currently in use for a variety of D2 uses, including indoor and outdoor football pitches, a gymnasium and ancillary facilities. The proposed development site also includes the area to the rear of the building which contains 4no outdoor football pitches. The application site measures a total of 6.2 hectares.

The existing building was constructed in the 1990s and is a two storey steel framed building with cream and green metal cladding and a buff block plinth. The existing building has a ground floor to ridge height of 9.4 metres. The existing car park serving the site accommodates 486no vehicles, 6no of which are disabled bays.

The application site is bound to the north and east by Trafford Way, with the Manchester Ship Canal further to the north. To the south east of the site is the Beyond Chill Factore indoor skiing and snowboarding centre and the iFly indoor skydiving centre. David Lloyd gym and a Travelodge hotel are located to the north-east of the site.

PROPOSAL

Planning permission is sought for the change of use of the building from D2 (assembly and leisure) to D1 (non-residential institutions) purposes. This is to enable the building to accommodate the relocated EventCity facility, a conference and exhibition centre which is currently situated to the south-east of Barton Square on Barton Dock Road. The proposal also includes the erection of extensions to the north-west and south-west

elevations and external alterations to the building itself, including a new entrance feature to the south-east elevation.

Planning permission is also sought for alterations within the site boundary. These include the formation of a service yard to the north-west of the building, the extension of the existing parking area, the demolition/removal of external sports pitches along with associated landscaping and access works.

The 'Fives' football facility which is currently housed within the Soccer Dome building is proposed to be relocated to land to the south-east of the application site. This does not form part of this application but is subject to a separate application for planning permission (ref. 98906/FUL/19) elsewhere on this agenda.

DEVELOPMENT PLAN

For the purpose 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.

PRINCIPAL RELEVANT CORE STRATEGY POLICIES

SL4 – Trafford Centre Rectangle
L4 – Sustainable Transport and Accessibility
L5 – Climate Change
L7 – Design
W1 – Economy
W2 – Town Centres & Retail
R2 – Natural Environment
R3 – Green Infrastructure
R5 – Open Space, Sport and Recreation
R6 – Culture and Tourism

SUPPLEMENTARY PLANNING DOCUMENTS

Revised SPD1 – Planning Obligations
SPD3 – Parking Standards & Design

PROPOSALS MAP NOTATION

Strategic Location – Trafford Centre Rectangle
Trafford Centre and its Vicinity
Regional Sports Complex

PRINCIPAL RELEVANT REVISED UDP POLICIES/PROPOSALS

ENV9 – Sites of Importance for Nature Conservation

GREATER MANCHESTER SPATIAL FRAMEWORK

The Greater Manchester Spatial Framework is a joint Development Plan Document being produced by each of the ten Greater Manchester districts and, once adopted, will be the overarching development plan for all ten districts, setting the framework for individual district local plans. The first consultation draft of the GMSF was published on 31 October 2016, and a further period of consultation on the revised draft ended on 18 March 2019. A Draft Plan will be published for consultation in Summer 2020 before it is submitted to the Secretary of State for independent examination. The weight to be given to the GMSF as a material consideration will normally be limited given that it is currently at an early stage of the adoption process. Where it is considered that a different approach should be taken, this will be specifically identified in the report. If the GMSF is not referenced in the report, it is either not relevant, or carries so little weight in this particular case that it can be disregarded.

NATIONAL PLANNING POLICY FRAMEWORK (NPPF)

The MHCLG published the revised National Planning Policy Framework (NPPF) on 19 February 2019. The NPPF will be referred to as appropriate in the report.

NATIONAL PLANNING PRACTICE GUIDANCE (NPPG)

The MHCLG published revised National Planning Practice Guidance (NPPG) on 29 November 2016, which was last updated on 01 October 2019. The NPPG will be referred to as appropriate in the report.

NATIONAL DESIGN GUIDE

The MHCLG published the National Design Guide in October 2019. This will be referred to as appropriate in the report.

RELEVANT PLANNING HISTORY

98906/FUL/19: Erection of 8no. floodlit outdoor all-weather football pitches, clubhouse comprising changing rooms, bathroom facilities, clubroom, office, store and plant room, parking and associated works – Pending consideration.

93120/FUL/17: Conversion of part of the existing building from use as indoor football pitches to a 'Project Canyon' branded indoor adventure centre, including the erection of a rear extension, external alterations, landscaping and other associated works – Approved with conditions 08/03/2018.

H45212: Erection of a regional sports complex (approval of reserved matters relating to a multi-purpose sports hall) pursuant to condition (i) of planning permission H/UDC/41035 (TPA 1095) – Approved with conditions 26/02/1998.

H43896: Erection of a regional sports complex (part approval of reserved matters relating to playing pitches, seating and associated parking, access and canal side works (siting, design, external appearance; means of access and landscaping)) pursuant to condition (1) of planning permission H/UDC/41035 (TPA 1095) – Approved with conditions 25/09/1997.

APPLICANT'S SUBMISSION

The applicant has submitted the following information in support of the application:

- Air Quality Assessment
- Arboricultural Statement
- Crime Impact Statement
- Design and Access Statement
- Ecological Impact Assessment
- Flood Risk Assessment and Drainage Strategy
- Framework Travel Plan
- Landscape Strategy
- Noise Impact Assessment
- Phase 1 Desk Study and Preliminary Contaminated Land Risk Assessment
- Planning Statement
- Transport Assessment

CONSULTATIONS

Arboriculturist: Raft system should be used for trees within parking areas. Enough rooting volume should be available for all trees to be planted.

Greater Manchester Ecology Unit: No significant issues – conditions and informatives recommended.

Greater Manchester Police – Design for Security: Condition recommended to reflect physical security specifications set out in Crime Impact Statement.

Highways England: No objection.

Lead Local Flood Authority: No objection, condition recommended.

Local Highway Authority: No objection, conditions recommended.

Manchester Ship Canal Company: No response received.

Pollution & Housing (Air Quality): No objection subject to conditions.

Pollution & Housing (Nuisance): Further noise investigation required, conditions recommended.

Pollution & Licensing (Contaminated Land): Conditions recommended.

Salford City Council: No objection.

Sport England: No objection, conditions recommended.

Transport for Greater Manchester: No comments to make from a Metrolink perspective. HFAS are satisfied, detailed comments from UTC referenced in 'Observations' section of report.

United Utilities: Conditions recommended.

Waste Management: No response received.

REPRESENTATIONS

None

OBSERVATIONS

PRINCIPLE OF DEVELOPMENT

Policy position:

1. Section 38(6) of the Planning and Compensation Act 1991 states that planning applications should be determined in accordance with the development plan unless material considerations indicate otherwise. The NPPF at Paragraphs 2 and 47 reinforces this requirement and at Paragraph 12 states that the presumption in favour of sustainable development does not change the statutory status of the development plan as a starting point for decision making, and that where a planning application conflicts with an ***up-to-date*** (emphasis added) development plan, permission should not normally be granted.

2. The Council's Core Strategy was adopted in January 2012, prior to the publication of the 2012 NPPF, but drafted to be in compliance with it. It remains broadly compliant with much of the policy in the 2019 NPPF, particularly where that policy is not substantially changed from the 2012 version.
3. The NPPF is a material consideration in planning decisions, and as the Government's expression of planning policy and how this should be applied, should be given significant weight in the decision making process.
4. Policies relating to the town centre uses, the strategic location, design, impact on amenity and heritage are considered to be 'most important' for determining this application when considering the application against NPPF Paragraph 11 as they control the principle of the development and are relevant to the impact of the proposed development and surrounding area:
 - Policy W2 of the Core Strategy is considered to be generally consistent with the NPPF in supporting the growth of Trafford's town centres and the role they play in local communities.
 - Policy SL4 of the Core Strategy is generally in compliance with the NPPF in relation to the regeneration and provision of new sustainable communities. However the references to specific housing numbers and heritage are not consistent with the NPPF. In all other aspects this policy is consistent with the NPPF.
 - Policy L7 of the Core Strategy is considered to be compliant with the NPPF and therefore up-to-date as it comprises the local expression of the NPPF's emphasis on good design and, together with associated SPDs, the Borough's design code. Full weight can be afforded to this policy.
 - Policy R6 of the Core Strategy is considered to be compliant with the NPPF and therefore up-to-date as it supports culture and tourism uses which can help to support the local economy. Full weight can be afforded to this policy.
 - Policy L4 is considered to be out-of-date in that it includes reference to a 'significant adverse impact' threshold in terms of the impact of the development on the operation of the road network, whereas the NPPF refers to a 'severe' impact'.
5. Whilst some aspects of relevant development plan policy are out-of-date in relation to this particular application (for example the reference to Policy L4 noted above) and although the overarching policy is still considered 'most important' for decision making purposes, the aspects of these policies which are out-of-date are not determinative in the context of this application. Therefore, when considering the overall basket of 'most important' policies, the development plan is considered to be up-to-date for decision making purposes. The tilted balance in Paragraph 11 of the NPPF is not engaged and the application should be determined in accordance with the development plan unless material considerations indicate otherwise.

Strategic Location:

6. Core Strategy policy SL4 sets out a number of criteria required for development within the Trafford Centre Rectangle Strategic Location to be acceptable. These are as follows:
 - Significant improvements to public transport infrastructure including an integrated, frequent public transit system;
 - The provision of the Western Gateway Infrastructure Scheme (WGIS);
 - A Flood Risk Assessment must demonstrate that the development will be safe, without increasing flood risk elsewhere, and that it will where possible reduce flood risk overall. Uses identified in national guidance as being more vulnerable to flooding such as residential, certain leisure uses, healthcare and educational facilities must be located outside Flood Zone 3;
 - Contribution towards the provision of additional utility capacity, including the reinforcement of the local waste water treatment works;
 - Improvements to both the physical and environmental qualities of the Manchester Ship Canal, the Bridgewater Canal and the Barton Bridge Swing Aqueduct;
 - Provision, where appropriate, to maintain, and/or enhance the Manchester Ship Canal and the Bridgewater Canal for leisure and transportation purposes; and
 - The preservation or enhancement of the Barton-upon-Irwell Conservation Area, and its wider setting.
7. Many of the criteria set out in Policy SL4 are not deemed to be of relevance to the current proposal given that these are not necessary to make the development acceptable in planning terms. For example, the development would have no impact upon the use of the Bridgewater or Manchester Ship Canals for leisure and transportation purposes.
8. Notwithstanding this, the development is considered to be in accordance with those criteria which are of relevance. For example, an appropriate Flood Risk Assessment has been provided and the development would not cause harm to the Barton-upon-Irwell Conservation Area. On this basis, the proposed development is deemed to be in accordance with the aims of policy SL4.

Main town centre use:

9. Core Strategy Policy R6 states that the Council will encourage and continue to support the culture and tourism offer, and related developments where appropriate, that highlight and enhance the cultural heritage of the Borough, in accordance with national guidance and policies within the Development Plan for Trafford, in (amongst others) the Trafford Centre Rectangle Strategic Location. Policy R6 is generally in accordance with the NPPF in promoting and seeking to

improve the tourism and culture offer within the borough. It is therefore considered to be up-to-date for the purposes of this application.

10. Paragraph 86 of the NPPF states that local planning authorities should apply a sequential test to planning applications for main town centre uses which are neither in an existing centre nor in accordance with an up-to-date plan.
11. The proposed development constitutes a 'main town centre use' as defined by the NPPF (culture and tourism development (including...conference facilities)) and falls within the D1 use class. The specific proposed use is deemed to comprise a tourism use which Core Strategy Policy R6 states is appropriate in this location. On this basis, the proposed development is considered to be in accordance with the Development Plan and a sequential test is not therefore required.

Loss of football pitches/gym:

12. Policy R5 of the Core Strategy states that developers will be required as appropriate to demonstrate how their development will protect, and encourage the use of Trafford's open space and sports/recreation facilities. Development which results in an unacceptable loss of quantity of open space, sport or recreation facilities, or does not preserve the quality of such facilities will not be permitted. This policy is considered to be largely up-to-date, although the NPPF is more flexible in relation to this issue. Paragraph 97 of the NPPF states that existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:
 - (a) an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
 - (b) the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
 - (c) the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.
13. The football pitches within and outside of the existing building are deemed to be 'playing fields' for the purposes of the NPPF. As a result, one of the above exceptions will need to be met for the development to be considered acceptable in this respect. Sport England has been consulted on this basis.
14. Sport England's policy is to oppose the granting of planning permission for any development which would lead to the loss of, or prejudice the use of all/part of a playing field unless one or more of five stated exceptions apply. The most

relevant of these for the purposes of this application is exception E4, which states:

The area of playing field to be lost as a result of the proposed development will be replaced, prior to the commencement of development, by a new area of playing field:

- *of equivalent or better quality, and*
- *of equivalent or greater quantity, and*
- *in a suitable location, and*
- *subject to equivalent or better accessibility and management arrangements.*

15. Sport England, in its initial consultation response, raised an objection to the proposed development on the grounds that none of its stated exceptions would be met. In response to this, the applicant provided a statement and additional information which sought to address the concerns raised and demonstrate that the development would accord with Sport England's overall aims. Specifically, the applicant has highlighted the following:

- The use of the Soccer Dome facility for sports pitches is not commercially viable
- The proposed new football facility will result in a net gain in total pitch space provided when compared with loss of the existing pitches
- The design and specifications of the new football facility has been deemed acceptable by the Football Foundation
- The loss of existing sports pitches at the Soccer Dome has already been established under earlier planning consents
- The Soccer Dome could be converted to another Class D2 use without the need for planning permission

16. In response to this additional information, Sport England advises that it withdraws the previously lodged objections to the application as it is considered to broadly meet Exception 4 of its policy relating to the loss of playing fields. This is subject to a condition requiring at least 8no of the existing pitches to be retained for use until the replacement facilities proposed by application ref. 98906/FUL/19 are made available.

17. On this basis, Officers are satisfied that the proposed development would be in accordance with Core Strategy Policy R5 and Paragraph 97 of the NPPF.

18. With regard to the gym, the submitted Planning Statement notes that there is a range of similar alternative facilities in proximity to the site, including David Lloyd in Trafford City and gyms at the AJ Bell Stadium in Salford. It is also noted that Sport England has not objected to the loss of this facility. On this basis, it is considered that the application is acceptable in this respect.

DESIGN AND APPEARANCE

19. Policy L7 of the Trafford Core Strategy states that *“In relation to matters of design, development must: Be appropriate in its context; Make best use of opportunities to improve the character and quality of an area; Enhance the street scene or character of the area by appropriately addressing scale, density, height, massing, layout, elevation treatment, materials, hard and soft landscaping works, boundary treatment; and, Make appropriate provision for open space, where appropriate, in accordance with Policy R5 of this Plan”*. Policy L7 of the Core Strategy is considered to be compliant with the NPPF and therefore up-to-date as it comprises the local expression of the NPPF’s emphasis on good design and, together with associated SPDs, the Borough’s design code. It can therefore be given full weight in the decision making process.
20. Paragraph 124 of the NPPF states that *“The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities”*. Paragraph 130 states that *“Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions”*.
21. The proposed development includes the erection of two extensions to the north-west and south-west elevations of the building. The extension to the north-west has a gross external floor area of 571sqm with a monopitched roof, and is intended to accommodate kitchen facilities. The extension to the south-west has a gross external floor area of 1,314sqm with a pitched roof to match the existing building and is intended to accommodate additional exhibition space. The scale and siting of these extensions is considered to be appropriate, whilst their external appearance would generally be in keeping with the existing building, once refurbished.
22. New entrance features are proposed to two main entrance points to the south-east elevation of the building. These project forward of the existing building line with materiality comprising exposed steelwork, timber fins and uPVC cladding. These features are considered to represent an improvement to what is the principal elevation of the building, adding interest and a clearly defined arrival point.
23. The existing external blockwork walls are proposed to be repaired and repainted in two shades of grey. Existing cladded sections are to be over clad with composite metal panels in a variety of colours whilst the roof is also proposed to be over clad with grey PVC cladding. These alterations will serve to modernise and refresh the appearance of the building and are considered to be acceptable in design terms.

24. The boundary to the rear of the building will be strengthened through the use of additional planting and fencing. A detailed landscaping scheme should be required by condition, however the submitted plans indicate that the proposed fence in this location will be screened from surrounding land by hedging, outside the fence line. In addition, a number of trees are to be planted within the existing and proposed parking areas, which will serve to soften the appearance of these to some extent. A revised landscaping scheme to include additional tree planting within the parking area and to the rear of the service yard should be required by condition (as discussed within the 'Trees and landscaping' section of this report).
25. The applicant advises that the design of the proposed new facility aims to promote access for all users and ensure that all users, including disabled people, older people and young children, can move across the site on equal terms, including from parking areas to the facility itself. In addition to numerous staircases, a lift will facilitate access between the ground and upper levels for those in need. All access routes to principal entrances will be well lit and constructed from firm, durable and slip resistant materials and all thresholds to principal entrances will be level, in accordance with Building Regulations Approved Document Part M. However, if a stepped approach is unavoidable this will be designed to suit the needs of people that may be classified as ambulant disabled. It is also noted that Separate male, female and disabled WCs will be provided in the converted building whilst baby changing and feeding facilities will be available in selected WCs.
26. Given the above, the proposed development is considered to be acceptable in terms of its design, appearance and impact on the character of its surroundings.

HIGHWAY MATTERS

27. Policy L4 of the Trafford Core Strategy states that *“when considering proposals for new development that individually or cumulatively will have a material impact on the functioning of the Strategic Road Network and the Primary and Local Highway Authority Network, the Council will seek to ensure that the safety and free flow of traffic is not prejudiced or compromised by that development in a significant adverse way”*.
28. Paragraph 109 of the NPPF states that *“Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe”*. Given the more stringent test for the residual cumulative impacts on the road network set by the NPPF, it is considered that Core Strategy Policy L4 should be considered to be out-of-date for the purposes of decision making, albeit the difference between the tests 'significant adverse' and 'severe', is arguably a moot point.

29. NPPG (Paragraph: 014, Reference ID: 42-014-20140306) states that it is important to give appropriate consideration to the cumulative impacts arising from other committed development (i.e. development that is consented or allocated where there is a reasonable degree of certainty will proceed within the next 3 years). The transport-related impacts of the football facility proposed under application ref. 98906/FUL/19 will be considered cumulatively with the development proposed under the present application, given that both are due to be determined at the same Committee meeting. It should also be noted that the submitted Transport Assessment considers both developments in conjunction.
30. It is noted that an application has been submitted for the development of a wellbeing resort ('Therme') at the existing EventCity site (ref. 99489/FUL/19). Given that this does not constitute a 'committed development' at this stage, there is no requirement for the cumulative impact of this to be considered with the present application. It is noted that should consent be given for this development, the cumulative impact of this, together with the Therme development will be considered under the Therme application.
31. The Local Highway Authority (LHA), Transport for Greater Manchester (TfGM) and Highways England (HE) have been consulted on the application. Clarification and further information on a number of matters was sought within their initial comments, in response to which the applicant's transport consultant has provided further supporting information. Additional comments have been provided from the LHA, TfGM and HE which, for the reasons set out below, indicate that the highways impacts of the proposal are acceptable.

Impact on the highway network, including Strategic Road Network:

32. The existing EventCity facility is located adjacent to Barton Dock Road, approximately 1.5 miles east of the application site. It is understood from the Transport Assessment (TA) that for the existing building, between May 2018 and May 2019 events took place on 60no weekdays, 21no Saturdays and 18no Sundays which represents 27 per cent of days in the year. Recorded footfall for these events ranged between 40 and 70,000.
33. Traffic modelling has been completed using a test case scenario for a busy event based on Trip Rate Information Computer System (TRICS) data, and general data for commercial and leisure trip patterns in the area. The applicant advises that the existing Soccer Dome building was not fully utilised at the time the TA was produced, hence the use of TRICS data. It is also noted that TRICS data was utilised for the earlier application at the site (ref. 93120/FUL/17: conversion of part of the existing building to an indoor adventure centre), granted consent in March 2018. The LHA confirms that this is an acceptable approach.
34. For the existing gym and sports pitches, the modelling results show two-way traffic flows of 66no for the AM peak (08.00-09.00hrs), and two-way traffic flows

of 195no for the PM peak (17.00-18.00hrs). For the proposed development, the results predict an increase to existing two-way traffic flows of +93no AM (159no total) and +83no PM (278no total). The LHA does not dispute these figures and is satisfied that this increase would not be harmful to the operation of the highway network.

35. The proposed development, together with that proposed under application ref. 98906/FUL/19 is expected to impact the M60, with traffic volumes predicted to increase at Junctions 10 and 11 on event days. The applicant's response to Highways England states that the proposed development would see a net increase of 13 trips per hour at Junction 10 (but only on event days) in comparison to the permitted use (and planning permission ref. 93120/FUL/17). No objections are raised by any consultees on this basis. The proposed development is predicted to result in fewer trips through M60 Junction 9 and whilst the LHA suggests that cumulative impacts with the proposed 'Therme' development should be considered, this is not deemed to be necessary for the consideration of this application for the reasons set out above.
36. The developer has also assessed the AM peak traffic flows at Bridgewater Circle. The results confirm that these flows are significantly lower than those recorded for the PM peak (it is noted that the Trafford Centre does not open until 10am). It is also understood that when no events are taking place, the venue would generate very few trips. Bridgewater Circle Sensitivity Testing has been completed for PM peak traffic flows, which confirms that the test flows used in the Transport Assessment are greater than the Sensitivity Test, and therefore provide a more robust assessment. The LHA and Highways England (HE) have been provided with this information and has confirmed acceptance of the data.
37. HE, in its initial response, requested that further information was provided in relation to a number of matters which is summarised as follows:
- Clarification on how the number of car trips per day has been calculated from the footfall figures and comparison of the resultant trip rates with those returned by TRICS
 - Further information on the TAs/surveys that have been considered in support of the proposed distribution
 - Further information to confirm that Saturday peak traffic flows from and to the Strategic Road Network are lower than weekdays
 - Further consideration of how traffic flows across junctions 10 and 11 could impact on their operation
38. The applicant's transport consultant has submitted a statement to seek to address these concerns. This notes, amongst other things, that the TA (para 4.4 and Appendix E) includes the full procedure for the calculation of car trips whilst additional information is also provided in this respect. 'WebTRIS' data for Junction 10 has been reviewed as suggested by HE which confirms that average

weekday flows are greater than Saturday flows, whilst it is noted that the absence of Saturday-based destinations in proximity to junction 11 indicates that Saturday activity would be significantly lower here.

39. In response to the additional information provided, HE has advised that it has no objection to the application.

40. TfGM, in its initial consultation response, requested that further information was provided in relation to a number of matters which is summarised as follows:

- Traffic flows from the existing use should be used to predict trips for proposed location
- Traffic flows at the AM peak should be considered as well as those for the PM peak
- Actual use of Salford Western Gateway (WGIS) should be referred to for base flows rather than modelling
- Bridgewater Circle modelling should use up to date traffic signal timings

41. The applicant's transport consultant has submitted a statement to seek to address these concerns. This notes, amongst other things, that (as stated above), the existing Soccer Dome building was not fully utilised at the time the TA was produced, hence the use of TRICS data. Given that the PM peak is the most sensitive period for traffic implications, consideration of the AM peak is not deemed necessary. With regard to WGIS flows, future year development traffic has been incorporated which is deemed to be a more robust approach than existing use data.

42. In response to the additional information provided, TfGM advises that most of the points raised in its initial response have been addressed but maintains that a sensitivity test should be undertaken and that a CCTV camera should be provided to monitor the network and make traffic signal interventions as appropriate. The applicant has subsequently advised that the provision of a Traffic Management Plan (to be required by condition) would ensure the careful management of traffic flows during busy times and will also be able to take account of the traffic changes associated with the Trafford Park Metrolink line. In addition, it is noted that the development will often result in lower peak period trip generations than the existing site and the applicant considers the provision of a CCTV camera is not therefore appropriate.

43. A final response from TfGM is awaited and this shall be reported within an Additional Information Report to Committee.

Car parking:

44. The Council's adopted SPD3: Parking Standards and Design seeks to achieve a maximum of one car parking space per 20sqm of gross floor area in respect of

the proposed D1 use in this location. Based on these standards, the proposed development would be expected to provide a maximum of 1,196no car parking spaces.

45. The existing lawful use of the Soccer Dome building has an SPD3 requirement of 1,000no car parking spaces. It is also noted that approximately 2,000no spaces are provided for the existing EventCity facility which has an SPD3 requirement of 1,700no spaces. The proposed plans indicate that the existing car park at the application site is to be retained and extended, with the total number of car parking spaces increasing from 488no to 806no. This equates to a shortfall of 390no spaces from the maximum standards (a shortfall of approximately 32 per cent). It is noted however that there is an overprovision of 35no spaces associated with the football facility proposed under application ref. 98906/FUL/19, and given that the car park as a whole will in reality be shared between the two uses, the shortfall from the maximum standards can reasonably be deemed to be 355no spaces.
46. Whilst allocated overflow car parking is not provided for EventCity at the Trafford Centre, visitors to the existing EventCity are able to utilise the various Trafford Centre car parks on an informal basis. As such, visitors to EventCity currently have access to approximately 15,000 car parking spaces. This is deemed to provide an adequate level of parking provision for the proposed facility, which will operate in a similar manner to the existing EventCity, i.e. visitors to EventCity will be able to use the Trafford Centre car parks as overspill parking if and when necessary. The LHA and TfGM request that a condition requiring the submission of a phased traffic management plan is attached to any consent issued to ensure the development operates effectively in this respect.
47. Highways England (HE), in its initial response, requested that a parking accumulation exercise is submitted in order to provide clarity on the appropriateness of the proposed parking allocation and to indicate the likelihood of the overspill arrangement being utilised. The applicant's response to this advises that at peak accumulation, there would still be just over 20 per cent capacity remaining in the proposed car park. HE has subsequently confirmed that it has no objection to the application.
48. A total of 38no disabled parking spaces are proposed which accords with the Council's SPD3 guidelines. These guidelines seek to achieve a minimum of four disabled bays plus 4 per cent of the total car park capacity. The parking layout is also in accordance with section 9 of SPD3 and is therefore acceptable in this respect.
49. The LHA, TfGM and HE request that a Travel Plan is submitted to encourage the use of sustainable methods of transport to the proposed development site. This should be conditioned as part of any consent issued.

50. Subject to the above conditions, the LHA does not raise any objections on car parking grounds and the application is considered to be acceptable in this respect.

Access:

51. It is not proposed to amend the existing site access arrangements, with access being from Trafford Way (a two-lane dual carriageway road). Salford Western Gateway, located to the north of the proposed development, and Trafford Way are not currently adopted highway, however both are prospectively maintainable by the LHA. No concerns have been raised to these vehicular access arrangements by the LHA, TfGM or HE and are deemed to be acceptable.

52. The proposals include the retention of the existing pedestrian entrance, and the construction of a second, smaller pedestrian entrance on the southern façade. It is proposed to provide a network of pedestrian footways/walkways within the car park to allow safe pedestrian access and egress to the entrances. The submitted plans confirm that where required, pedestrian routes would be increased to a minimum width of 2m. Uncontrolled crossings comprising dropped kerbs and tactile paving would be provided within the application site. The LHA recommends that a condition requiring the submission of a pedestrian signage strategy is attached to any consent issued.

53. The LHA has suggested that a section of existing hedging is removed to avoid the need for pedestrians to cross a section of road within the car park twice within a short length. Given that this route is not likely to be used particularly frequently due to its location, together with the softening impact this hedge has on the appearance of the car park, on balance Officers do not consider it necessary for this to be removed. The pedestrian signage strategy referred to above will also serve to improve the safety of pedestrians using the car park.

54. Given the above, the proposed development is considered to be acceptable in terms of access arrangements.

Cycle parking:

55. SPD3 seeks to achieve one cycle parking space per 200sqm for visitors for the proposed use, equating to a requirement for 119no spaces. The proposed plans indicate that 22no employee spaces and 60no public spaces are to be provided, which relates to a shortfall of 37no spaces from the SPD3 standards.

56. The applicant indicates that the proposed number of cycle parking spaces is expected to meet demand and should the development go ahead, it is proposed to monitor the demand for cycle parking and if required, the number of spaces would be increased accordingly. This is on the basis that the building when operational will rarely make use of its total floor area and it is not expected that

the larger events would generate a proportionate increase in cycle parking demand. The cycle parking provision proposed represents approximately 70 per cent of the total floor area. This is expected to be sufficient for the busy event demand, and will significantly exceed demand for the smaller events. The LHA is satisfied with this arrangement subject to the imposition of a condition requiring the submission and approval of the location and design of cycle storage facilities. A condition requiring the submission of a Travel Plan should also be attached to any consent issued, and this will include a requirement for the applicant to monitor the use of these facilities and increase provision if necessary. In addition, TfGM advises that cycle parking should be provided in accordance with Trafford Council's standards and the cycle store should be secure and covered, situated in a central accessible location.

57. Subject to a suitably worded condition, the application is considered to be acceptable in this respect.

Servicing:

58. It is proposed that the service yard to the rear of the building would be increased in size to accommodate the proposed extensions and exhibitor access. This would be accessed from the existing unadopted access road from the Salford Western Gateway (WGIS), which would be separate to primary visitor/public access. The private access road would be extended to link with the car park, and a gate/barrier provided to accommodate managed vehicle access and egress to the car park, for example during larger events. The applicant has confirmed that any egress from the proposed service yard would be designed relative to the final approved WGIS extension layout, and details of the operation of this proposed egress shall be required within the conditioned traffic management plan.

59. It is proposed to implement a site-wide Waste Management Strategy which would comprise the use of a private waste management contractor. It is stipulated that for the most part, transit van type vehicles would be used for servicing the proposed development; however, it is expected that HGVs would also be used on occasion. Submitted drawings provide vehicle swept path analyses for the service yard for an articulated HGV, showing that the vehicle would be able to navigate within, and access and egress the proposed service yard and private access road. The LHA requests that a condition is attached to any consent issued requiring the submission of the Waste Management Strategy prior to the development being brought into use.

60. Subject to the above conditions, the proposed servicing arrangements are considered to be acceptable.

Cumulative impacts:

61. As noted above, it is necessary to consider the cumulative transport impacts of the proposed development together with that proposed under application ref. 98906/FUL/19 (football facility at land adjacent to Soccer Dome). The submitted Transport Assessment considers the impacts of both developments in conjunction and the conclusions reached indicate that there are no transport-related reasons to prevent the granting of planning permission. Given that the application has been assessed on this basis and given the lack of objections from the LHA, TfGM and HE, Officers are satisfied that the application is acceptable in terms of cumulative transport-related impacts.

Summary of highway matters:

62. The proposed development is deemed to be in accordance with local and national planning policy and the 'residual cumulative impacts' of the scheme are not considered to be 'severe' (as set out in NPPF paragraph 109). As such, the proposed development is considered to be acceptable in this respect.

HERITAGE ASSETS

63. Section 66(1) of the Planning (Listed Building and Conservation Areas) Act 1990 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."*

64. 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.

65. Policy R1 of the Core Strategy states that all new development must take account of surrounding building styles, landscapes and historic distinctiveness and that developers must demonstrate how their development will complement and enhance existing features of historic significance including their wider settings, in particular in relation to conservation areas, listed buildings and other identified heritage assets. This policy does not reflect case law or the tests of 'substantial' and 'less than substantial harm' in the NPPF. Thus, in respect of the determination of planning applications, Core Strategy Policy R1 is out of date and can be given limited weight.

66. Paragraph 193 of the NPPF establishes 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 NPPF sets out that harm can either be substantial or less than substantial. There will also be cases where development affects heritage assets but from which no harm arises. Significance is defined in the NPPF as 'The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.' Setting of a heritage asset is defined in the NPPF as 'The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral'.

67. The closest listed buildings to the application site are the Grade I Church of All Saints, the Grade II* Barton Bridge, Barton Aqueduct and Control Tower and the Grade II All Saints Presbytery, situated approximately 0.75km to the north-east of the application site. These are within the Barton-upon-Irwell Conservation Area, situated approximately 0.65km to the north-west of the application site at its closest point. The conservation area, including Barton Aqueduct and the Control Tower are highly significant for their industrial and engineering history, constituting a unique example of a surviving swing aqueduct and demonstrating a great feat of Victorian engineering and innovation. The area's ecclesiastical history is also highly important, having formerly contained two churches whilst All Saints Church is of high significance for its design by a well-known architect.
68. Given the nature of the proposed development and the distance to the above heritage assets, there is not considered to be any harm to the significance of these listed buildings or the Barton-upon-Irwell Conservation Area.
69. Paragraph 197 of the NPPF identifies that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect 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.
70. The Manchester Ship Canal, situated just to the north of the application site, is considered to constitute a non-designated heritage asset. The significance of this is derived from its contribution to the industrial revolution. The scale and nature of the development is such that there is not considered to be any harm to the significance of this non-designated heritage asset, particularly given that this involves alterations to an existing building.
71. Given the above, the proposed development is not considered to result in any harm to the significance of any designated or non-designated heritage assets and is therefore acceptable in this respect.

NOISE

72. Policy L7 of the Trafford Core Strategy states that *“In relation to matters of amenity protection, development must: Be compatible with the surrounding area; and not prejudice the amenity of the future occupiers of the development and / or occupants of adjacent properties by reason of...noise and / or disturbance...or in any other way”*.
73. The application is accompanied by a Noise Impact Assessment which considers the effect of amplified music events on noise sensitive receptors. This incorporates a baseline noise survey to establish the current noise climate at the nearest noise sensitive receptors and measurements of a music event within EventCity’s current premises on Barton Dock Road. Calculations have been undertaken to estimate the noise breakout assuming the same event had taken place within the Soccer Dome building, which is the subject of this application.
74. The guidance of BS 8233:2014 ‘Guidance on sound insulation and noise reduction for buildings’ and the former Noise Council’s ‘Code of Practice on Environmental Noise Control at Concerts’ has been used to form a conclusion that a low impact of noise should occur from a music event taking place within the Soccer Dome building up to 02.00hrs.
75. The Council’s Pollution and Housing section has been consulted and advises that the sound levels that were monitored within EventCity’s current premises related to a live and recorded music event. However, the obtained data may not be representative of an electronic dance music event, especially in the low frequency range, where significantly higher noise levels could be expected.
76. The obtained noise data could therefore be considered as a ‘snapshot’ of one event to form an indicative assessment. It is acknowledged that EventCity has not operated a regular dance music event at its current premises, although the conditions of the current Premises Licence would permit such events up to 02:00 on any day and unrestricted in terms of scheduling and event numbers.
77. Noise breakout from the Soccer Dome site, based on the internal measured event sound levels, has been predicted to be ‘just audible’ outside nearest receptors. In addition, the low frequency components of the noise breakout have been found to be below the maximum levels recommended by the aforementioned Code of Practice.
78. The NIA acknowledges that the definition of ‘audibility’ can be open to interpretation and that no precise guidelines are available. Pollution and Licensing advises that the assessment of noise breakout from any premises holding musical entertainment will be largely subjective and dependent on the nature and character of the received noise in addition to the overall level. In

addition, there is likely to be considerable variability in such factors from event to event. It is possible that some types of events would take place without too much impact, but others such as those offering electronic dance music may pose a higher risk of complaints.

79. The internal music level within the application building must therefore be controlled appropriately, taking account of the relatively poor sound insulation properties of the building structure. More information and assessments are required before the typical impact of events and the required noise control procedures can be known with sufficient certainty. A condition is therefore recommended requiring such work to be undertaken in order to inform an appropriate plan for the control of sound levels on an ongoing basis. This is in order to ensure that the wide variation in the frequency components of different types of music has been considered.
80. Pollution and Housing also request that a condition requiring the submission of an assessment of noise from external plant and equipment is attached to any consent issued. Subject to these recommended conditions, the proposed development is considered to be acceptable in terms of noise impacts.

AIR QUALITY

81. Policy L5 of the Trafford Core Strategy states that development that has potential to cause adverse pollution of air will not be permitted unless it can be demonstrated that adequate mitigation measures can be put in place. This goes on to say that where development is proposed close to existing sources of pollution, 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.
82. Paragraph 181 of the NPPF seeks to ensure that opportunities to improve air quality or mitigate impacts are identified, with the presence of Air Quality Management Areas being taken into account. Policy L5 is considered to be compliant with the NPPF and therefore up-to-date.
83. The applicant has submitted an Air Quality Assessment to accompany the application. This concludes that, with the implementation of dust management mitigation measures the impact of construction phase dust emissions is 'not significant', in accordance with Institute of Air Quality Management guidance. In terms of air quality impacts on users of the facility during the operational phase of the development, it is concluded that there will be no significant impact on air quality due to the change of use of the Soccer Dome building to event space and the creation of the new football pitches (application 98906/FUL/19).
84. The Council's Pollution and Housing section has been consulted and advises that they are satisfied with the above conclusions, subject to the imposition of a

condition requiring the submission of a Construction Environmental Management Plan.

85. It has also been recommended that a number of electric vehicle charging points are provided as part of the development, in accordance with guidance produced by IAQM (Institute of Air Quality Management). This suggests that one space per 1000sqm is appropriate and a scheme for electric vehicle charging points should be conditioned as part of any consent issued. Subject to this condition, the application is considered to be acceptable with regard to air quality matters.

FLOODING AND DRAINAGE

86. Policy L5 of the Trafford Core Strategy states that *“the Council will seek to control development in areas at risk of flooding, having regard to the vulnerability of the proposed use and the level of risk in the specific location”*. At the national level, NPPF paragraph 163 has similar aims, seeking to ensure that development is safe from flooding without increasing flood risk elsewhere. Policy L5 is considered to be up-to-date in this regard and so full weight can be attached to it.
87. The application site falls within Flood Zone 2 as defined by the Environment Agency, having a medium probability of river flooding. The site also falls within a Critical Drainage Area. The applicant has submitted a Flood Risk Assessment and Drainage Strategy to accompany the application. The proposed use is considered to constitute a ‘more vulnerable’ use in flood risk terms, as defined by the NPPG. The flood risk vulnerability and flood zone compatibility table contained within NPPG identifies this form of development as being ‘appropriate’ in this location.
88. The Lead Local Flood Authority (LLFA) has been consulted on the application and has not raised any objections to the development, subject to the imposition of a planning condition relating to the submission of a scheme to improve the existing surface water drainage system. This would need to be designed in accordance with the submitted Flood Risk Assessment and Drainage Strategy.
89. Given the above, the application is considered to be acceptable in terms of flooding and drainage and compliant with relevant local and national planning policies and guidance, subject to the recommended condition.

TREES AND LANDSCAPING

90. Policy R3 of the Core Strategy seeks to protect and enhance the Borough’s green infrastructure network. Policy R5 states that all development will be required to contribute on an appropriate scale to the provision of the green infrastructure network either by way of on-site provision, off-site provision or by way of a financial contribution. Both policies are considered to be up-to-date in terms of the NPPF and so full weight can be afforded to them.

91. The submitted Arboricultural Statement states that a number of category B and C trees and groups, along with some hedges and shrubs are to be removed to facilitate the proposed development. The Statement concludes that all of the visually important boundary groups and higher quality B category trees and groups can be retained and protected, along with some C category trees, shrubs and hedges. This goes on to say that any impacts on wider amenity associated with tree, shrub and hedge removal can be mitigated by the provision of new trees and landscaping. Recommendations set out in this Statement include compliance with relevant British Standards, the protection of wildlife, the provision of an Arboricultural Method Statement and a landscaping scheme.
92. The application is accompanied by planting plans to show the provision of new trees, shrubs, grass and other vegetation within the enlarged parking area and adjacent to site boundaries. Officers consider that additional tree planting could and should be provided within the car park and to the rear of the service yard which would serve to soften the development as well as providing mitigation for the loss of semi-natural grassland and bird nesting opportunities, as recommended by the Greater Manchester Ecology Unit (GMEU). As such, a condition is recommended requiring the submission of a detailed landscaping scheme in order to secure this additional planting.
93. The Council's Arboriculturist has been consulted and does not raise any objections to the development, however advises that suitable construction techniques (such as a 'raft system') should be used for trees proposed to be planted within the car park. This is in order to ensure that enough rooting volume, soil volume and soil quality is provided, enabling the trees to survive longer than would otherwise be expected. A condition is therefore recommended to require the submission of technical details of the type of system to be used for these trees, the area the system will cover and the type and volume of soil to be used.
94. Subject to the above conditions, the proposed development is considered to be acceptable in this respect.

ECOLOGY

95. Policy R2 of the Trafford Core Strategy seeks to ensure that all developments protect and enhance the Borough's biodiversity. In addition, Paragraph 118 of the NPPF states that "*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*". Policy R2 of the Core Strategy is considered to be compliant with the NPPF and therefore up-to-date as it comprises the local expression of the NPPF's emphasis on protecting and enhancing landscapes, habitats and biodiversity. Accordingly, full weight can be attached to it in the decision making process.

96. The application is accompanied by an Ecological Impact Assessment dated September 2019. This concludes that the scheme would result in minor ecological impacts if the recommended mitigation measures are implemented. These measures include the use of a sensitive lighting scheme, clearance of vegetation outside of the bird nesting season and in a sensitive manner and the retention of some grassland, scrub and shrubs. These could be secured through appropriately worded planning conditions should planning permission be granted.
97. The Greater Manchester Ecology Unit (GMEU) has been consulted and advises that issues relating to bats, nesting birds and landscaping can be resolved via condition or informative. Recommended conditions relate to the submission of a reasonable avoidance measures method statement in relation to mammals, a restriction on vegetation clearance within the bird nesting season and mitigation for the loss of bird nesting habitat.
98. On this basis, the proposed development is considered to be in accordance with Policy R2 of the Core Strategy and the NPPF and therefore acceptable with regard to matters of ecology.

DEVELOPER CONTRIBUTIONS

99. The proposed development would be liable to a CIL (Community Infrastructure Levy) rate of £0 per sqm. No other developer contributions are necessary to make the development acceptable in planning terms.

OTHER MATTERS

Security and safety:

100. Policy L7.4 of the Trafford Core Strategy states that, in relation to matters of security, development must demonstrate that it is designed in a way that reduces opportunities for crime and must not have an adverse impact on public safety.
101. A Crime Impact Statement has been submitted alongside the application and notes that the proposed scheme is acceptable in terms of security and safety, subject to a number of recommendations being implemented. Specifically, these relate to the enclosure of the service yard and details associated with circulation routes and cycle parking.
102. Greater Manchester Police's Design for Security section has been consulted and has recommended that a condition is imposed requiring the scheme to reflect the physical security specification set out in the submitted Crime Impact Statement. On this basis, the proposed development is considered to be acceptable with regard to matters of security and safety subject to the condition requested above.

Contaminated land:

103. The application is accompanied by a 'Phase 1 Desk Study and Preliminary Contaminated Land Risk Assessment' and a 'Phase 2 Contaminated Land Risk Assessment'. The Phase 2 Assessment concludes that in its present state, the ground on this site presents a low risk to end user receptors and can be regarded as fit for purpose. This goes on to recommend that a watching brief be maintained during site preparation and landscaping and that no further remediation is required. In respect of ground gas, the report confirms that ground gas monitoring is presently ongoing and that a separate ground gas risk assessment report will be produced and submitted on completion.
104. The Council's Pollution and Housing section has been consulted and advises that a condition should be attached to any consent issued requiring the submission of the ground gas risk assessment and a verification report. Subject to the imposition of appropriate conditions to this effect, the application is considered to be acceptable with regard to matters of contaminated land.

External lighting:

105. The application is accompanied by a plan showing details of the location and type of external lighting to be used within the site. This includes a number of luminaires mounted on 12m high columns within the service yard and parking area. The Council's Pollution and Housing section has been consulted and does not raise any concerns to this aspect of the scheme, subject to the scheme being implemented as proposed with luminaires not being tilted excessively. On this basis, the proposed development is deemed to be acceptable in this respect.

CUMULATIVE IMPACTS

106. Given that application ref. 98906/FUL/19 (land adjacent to the Soccer Dome) is a live planning application in close proximity to the site which is the subject of this proposal, due regard should be given to the cumulative impacts of both developments, particularly in relation to highway and air quality impacts.
107. As has been concluded earlier, this cumulative impact on the highway network is not considered to be so significant as to warrant further assessment or refusal of planning permission on these grounds. The same conclusion has been reached in relation to any other cumulative impacts that might result from the two schemes.

CONCLUSION AND PLANNING BALANCE

108. As the 'most important' policies for determining the application are up-to-date and, for reasons set out in the main body of this report, the proposals are in

accordance with the development plan, the development should be approved without delay in accordance with Paragraph 11(c) of the NPPF.

109. All detailed matters have been assessed, including impacts on the highway network, air quality, heritage assets and noise issues. These have been found to be acceptable, with, where appropriate, specific mitigation secured by planning condition. All relevant planning issues have been considered and consultation responses taken into account in concluding that the proposals comprise an appropriate form of development for the site. The proposals are considered to be compliant with the development plan and where this is silent or out-of-date, national planning policy. It also largely complies with relevant adopted local guidance and where it does not the development is considered to be acceptable on its own merits for the reasons set out in the main body of this report. The application is therefore recommended for approval.

RECOMMENDATION

GRANT subject to the following conditions:-

1. The development must be begun not later than three years beginning with the date of this permission.

Reason: Required to be imposed by Section 91 of the Town and Country Planning Act 1990 (as amended).

2. The development hereby permitted shall not be carried out except in complete accordance with the details shown on the following submitted plans:

Plan Number	Drawing Title
MH1147-EC-107 (Rev G)	Proposed Site Plan
MH1147-EC-108	Proposed Ground Floor Plan
MH1147-EC-109	Proposed First Floor Plan
MH1147-EC-110 (Rev A)	Proposed Roof Plan
MH1147-EC-111 (Rev B)	Proposed Elevations
MH1147-EC-112 (Rev A)	Proposed Sections
4329 101 (Rev H)	Landscape Masterplan
4329 401 (Rev E)	Planting Plan – Sheet 01
4329 402 (Rev E)	Planting Plan – Sheet 02
4329 403 (Rev E)	Planting Plan – Sheet 03
4329 404 (Rev E)	Planting Plan – Sheet 04
AU/1335/008 (Rev P4)	External M&E Infrastructure

Reason: To clarify the permission, having regard to Policy L7 of the Trafford Core Strategy.

3. A minimum of 8no sports pitches within the application site shall be maintained and kept available for use until the replacement sports facilities permitted by planning permission ref. 98906/FUL/19 have been completed and made available for use.

Reason: To ensure the satisfactory quantity, quality and accessibility of compensatory playing pitch provision which secures a continuity of use and to accord with Trafford Core Strategy Policy R5 and Paragraph 97 of the NPPF.

4. No development shall take place unless and until a scheme to improve the existing surface water drainage system has been submitted to and approved in writing by the Local Planning Authority. The detailed scheme shall be produced in accordance with the outline details provided in the Flood Risk Assessment and Drainage Strategy Report (Ref. PG/MB/9649/EC, Issue 4, dated 16/01/2020). The approved scheme shall be fully implemented in accordance with the approved details.

Reason: Such details need to be incorporated into the design of the development to prevent the risk of flooding by ensuring that surface water can be satisfactorily stored or disposed from the site having regard to Policies L4, L5 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

5. No development shall take place unless and until a Construction Environmental Management Plan has been submitted to and approved in writing by the Local Planning Authority. The approved Plan shall be adhered to throughout the construction period and shall provide for:

- (i) the parking of vehicles of site operatives and visitors
- (ii) the loading and unloading of plant and materials
- (iii) the storage of plant and materials used in the construction of the development
- (iv) the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate
- (v) wheel washing facilities, including measures for keeping the highway clean
- (vi) measures to control the emission of dust and dirt during construction and pre-construction and procedures to be adopted in response to complaints of fugitive dust emissions
- (vii) measures to prevent disturbance to adjacent dwellings from noise and vibration
- (viii) a scheme for recycling/disposing of waste resulting from construction works (prohibiting fires on site)

Reason: To ensure that appropriate details are agreed before works start on site and to minimise disturbance and nuisance to sensitive receptors and users of the

highway, having regard to Policies L5 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

6. No development, including earthworks or site clearance shall take place unless and until a Reasonable Avoidance Measures Method Statement for mammals has been submitted to and approved in writing by the Local Planning Authority. The development shall proceed in accordance with the approved Statement.

Reason: In order to prevent any habitat disturbance to mammals, having regard to Policy R2 of the Trafford Core Strategy and the National Planning Policy Framework.

7. No development or works of site preparation shall take place until all trees that are to be retained within or adjacent to the site have been enclosed with temporary protective fencing in accordance with BS:5837:2012 'Trees in relation to design, demolition and construction. Recommendations'. The fencing shall be retained throughout the period of construction and no activity prohibited by BS:5837:2012 shall take place within such protective fencing during the construction period.

Reason: In order to protect the existing trees on the site in the interests of the amenities of the area having regard to Policies L7, R2 and R3 of the Trafford Core Strategy and the National Planning Policy Framework. The fencing is required prior to development taking place on site as any works undertaken beforehand, including preliminary works, can damage the trees.

8. Other than site clearance works, including tree felling, no development shall take place unless and until a ground gas risk assessment (in addition to the Phase 1 and 2 assessments provided with the planning application) has been submitted to and approved in writing by the Local Planning Authority. The assessment shall include a remedial action plan to detail the measures necessary to mitigate the risk from the ingress of landfill gas.

Reason: To ensure the safe development of the site in the interests of the health of future occupiers in accordance with Policies L5 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

9. The development hereby permitted shall not be brought into use until a verification report demonstrating completion of works set out in the approved remedial action plan required by condition 8 has been submitted to and approved in writing by the Local Planning Authority. The report shall include results of sampling and monitoring carried out in accordance with the approved verification plan to demonstrate that the site remediation criteria have been met. It shall also include any plan, where required (a 'long-term monitoring and maintenance plan') for longer-term monitoring as identified in the verification plan. The long-term monitoring and maintenance plan shall be implemented as approved.

Reason: To ensure the safe development of the site in the interests of the health of future occupiers in accordance with Policies L5 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

10. 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. The mitigation strategy shall be implemented as approved.

Reason: In order to prevent any habitat disturbance to nesting birds having regard to Policy R2 of the Trafford Core Strategy and the National Planning Policy Framework.

11. Demolition and construction work shall be limited to the following hours:

08.00-18.00	Monday – Friday
09.00-13.00	Saturday

No demolition or construction work shall take place on Sundays, Bank Holidays and Public Holidays.

Reason: To minimise disturbance and nuisance to occupiers of nearby properties and users of the highway, having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

12. Notwithstanding any description of materials in the application, no above-ground construction works shall take place until samples and full specifications of materials to be used externally on all buildings hereby approved have been submitted to and approved in writing by the Local Planning Authority. The specifications shall include the type, colour and texture of the materials. Development shall be carried out in accordance with the approved details.

Reason: In order to ensure a satisfactory appearance in the interests of visual amenity having regard to Policy L7 of the Trafford Core Strategy and the requirements of the National Planning Policy Framework.

13. The proposed egress onto the extended WGIS road shall not be constructed unless and until a Traffic Management Plan for the operation of this egress onto the new road has been submitted to and approved in writing by the Local

Planning Authority. Thereafter the approved Plan shall be implemented and adhered to in full.

Reason: To ensure that satisfactory provision is made for the egress and management of vehicles associated with the proposed development, having regard to Policies L4 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

14. The development hereby approved shall not be brought into use unless and until a Phased Traffic Management Plan, including the management of pedestrians and cyclists, has been submitted to and approved in writing by the Local Planning Authority. The approved Plan shall be implemented and adhered to in full.

Reason: To ensure that satisfactory provision is made within and around the site for the movement and management of vehicles attracted to or generated by the proposed development and in the interests of pedestrian and highway safety, having regard to Policies L4 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

15. The development hereby approved shall not be brought into use unless and until a Pedestrian Signing Strategy has been submitted to and approved in writing by the Local Planning Authority. The Strategy shall relate to the route between the Trafford Centre car parks and the application site and shall be implemented before the development is brought into use and retained thereafter.

Reason: In the interests of pedestrian and highway safety, having regard to Policies L4 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

16. The development hereby approved shall not be brought into use unless and until a scheme for secure cycle storage has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of the location and design of cycle storage facilities and shall be implemented before the development is first brought into use and shall be retained at all times thereafter.

Reason: To ensure that satisfactory cycle parking provision is made in the interests of promoting sustainable development, having regard to Policies L4 and L7 of the Trafford Core Strategy, the Council's adopted Supplementary Planning Document 3: Parking Standards and Design, and the National Planning Policy Framework.

17. The development hereby approved shall not be brought into use unless and until a Waste Management Strategy has been submitted to and approved in writing by the Local Planning Authority. The approved Strategy shall be adhered to at all times following the development being brought into use.

Reason: To ensure waste collections from the site can be appropriately managed and in the interests of highway safety, having regard to Policies L4 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

18. The development hereby approved shall not be brought into use unless and until a scheme for the installation of bird boxes has been submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented before the development is brought into use and retained thereafter.

Reason: In order to protect and enhance biodiversity associated with the site having regard to Policy R2 of the Trafford Core Strategy and the National Planning Policy Framework.

19. The development hereby approved shall not be brought into use unless and until details of the appearance of all external fixed plant and equipment and an assessment of noise from all external fixed plant and equipment have been submitted to and approved in writing by the Local Planning Authority. The assessment shall demonstrate that the L_{Aeq} noise level from the operation of all external fixed plant and equipment, when rated and assessed in accordance with BS 4142: 2014, does not exceed the L_{A90} background noise level without such plant operating, at the most exposed noise-sensitive receptor.

Reason: To minimise disturbance and nuisance to occupiers of nearby properties, having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

20. (a) Notwithstanding the details shown on the approved plans, the development hereby permitted shall not be brought into use unless and until full details of both hard and soft landscaping works have been submitted to and approved in writing by the Local Planning Authority. These details shall include the formation of any banks, terraces or other earthworks, hard surfaced areas and materials (including areas of the site designated for car parking), planting plans, specifications and schedules (including planting size, species and numbers/densities), existing plants/trees to be retained and a scheme for the timing/phasing of implementation works. These details shall also include a raft system to be used for trees planted within areas of hard surfacing. The raft system details shall include technical drawings of the type of system to be used, the area that the system will cover and the type and volume of soil to be used (structural soils will not be acceptable).

(b) The landscaping works approved under part (a) of this condition shall be carried out in accordance with the approved scheme for timing/phasing of implementation or within the next planting season following final occupation of the development hereby permitted, whichever is the sooner. All tree planting

within areas of hard surfacing shall be implemented in accordance with the details approved under part (a) of this condition.

(c) Any trees or shrubs planted or retained in accordance with this condition which are removed, uprooted, destroyed, die or become severely damaged or become seriously diseased shall be replaced within the next planting season by trees or shrubs of similar size and species to those originally required to be planted.

Reason: To ensure that the site is satisfactorily landscaped having regard to its location, the nature of the proposed development and having regard to Policies L7, R2 and R3 of the Trafford Core Strategy and the National Planning Policy Framework.

21. The development hereby approved shall not be brought into use unless and until a schedule of landscape maintenance for the lifetime of the development has been submitted to and approved in writing by the Local Planning Authority. The schedule shall include details of the arrangements for its implementation. Maintenance shall be carried out in accordance with the approved schedule.

Reason: To ensure that the site is satisfactorily landscaped having regard to its location, the nature of the proposed development and having regard to Policies L5, L7, R2 and R3 of the Trafford Core Strategy and the National Planning Policy Framework.

22. The development hereby approved shall not be brought into use unless and until a scheme for the installation of electric vehicle charging points has been submitted to and approved in writing by the Local Planning Authority. The approved charging points shall be installed and made available for use prior to the development being brought into use and shall be retained thereafter.

Reason: In the interests of promoting sustainable travel having regard to Policies L4 and L5 of the Trafford Core Strategy and the National Planning Policy Framework.

23. The development hereby approved shall not be brought into use unless and until a Full Travel Plan (in accordance with the principles set out in the submitted 'Framework Travel Plan', ref. M19025-09 TP, dated January 2019), which shall include measurable targets for reducing car travel, has been submitted to and approved in writing by the Local Planning Authority. The Full Travel Plan shall also include measures for monitoring the use of cycle parking facilities with mechanisms for increasing the level of cycle parking provision where necessary. On or before the first occupation of the development hereby permitted the Travel Plan shall be implemented and thereafter shall continue to be implemented throughout a period of 10 (ten) years commencing on the date of first occupation.

Reason: To reduce car travel to and from the site in the interests of sustainability and highway safety, having regard to Policies L4 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

24. The development hereby approved shall not be brought into use unless and until the means of access and the areas for the movement, loading, unloading and parking of vehicles and bicycles have been provided, constructed and surfaced in complete accordance with the submitted plans. These areas shall thereafter be retained and not be put to any other use than their intended purpose.

Reason: To ensure that satisfactory provision is made 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 National Planning Policy Framework.

25. No events with the primary purpose of providing amplified musical entertainment and continuing beyond 23.00hrs (hereafter referred to as 'music events') shall be held at the premises unless and until a protocol has been submitted to and approved in writing by the Local Planning Authority. This shall detail the way in which the music noise levels from the first three music events to be held on the premises will be monitored and controlled internally and at agreed receptor locations by a suitably qualified acoustic consultant.

In addition, the protocol shall detail a strategy for minimising music noise levels at agreed noise sensitive receptors, including the provision of information to these receptors, with details of a dedicated contact telephone number that will be responded to during the event in case of the need for a complaint to be made.

The outcome of the monitoring and assessments will be used to inform a Noise Management Plan (NMP) that shall be submitted to and approved in writing by the Local Planning Authority before any further music events are held on the premises. The approved NMP shall be adhered to thereafter.

The NMP shall, as a minimum, detail the outcome of noise monitoring and assessments, a strategy for the ongoing monitoring and control of sound levels and details of the Music Noise Limits (MNL) to be set internally and externally at agreed receptor locations. The NMP shall also detail a procedure for liaison with the local authority including the timely provision of information with regards to the scheduling of music events on an ongoing basis.

Reason: To minimise disturbance and nuisance to occupiers of nearby properties, having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

26. The site shall only be lit in accordance with the scheme for external lighting shown on drawing number AU/1335/008 (Rev P4).

Reason: In the interests of amenity, having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

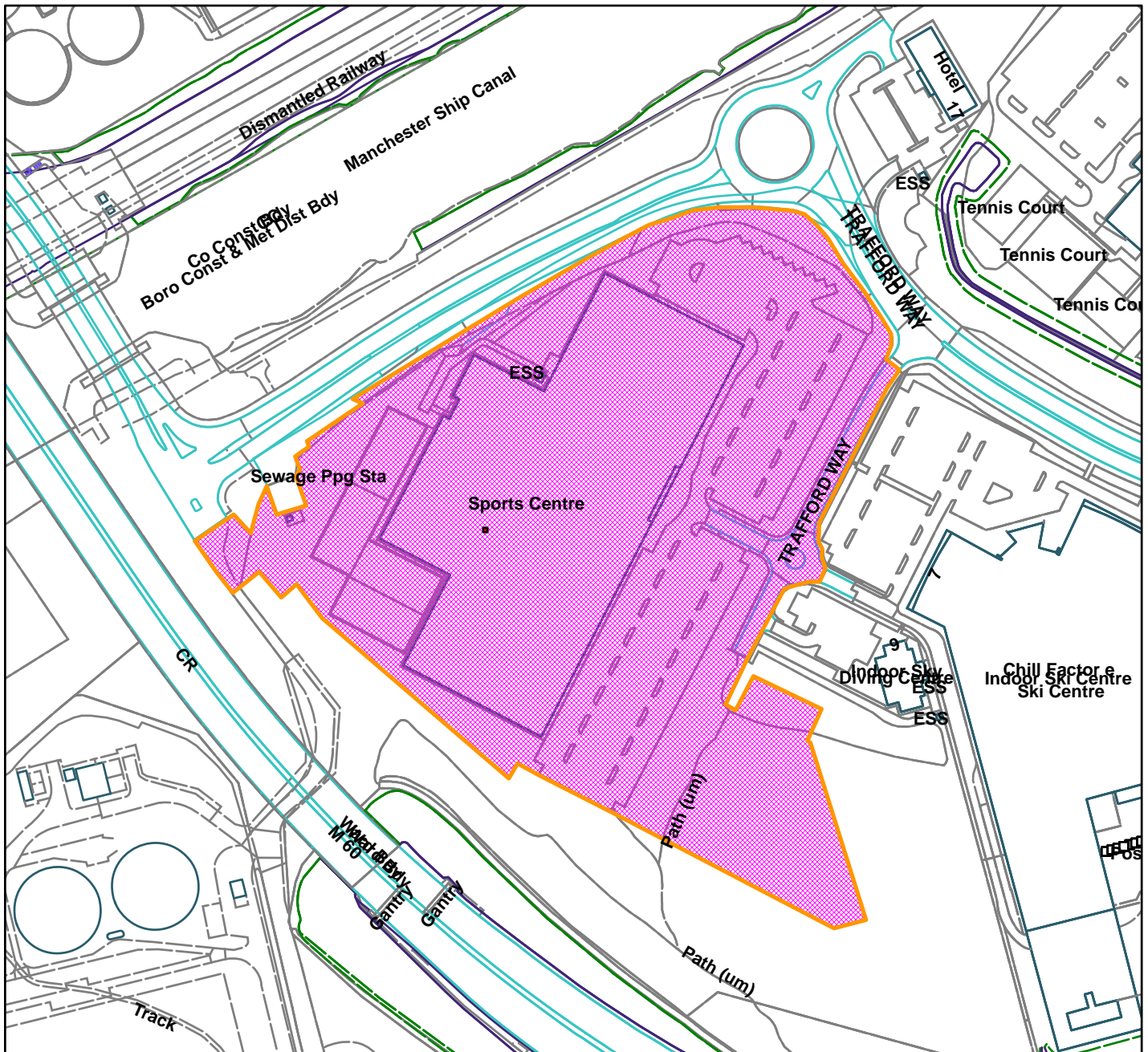
27. The development hereby approved shall be designed and constructed in accordance with the recommendations contained within section 3.3 and the physical security specification within section 4 of the submitted Crime Impact Statement dated 06/09/2019 (URN:2019/0359/CIS/01) and retained thereafter.

Reason: In the interests of crime prevention and the enhancement of community safety, having regard to Core Strategy Policy L7 and the National Planning Policy Framework.

JD



Soccer Dome, Trafford Way, Trafford Park (site hatched on plan)



Scale: 1:2,900

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Organisation	Trafford Council
Department	Planning Service
Comments	Committee date 13/02/20
Date	03/02/2020
MSA Number	100023172 (2012)

Erection of a two storey side and single storey rear extension.

2 Ellaston Drive, Urmston, M41 0XB

APPLICANT: Mr Patel

AGENT: Cube Design Solutions

RECOMMENDATION: GRANT

This application is being reported to Committee as the applicant is an Elected Member.

SITE

The application property is a detached two storey property with a full height box bay window within its principal elevation as its main design feature. The site is close to the Ellaston Drive and Greenfield Avenue junction and is of irregular configuration. Both east and west boundaries of the site splay outwards towards the northern boundary as a result of the property's relationship to neighbouring properties within the cul de sac, which is staggered and curved around a central landscape feature. The northern (rear) boundary is a low level 1.4m high fence across the entire depth of 13 Greenfield Avenue's rear garden, with that property having a single storey rear extension, a rear dormer and two storey side extension directly adjacent to its southern boundary. These extensions are in very close proximity to both the application property and No.11 Greenfield Avenue that is sited directly at the junction of Ellaston Drive and Greenfield Avenue.

The application property itself has not been extended, but has a single storey kitchen outrigger projecting 2.4m with a width of 2.9m with a monopitched roof adjacent to the eastern boundary. French doors from an open plan lounge and dining area currently back onto the rear boundary. The driveway is open and fully paved to provide 2no. off street car parking spaces.

The site is located within an area directly to the north of Urmston town centre with its various amenities, with the domestic character being of both detached and semi-detached two storey properties with a variety of designs. No.11 Greenfield Avenue has its rear facing windows overlooking the front driveway of the application site, and a kitchen and dining room with northern facing windows facing the southern elevation of No.13 Greenfield Avenue to the east of the application site. No.4 Ellaston Drive is to the west and is rendered, but with a first floor flat roof extension and conservatory towards its rear. A secondary kitchen window within the eastern elevation of No.4 faces the application property at ground floor level.

PROPOSAL

The proposal comprises the erection of a two storey side and single storey rear extension. A fourth bedroom is proposed at first floor level to the western side of the existing property with internal reconfiguration of an existing bedroom at the front of the property to accommodate an access corridor. The bedroom would sit partly above an external store, with its front elevation being recessed back from the property's main front corner by 2m with a width of 1.9m before a further recess of 1.3m and extending outwards towards the western boundary by a further 1m. The main side wall of the proposed first floor side extension would have a depth of 3m, with a separation distance of 0.8m being provided between both corners and the western boundary shared with No.4 Ellaston Drive. The first floor rear elevation would align with the rear elevation of the existing property with a blank gable. No windows are proposed within the western side elevation facing No.4.

At ground floor level, an open plan kitchen/morning room is proposed predominantly to the rear of the property, with a rear projection of 2.9m and width of 9.3m across the width of the existing property and the proposed two storey side element. The extension would have a kitchen window and bi-folding doors and a mono-pitched roof with 3no. roof lights within its elevation facing the boundary with No. 13 Greenfield Avenue. This rear projection would provide a separation distance of 3.4m at its closest point to the northern boundary (closest to the rear extension of No.13 Greenfield Ave), increasing in depth to a maximum of 4m due to the splayed boundary. An existing window within the eastern side elevation is to be removed and a smaller window relating to a shower room is proposed within a similar position.

The development would be constructed in similar materials to the existing dwelling. The increase in floor space of the proposed development would be 47.5m².

ADDED VALUE

Amended plans have removed the originally proposed first floor rear projection in order to safeguard the amenity of the neighbouring dwelling at No. 13 Greenfield Avenue and a blank gable is proposed to the rear first floor elevation of the extension to ensure there is no undue loss of privacy to the occupiers of that same property.

DEVELOPMENT PLAN

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.

PRINCIPAL RELEVANT CORE STRATEGY POLICIES

L7 - Design

For the purpose of the determination of this planning application, this policy is considered 'up to date' in NPPF Paragraph 11 terms.

OTHER POLICY DOCUMENTS

SPD4 – A Guide for Designing House Extensions & Alterations (February 2012).

PROPOSALS MAP NOTATION

None

PRINCIPAL RELEVANT REVISED UDP POLICIES/PROPOSALS

None

GREATER MANCHESTER SPATIAL FRAMEWORK

The Greater Manchester Spatial Framework is a joint Development Plan Document being produced by each of the ten Greater Manchester districts and, once adopted, will be the overarching development plan for all ten districts, setting the framework for individual district local plans. The first consultation draft of the GMSF was published on 31 October 2016, and a further period of consultation on the revised draft ended on 18 March 2019. A Draft Plan will be published for consultation in Summer 2020 before it is submitted to the Secretary of State for independent examination. The weight to be given to the GMSF as a material consideration will normally be limited given that it is currently at an early stage of the adoption process. Where it is considered that a different approach should be taken, this will be specifically identified in the report. If the GMSF is not referenced in the report, it is either not relevant, or carries so little weight in this particular case that it can be disregarded.

NATIONAL PLANNING POLICY FRAMEWORK (NPPF)

The MHCLG published the National Planning Policy Framework (NPPF) on 19 February 2019. The NPPF will be referred to as appropriate in the report.

NATIONAL PLANNING PRACTICE GUIDANCE (NPPG)

DCLG published the National Planning Practice Guidance on 6 March 2014 and was last updated on 01 October 2019.. The NPPG will be referred to as appropriate in the report.

RELEVANT PLANNING HISTORY

11 Greenfield Avenue

98301/HHA/19 - Erection of two storey side extension. Approved September 2019. (Not implemented at the time of site visit).

13 Greenfield Avenue

H/69612 - Erection of a two storey side extension, single storey rear extension and rear dormer window to form additional living accommodation, following the demolition of the existing two storey side extension. Approved July 2008. (PD rights withdrawn – no windows or dormer windows).

4 Ellaston Drive

Erection of single storey side extension. Approved March 2015.

APPLICANT'S SUBMISSION

None.

CONSULTATIONS

None

REPRESENTATIONS

The application was advertised by way of neighbour notification letters. No comments have been received.

OBSERVATIONS

PRINCIPLE OF DEVELOPMENT

1. The proposal is for an extension to an existing residential property and therefore extensions and alterations are acceptable in principle subject to there being no harm to the character and appearance of the property through unsympathetic design or harm to the amenity of neighbouring properties and residential areas. The proposed development needs to be assessed against the requirements and limitations of Policy L7 of Trafford's Core Strategy.

DESIGN AND APPEARANCE

2. Paragraph 124 of the NPPF states that *"The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities."* Paragraph 130 of the NPPF states that *"Permission should be refused for development of poor design that fails to take the opportunities*

available for improving the character and quality of an area and the way it functions.”

3. Policy L7 of the Core Strategy states that in considering applications for development within the Borough, the Council will determine whether or not the proposed development meets the standards set in national guidelines and the requirements of Policy L7. The relevant extracts of Policy L7 require that development is appropriate in its context; makes best use of opportunities to improve the character and quality of an area by appropriately addressing scale, density, height, layout, elevation treatment, materials, landscaping; and is compatible with the surrounding area.
4. SPD 4: A Guide for Designing House Extensions and Alterations requires extensions to reflect the character, scale and form of the original dwelling by matching and harmonising with the existing architectural style and detailing and the SPD sets out specific guidance relating to these areas as detailed below.
5. Section 2.2 provides guidance on reflecting the existing character of the property and states under 2.2.1 that: *“It is important that extensions should reflect the character, scale and form of the original dwelling by matching and harmonising with the existing architectural style and detailing. Ill-designed or excessively large extensions can spoil the appearance of your property. Careful consideration should be given to the individual details of the original property in designing any extension to help maintain and reinforce the style of the main dwelling and help an extension to blend in with the street scene.”*
6. Section 2.3 provides guidance on scale and advises under 2.3.1 that: *“Any extension should respect the scale and proportion of the original dwelling and should not dominate through excessive size and/or prominent siting. Extensions should be in proportion in their own right and in relation to the size of the original dwelling. Overlarge extensions can dominate the appearance of a property, unbalance its design and compete with the original dwelling to the detriment of the appearance of the house. Extensions that dominate the house or appear over-dominant in the surrounding area will not be acceptable.”*
7. The proposed development would sit behind the principal elevation of the property by 2m and provide a minimum distance of 0.8m between it and the western boundary in common with No.4 Ellaston Drive. Although the development is sited less than the recommended 1m from the side boundary, the recessed position would allow the development not to be visually intrusive to the streetscene and it is considered that the proposed extension would not have an unacceptable impact on the spaciousness of the surrounding area. The single storey rear projection of 2.9m would retain adequate space for outdoor recreation and would not be out of character with the surrounding area.

8. The proposal would be erected using matching materials and have its fenestration aligned horizontally with the existing dwelling. The proposed rear facing bi-folding doors and kitchen window are also considered to be sited within appropriate positions without being over dominant as a design feature. The eaves and roof design of the two storey side element, although having a staggered appearance within the southern and western elevations, would align with the existing property and would not appear incongruous to the main property.
9. The front elevation of the two storey side extension would look better if it were to include a ground floor window, but as this part of the extension forms an external store, a window is not required. As the extension is set back from the main elevation, and given the oblique relationship with 4 Ellaston Drive, the design is considered to be acceptable.
10. It is therefore considered that the proposal would be acceptable in terms of design and visual amenity and would comply with Policy L7 of the adopted Core Strategy and guidance in the NPPF in terms of its design and general appearance.

RESIDENTIAL AMENITY

11. Policy L7 of the Core Strategy states that in relation to matters of amenity development must be compatible with the surrounding area; and not prejudice the amenity of future occupiers of the development and/or occupants of adjacent properties by reason of overbearing, overshadowing, overlooking, visual intrusion, noise and/or disturbance, odour or in any other way.
12. Guidance contained within SPD4 states it is important that extensions or alterations:
 - *Do not adversely overlook neighbouring windows and/or private gardens areas.*
 - *Do not cause a significant loss of light to windows in neighbouring properties and/or their patio and garden areas.*
 - *Are not sited so as to have an overbearing impact on neighbouring amenity.*

Impact upon 13 Greenfield Avenue

13. The proposed development would comprise of a ground floor extension that would project 2.9m from the main rear wall of the property and extend 9.3m in width to extend across the existing house and the proposed two storey side extension. A separation distance of between 3.4m and 4m would be provided between this single storey element and the northern boundary which is a low level 1.4m high fence and is perpendicular to the rear west facing elevation of

No.13 Greenfield Avenue. As this is less than what may be allowable under permitted development rights whereby a maximum 4m single storey projection could be constructed, this element is considered to be acceptable, but due to how close the proposal is to the common boundary, it is recommended that a condition ensuring the erection of a 1.8m fence along the entire northern boundary is attached to maintain privacy for both the applicants and the occupiers of No.13 Greenfield Avenue.

14. The proposed first floor element would have a blank brick wall to its northern and rear elevation and therefore no overlooking would occur to the detriment of the occupiers of No.13 Greenfield Avenue. It is recommended that a condition is attached removing permitted development rights for first floor windows in the rear elevation. In terms of its size, scale and massing, the location of this part of the extension would be at the far side of the curtilage of the application site from the rear elevation of No. 13 Greenfield Avenue. It would be sited 6.7m away from the common boundary at its closest point and set away from the neighbouring single storey rear extension by approximately 9m at its closest point. As such, it is considered that this element would be positioned sufficient far away and at such an angle not to create an over dominant or visually intrusive form of development to the occupiers of that property. Regarding the orientation of the proposed development with relation to No.13, the main property is due south of the common boundary already and therefore it is considered that the extension would not cause significant additional overshadowing impact over and above the impact of the existing dwelling.

Impact upon 11 Greenfield Avenue

1. In terms of the impact on No. 11, the adjacent property to the east, this dwelling has its principal elevation facing east onto Greenfield Avenue, with a single storey side extension adjacent to the common boundary with the application property, with an access door within its southern elevation and a kitchen window within the northern elevation. This room is partially enclosed but with an opening to a connecting dining room and associated French doors within the northern elevation facing 13 Greenfield Avenue.
2. The proposed single storey rear extension would be 1m from the common boundary and would project 2.9m further than the main rear wall of the application property and approximately 4.5m further than the north facing rear kitchen window at No.11. This would be in excess of the standard guidelines that would allow for a 3m projection in addition to the separation distance to the boundary. However, the property could extend up to 4m at ground floor level adjacent to the boundary under permitted development rights and the extension only projects approximately 0.6m than the existing outrigger in this position. It is therefore considered to be an acceptable projection that would not unduly harm the amenity of the occupiers of that property. The alteration of a ground floor

window to an obscure glazed window facing the common boundary with No.11 is also considered not to cause disamenity.

3. It is highlighted that a recent planning application (98301/HHA/19) has been granted in September 2019 for a two storey side extension at No. 11. However, this was not implemented at the time of the officer's site visit and, as the extension would be on the north side of No. 11 and not projecting further to the rear than the existing dwelling, it is considered that this would not make any significant difference to the assessment of the impact on this property.

Impact upon 4 Ellaston Drive

4. The application property is sited forward of and at an angle to this neighbouring property which is on its western boundary. The neighbouring dwelling has been significantly extended by way of 2no. single storey side extensions on the eastern side of the property, a two storey flat roof rear extension and a conservatory to the rear of the two storey element. Facing the application site along the eastern elevation is a secondary kitchen window, with a 1m high boundary fence increasing in height to 1.8m towards the rear of the property.
5. As the proposed ground floor element would retain 4m to the common boundary at its extremity from the main rear wall, and the first floor would provide 2m to the boundary at its rear corner also, in addition to not being further than the rear elevation of No. 4 at either ground or first floor level, the development would comply with the guidance within SPD4. It is therefore considered that the proposal would not cause undue over dominance, overlooking or loss of privacy to the rear garden area of No. 4 due to the juxtaposition of the adjacent properties.
6. As such, it is considered that the proposal would not have an unacceptable detrimental impact on the amenity of any neighbouring dwellings and would be acceptable in terms of Policy L7 of the Core Strategy in this respect.

PARKING PROVISION

7. The proposal would increase the number of bedrooms at the property from three to four and would retain the existing two off-street parking spaces. Although this would not strictly comply with the maximum requirement of 3no. spaces within SPD3, it is considered that there is some scope for on street car parking in addition to this in the vicinity. Therefore, this level of parking provision is acceptable.

DEVELOPER CONTRIBUTIONS

8. The proposal is for less than 100 square metres and would not therefore be liable for the Community infrastructure levy (CIL).

PLANNING BALANCE AND CONCLUSION

9. The proposed two storey extension would be set back from the principal elevation sufficiently to mitigate the shortfall of 0.2m as a separation distance between it and the side boundary at its closest point and therefore would not be detrimental to the character and spaciousness of the streetscene. The design and appearance is considered to be acceptable and it is considered that the proposal would not result in any unacceptable harm to the amenity of neighbouring dwellings.
10. As such, the proposal would comply with Policy L7 of the Trafford Core Strategy and the Council's adopted Supplementary Planning Document 4: A Guide for Designing House Extensions and Alterations as well as guidance in the NPPF regarding good design.

RECOMMENDATION: GRANT subject to the following conditions:

1. The development must be begun not later than three years beginning with the date of this permission.

Reason: Required to be imposed by Section 91 of the Town and Country Planning Act 1990, as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers 695-01, 695-03, 695-04, 695-05, 695-06 and 695-07 which were amended and received by email by the Council on 8th January 2020.

Reason: To clarify the permission, having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

3. The materials used in any exterior work must be of a similar appearance to those used in the construction of the exterior of the existing building.

Reason: In order to ensure a satisfactory appearance in the interests of visual amenity having regard to Policy L7 of the Trafford Core Strategy, the Council's adopted Supplementary Planning Document 4: A Guide for Designing House Extensions and Alterations and the requirements of the National Planning Policy Framework.

4. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or as subsequently be amended or re-enacted), no door, window, or other opening shall be formed in the north elevation of the extension, other than those shown on the approved plans, unless a further

planning permission has first been approved on application to the Local Planning Authority.

Reason: In the interests of privacy and in accordance with Policy L7 of the Trafford Core Strategy and associated supplementary planning guidance.

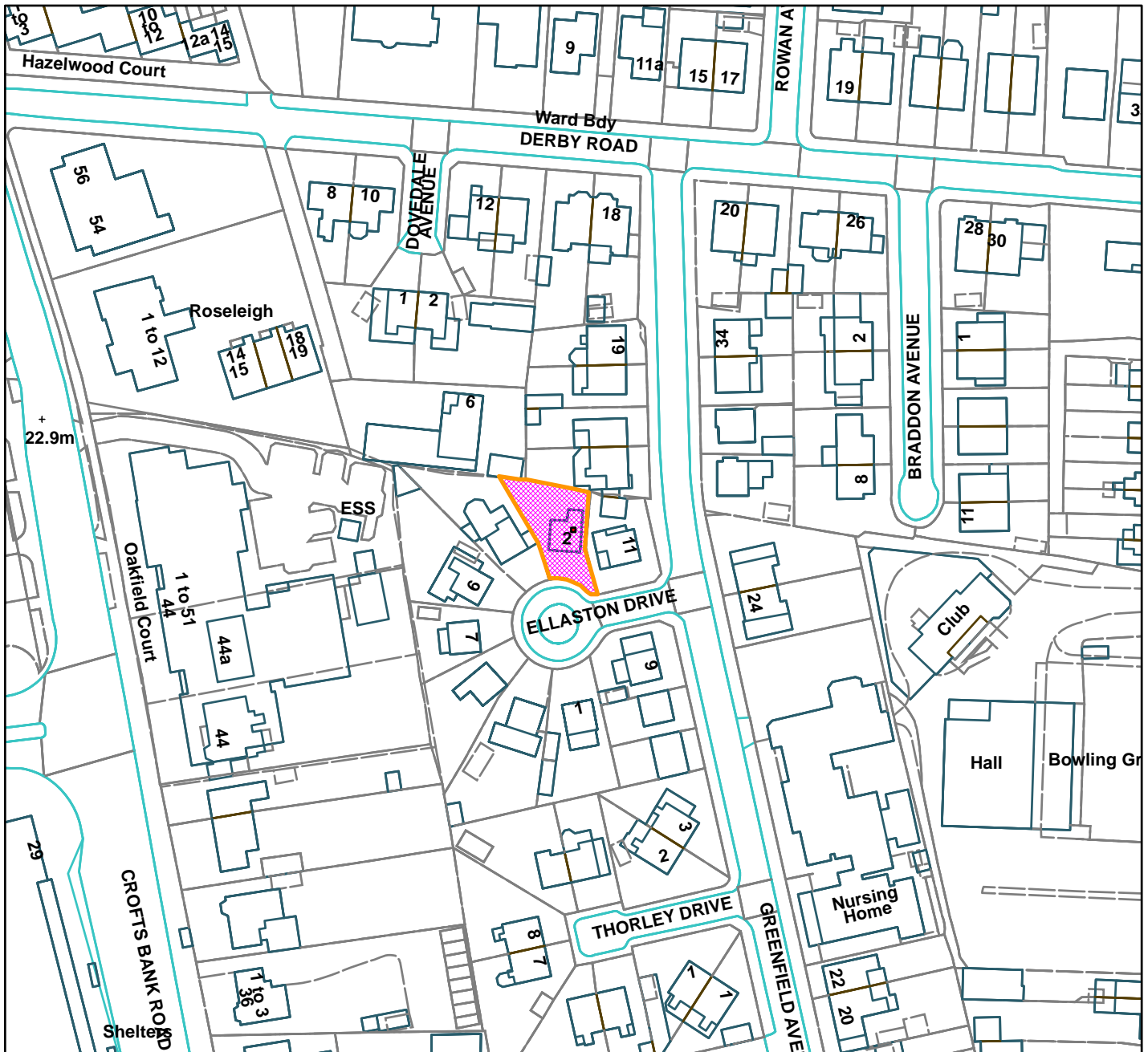
5. The rear ground floor extension hereby approved shall not be occupied unless and until a 1.8m high fence, to replace the existing boundary fence along the common boundary with No.13 Greenfield Avenue, has been erected in accordance with a scheme that has first been submitted to and approved in writing by the Local Planning Authority. Thereafter the fence shall be retained at 1.8m in height.

Reason: In the interests of privacy and in accordance with Policy L7 of the Trafford Core Strategy and associated supplementary planning guidance.

GD



2 Ellaston Drive, Urmston (site hatched on plan)



Scale: 1:1,250

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Organisation	Trafford Council
Department	Planning Service
Comments	Committee date 13/02/20
Date	03/02/2020
MSA Number	100023172 (2012)

WARD: Bowdon

98031/OUT/19

DEPARTURE: Yes

Residential development of up to 400 dwellings, including the creation of new points of access, provision of formal and informal open space, ancillary landscaping, car parking and highway and drainage works

Land To The East And West Warburton Lane, Warburton Lane , Warburton, WA13 9TT

APPLICANT: Redrow Homes Limited

AGENT: WSP Indigo

RECOMMENDATION: MINDED TO REFUSE (IN CONTESTING THE APPEAL)

INTRODUCTORY MATTERS

The context of this report is to establish the Council's stance at a forthcoming public inquiry in respect of application ref. 98031/OUT/19 (following the submission of a non-determination appeal). The submission of this type of appeal has removed the ability of this Council to determine the application. However, there remains a need to define the Council's position to adopt at the inquiry. The inquiry is scheduled for 21st April 2020 for eight days.

The applicant's decision to submit a non-determination appeal came at a time when negotiations were continuing in an attempt to resolve outstanding issues; a process that it was understood both parties were committed to. Moreover, amended/additional information was submitted for the Council's review at the same time as the appeal was lodged to the Planning Inspectorate (and with further 'new' information submitted following the appeal). The effect is that, as reflected in this report, there are some matters on which a solution may be capable of being reached but positive discussions with the applicant have ceased such that whether it accepts particular requirements – to be imposed via condition/and or planning obligation - is unknown at this stage.

OVERVIEW

The outline application subject of this report is connected to two other full planning applications which presently remain with officers for consideration. All three applications have been submitted by Redrow Homes Ltd and all relate to land at the southern fringes of Partington, at Warburton Lane specifically. In summarising the three proposals:

- This application (ref. 98031/OUT/19) is an outline application with all matters (of scale, layout, appearance and landscaping) reserved with the exception of access. This proposes a residential development of up to 400 dwellings on land to the east and to the west of Warburton Lane;

- Application ref. 98029/FUL/19 is a full application which proposes the erection of 163 dwellings on land to the east of Warburton Lane (the same site as covered by part of the outline application); and
- Application ref. 98030/FUL/19 is a full application which proposes the erection of 201 dwellings on land to the west of Warburton Lane (the remaining area covered by the outline application).

SITE

The site is in open countryside of Warburton parish to the south of Partington and separated from it by Red Brook. Partington is located to the west of the Borough, with the industrial area of Carrington to its north, open countryside to the east and south, and the Manchester Ship Canal to the west. The countryside to the south of Partington, which is largely designated as Green Belt, contains some historic rural settlements, including Warburton and Dunham Woodhouses. Partington itself was once a small rural village but it was transformed when a large number of council houses were built in the 1960s. The predominant land use within Partington is residential, typically arranged in residential estates, and with supporting social and community infrastructure, including schools, places of worship and local shops. Partington is not covered by the Greater Manchester tram network and nor is there a railway station. It is chiefly served by the A6144 Manchester Road/Warburton Lane which connects to the M60 motorway to the north and the rural area to the south.

The application site comprises land which is situated beyond the southern edge of the built up area of Partington. Whilst the address of the site is 'Land at Warburton Lane, *Partington*', the site is located within the parish of Warburton and is in the Bowdon Ward. The site extends to approximately 24.8 hectares and spans two parcels of land which are separated by the route of Warburton Lane (which divides the site on a north/south axis).

Site 1

The first land parcel (commonly referred to as 'Site 1' in application documentation and covered by the accompanying full planning application ref. 98029/FUL/19) is located to the east of Warburton Lane. It is a greenfield site and is mainly composed of managed arable fields. There are a number of mature trees, together with hedgerows, along the existing field boundaries, and there are some scattered trees within the site. There is currently no vehicular access into the site. Two public footpaths run through the site.

This site is bounded to the north by Red Brook, and beyond this the grounds of Broadoak School and the Fuse ROC Community Centre, and a small residential estate (Brook Farm Close). To the north-east are further arable fields. Warburton Lane marks the site's western boundary, and Moss Lane the southern boundary. To the west of Warburton Lane the applicant's 'Site 2' is located. There are two residential properties – Pear Tree Cottage and Birch Cottage – which take access from the northern side of Moss Lane and which the site encircles. Beyond the site boundary to the east is Birch Farm. Further to the east, south and west of the site are more arable fields. To the south-west of the site is a cluster of residential

properties at the junction of Warburton Lane and Moss Lane (Top Park Close, Brook House and Brook Farm).

The majority of the site is located within Flood Zone 1, which comprises land which has the lowest probability of river or sea flooding. However, areas of the site adjacent to Red Brook (towards the site's northern boundary) lie within Flood Zones 2 and 3. There is also an underground gas main within the western and north-western parts of the site.

Site 2

The second land parcel (commonly referred to as 'Site 2' in application documentation and covered by the accompanying full planning application ref. 98030/FUL/19) is located to the west of Warburton Lane. It is similarly a greenfield site and is also largely comprised of managed arable fields. In this case these fields are understood to have formed part of a medieval deer park known as Warburton Park. Again, there are a number of mature trees, as well as hedgerows, along existing field boundaries, with the exception of the western boundary which is undefined. Vehicular access into the site presently consists of a gated farm access from Warburton Lane towards the site's south-eastern corner.

This site is also bounded to the north by Red Brook and with residential development on Oak Road beyond, which is contiguous with the residential core of Partington. Warburton Lane defines the site's eastern boundary which then adjoins 'Site 1'. To the south of the site are further arable fields, separated only by a field access. More open land is found to the site's west which then borders the Ship Canal.

Again, the majority of the site has a Flood Zone 1 categorisation, with the exception of land adjacent to the Red Brook watercourse which similarly falls within Flood Zones 2 and 3. The same underground gas main continues into this site and with it running parallel to the northern boundary.

The site, in totality, generally follows a level profile, although with a gentle downwards slope on approach to Red Brook. There are four listed buildings in close proximity to the site as a whole. These comprise: a barn (Grade II) within the curtilage of Birch Farm to the east of Site 1, and Heathlands Farmhouse and the adjacent Heathlands Barn (both Grade II listed) between the two site's at Warburton Lane. To the west of Site 2 is a Grade II listed farm building within Warburton Park Farm.

PROPOSAL

The application is submitted in full with all matters reserved with the exception of 'access' (i.e. with 'appearance', 'landscaping', 'layout' and 'scale' reserved for subsequent consideration). 'Access' in this context means 'the accessibility to and within the site for vehicles, cycles and pedestrians in terms of the positioning and treatment of access and circulation routes and how these fit into the surrounding access network' (as defined by the Town and Country Planning (Development Management Procedure) (England) Order 2015 (as amended)).

The application proposes the residential development of the site for 'up to 400 dwellings, including the creation of new points of access, the provision of formal and informal open space, ancillary landscaping, car parking, and highway and drainage works.' It is noted that 400 dwellings is greater than the combined total quantum of development currently applied for through the concurrent full, detailed applications (which amounts to 364 units).

In contrast to the concurrent full submissions, the drawings/plans package accompanying the outline submission is limited (reflecting the extent of the outline proposal). It is largely restricted to a parameters plan which is contained within the Environmental Statement. There is also a Design and Access Statement which contains some illustrative material, and there are some technical highway drawings within the submitted Transport Assessment (TA) and subsequent updated highways technical notes.

With regards to 'access', the TA explains that vehicular access from Warburton Lane is proposed to both land parcels. This would be through the introduction of two priority controlled ghost island junctions, and with detailed drawings of the accesses within the TA appendices and technical notes. For Site 1 it is explained that a new vehicular access point would be provided between Red Brook and the existing housing development to the south. For Site 2, the proposed access would be to the south of the Site 1 access to provide a staggered arrangement. The existing farm access to Site 2 is not proposed to be utilised. The TA explains that the internal estate roads would be designed to achieve low vehicle speeds within both sites, and that a network of cycleways, footways and footpaths would also be provided. Leading from the internal estate roads, access would be provided to individual properties via private drives. A proposal to extend the existing 30 mph speed limit, which is currently located to the north of Site 1, to the south of the Warburton Lane/Moss Lane junction is also referred to within the TA.

The parameters plan provides a basic level of information regarding the proposed development as a whole, although with many of its illustrations identified as 'indicative.' It shows the location of the internal access roads leading from the proposed Warburton Lane access points, and it also illustrates areas of built residential development as well as parts of the site that would remain as open space. It indicates the position of attenuation ponds, pedestrian and cycle routes through the site, planting buffers, trees to be retained, potential pedestrian crossing points over Red Brook, an area of ecological mitigation, a proposed bus stop along Moss Lane, and additional vehicular access points for emergency or 'local' vehicles from Moss Lane. The information within this parameters plan is developed in the illustrative material contained within the Design and Access Statement. The illustrative site layout for Site 1 is based on 167 dwellings, whilst for Site 2 it is 233 dwellings; in both cases this is greater than that proposed in the respective full applications.

On this outline application with all matters except access reserved, it is assumed that 'up to 400 dwellings' would be provided based on the parameters plan. The indicative site layout contained within the Design and Access Statement shows just one possible way in which the site could be developed, and matters of detail would remain for a later decision.

VALUE ADDED

In the earlier stages of the assessment process, additional information was submitted to respond to the comments of consultees, chiefly in relation to highways and flood risk/drainage matters. More recently, an amended parameters plan has been submitted, and with a number of supporting studies also updated to account for the changes in the parameters plan or to respond to consultee concerns.

DEVELOPMENT PLAN

For the purposes of this application the Development Plan in Trafford comprises:

- **The Trafford Core Strategy**, adopted 25 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 Unitary Development Plan (UDP), see Appendix 5 of the Core Strategy;
- **The Revised Trafford Unitary Development Plan (UDP)**, adopted 19 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 provided details as to how the Revised UDP is being replaced by the Trafford LDF.

PRINCIPAL RELEVANT CORE STRATEGY POLICIES

STRATEGIC OBJECTIVES:

- SO1 – Meet housing needs
- SO2 – Regenerate
- SO5 – Provide a green environment
- SO6 – Reduce the need to travel
- SO7 – Secure sustainable development
- SO8 – Protect the historic built environment

STRATEGIC LOCATIONS:

- SL5 – Carrington

CORE POLICIES:

- L1 - Land for new homes
- L2 - Meeting housing needs
- L3 - Regeneration and reducing inequalities
- L4 – Sustainable transport and accessibility
- L5 – Climate change
- L6 - Waste
- L7 – Design
- L8 – Planning obligations
- R1 – Historic environment
- R2 – Natural environment
- R3 – Green infrastructure

R4 – Green Belt, countryside and other protected open land
R5 – Open space, sport and recreation

PROPOSALS MAP NOTATION

Protected Open Land
Priority Area for Regeneration
Protection of Landscape Character
River Valley Floodplains
Wildlife Corridor

PRINCIPAL RELEVANT REVISED UDP POLICIES/PROPOSALS

C8 – Protected Open Land

SUPPLEMENTARY PLANNING GUIDANCE

SPG1 – New Residential Development
SPG24 – Crime and Security
SPG30 – Landscape Strategy
SPD1 – Planning Obligations
SPD3 – Parking Standards and Design
SPD5.20 – Warburton Conservation Area Appraisal and Management Plan

OTHER GUIDANCE

Warburton Village Design Statement

GREATER MANCHESTER SPATIAL FRAMEWORK

The Greater Manchester Spatial Framework (GMSF) is a joint Development Plan Document being produced by each of the ten Greater Manchester districts. Once adopted it will be the overarching development plan for all ten districts, setting the framework for individual district local plans. The first consultation draft of the GMSF was published on 31 October 2016, and a second draft was consulted on in January 2019. A further draft plan will be published for consultation in Summer 2020 before it is submitted to the Secretary of State for independent examination. The weight to be given to the GMSF as a material consideration will normally be limited given that it is currently at an early stage of the adoption process. Where it is considered that a different approach should be taken, this will be specifically identified in the report. If the GMSF is not referenced in the report, it is either not relevant, or carries so little weight in this particular case that it can be disregarded.

NATIONAL PLANNING POLICY

NATIONAL PLANNING POLICY FRAMEWORK (NPPF)

The DCLG published the National Planning Policy Framework (NPPF) on 19 February 2019. The NPPF will be referred to as appropriate in the report.

NATIONAL PLANNING PRACTICE GUIDANCE (NPPG)

The National Planning Practice Guidance (NPPG) is a web-based resource which brings together planning guidance on various topics in one place. It was first

launched by the Government on 6 March 2014 although has since been subject to a number of updates. The NPPG will be referred to as appropriate in the report.

RELEVANT PLANNING HISTORY

At the application site:

98029/FUL/19 - Residential development on land to the east of Warburton Lane comprising 163 dwellings, including the creation of a new access, provision of formal and informal public open space, ancillary landscaping, car parking and highway and drainage works.

Pending consideration

98030/FUL/19 - Residential development on land to the west of Warburton Lane, comprising 201 dwellings, including the creation of a new access, provision of formal and informal open space, ancillary landscaping, car parking and highway and drainage works.

Pending consideration

The following applications within the wider Partington/Carrington area are also of relevance (when considering the cumulative impacts of the development and the context within which this site is proposed to come forward):

Land at Lock Lane, Partington:

86160/OUT/15 - Application to extend the time limit for the implementation of planning permission H/OUT/68617 (Outline application, including details of access, for residential development of up to 550 dwellings; associated footpath, landscaping and ecological works).

Approved with conditions and a S106 legal agreement (26.09.19)

Land off Common Lane, Carrington:

88779/OUT/16 - Outline application for demolition of the existing farmhouse and two agricultural buildings, erection of buildings for use within Use Classes B1 (b) (Research and Development), B1 (c) (Light Industry), B2 (General Industrial) and B8 (Storage and Distribution), up to 43,874 sq. m, with ancillary offices, improvements to existing Common Lane access, associated landscaping, pumping station(s), package treatment plant and car parking. Approval sought for access with all other matters reserved

Approved with conditions (05.05.17)

Land known as Carrington Village, on land off Manchester Road, Carrington:

88439/HYB/16 - Hybrid application comprising: - a) Application for full planning permission for the demolition of existing buildings and structures, re-contouring of the site to form development platforms, new access(s) off Manchester Road to serve residential, employment, retail/health development and new emergency access(s) off the A1 private road to serve employment development, improvements to the A6144 Manchester Road/Flixton Road/Isherwood Road junction and the A6144 Carrington

Lane/Carrington Spur/Banky Lane junction; b) Application for outline planning permission for the construction of up to 725 dwellings, erection of up to 46,450sq m employment floorspace (Use Classes B1/B2/B8), erection of up to 929 sq m of retail (Use Class A1)/ health (Use Class D1) floorspace, creation of public open space, rugby pitch relocation along with new training pitch, erection of replacement rugby clubhouse, replacement car park for retained parts of Carrington Business Park, drainage principles, landscaping and ecological works, noise mitigation measures, electrical sub stations, pumping stations, car parking and vehicle, cycle and pedestrian circulation.

Approved with conditions, 25.08.17

[Conditions include those which prevent the bringing forward of certain development quantum before off-site highway mitigation is implemented, as explained within the report]

94601/RES/18 - Approval of reserved matters (appearance, landscaping, layout and scale), pursuant to planning permission 88439/HYB/16 for the erection of six buildings for use within Use Classes B1b (Research and Development)/ B1c (Light Industrial)/ B2 (General Industrial)/ B8 (Storage or Distribution) comprising 218,884 sq ft (20,335 sq m), with ancillary offices, associated car parking, landscaping, and two electrical substations.

Approved with conditions, 13.08.18

94670/RES/18 - Approval of reserved matters (appearance, landscaping, layout and scale), pursuant to planning permission 88439/HYB/16 for the erection of 277 dwellings with associated formal and informal public open space, landscaping, electric substation and pumping station.

Approved with conditions, 15.11.18

99245/OUT/19 - Outline application for the erection of up to 320 dwellings, erection of up to 668,000 sq ft (62,057 sq m) employment floorspace (Use Classes B1/B2/B8 including open storage), erection of up to 12,917 sq ft (1,200 sq m) retail/health floorspace (Use Classes A1/D1), demolition of existing buildings and structures, re contouring of the site to form development platforms, creation of public open space, rugby pitch relocation along with new flood-lit training pitch, erection of replacement rugby clubhouse, landscaping and ecological works, noise mitigation, electrical sub stations, pumping stations, car parking and vehicle, cycle and pedestrian circulation including details of 5 access(s) off Manchester Road to serve residential, employment, retail/health development and 2 emergency access points off the A1 private road. Approval sought for access with all other matters reserved.

Pending consideration

Land at Heath Farm Lane, Partington:

94949/HYB/18 - Hybrid application comprising: - a) Application for full planning permission for the clearance and remediation of the existing site and the erection of 148 dwellings with access from Broadway and associated works including the provision of internal estate roads, parking and turning circle, landscape works (including provision of public open space, tree clearance/replacement/woodland management and ecological management), electrical sub-station, and sustainable urban drainage works; and, b) Application for outline planning permission for the

erection of up to 452 dwellings with access from Broadway and associated works including the provision of internal estate roads and parking, landscape works (including provision of public open space, tree clearance/replacement/woodland management and ecological management), electrical sub-stations, and sustainable urban drainage works drainage principles.

Minded to grant (11.04.19) subject to the signing of a S106 legal agreement [Conditions include those which prevent the bringing forward of certain development quantum before off-site highway mitigation is implemented, as explained within the report]

Voltage Park, Manchester Road, Carrington:

97261/FUL/19 - Erection of five buildings for use within Use Classes B1c (Light Industrial) / B2 (General Industrial) / B8 (Storage & Distribution) comprising 62,442 sq m GIA to provide flexible employment purposes with ancillary offices, car parking, landscaping, service yard areas, ancillary uses and associated external works and operational development including remediation and ground levelling works.
Pending consideration

Land north of Oak Road and west of Warburton Lane, Partington:

97897/FUL/19 - Erection of 86 new affordable dwellings and ancillary infrastructure including new main site access off Oak Road.
Pending consideration

APPLICANT'S SUBMISSION

The following documents have been submitted in support of the application and will be referred to as appropriate within this report:

Air Quality Assessment
Archaeological Desk-based Assessment
Badger Survey
Bat Survey
Breeding Bird Survey
Carbon Budget Statement
Crime Impact Statement
Design and Access Statement
Environmental Statement
 Volume 1: Non-technical Summary
 Volume 2: Main Report
 Volume 3: Plans and Illustrations
 Volume 4: Technical Appendices
Flood Risk Assessment and Drainage Management Strategy
Great Crested Newt Survey
Green Infrastructure Statement
Ground Investigations Study
Heritage Impact Assessment
Noise Assessment

Planning Statement (including Affordable Housing Statement and Meeting Housing Needs Statement)
Road Safety Audit
Statement of Community Involvement
Transport Assessment
Travel Plan (including Access Plan)
Tree Survey
Utilities Assessment
Financial Viability Appraisal
Water Vole and Otter Survey

The Environmental Statement includes chapters on the following:

Landscape and visual impact
Nature conservation and biodiversity
Ground conditions and geology
Hydrology, drainage and flood risk
Traffic and transport
Noise
Air quality
Waste
Population and human health

To reiterate, during the course of the application process some updates to certain documents have been provided (comprising the Design and Access Statement, the Financial Viability Appraisal, the Transport Assessment, the Travel Plan, the Heritage Impact Assessment, the Archaeological Assessment, the Flood Risk Assessment, the Noise Assessment, the Ground Investigation Study, and the Green Infrastructure Statement), and some additional Highway Technical Notes have been submitted. An Agricultural Land Classification Report has also been supplied. These have sought to be taken into account in this report.

CONSULTATIONS

At the outset of this section of the report, it should be commented that some of the comments raised by consultees relate to matters of detail relevant to the concurrent planning applications (refs. 90829/FUL/19 and 98030/FUL/19), but with only one consultation response provided to cover all three applications. The same applies in respect of some of the representations received.

Cadent Gas - No objection, subject to informative (to advise of the existence of gas mains and pipelines in the area)

Cheshire East Council – No response received

Environment Agency – No objection, subject to condition/informative (to ensure the development is implemented in accordance with the Flood Risk Assessment, to request details of open space areas adjacent to Red Brook, to request a landscape and ecological management plan, and to ensure the provision of a method statement

for the control of invasive species, and to advise of the potential need for an Environmental Permit)

Forestry Commission – ‘The local planning authority is directed to the Forestry Commission’s standing advice’

Greater Manchester Archaeological Advisory Service – Objections raised, which can be summarised as:

- Shortcomings identified within the submitted Archaeological Desk-based Assessment;
- The lack of field evaluation; and
- Evidence of potential schedulable archaeological assets in the locality.

Greater Manchester Ecology Unit – No objection, subject to condition/informative (to ensure the use of Reasonable Avoidance Measures for amphibians, to request a pre-construction survey for badgers, to request further tree inspections for bats prior to any tree works, to prohibit vegetation clearance during the breeding bird season, and to request a Habitat Creation and Management Plan)

Greater Manchester Fire Authority – No response received

Greater Manchester Pedestrian Association – No response received

Greater Manchester Police – No objection, subject to condition (to ensure the development is progressed in accordance with the Crime Impact Statement)

Health and Safety Executive - Do not advise against

High Speed Two Ltd – No response received

Highways England – No objection, subject to condition (to secure the implementation of a Travel Plan)

Natural England – No objection, subject to condition (to request a scheme for the treatment and handling of soil)

Partington Parish Council – Objections raised, which can be summarised as:

- There has been inadequate public consultation concerning these proposals;
- There are no plans to tackle, at the same time, the traffic and pollution problems that would arise; and
- The road infrastructure and local amenities (including schools and doctors) need revisiting before any planning approval is given.

Peak and Northern Footpath Society – No objection, subject to informative (to advise of the existence of public rights of way within the site)

Public Health England – No objection

Ramblers Association – No objection, subject to informative (to advise of the existence of public rights of way within the site)

Sport England – No objection, subject to a financial contribution towards off-site sports facilities

Trafford Clinical Commissioning Group – No objection

Trafford Council Education - No objection, subject to a financial contribution to support local primary school expansion

Trafford Council Heritage Development Officer – Objections raised, which can be summarised as:

- Deficiencies identified within the submitted Heritage Impact Assessment; and
- Less than substantial harm to the significance of heritage assets would arise.

Trafford Council Housing Strategy – The development is welcomed in principle, however affordable provision in line with policy requirements is sought

Trafford Council Lead Local Flood Authority – No objection, subject to condition (to ensure the provision of a satisfactory surface water design and a surface water drainage scheme, to ensure their subsequent implementation, and to provide details of their maintenance).

Trafford Council Local Highway Authority - No objection, subject to condition/financial contribution (to ensure that the site access work also includes a controlled pedestrian crossing, to secure mitigation works to the Central Road/A6144 mini-roundabout, to secure mitigation works to the Moss Lane/Manchester Road/A6144 mini-roundabout, to secure mitigation works to the Flixton crossroads (or the delivery of the Carrington Relief Road with a financial contribution), to secure a financial contribution towards public transport, and to request the provision and implementation (separately) of a Travel Plan and a Construction Environmental Management Plan.

Trafford Council Pollution and Licensing (Air Quality) – No objection, subject to condition (to request a Construction Environmental Management Plan and to ensure the provision of electric vehicle charging infrastructure)

Trafford Council Pollution and Licensing (Contaminated Land) - No objection, subject to condition (to request a remediation strategy and subsequent verification report)

Trafford Council Pollution and Licensing (Nuisance) – No objection, subject to condition (to ensure that the recommended noise insulation scheme is implemented, to update the noise insulation scheme to mitigate the impact of the HS2 development, and to request a Construction Environmental Management Plan)

Trafford Council Tree Officer – No objection with regard to trees, subject to condition/informative (to request an arboricultural impact assessment and tree protection plan for all retained trees, and to advise that pruning works to the adjacent TPO group would require a separate application). Concerns expressed in relation to the potential loss of historic hedgerows

Trafford Council Waste Management – No objection

Transport for Greater Manchester – No objection, subject to condition/financial contribution (in accordance with the recommendations of the local highway authority)

United Utilities – No objection, subject to condition/informative (to request details of surface water and foul water drainage, and to advise of the presence of a water main in the vicinity of the site)

Warburton Parish Council – Objections raised, which can be summarised as

- The planning application documentation should be amended to correctly refer to the site as being within Warburton and not Partington;
- Warburton Parish Council has consistently opposed the development of the land to the south of Red Brook;
- Warburton Parish Council is in the initial stages of commencing a Neighbourhood Plan for Warburton and the development is far in excess of what is envisioned
- The Redrow proposals would have a devastating and permanent effect on Warburton Parish and its residents;
- The identification of the site as Protected Open Land will continue to be objected to by the Parish Council as part of the GMSF and new Local Plan processes;
- Whilst it is accepted that the 'presumption in favour of sustainable development' is engaged due to the lack of a five year housing land supply, it is evident that a number of adverse impacts would arise which would outweigh any benefits
- The position of the applicant that affordable housing could not be provided on the grounds of viability is questioned;
- The proposed two development sites would have virtually no permeability and connections with their immediate environment, and instead they would appear as isolated islands of development;
- Residents of the development would be reliant on the private car, including even for 'short' journeys to the shops in the centre of Partington;
- The Warburton toll bridge is already a source of major traffic congestion, but the application submission does not consider the impacts of the development on this infrastructure;
- The extra traffic on the roads would have a detrimental effect on local air quality which has potentially serious health consequences;
- The proposed development would have a major adverse landscape impact;
- The development ignores the guidance in the Warburton Village Design Statement;

- The standard Redrow house types are completely inappropriate for a rural location;
- The proposed car-focused layouts would be alien to the Warburton area;
- The application sites consist of Grade 2 or 3a agricultural land, and therefore the requirements of the NPPF which seek to avoid the loss of the best and most versatile agricultural land need to be taken into account;
- The land west of Warburton Lane contains a large area of Ancient Woodland which is protected as a Grade B Site of Biological Interest, and yet this is not referred to within the application submission;
- Several of the ecology surveys are out-of-date and should be redone;
- Further information is needed to ensure that surface water run-off, potentially involving multiple outfalls into Red Brook, could be properly managed;
- Further detail is needed to demonstrate that the proposals for foul water management could be achieved without damaging the ancient woodland at Coroner's Wood;
- The land to the east of Warburton Lane has recently flooded following heavy rainfall, and yet the submitted documents refer to no flooding events at the site;
- The submitted Road Safety Audit is not robust; and
- Overall, Warburton Parish Council has very serious concerns regarding both the principle and the detail of the submitted applications.

Warrington Borough Council – No objection since the highways impacts are limited to Greater Manchester (although that the methodology used to determine the highways impacts is considered to be flawed is placed on record)

REPRESENTATIONS

STATUTORY CONSULTATION

In Support:

No representations received

64 letters of objection have been received from local residents. The key issues raised can be summarised as (and when grouped into topic areas):

Development in Principle:

- There are already a large number of new developments proposed for the Partington area;
- These three applications should not be considered in isolation of other proposals for new housing in Carrington and Partington;
- Whilst there may be a nationwide need for housing, there are far more suitable sites than this;
- Building on greenfield land is unacceptable when there are so many brownfield sites in the area;
- In 2002 the UDP Planning Inspector expressed serious reservations regarding the suitability of this land for extensive development;

- The Trafford Core Strategy states that there will be no development on this 'protected' land before 2026;
- The proposal does not accord with any of the exceptions which allow for development on Protected Open Land;
- The masses of brownfield sites in this locality should be exploited first;
- The Greater Manchester Spatial Framework process is far from completed and the housing numbers needed are not yet known;
- The proposed development is a bad example of urban sprawl, bringing Partington closer to Warburton and Lymm;
- The proposed development would swamp the Parish of Warburton, which currently comprises only around 142 scattered properties;
- Development in Warburton should be limited to small infill proposals;
- The development would have a massive negative impact on the area and with no benefits whatsoever to the people who already live here;
- Partington has a natural defined boundary which is Red Brook and which should not be crossed; and
- There are already enough houses being built in Carrington and Partington.

Green Belt:

- The development would lead to the loss of Green Belt land;
- Green Belt should not be built upon;
- In developing this site one of the last sections of Green Belt between Trafford and Warrington would be lost;
- This site should be placed back into Green Belt; and
- If approval is given, an extremely poor artificial barrier to the Green Belt would be created.

Unsustainable Location:

- The development would end up as another 'overspill estate' due to the poor linkages;
- Warburton is a small community with narrow country lanes, no amenities and an irregular bus service;
- The proposed developments would create very insular neighbourhoods and the residents would be reliant on private cars;
- Increasing the population by thousands without separate road developments would make living in the area unsustainable;
- No supporting infrastructure is proposed and there is already insufficient shops, doctors, dentists, district nurses and public transport;
- There is virtually no access between the site and the local amenities in Partington;
- The proposed housing area is badly sited as it is not part of Partington and nor does it relate to the village of Warburton; and
- This development would change Warburton from a rural village to a town, but without the facilities of a town.

Highways Issues:

- Access to both developments would be onto the A6144 which already experiences severe congestion during the rush hour;

- New development on this scale would overwhelm the road infrastructure which is composed of single carriageways and minor rural lanes;
- The Warburton toll bridge already struggles with levels of traffic and is a bottleneck at peak times;
- Moss Lane is already a narrow road with traffic exceeding the speed limits and is dangerous for anyone walking along it;
- Existing approvals for future development in neighbouring Partington will already further increase traffic volumes;
- This area does not need more homes but rather a better road structure, improved links to the M60 and another bridge over the Manchester Ship Canal;
- There are no regular bus services in this area, so all new traffic would be car-based;
- The traffic survey undertaken by the applicant was not done at peak times so does not reflect proper circumstances;
- Housing developments of this size should have more than one internal access road;
- The proposed exit onto Warburton Lane has very limited sight-lines;
- The proposed vehicular access arrangements have paid no regard to existing road entrances;
- With the increase in traffic, highway safety in the area would be compromised, including for pedestrians and cyclists;
- This development represents a danger to lives since emergency services would not be able to get through the village due to the traffic; and
- Temporary traffic lights during the construction period would worsen existing traffic problems.

Design:

- The Redrow house types are of a standard design and pay no attention to local architecture;
- The proposed houses could be built anyway in the country and are more fitting for an urban environment;
- The submitted Design and Access Statement includes a design analysis of Partington but not of Warburton;
- The proposals are contrary to the Warburton Village Design Statement;
- There are very few hipped roofs in Warburton and no houses have integral double garages;
- Many of the proposed houses are 12m high, and these would dwarf existing properties;
- The proposed housing layout has large areas of unused land which would become a magnet for youths;
- The style and layout of the houses is totally incompatible with the rural area; and
- The removal of the access route to the old Red Brook bridge, if that is what is proposed, is objected to.

Impact on Heritage Assets:

- Warburton village is a conservation area and a Doomsday village;
- There are several listed buildings in this area;

- The heritage impact would be very high, affecting Ancient Woodland at Coroner's Wood and the remains of Warburton deer park;
- The desk-based Archaeological Assessment does not take account of the history and archaeology of Warburton;
- The Heritage Impact Assessment is too narrow in its focus and it does not attach sufficient value to Warburton Park;
- The boundary between Warburton Park and the ancient woodland of Coroner's Wood should be protected; and
- The new NPPF extends protection to ancient woodland, and yet the Council does not seem to recognise the rarity of ancient woodland in this location.

Affordable Homes:

- Housing sites should be used for affordable homes for young local families, not for large detached houses which look unaffordable; and
- A development in this area is expected to provide at least 40% affordable housing yet this scheme offers none.

Impact on Local Services:

- The doctors surgeries are already over-subscribed and it takes weeks to get an appointment;
- The local schools are already full up and all local services would become extremely stretched;
- The developer makes no mention of providing new community services; and
- New infrastructure should be put in place to support these proposals.

Landscape Impact:

- This rural area would be transformed into an urban neighbourhood;
- Irreversible damage to the landscape character of the area would be done;
- The western part of the proposed development would sit within a valuable historic landscape;
- The proposals do not comply with the Council's Landscape Strategy SPD and they are also at odds with the Greater Manchester Landscape Character and Sensitivity Assessment;
- Contrary to the findings of the submitted Landscape and Visual Impact Assessment (LVIA), it is considered that there would be 'Major Adverse' landscape and visual impacts;
- The LVIA does not offer sufficient mitigation in the form of enhanced screening or a reduced height of development;
- A fully costed landscape management plan for the scheme should be provided; and
- The development of the western site would clearly be seen from much of Warburton village.

Residential Amenity:

- The privacy and security of those residents encircled by the proposed developments would be considerably diminished;
- The access road to the proposed development is within 8 metres of a bedroom window of an existing house;

- The orientation of three houses on the western site would result in unacceptable overlooking;
- Existing residents would be overlooked by the new houses;
- The development would have a direct adverse effect on surrounding properties because of the loss of open views;
- The increase in dirt and pollution would negatively impact upon resident health; and
- There would be a large reduction in residential amenity for Warburton residents.

Ecology

- The development would lead to a destruction of the local ecosystem;
- Red Brook is a designated wildlife corridor;
- There are nesting birds of prey in this area and rare bird species;
- The area is a haven for wildlife, including bats which are a protected species, birds, small mammals and insects; and
- It is highly unlikely that the proposed skylark mitigation plots will work.

Other Environmental Issues:

- The land either side of Red Brook already floods;
- Much of the proposed development would be built on a flood plain;
- The development site is Grade 2 (very good) arable land;
- The country's rural farming environments should be retained;
- The peace and tranquillity of the area would be lost;
- Recreational walking routes in the area would be destroyed;
- There are fault lines traversing the site;
- The proposed site is surrounded by hedgerows which would be damaged;
- No investigations have been carried out in respect of the potential risk from the nearby landfill site;
- The surface water drainage strategy may put Red Brook at risk of pollution;
- The proposal would increase the toxicity of groundwater through an expanded population, intensification and use of toxic products;
- These green fields act as a carbon filter and perform a role in protecting the environment;
- The construction process would pollute the area with dirt, dust and debris, and the heavy machinery, lorries and builders would generate unacceptable levels of noise;
- Air pollution in Partington is already above safe levels and it would only increase with the extra traffic; and
- The development could result in an accumulation of atmospheric pollutants and particulates on Warburton Lane and close to a school.

Miscellaneous:

- The findings of the various submitted reports are based on desk research and with limited onsite observations carried out over short periods;
- The building work would cause chaos;
- This area has very poor internet access and no mains sewage connection;
- HS2 is already likely to carve up the countryside in this area:

- Planning officers are advised to scrutinise the applicant's viability claims, especially surrounding abnormal costs;
- It is incorrect to state that this proposal is in Partington; the site is in Warburton;
- The application submission suggests that Warburton Parish Council is in support of the proposals, which is not the case;
- The consultation event was brief and held at very short notice; and
- Residents of Warburton were not invited to the consultation event;

In addition to these **64** letters of objection (from local residents), the following additional **4** letters of objection have also been received (providing **68** in total):

Cllr Sean Anstee, with the key issues raised summarised as:

- The proposal is far in excess of the scale of development envisaged for Warburton in the emerging Neighbourhood Plan;
- The village is primarily served by the A6144 which is regularly congested;
- The Warburton toll bridge persists in being a significant cause of major disruption;
- There is substantial development already consented in Partington and Carrington, and any new development must consider the cumulative impact;
- Public transport links are poor or non-existent, with no tram or train access;
- Engagement with Warburton Parish Council has been limited;
- In recent wet weather the land became heavily flooded, demonstrating its important function as a floodplain;
- The affordable housing ratio for this development in the Bowdon ward is 45%, and the Council should be consistent in requiring this policy to be fully met;
- The land has previously been considered for development (in 2002) but was deemed by a Planning Inspector to be 'unlikely to be sustainable'; and
- Warburton is the most rural village in Trafford and it is already under pressure from development at its borders in Partington and Lymm, together with HS2 and the realignment of the A6144.

Dunham Parish Council, with the key issues raised summarised as:

- Whilst the planning applications fall outside of the parish boundary, it is considered that they will have an adverse impact on Dunham Massey and its residents;
- The development would result in the loss of valuable green space including grade 2 agricultural land and it would adversely impact upon ancient woodland;
- The proposed development would reduce the green gap between Partington and Lymm;
- The proposal development may increase the risk of flooding;
- The isolated nature of this development and the limited public transport in the area would make new residents dependent on motorised transport which would increase congestion;
- The route of the Warburton toll bridge is already heavily congested; and

- To access services in Altrincham, new residents would need to travel through Dunham Massey but the road infrastructure is not designed to cope with these volumes.

HIMOR (Carrington) Ltd, with the key issues raised summarised as:

- The Trafford Core Strategy identifies Carrington as a Strategic Location, and the aim is to reduce the isolation of both Carrington and Partington by creating a substantial new mixed use sustainable community on brownfield land;
- HIMOR is working with the Council to deliver this holistic regeneration which would include strategic road infrastructure improvements along with wider sub regional improvements to the road network;
- A hybrid planning permission has been secured by HIMOR (including for up to 725 dwellings) which includes a series of localised highway improvements to existing key junctions;
- The submitted Redrow Transport Assessment does not include an assessment of the impact on the Strategic Road Network, which is not consistent with the approach adopted by HIMOR in its assessments;
- The Transport Assessment assumes that a decent proportion of traffic would travel towards Altrincham, but the impact of this traffic on the local network has not been assessed;
- The Transport Assessment demonstrates that the development would have an adverse impact on the Flixton Road/Isherwood Road/A6144 Manchester Road junction and the Carrington Lane/Banky Lane/A6144 Manchester Road junction, but the application proposals are relying upon HIMOR's highway improvements for its mitigation;
- This is of significant concern to HIMOR since it is not considered fair that other developments of a similar scale would benefit from the mitigation package whilst not being required to provide any improvements themselves;
- It is considered that a proportionate financial contribution from Redrow towards the delivery of the Carrington Relief Road would be appropriate; and
- The application proposals do not provide an access through the site to enable the wider GMSF masterplan to be taken forward, and thus they are prejudicial to the wider GMSF aspirations.

Positive Partington Partnership (tenants and residents association), with the key issues raised summarised as:

- It is inappropriate to build on a greenfield site;
- Air pollution would increase due to the additional traffic;
- The density of the development is too high;
- The infrastructure in this area would not be able to cope (including roads, schools and health care);
- Public transport provision is poor; and
- The traffic problems caused by the toll bridge have not been taken into account.

Neither Objecting nor Supporting

The National Trust has also provided a letter of representation, in noting that the application site lies to the north-west of its Dunham Massey estate. The key issues raised in this letter can be summarised as:

- Dunham Massey includes the Grade I listed main house which is set within a Grade II* Registered Park and Garden, and with the wider estate containing 15 working farms, 13 tenant businesses and some 100 cottages;
- The National Trust notes that the site in question forms part of the wider 'New Carrington' allocation in the emerging GMSF; the Trust also owns land within this allocation;
- The Trust is keen to ensure that the major development proposed at New Carrington would not adversely impact upon the setting of the Dunham Massey estate or its functioning as both a popular visitor destination, and a place of residence and work;
- It is essential that a masterplan is prepared for New Carrington which would ensure that the site is considered in a holistic way;
- The submitted Environmental Statement does not include a robust assessment of the impacts that would be experienced by the estate;
- The inclusions within the proposal of a new area of open space adjacent to Red Brook are welcomed;
- There are concerns that the proposed development, in the absence of suitable transport infrastructure, could result in local roads throughout the estate being used as 'rat runs';
- The submitted Transport Assessment has not considered the impact of extra traffic on junctions within the estate (particularly at Dunham Road, Woodhouse Lane and Charcoal Road);
- Construction traffic should be routed away from the local roads within the estate; and
- There are further concerns that the proposed development could place local utilities under strain, particularly in terms of water supply.

CONSULTATION UNDERTAKEN BY THE APPLICANT

In the case of this application and the related applications, the applicant has also undertaken its own consultation, including a public exhibition, the establishment of a dedicated website, and liaison with a wider variety of stakeholders (including parish councils). The results of this consultation have been summarised in a submitted Statement of Community Involvement. Key headline information from the submitted statement includes:

- The public exhibition took place on 26th July 2018 between 4pm and 7pm at the Fuse ROC Centre, Partington;
- Approximately 130 people attended the event and 70 response forms were completed in;
- The main issues arising from the exhibition comprise:
 - Whether there is a need for new housing in Partington;
 - Whether the developments would have a Partington or a Warburton identity;
 - Whether affordable housing should be included;

- The impacts of the development on the road network; and
- The effects on local infrastructure, including schools and doctors.
- Analysis of the response forms reveals that:
 - 26% of respondents were in favour of the development in principle;
 - 58% of respondents raised concerns regarding the proposed access to/from Warburton Lane; and
 - 39% of respondents disagreed with the proposed illustrative layout.

OBSERVATIONS

The Decision-Taking Framework

1. S.38(6) of the Planning and Compensation Act 1991 requires applications to be determined in accordance with the development plan unless material considerations indicate otherwise. That remains the starting point for decision making. The NPPF is an important material consideration.
2. Where development plan policies are out of date, the presumption in favour of sustainable development in the NPPF (as described in paragraph 11d) may apply – namely (1) applying a ‘tilted balance’ under which permission will be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole (see paragraph 11d(ii)), or (2) where the application of policies in the NPPF that protect areas or assets of particular importance provide a clear reason for refusing the development proposed (see paragraph 11d(i)). In the latter case, policies relating to designated heritage assets (or equivalent buried archaeological remains) are central to the assessment of these proposals.
3. The Council cannot demonstrate a 5 year housing land supply and the ‘most important’ policies are therefore deemed out of date. Some are also not fully consistent with the NPPF. Therefore, it is necessary to consider at the outset how the presumption above applies.
4. Under limb (2) of the presumption in favour it is necessary to consider harm to heritage assets. As demonstrated later on in this report, it is considered that the harm to heritage assets provides a clear reason for refusal not outweighed by the benefits, and thus the tilted balance in limb (1) is not triggered. On that basis, the application is to be assessed under s.38(6) having regard to the policies in the NPPF and housing need and with the overall harms weighed against the overall benefits of the development in a straightforward balancing exercise. On that basis it is concluded that the application should be refused.
5. This report also considers the position were the tilted balance to be engaged. It is concluded that the harm arising from the development significantly and demonstrably outweighs the benefits and that permission should be refused on that basis.

Impact on Heritage Assets

6. Protecting and enhancing the historic environment is an important component of the NPPF. The document introduces the term 'heritage assets' which are defined (in the glossary) as: 'a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions. It includes designated heritage assets and assets identified by the local planning authority (including local listing).' It is the conservation of heritage assets in a manner appropriate to their 'significance' which is the focus of the NPPF, and with this significance defined (in the glossary) as: 'the value of a heritage asset to this and future generations because of its heritage interest. Significance derives not only from a heritage asset's physical presence but also from its setting.' 'Setting' is defined (by the NPPF glossary) as: 'the surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.'
7. In determining planning applications, paragraph 192 of the NPPF advises local planning authorities to take account of: 'the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; the positive contribution that the conservation of heritage assets can make to sustainable communities including their economic vitality; and the desirability of new development making a positive contribution to local character and distinctiveness.' Further, when considering the impact of a proposed development on the significance of a designated heritage asset, paragraph 193 requires that great weight should be given to the asset's conservation. The subsequent paragraph (194) continues that: 'Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.' Substantial harm or total loss of assets of the highest significance should be wholly exceptional.
8. Policy R1 of the Core Strategy specifically seeks to ensure that the Borough's heritage assets are safeguarded for the future, where possible enhanced, and that change is appropriately managed and tested for its impact on the historic environment. It should be noted, however, that Policy R1 does not reflect the NPPF's categories of 'substantial' and 'less than substantial' harm (applying to designated heritage assets) and their corresponding tests. Those NPPF tests provide an opportunity for an applicant to demonstrate that there would be public benefits arising from a proposal which may outweigh heritage harm. A similar, proportionate balancing exercise is contained in the NPPF's paragraph 197 in relation to non-designated heritage assets. The 'protect, preserve and enhance' requirement of Policy R1 infers that no harm should be caused or would be justified and in this respect, Policy R1 is out-of-date.
9. In addition, any planning decisions relating to listed buildings must also address the statutory duty of the Planning (Listed Buildings and Conservation Areas) Act 1990. The Act requires decision-makers to pay special regard to the desirability of preserving a listed building or its setting or any features of

special architectural or historic interest which it possesses. The Ancient Monuments and Archaeological Act 1979 (as amended) is the legal framework for the protection of scheduled monuments. Scheduled monument consent is required for most works that physically affect a scheduled monument, and with an application made to the Secretary of State via Historic England.

10. Draft Policy GM Allocation 45, in outlining the expectations for new development in this broad area, advises that those heritage assets within and close to the proposed New Carrington allocation, as well as their setting, should be protected and enhanced, and that any assets of archaeological interest should also be identified. This requirement is in response to emerging baseline evidence undertaken on behalf of the Greater Manchester Combined Authority regarding the historic environment interest of New Carrington. The assessments undertaken have considered not only built heritage but also archaeological interests (including the sites of now demolished buildings) as well as the historic landscape of the area. Work undertaken to date has identified a multitude of heritage assets across and adjoining the allocation, and with several of these in the vicinity of the application site. In specifically considering the Redrow site and its locales, the list includes:

- Grade II listed Birch Farm;
- Grade II listed Heathlands Farmhouse;
- Grade II listed Heathlands Barn;
- Grade II listed Timber-framed farm building at Warburton Park Farm;
- Warburton Park (a medieval deer park centred around Park Farm, a non-designated heritage asset);
- Coroner's Wood (Ancient Woodland, a non-designated heritage asset);
- The site of the former Millbank Hall Farm, now demolished (a non-designated heritage asset);
- Brook House and site of Brook Farm, now demolished (a non-designated heritage asset);
- Birch Cottage and the site of Moss Lane Cottages, now demolished (a non-designated heritage asset);
- Pear Tree Cottage (a non-designated heritage asset);
- The site of Brook Cottage, now demolished (a non-designated heritage asset); and
- Kiln field (a non-designated heritage asset).

11. In addition to this list, work undertaken to inform the GMSF has also identified the potential presence of historic hedgerows within the draft allocation (including within and adjoining the application site). The work carried out regarding the historic environment interest of New Carrington, which is continuing, will be used to inform the forthcoming masterplan exercise.

12. The documentation submitted with the application which considers the historic environment comprises, in the main, a Heritage Impact Assessment (HIA) and a desk-based archaeological assessment. Both have recently been updated

to address comments raised through earlier consultation. The key consultees whose expertise has been drawn upon comprise the Council's Heritage Development officer (in principally considering built heritage) and the Greater Manchester Archaeological Advisory Service, GMAAS, (in focussing on archaeological matters, including historic hedgerows and the historic landscape).

Built Heritage

13. Paragraph 189 of the NPPF encourages local planning authorities to seek a proportionate heritage assessment, sufficient to understand the potential impact on significance, when determining planning applications. The heritage assets that the Heritage Development Officer considers to have the potential to be impacted upon by this development are more extensive than the list referred to in paragraph 11 above. It includes additional non-designated heritage assets such as Lighthouse Farm and Moss Lane Farm on Moss Lane, and Broad Oak Farm on Chapel Lane. Warburton Toll Bridge, which is a high-level cantilever bridge which crosses the Manchester Ship Canal, is a further non-designated heritage asset which has been identified. Whilst this is a more remote asset, long-distance views of it can be gained from Warburton Lane.
14. Although some additions and amendments have been made to the applicant's HIA since first submission, the Heritage Development Officer has continuing concerns regarding the quality and breadth of the assessment that has been undertaken. As the NPPG advises, fully understanding the significance of a heritage asset and its setting from an early stage in the design process is crucial in helping to further inform the evolution of proposals in order to avoid or minimise harm. A more considered approach to LVIA viewpoints, for example, may have enabled the identification of other alternative development options which may be more sensitive to the surrounding historic landscape or would better conserve affected heritage assets. It is this type of approach that draft Policy GM Allocation 45, in recognising the heritage value of the New Carrington allocation, envisages being applied. There is, therefore, a lack of confidence in the outline submission and in this respect the heritage impacts of the development have not been fully demonstrated and the submitted documentation still does not adequately address the requirements of the NPPF's paragraph 189.
15. In seeking to define the heritage value of the area, and in noting the breadth and range of heritage assets in the locality, the Heritage Development Officer has identified that the character of the area to be one of dispersed farmsteads, cottages and barns sited within a large area of arable and pasture land, which includes the site itself. Warburton Park, a medieval deer park centred around Warburton Park Farm, is identified as a particularly significant landscape. The rural nature of the application site provides an appropriate setting which positively contributes to the aesthetic and historical significance of the heritage assets identified. Furthermore, there is evidence that the boundaries of Warburton Park and the application site (Site 2) overlap. The development proposed would fundamentally change the landscape character

of the site and the contribution that it presently makes to the setting and significance of adjacent and co-existing designated and non-designated heritage assets. It would also lead to the loss of in situ historic hedgerows.

16. Additionally, the Heritage Development officer is concerned about the overall design approach that has been put forward. These concerns cover a wide spectrum of issues which, in many instances, go beyond the remit of this outline application. Nonetheless, some of these objections derive from the submitted parameters plan which illustrates a particular design vision for the physical development of the site (including, for example, the overall quantum of development, the distribution of development, and the internal road layout). This further underlines the concerns raised elsewhere in this report that this proposal cannot be dealt with as an outline application if its impacts are to be properly understood and appropriate mitigation provided.
17. The Heritage Development officer's latest response recognises the revised parameters plan has pulled the development away from Birch Farm (listed) and also from the listed Heathlands Barn and Farmhouse. It also introduces an additional area devoid of built development which, it is claimed, would enable distant views of Warburton toll bridge to be retained. It is considered, however, that these marginal adjustments, principally to the location of built development, are not sufficient to address concerns raised. The parameters plan still indicates a substantial residential development (of up to 400 homes) in close proximity to these designated heritage assets and with no adjustment in siting in respect of the non-designated heritage assets (to the north of Moss Lane) that the proposed development would also encircle.
18. Whilst the lack of an informed assessment renders it difficult to precisely measure the scale of harm likely to occur, and further work will be carried out on this prior to the public inquiry, the Heritage Development Officer considers, and this view is shared by officers, that a residential development of this magnitude and coverage would cause 'less than substantial' harm to the significance and setting of a number of designated and non-designated heritage assets. This harm is a function of the contribution made by the application site in providing an agricultural setting (both visually and functionally) to the surrounding heritage assets; to the dramatic change in landscape character that would occur; and to the absence of genuine and informed mitigation. This harm, to varying degrees, would be experienced by all built heritage assets, designated and non-designated, identified above.
19. However, in the interests of completeness, it is confirmed that no harm is anticipated in respect of the non-designated heritage asset of Coroner's Wood (Ancient Woodland). This is confirmed in a subsequent area of the report concerning trees and arboricultural matters.

Archaeology

20. Footnote 63 of the NPPF identifies that non-designated heritage assets of archaeological significance, which are demonstrably of equivalent significance to scheduled monuments, should be considered subject to the policies for

designated heritage assets (in applying the tests at NPPF paragraphs 195 and 196, rather than paragraph 197). Core Strategy Policy R1, in listing types of heritage asset that the Borough possesses, also refers to sites of archaeological significance. Paragraph 189 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.

21. There is clear existing evidence of the archaeological significance of Warburton Parish, which includes the application site. Excavations carried out over a number of years by South Trafford Archaeology Group, Salford Archaeology and Channel 4's Time Team have revealed evidence both in terms of individual finds and buried landscape features of human settlement and activity stretching back to the prehistoric period. Neolithic, Romano-British and medieval remains have been found in excavations carried out in the 1990s and 2000s in and around Warburton Village to the south of the application site. Further evidence of the archaeological significance of this area is also emerging through work being carried out to inform the GMSF, which, among other things, has identified the presence of medieval fishponds on the site boundary.
22. However, prior to this application coming forward, no on-site archaeological assessment had been carried out of the land within the application site as access had not been possible. It is highly likely that there is buried archaeology of some significance in situ on the application site as not only is there no natural landscape boundary which would have prevented or limited the spread of human settlement or activity from the south, it is evident from map regression and from existing landscape features that part of Warburton Park, a medieval deer park, is within the application site. Warburton Park is clearly shown on Speed's map of Cheshire of c. 1610. Additionally, the land is not previously developed.
23. The geophysical survey recently submitted with the application strongly indicates that there may be important archaeology on the site. Whilst there are significant limitations to the geophysical survey due to waterlogging, it shows two features of particular interest. In Site 2 is a feature which could potentially be the medieval 'park pale'; the boundary of the deer park in a bank and ditch formation with timber palings erected on top of the bank. The bank and ditch may even be of earlier prehistoric or Romano-British origin and then later incorporated into the deer park. There is also the potential for smaller finds in and around the bank and ditch. Also in Site 2 there is a feature which could be a prehistoric trackway. However, the heritage significance of these features cannot be properly understood without evaluation trenching to determine what buried remains are in situ.
24. The limitations of the geophysical survey mean that there may be other features of equivalent or greater importance which have not been picked up by the survey work, particularly as it was not possible to survey substantive areas of the site at all. Indeed the applicant's archaeological assessment itself

concedes that physical evidence of a known medieval kiln was not found, and that this may have been due to the limitations of the survey.

25. GMAAS in their consultation response state that the applicant's archaeological survey fails to properly address or acknowledge the archaeological interest of the surrounding area or indeed even the presence of the medieval deer park. GMAAS consider that archaeological remains on the site, e.g. the potential medieval or earlier 'park pale' and other, as yet unidentified archaeology (given the known archaeological interest of the surrounding area and the limitations of the geophysical survey), could be of national importance and therefore of equivalent significance to scheduled ancient monuments. They should therefore be treated as designated heritage assets for the purposes of decision making (Footnote 63 NPPF).
26. There are thus clear weaknesses in the applicant's evidence base on archaeological matters. To date, the applicant has not provided adequate information to identify the extent and significance of heritage assets with an archaeological interest. Even when allowing for the recent geophysical survey, the limited scope of the archaeological assessment is not considered to be reflective of the known and potential value of the site. GMAAS has advised that a programme of evaluation trenching and field walking is warranted to establish a proper and appropriate level of understanding of the location, form, function, date, extent, and significance of archaeological sites and features.
27. An understanding of the significance of a heritage asset is the starting point for determining what mitigation would be appropriate. Without a programme of targeted field evaluation trenching there is no means of establishing the origins and significance of these features and whether they should rightly be preserved in situ. This matter goes to the heart of the principle of the development as it could have significant impacts on the quantum, design and layout of any development. Otherwise there is a realistic possibility that substantial harm or total loss of a heritage asset of the highest significance would take place, in the terms of Footnote 63 of the NPPF.
28. Paragraph 194 of the NPPF states that that justification for this scale of harm or loss should be wholly exceptional and Paragraph 195 states that in these circumstances permission should be refused unless substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss.

Public Benefits

29. Harm to heritage is to be considered against the public benefits. The NPPG explains that 'public benefits' may follow from many developments and could be anything that delivers economic, social or environmental objectives as described by the NPPF. It is very evident that, in this case, the overriding public benefit, with both social and economic values, is in relation to the provision of much sought-after new housing (family housing specifically) and with this development capable of delivering housing on a significant scale (up

to 400 new homes). The scheme would make a very meaningful contribution to Trafford's housing supply shortfall and would allow some progress to be made for this Council in aspiring to achieve a rolling five-year supply of deliverable land for housing. Whilst new housing is generally seen as an important public benefit in planning decisions in the context of the message of the NPPF, it is accepted that this is amplified in this instance given that housing targets for the Borough have remained unmet and that there is an unquestionable need for new and more homes Trafford-wide. Nevertheless, the weight to this benefit is lessened by the lack of any affordable housing, as discussed in due course.

30. Aside from the important public benefits derived from the provision of 400 (maximum) new homes, other public benefits are limited. The proposal offers, exclusively, residential development with no direct investment made on-site to local amenities or community/social uses, for example. Where the development has offered to contribute (for instance, in respect of sports facilities), this is required in order to mitigate the impacts of the development and to meet the recreational needs of the new residents with no wider benefits. The same would apply in respect of any potential contribution towards local primary school expansion, if this is to be accepted by the applicant (as will be discussed in due course). As to highways, the development only seeks to mitigate its own impact on the road network. In addition, the delivery of potential new footbridge links leading to/from the site are not confirmed.
31. Whilst it is accepted that the development would over-provide in terms of the amount of spatial green infrastructure incorporated on-site, it is doubtful whether this would genuinely be of value to, or used by, non-residents, given its location and accessibility. In any event, relevant appeal decisions have established a cautionary approach for decision-takers when affording extra weight to benefits which are derived from an applicant's offer which is over and above the relevant policy requirement.
32. The development would generate new employment opportunities during the construction phase. The submitted Planning Statement refers to the scheme supporting the equivalent of around 37 construction jobs. The Planning Statement also refers to other economic benefits including: temporary investment in the local area during the construction period, New Homes Bonus payments, additional Council tax receipts, and increased household spending in the Partington area. On this latter cited benefit, the case for this to occur on a meaningful scale is questioned given the site's physical and functional separation from Partington (and with this issue expanded upon elsewhere within this report).
33. Notwithstanding the limitations of the baseline evidence, harm of a 'less than substantial' nature to the significance of designated heritage assets (by virtue of the impact on setting) has been concluded. Added to this, is the 'less than substantial harm' to significance that would be experienced by the non-designated heritage assets (again in view of the effect on setting). There is insufficient information at this stage to make an informed judgement regarding

the impact on the significance of a range of other non-designated (chiefly archaeological) assets, and there is the potential for substantial harm or total loss of archaeological remains of equivalent significance to scheduled ancient monuments, or 'less than substantial harm' as a minimum, which has yet to be properly investigated by virtue of the inadequate archaeological work to date. In totality, therefore, the heritage impacts have the potential to be considerable.

34. Overall, the position of officers has been to conclude that the public benefits case in this instance is not sufficient. 'Substantial public benefits' that would outweigh substantial harm (or total loss) of significance, as required under paragraph 195 of the NPPF would not be achieved. Even if the harm, to potential schedulable remains, were to be categorised as 'less than substantial' (and the test in paragraph 196 applied) then the harm, when combined with other 'less than substantial' harm (to listed buildings), would not be sufficiently compensated. In essence, the assistance that the development would make to housing objectives, whilst significant at 400 homes, would not justify the cumulative harm caused. In this scenario, an assessment under paragraph 197 of the NPPF in respect of non-designated heritage assets becomes irrelevant.
35. For the avoidance of doubt, it is confirmed that the alternative test under paragraph 195 (where 'substantial harm' or 'total loss' to significance would occur) which is comprised of four subsections (all of which must be passed) cannot comfortably be applied to a heritage asset of an archaeological nature. Thus, the application proposal does not perform any better against this requirement.
36. Failure to comply with these tests leads back to 'the presumption in favour of sustainable development' (as set out in the NPPF at paragraph 11d and explained at the beginning of this report). To reiterate, this applies to the decision-taking process when there are no relevant development plan policies or the policies which are 'most important' are out of date. The effect of paragraph 11d is that planning permission should be granted unless either paragraph 11d (i) - described as limb 2 within this report - or paragraph 11d (ii) - described as limb 1 within this report - applies [emphasis added].
37. The footnote to paragraph 11d (i) confirms that the NPPF policies referred to includes heritage assets of archaeological interest as covered by footnote 63. In essence, the failure to meet the heritage tests of the NPPF (at paragraphs 195 and 196) is a circumstance anticipated by paragraph 11d that overrides 'the presumption in favour.'
38. As such, it has been concluded by officers that the application of policies in the NPPF relating to heritage assets provides a clear reason for refusing the development proposed. This in itself, and irrespective of the discussion that follows, is considered to amount to a clear reason for refusing the proposal when applying the decision-taking framework of the NPPF.

The Principle of the Development Proposed

39. It is apparent from an analysis of the relevant issues that, in many cases, far more than a parameters plan and indicative drawings are required in order to establish the acceptability of the scheme as a whole. In particular the amount, nature and location of on-site mitigation required has been impossible to establish, and this is key to understanding whether any measures are possible to make the development acceptable in planning terms. This mitigation would be an integral part of the layout and appearance of the development but here both matters are reserved for subsequent approval. It would also substantively influence the possible quantum of development on the site. On that basis it is considered that an outline application is not an appropriate mechanism by which to determine the acceptability of these proposals. Officers' ongoing concerns in relation to the detail submitted with the accompanying full applications, particularly in relation to layout and design, but which cover the full remit of reserved matters, would also indicate that these matters of detail cannot be reserved for subsequent approval.

The Statutory Development Plan

40. The Council cannot demonstrate a 5 year housing land supply and the 'most important' policies are therefore deemed out of date. Some are also not fully consistent with the NPPF. Notwithstanding this and in accordance with Section 38(6) of the PCPA 1991, the development plan is the starting point for decision making. The factors that underpin the policy framework within the development plan remain important when considering planning applications and will provide the basis for this assessment.
41. The Trafford Core Strategy was adopted in January 2012 and covers the period to 2026. It identifies five 'Strategic Locations' across Trafford where the Borough's housing and other development needs will primarily be directed.
42. For each of the Strategic Locations, the Core Strategy sets out what will be delivered and the essential requirements (e.g. infrastructure) to ensure that development in that location can be delivered in a sustainable way.
43. Policy SL5 sets out the requirements for the Carrington strategic location. The policy explains that this location offers the opportunity to reduce the isolation of both Carrington and Partington by creating a substantial new mixed-use community on large tracts of former industrial brownfield land. The location is described as being able to accommodate 1,560 residential units and 75 hectares of land for employment activities supported by: new road infrastructure to serve the development area and to relieve congestion on the existing A6144, significant improvements to public transport infrastructure, community amenities including convenience retail, school provision, and health and recreational facilities. Accordingly, the policy sets out a number of requirements in order for development in this area to be viewed positively. An indicative phasing plan is also contained within the policy.

44. The adopted SL5 allocation encompasses the industrial area of Carrington on the whole, although it also includes brownfield land on the north-eastern edge of Partington. It does not extend towards the southern part of Partington and it does not include the application site.
45. Within the framework of Policy SL5 planning permission has been granted (or 'a resolution to grant' has been confirmed) for two key schemes to date. These comprise the 'Carrington Village' application for up to 725 dwellings and up to 46,450sq m employment floorspace on land off Manchester Road, Carrington (ref. 88439/HYB/16), and the development on land at Heath Farm Lane, Partington for up to 600 dwellings (ref. 94949/HYB/18). As part of these developments (if built out), some wider infrastructure improvements have been secured, including highways mitigation measures and the provision of new local amenities (to include a new health centre). It is anticipated that further major proposals will come forward within the Carrington allocation over the remainder of the plan period (and beyond) in order to accomplish the objectives of Policy SL5 and to contribute to housing supply targets.
46. Policy L3 of the Core Strategy identifies Partington as a Priority Regeneration Area (PRA). The application site is within the Partington PRA. The supporting text records that Trafford, often perceived as an affluent borough, has a number of pockets of acute deprivation, which includes Partington. The policy seeks to encourage development that would address and reduce inequalities, including improvements in accessibility between the PRAs and employment areas, improved quality of design, construction and range of the housing stock, and improvements to the local environment. A number of objectives specific to the Partington PRA are also outlined, including for development to contribute to the improvement of public transport infrastructure (to mitigate against the impact of the development on the highway network and to address the deficiencies in the existing public transport provision). The release of greenfield land for development will only be allowed, it is stated, where it can be demonstrated that it would make significant contributions to the regeneration priorities of Partington.
47. The application site forms part of a wider area which is identified on the Proposals Map as 'Protected Open Land.' Policy C8 in the Revised Trafford UDP and Policy R4 (in the Trafford Core Strategy). Protected Open Land is a carefully defined annotation in which land is neither allocated for development nor included within the surrounding Green Belt. It is referred to within the NPPF at paragraph 139 as 'safeguarded land'. Part d of this paragraph states that planning permission for the permanent development of safeguarded land should only be granted following an update to a plan which proposes the development. It is evident from allied paragraph 20 of the NPPF that such a plan update would need to address not only the need for new development such as housing but also the provision of new infrastructure and community facilities.
48. Policy C8 is clear that planning permission will be refused for new development on Protected Open Land except where it would fall into one of its listed categories. Policy R4 provides that development on 'Other Protected

Open Land' will only be permitted where it is: required in connection with agriculture or forestry, or proposed for agricultural diversification; *and* would not prejudice the future use of the land (emphasis added). The accompanying justification explains that this open land, which includes 'Land in Warburton (immediately to the south of Partington)', may be required to meet development needs beyond the Plan period. It continues that 'these areas will be protected from all but limited essential development to enable them to make a contribution to meeting future, as yet unquantified, needs.' The justification concludes by stating that until such time as a strategic review of the Green Belt takes place, the land is protected from development. Therefore, the key purpose of the policy is to keep the land in its present state and to protect it from anything other than agricultural-related development in the event that it is required to meet housing or other development needs post-2026. It is acknowledged that Policy R4, as a policy to control the supply of housing, is out-of-date in the context of paragraph 11 of the NPPF.

Unsustainable Urban Extension

49. The identification of the application site as an area of protected open land in fact stems from the original Trafford UDP, which was adopted in 1996. The merits of the land immediately to the south of Partington as a potential housing location were debated as part of the subsequent UDP examination. In this respect it is most significant that the Inspector's Report (issued in 2003) highlighted serious reservations regarding the suitability of the site for extensive residential development. The Inspector's concerns related to the difficulties associated with successfully integrating the development with existing housing and community facilities, with the road system, with public transport and with other infrastructure. In particular it was felt that Red Brook and its flood plain, together with the adjacent wildlife corridor, would severely inhibit the potential for integration. These concerns led the Inspector to comment that: 'extensive development of this site would be unlikely to be sustainable'. This signals that whilst the land was suitable to remain undeveloped for now as safeguarded land, successful development would be dependent on proper integration and infrastructure provision as part of a wider development.

Trafford's Current Housing Requirement

50. Until the publication of a revised version of the NPPF in July 2018, the housing requirement for Trafford asset out within the Core Strategy at Policy L2 was a minimum of 12,210 homes over the plan period to 2026 (a typical annual requirement of 587 new units). However, in the light of the revised NPPF that figure can no longer be relied upon; the Core Strategy having been formulated more than 5 years ago and not updated since. In these circumstances, the NPPG is clear that the starting point for calculating housing requirements should be 'local housing need using the standard method'. In February 2019 the Government confirmed the standard methodology for calculating minimum LHN. The application of this methodology for Trafford has provided a minimum annual LHN figure of 1,362

new homes net. It is evident that this is far in excess of the previous Policy L2 requirement.

The Emerging Statutory Development Plan

51. The Greater Manchester Spatial Framework (GMSF), on its adoption, will become part of the statutory development plan for Trafford and will set the framework for individual borough-wide local plans, including with regard to housing figures. In this respect, the latest draft document, which was published for consultation purposes in January 2019, set out a draft annual housing requirement for Trafford of 1,015 new homes net, which is slightly lower than the Government-derived LHN figure (although is based upon meeting the LHN for Greater Manchester as a whole).
52. The draft GMSF includes two important Strategic Allocations for Trafford. This includes the 'New Carrington' allocation as covered by Policy GM-Strat 11 and Policy GM Allocation 45. New Carrington incorporates the existing SL5 Carrington allocation but extends beyond it, and is a considerably larger area which ranges to the western edge of Sale as well as encompassing land to the east and south of Partington. In doing so it includes the application site. Thus, the scale of development envisaged under the New Carrington allocation is much greater when compared with the existing SL5. Policy GM-Strat 11 refers to around 6,100 residential units and 410,000 square metres of employment units (to be delivered over the period 2018 to 2037).
53. The GMSF preparation process has been beset by delays. The first consultation draft document was published over three years ago (in October 2016), followed by a second version approaching twelve months ago (in January 2019). A third draft is due to be published in Summer 2020 after the Greater Manchester mayoral election. The GMSF is not at an advanced stage of preparation and it has not progressed even to submission stage. The effect is that it has been widely concluded that only limited weight can be afforded to its policies and proposals when decision-taking. This includes in respect of its strategic Green Belt assessment which has limited status as part of a broad and developing evidence base.
54. A new Local Plan for Trafford is under preparation, although it is also currently at an early stage in the process and is in fact more embryonic than the GMSF. Upon its adoption it will replace the Trafford Core Strategy and the Revised Trafford UDP. Following a first stage issues paper which was released in July 2018, a full consultation draft of the new Local Plan is expected to be published in the first part of 2020. This document will be required to set out a strategy for identifying a sufficient supply of sites and locations across the Borough to meet Trafford's housing requirement (as defined by the GMSF) over the new plan period (to 2037). It is expected that the emerging Local Plan will support the New Carrington allocation, although with its definition and the policy detail set aside for the GMSF to progress. Obviously, at this stage, the Trafford Local Plan carries very limited weight for decision-taking.

Draft New Carrington Allocation

55. Notwithstanding that only limited weight can be afforded to the draft New Carrington allocation, a review of the policy detail is nonetheless helpful in understanding the rationale for selecting this location as a major new area of growth for Trafford and for Greater Manchester (in building on the SL5 Core Strategy allocation). To differentiate between Policy GM-Strat 11 and Policy GM Allocation 45, Policy GM-Strat 11 is contained within a chapter of the GMSF which identifies the key locations and assets best-placed to support economic growth across Greater Manchester and to help address disparities. It is significant that the New Carrington allocation – in contrast to other allocations defined by the GMSF – is individually recognised within this chapter, and thus is seen as central to the plan’s main aims and ambitions. Policy GM Allocation 45 sets out the general requirements that would be applied to development proposals within New Carrington, and with an equivalent policy for all 51 allocations within the GMSF.
56. The introduction to Policy GM-Strat 11 explains that New Carrington provides the only opportunity in Greater Manchester to create a new settlement of significant size. The location in the western part of Trafford enables the redevelopment of the extensive former Shell petrochemical plant, support the regeneration of neighbouring Partington and Sale West, and deliver the scale and mix of development and associated infrastructure necessary to support a sustainable settlement, the accompanying text sets out. It continues:
- ‘The inclusion of a large amount of employment development and local facilities, as well as a diverse range of housing, will enable New Carrington to function as a sustainable neighbourhood within Greater Manchester rather than an isolated community....The area is currently served relatively poorly by public transport, and significant investment will be required to ensure that residents and workers in the area can travel sustainably.’
57. The supporting text concludes by stating that the size of New Carrington means that its development will extend beyond the end of the GMSF period.
58. Accordingly, the policy itself, in allocating the land for some 6,100 dwellings and 410,000 square metres of employment floorspace (together with a local centre), is clear that major investment in public transport and highway infrastructure, such as the Carrington Relief Road, improvements to Junction 8 of the M60 and public transport corridors, will need to be delivered to support the new settlement, thus ensuring that the area is well-connected to the rest of Greater Manchester.
59. It is very evident therefore that the draft allocation for New Carrington is underpinned by an acceptance that a wholly integrated approach is required in considering the location and scale of housing, employment uses, transport and other infrastructure, and community facilities and services. In turn Policy GM Allocation 45, in providing more detailed requirements for the allocation’s implementation, reinforces this theme. The policy identifies that the development of the whole area will need to be in accordance with an

approved masterplan or supplementary planning document. Other key policy principles include:

- To coordinate the phasing of development with the delivery of infrastructure on the site, ensuring sustainable growth at this location (policy principle 7);
- To contribute towards schemes to mitigate the impact of traffic generated by the development on the strategic, primary and local road networks, including public transport and highway infrastructure schemes (policy principle 8); and
- To provide community infrastructure, including education and health facilities, to support the new community.

60. As part of policy principle 8, further reference is given to the need for new link roads to be provided throughout the allocation to connect to the existing road network.

61. Another important principle underlying the New Carrington allocation is the scope it offers for creating more favourable conditions for existing disadvantaged communities which sit alongside it. As part of this objective, the text supporting Policy GM-Strat 11 emphasises the importance of ensuring that any development is fully integrated into the existing Partington and Sale West areas. Policy GM Allocation 45 continues this intention, with policy principle 5 identifying that new development should be sensitively integrated with existing residential areas. The supporting text stresses the need for issues such as design and linkages through the site to be carefully considered.

62. Thus, there is clearly an overall strategy for the New Carrington allocation which it is intended would address the central priorities of the area whilst simultaneously delivering substantial housing and employment growth. A similar strategy, albeit on a lesser scale, lies beneath the existing SL5 allocation which is still being realised. Key reoccurring themes for New Carrington include the importance of development following an approved masterplan and detailed phasing plan, the opportunity to tackle the physical isolation of the area, the need for major accompanying investment in public transport and highway infrastructure, the provision of other amenities to support and serve the new community, and the need for integration with existing neighbourhoods to support their regeneration. In conjunction, these objectives are aimed at securing the sustainable growth of the location. A significant concern here is whether this proposal would undermine and run counter to that strategy by placing development in the wrong place at the wrong stage without the necessary infrastructure and not as part of a masterplanned approach.

New Carrington Masterplan

63. HIMOR (Carrington) Ltd (HIMOR) owns the majority of land within the proposed allocation (including the former petrochemical plant). Other key landowners include United Utilities, National Trust, National Grid and Redrow

(applicant in this case). A commitment has been given amongst the key stakeholders to develop a masterplan for New Carrington (and with this building on early high-level masterplanning work which has informed previous versions of the GMSF). The new work will set out how the allocation could most effectively be developed over (and beyond) the GMSF plan period in order to deliver sustainable growth. Upon its completion the masterplan, which will be prepared in conjunction with a separate Transport Locality Assessment, will outline the phased development of the separate sites/land parcels across the allocation, and will identify integral transport infrastructure improvements.

64. The masterplan will inform the next draft of the GMSF, which is due to be published for consultation in Summer 2020. It is, therefore, at an emergent stage. However, initial findings are due to be reported in March 2020.

The Carrington Relief Road

65. That the road network serving Carrington and Partington is constrained has long been recognised. The A6144, which links into the M60 motorway to the north, is presently the only main route through the two areas. The existing Carrington allocation in the Core Strategy (Policy SL5) is already predicated on new and improved road infrastructure being provided in parallel with housing/employment growth in order to relieve the A6144 and to fully unlock the potential of the area. The text supporting Policy SL5 refers to a new 'Carrington link road.' In the intervening period further assessments have been undertaken to determine the scale of intervention required to absorb the housing/employment growth, and the GMSF now makes reference to what has become known as the 'Carrington Relief Road' (CRR). In this respect, and in the context of Policy SL5, the forthcoming permission for the Heath Farm Lane, Partington development (ref. 94949/HYB/18), which achieved a 'resolution to grant' in April 2019, is conditional upon the provision of the CRR at a point when the 251st dwelling would be occupied (or, alternatively, a mitigation scheme at the junction of the A6144/B5158 (the 'Flixton crossroads')).
66. The intention is that the CRR would provide a new, high standard, alternative route through Carrington. Traffic would transfer from the existing A6144, thus reducing congestion as well as journey times by providing additional capacity, and with such benefits likely to be felt over a wide area. Whilst an indicative route for the CRR has been put forward, it is understood that the precise alignment will be guided by the emerging masterplan. Without prejudice to this ongoing, collaborative masterplanning work, provisional exercises have established that New Carrington could be established over three broad phases. Whilst the first phase could be accommodated when allowing for improvements to existing road infrastructure, it would seem that the delivery of Phase 2 would require the implementation of the CRR, and with Phase 3 being dependent on this and other complementary new highway schemes. It is significant that, at this stage, the land covered by this planning application is identified as being developed as part of both Phase 2 (Site 1) and Phase 3 (Site 2). Land within the existing SL5 allocation is included within both phases

1 and 2. It is understood that CRR would initially be built as a single carriageway road but with it designed to allow additional lanes to be constructed as the traffic generated by New Carrington would increase. It would function as a spine road which would be capable of accepting new road links and other new road connections over time.

67. The CRR scheme is backed by the Council, with significant support from HIMOR. In supplementing HIMOR's significant financial input, a number of other funding sources for the CRR have been identified, including Trafford's Housing Infrastructure Fund, external grants, CIL, and contributions from other New Carrington developers (and with the latter only recently confirmed to be lawful following amendments to the Community Infrastructure Regulations as implemented in September 2019). It is currently envisaged that a planning application for the CRR will be submitted during 2020. As yet, and reflecting the present stage and status of the CRR project (coupled with restrictions imposed by the previous CIL arrangements), no financial contributions have been secured as part of existing planning permissions within the SL5 allocation (notwithstanding the condition to be imposed on the forthcoming Heath Farm Lane development). However, this is expected to change as the case for the CRR, including its detailed design and costing, is finalised. In the interests of clarity, in September 2019 some changes were introduced to the CIL Regulations with the intention of giving local planning authorities more flexibility to fund infrastructure via new development. This includes the lifting of pooling restrictions, and also the requirement for an infrastructure list has been removed.

The Application Proposal

68. The above discussion is intended to provide the policy and evidential background to inform an assessment regarding the suitability of the application proposal in principle. The cornerstone to this is that the application site is included within a much larger area which the draft GMSF will promote for extensive residential development and other uses. Added to this is the undisputed fact that the Council's does not have a 5 year housing land supply and that a timely, effective and comprehensive strategy is needed to resolve this.

69. The application site has continually been recognised as a particularly challenging site if the long-standing concerns of the UDP Inspector are to be overcome. However, clearly the vision of the GMSF – in tackling these major obstacles – is to treat this site as part of a wider allocation and one which would be unlocked and brought forward towards the end of the GMSF plan period. This is central to the question as to whether this residential proposal is acceptable now and on its own as an isolated development rather than as a later part of a wider whole with the infrastructure necessary for that wider whole.

70. The application proposal involves the extensive residential development (for up to 400 homes) of a greenfield site. It is the first such proposal which seeks to take advantage of the draft GMSF and which is not simultaneously covered

by the existing Strategic Location at Carrington (Policy SL5). . At this stage the proposal is presented as an isolated residential development on agricultural land which is not previously developed and which is presently 'safeguarded'. Therefore the principle of developing this site for anything other than for agricultural purposes is unacceptable and contrary to Policy R4 and para 139 of the NPPF.

71. The site is on the edge of the settlement in the open countryside, and is in a very peripheral location as part of the draft New Carrington allocation and it would not connect to already-consented developments within the existing SL5 Carrington area. In essence, and without the benefit of key parts of New Carrington coming before it, it is considered that this proposal would create an unsustainable, inaccessible and isolated residential development which would not be sufficiently integrated to the existing settlement, contrary to Policy L3, R4 and L7 of the Core Strategy and the NPPF. The case for this position is expanded upon below.

The Suitability and Sustainability of the Location at Present

72. The housing policy objectives within the NPPF include providing new housing in suitable locations which offer a good range of community facilities and with good access to jobs, services and infrastructure, including public transport. Unfortunately, the application site, at present, can boast none of these. Partington suffers due to its geographical remoteness and also its lack of facilities. It is not major service centre in Trafford; it cannot offer a wide range of shops, amenities or employment opportunities. The local bus service is the only method of public transport provision. Furthermore, it is significant that Partington is not recognised by the Core Strategy (see Policy W2) as a principal or main town centre (akin to Altrincham, Sale, Stretford and Urmston) and nor is it treated as a second order district centre. Rather, it has been classified as a lower order local centre on the grounds that the shops and services, at its core, are purely of local significance in catering mainly for day-to-day needs. There is no supermarket to meet main food shopping needs, for example, the bank is only open three days a week, and there are no clothes/fashion shops or restaurants.
73. The application site is positioned approximately 1.7 kilometres from the heart of the settlement (and thus it is not close to Partington's main focal point in any event). Subject to some pedestrian improvements within the highway, the most direct on-foot route between the development and the local centre would exist along the Warburton Lane footway. A second route, via Chapel Lane, would also be available, although this would encompass an unlit public right of way and country lane (without footways), and thus would be even less welcoming. It is noticed that the indicative site layout plan for Site 1, which now shows some localised vehicular accesses onto Moss Lane, does not suggest that footways would simultaneously be introduced along Moss Lane to connect to Warburton Lane. In both situations (via Warburton Lane and via Chapel Lane), Partington local centre could be beyond what might be considered a reasonable walking distance by some residents of the development, particularly when having regard to the condition of the routes

and the limited quality and range of provision at the destination. Whilst there is a neighbourhood shopping parade which is closer to the application site (approximately 450 metres to the north of the site on Oak Road), its offer is even more restricted and low-end.

74. To access, for example, a main food supermarket, residents would need to travel 9 kilometres to Sale, or 8 kilometres to Irlam or Altrincham. It is accepted that there are bus stops on Warburton Lane in reasonable proximity to the application site, and with the bus service providing connections to Altrincham, the Trafford Centre and Warrington. However, the service is limited; the Altrincham to Warrington route offers only seven services a day during the week, reducing further on a Saturday and with no service on a Sunday. Whilst the Altrincham to the Trafford Centre route is served more regularly, this is still only every half hour Monday to Saturday, and only once an hour on Sundays.
75. Partington is located 18 kilometres to the south-east of Manchester city centre which self-evidently is a major location for business and commercial activity, and Trafford Park and Salford Quays are closer than that. However, frequent and reliable public transport connections between the application site and these key employment and service destinations are not available. Residents would need to make a separate trip to Sale or Altrincham to access the Metrolink service, or to Flixton or Altrincham to board a train. Moreover, whilst the local roads surrounding the application site may be suitable for cycling, and whilst the development itself offers cycle routes within the site, there are presently no dedicated cycle routes within the vicinity of the site and cycle infrastructure over the wider area (for commuting purposes, for example) is inferior when compared with other parts of the Borough.
76. There is, therefore, a real paucity in infrastructure and amenity provision as a whole across Partington at present. In this situation it seems clear that residents of the development would have little choice but to rely on the private motor vehicle for the vast majority of journeys, even short trips. Alternative methods of movement, which are safe, convenient and attractive, to enable access to jobs and key services further afield are simply not available.
77. It is accepted that the proposal includes a commitment to providing a new bus stop on Moss Lane, and a £40,000 financial contribution towards 'bus stop improvements' has been set aside. However, other than this general identification within a revised Financial Viability Appraisal, no further details have been provided regarding what it is envisaged this would be used for, how it has been calculated, and when it would be offered. It does not deliver enhanced bus services. An alternative contribution to support enhanced public transport provision, as this is considered necessary to the accessibility and sustainability of the New Carrington allocation, could be secured, although this is not confirmed.
78. When having regard to the already congested nature of the road network in this locality, clearly the situation outlined above (in which prospective residents would become car-dependent) is most undesirable. The draft New

Carrington allocation is predicated on development proposals proportionately contributing to new and improved road infrastructure to mitigate traffic impacts. As will be confirmed via the emerging masterplan, a new road network is envisaged throughout New Carrington (building on that intended as part of Policy SL5) to provide an alternative to the A6144, and with the CRR acting as the principal route with other connections and road links built over time. The case for this proposed development being unsustainably located and generally inaccessible, as a standalone application, has been set out in the paragraphs above. It is clear that if the draft allocation was to be confirmed, then these fundamental shortcomings would gradually be overcome over in the future as the wider road connections would be formed which would serve to incrementally unlock different land parcels and an outwards spread of development (including from the application site's north and east) would occur. However, clearly this does not reflect present circumstances on which an assessment of this application has to be based. In short unless and until the proposed allocation extends west and south, this site is too isolated and not served by appropriate/adequate infrastructure.

79. As part of a subsequent discussion within this report regarding the traffic impacts of this development, it will be reported that a potential solution has very recently emerged which would address the local highway authority's outstanding objection. However, this is subject to the applicant being prepared to accept a condition (which is, as yet, confirmed) which would prevent the development from being occupied until mitigation works are implemented at the Flixton crossroads or, alternatively, the provision of the CRR (which could include a proportionate contribution to the CRR once the emerging masterplanning exercise has established the detailed phasing of infrastructure requirements and the financial responsibilities of the developers). However, even at this stage it is evident that the CRR, with its origin in Policy SL5 for Carrington, is only part of the highways package for New Carrington and that other major road infrastructure works are required. If the CRR were to be provided then the LHA is satisfied that the cumulative traffic impacts on the local road network would not be 'severe' in NPPF terms. However, the provision of the CRR in isolation, whilst beneficial in highway impact terms, would not be comparable to the wider network of new road systems with integrated public transport systems that the New Carrington vision assumes. This is what is needed to render the application site a sustainable and accessible location.

Unintegrated Development

80. Aside from concerns surrounding the development's inaccessibility, other 'in principle' objections relate to the proposal's lack of integration with existing Partington. That the site commands a marginal location at the fringes of the settlement has been explained. Furthermore, Red Brook and its floodplain (to the site's north) act as a barrier to movement. One of the leading principles of the GMSF allocation for New Carrington is for development to successfully amalgamate with existing communities that it would adjoin, including Partington. Here, even when accepting the site's physical limitations, it is

evident that the proposals have failed to forge visual and functional links with Partington.

81. As noted above there are serious shortcomings with existing off-site pedestrian routes. The development, of up to 400 homes, has the potential to generate significant amounts of pedestrian movement. However, new and improved linkages are a necessity in order to extend the site's movement network, to draw prospective residents into Partington, and to generally promote activity and social interaction. This includes facilitating new patterns of movement *into* and across the site to take advantage of the proposed public open space and areas of play.
82. The proposal does not, however, offer - in any meaningful way - any new and improved pedestrian linkages. It is acknowledged that the revised parameters plan illustrates two new footbridges over Red Brook, one within Site 1 (to supplement the one existing footbridge) and one within Site 2. The parameters plan and accompanying Design and Access Statement refer to them as 'potential connections'. In both cases the bridges would need to extend beyond the site boundaries (and are outwith the area controlled by the applicant), cross the brook and then connect to the brook's northern banks. This land, to the north of Site 1 and to the north of Site 2, is believed to be in third party (separate) ownership, and there is no evidence of any willingness on their part to cooperate with the applicant's suggestion. Permission would be required and has not been sought. Furthermore, consent from the Environment Agency would also be needed, and this has not been obtained or even sought, it is understood. At this stage, therefore, and in the absence of a firm commitment to this proposal from all parties involved, there is no guarantee of any kind that these footbridges could be delivered.
83. The revised Financial Viability Appraisal has allocated £222,660.69 to be used towards 'footpath/cycle improvements and footbridges.' However, as with the bus stop improvement contribution (and other financial contributions imprecisely offered), no further details have been provided, and the Council upon receipt of any Section 106 funds (should it be deemed appropriate for the Council to deliver new footbridges) would face the same impediments to delivery. In these circumstances, very limited weight can be attached to the potential footbridge links. The Council cannot therefore be satisfied that adequate connections beyond its site boundaries to integrate successfully will be secured.
84. Red Brook currently presents an obstacle to achieving integration. However, the GMSF and its aspirations for New Carrington does not envisage the application site purely connecting to the existing built up area to its north. The phased development of the allocation would involve areas to the east and north-east of the application site also being released, and it is anticipated that that would include new crossings to Red Brook, including road links. In this scenario, there would be other opportunities for the application site to integrate, in other directions, since it would form part of a wider well-designed and connected (expanded) Partington community. It is this progressive growth of New Carrington, stemming from the original Carrington allocation,

that would enable the application site to eventually become a natural and sustainable extension after the phases to the north and east have been delivered and as part of a masterplanned whole. New pedestrian footbridges across Red Brook, starting from the application site to the land directly to the north, would certainly be beneficial. However, what is especially needed is for development on the application site to merge and dovetail with other parts of New Carrington in order that this most marginal site would become integrated.

85. Given the weak accessibility and the inherent problems with integrating this site with Partington it is considered that the development would not function as part of Partington. Nor would the development integrate and function as part of Warburton a small rural village. Instead, it would operate as an isolated residential destination in which prospective residents would be heavily reliant on private cars and where there would be limited cross-integration between the site and existing Partington and Warburton, and between future residents and the existing community.

86. As has previously been shown, historically there have been a number of underlying difficulties facing Partington which has resulted in population decline and an inability to achieve sustainable growth. In response, Partington has been recognised as a settlement in need of a comprehensive regeneration plan to improve the economic, social and environmental conditions of the area (as reflected in its identification as a PRA by the Core Strategy). Much has been achieved to date, although the Council remains committed to further transformational change, including to address the area's geographical isolation and its poor transport links. Accordingly, that the New Carrington allocation has the potential to deliver a real step change for Partington has been recognised. The core policy principles of the GMSF, surrounding accessibility and integration particularly, are in order that the regenerative potential of New Carrington is maximised and that existing and new communities are not separated, with new infrastructure, facilities and services accessible to all within the wider area. However, in providing an inward-facing development which would only offer, exclusively, market housing dependant on the car and without the provision of or contributions to mitigate harm and improve local infrastructure and services (pedestrian routes, public transport, road network, education contributions), it is considered that the proposal would not support and would prejudice the wider regeneration priorities for Partington and would in fact serve to introduce further separation and would put pressure on the existing services and highway network within the locality.

Loss of Agricultural Land

87. The NPPF advises local planning authorities to recognise the economic and other benefits that are derived from the best and most versatile agricultural land. This is defined, within the glossary, as 'land in grades 1, 2 and 3a of the Agricultural Land Classification.' Within the Core Strategy, Policy R4 specifically identifies land to the south of Carrington Moss as the area of the Borough with the richest soils to support arable farming. The GMSF, as part

of the text accompanying Policy GM Allocation 45, also recognises that parts of the proposed New Carrington allocation support organic soils (peat).

88. The Agricultural Land Classification (ALC) system provides a national framework for classifying land according to the extent to which its physical or chemical characteristics impose long-term limitations on agricultural use. Land is assigned into one of five classification grades, Grade 1 being the highest quality and Grade 5 the lowest quality. Grade 3 is subdivided into Grades 3a and 3b to differentiate good quality agricultural land from moderate quality. An ALC report has been submitted with the application. This confirms that the site is presently in active agricultural use, with it noting that at the time of the survey it supported both wheat and potatoes. The report identifies that the majority of the site (83.5%) is classified as Grade 3a (good quality agricultural land). The remaining parts of the site are categorised as Grade 3b (moderate quality, 10.2%) and Grade 2 (very good quality, 3.7%). 2.6% of the site is in non-agricultural use.
89. With reference to the land protected by Policy R4, and when looking at ALC mapping over a broader area, it would appear that land within the wider area, including to the south of Carrington Moss and extending to Sinderland Green and parts of Warburton, is of a higher quality, with Grade 2 predominating. By contrast, land immediately to the south of Partington, including some of the application site, is of lesser soil quality in this wider context.
90. With reference to the NPPF definition the site encompasses in the main 'best and most versatile agricultural land,' and thus the NPPF provides in principle support for its protection. In this context, the loss of this agricultural land is clearly undesirable. This is confirmed in a consultation response from Natural England (NE), which restates the importance of protecting such land as an important resource for local economies. NE's response also refers to the parameters plan indicating that a proportion of the site would remain undeveloped as habitat creation and landscaping. It would be possible to retain the long term potential of this land and to safeguard soil resources for the future, the response identifies, if careful soil management practices were employed. As such, the overall position of NE is of 'no objection' but this is subject to the imposition of a condition which would serve to protect, as much as possible, soil resources on site.
91. Therefore, on balance, that the proposal would lead to the loss of quality and operational agricultural land is not factored into the 'in principle' reason for refusal. However, this issue will be returned to as part of the subsequent planning balance.

Conclusions

92. The achievement of sustainable development is the key purpose of the planning system, paragraph 7 of the NPPF advises. Overall, therefore, in concluding on the issue of the proposal's acceptability in principle, it seems evident that the application proposal would not deliver housing in an accessible location and it would not be well-integrated with and

complementary to the existing local area. The site is allocated as safeguarded land and its development for a residential use would conflict with Policy R4 of the Development Plan and Para 139 of the NPPF. Whilst it is accepted that Policy R4 is out of date and limited weight can be afforded to it, it is consistent with the NPPF para 139 and weight should be appropriately afforded to this.

93. Whilst the draft GMSF is acknowledged, it is the view of officers that the New Carrington allocation cannot be relied upon at this stage in its evolution and delivery to support this isolated application proposal. It is the potential contribution to the wider infrastructure package (once confirmed), and when delivered as part of a much larger area of growth, which could serve to make the development of this marginal site sustainable. However, to grant planning permission on this ad hoc basis for up to 400 dwellings, and on a greenfield and outlying part of the draft allocation, in the absence of supporting infrastructure would be at odds with central planning principles in the NPPF of providing sustainable development. Therefore, it is considered that the objectives of sustainable development would not be met, an unsustainable form of development would result, and a sustainable and integrated community for Partington would not be achieved. On this basis, the proposal is in conflict with matters which form the cornerstone to the NPPF, it is considered, and it would also be contrary to Core Strategy Policy L3, Policy L7 and Policy R4. It is considered that the application should be refused on these grounds, and that the benefits of the development do not outweigh the significant harm identified.
94. When considering the decision taking framework and paragraphs 4 and 5 of this report, the Council's development plan is out of date and as such the tilted balance could be engaged. If the tilted balance is engaged the overriding harm identified due to the lack of accessibility and sustainability of the site, its isolated nature and its failings to successfully integrate into the settlement would be so severe that it would significantly and demonstrably outweigh the benefits of the development and the application should be refused on these grounds.

Residential Development

95. The NPPF places great emphasis on the need to plan for and deliver new housing throughout the UK. Local planning authorities are required to support the Government's objectives of significantly boosting the supply of homes. With reference to paragraph 59 of the NPPF, this means ensuring that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed, and that land with permission is developed without unnecessary delay. The responsibility of local planning authorities in supporting the Government's ambitions include identifying and updating annually a supply of specific deliverable sites to provide five years' worth of housing against their housing requirement. This is in addition to a new housing delivery test (HDT) which is intended to measure a local planning authority's performance in facilitating the delivery – rather than merely planning for – new homes. In turn, the

importance of planning for significant housing growth is reflected within the strategy and ambitions of the GMSF.

96. Trafford's current annual housing requirement has already been identified within this report (at 1,362 new units, net). It is most significant that this Council cannot presently identify a rolling five-year supply of deliverable land for housing against this requirement, and thus - to reiterate - the NPPF's 'presumption of favour of sustainable development' is engaged. Latest monitoring (from December 2019) indicates a supply of some 2.8 years. In terms of the HDT, which is a percentage measurement of the number of actual homes delivered against the number of homes required, Trafford's most recent measurement (from February 2019) is 47 per cent. Some sanctions apply as a result of this figure, although the 'presumption in favour' is not initiated as a consequence of the HDT result (although it remains in place anyway). A new, up-to-date HDT figure for Trafford is expected imminently.
97. Policy L2 of the Core Strategy is clear that all new residential proposals will be assessed for the contribution that would be made to meeting the Borough's housing needs. Therefore, the ability of this development to contribute to meeting housing supply targets is important. This is amplified in the context of the absence of a five year supply of deliverable housing land. Moreover, it is accepted that the contribution made across this 24.8 hectare site (at 'up to 400 units') would be significant. Clearly, the scope of the development to have this positive impact weighs in its favour.

Meeting Housing Needs (including Affordable Housing)

98. The NPPF requires local planning authorities to plan for an appropriate mix of housing to meet the needs of its population and to contribute to the achievement of balanced and sustainable communities (paragraph 61). This is supported by Policy L2, which refers to the need to ensure that a range of house types, tenures and sizes are provided. Draft Policy GM Allocation 45, in its vision for New Carrington, also references the importance of providing a broad housing mix. In the context of this outline application, the precise housing mix is unconfirmed. However, the Planning Statement describes the development in general terms as one which 'would deliver much-needed family homes' and a mix of two, three, and four bedroomed houses is referred to. In addition, the revised Financial Viability Appraisal, and the assumptions contained within it, is based on the development comprising 131 2-bed units, 143 3-bed units, and 126 4-bed units. It is to be assumed, therefore, that the intention is not to provide any 1-bedroomed units.
99. That the development would provide family homes is welcomed, and it is noted that Policy SL5 of the Core Strategy and draft Policy GM Allocation 45 of the GMSF both primarily seek the provision of family housing across the Carrington and New Carrington allocations respectively. This is further confirmed in the consultation response of the Council's Housing Strategy officer which refers to the development bringing much-needed family homes to the Borough. In addition, and with reference to the emerging Trafford

Housing Need and Demand Assessment (2019) which will be used to inform a number of housing and related policies (including the new Trafford Local Plan), the response identifies that the provisional housing mix is reflective of the assessment's early stage findings regarding the size of dwellings most in demand in the relevant sub-area.

100. Another important component in contributing to the objectives of creating mixed and balanced communities, as required by the NPPF, is the provision of affordable housing. The definition of affordable housing is broadened in the NPPF relative to that reflected within the Core Strategy. The glossary defines it as: 'housing for sale or rent for those whose needs are not by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers)'. It includes affordable housing for rent (including affordable rented and social rented), starter homes, discount market sales housing, and other affordable routes of home ownership (including shared ownership and rent to buy). Paragraph 63 states that affordable homes should be sought within all new residential proposals for major development (ten units or more).

101. At the local level, the requirement to secure an affordable housing contribution is covered by Core Strategy Policy L2. The policy is clear that – in respect of all qualifying development – appropriate affordable provision should be made. In recognising that the Borough does not perform as a single uniform property market, the policy explains that Trafford is split into three broad market locations which have different percentage requirements for the provision of affordable housing. As corroborated by an accompanying Supplementary Planning Document (SPD1: Planning Obligations, July 2014), which draws upon the recommendations of the Trafford Economic Viability Study (2009 and a 2011 update), the application site is located within a 'hot market location' which covers the vast majority of Trafford's rural areas. Partington itself is within a 'cold market location' but with the application site sited directly to the south of the point of changeover. In such 'hot' locations, provision of affordable housing at a high-level percentage is typically sought (i.e. at a level higher than in 'moderate market locations' and higher again than in 'cold market locations'). Policy L2 and SPD1 also acknowledge that different market conditions can apply throughout a development plan period which also impact upon the level of affordable provision that a new residential development can successfully sustain. As of November 2018, 'good market conditions' have been applied (wherein the percentage contribution is further increased). The effect, therefore, is that within this 'hot market location' and under present 'good market conditions' a 45% affordable housing target will normally be applied, the SPD advises. By way of a comparison, development proposals wholly within the built up part of Partington would presently be expected to deliver affordable housing at a rate of 10%. There is a further allowance incorporated within the SPD in respect of situations where a new residential development may introduce a non-generic type of housing to an area with the effect that it may perform differently to other more commonplace housing within that market location. In these circumstances the SPD advises that the affordable housing contribution arrived at should be determined via a site-specific viability study, but it should not normally exceed 40%. Other

stipulations provided by the SPD and Policy L2 include the expectation that the affordable provision will be made onsite (rather than via an off-site contribution), and that the type of affordable housing will reflect a 50/50 split between intermediate (shared ownership) and social/affordable rent. In circumstances where application proposals do not meet the identified proportion, mix and type of affordable housing (typically due to claims regarding scheme viability), then an applicant's position is expected to be justified through a viability appraisal, the SPD states.

102. Affordable provision is also sought as part of the new housing to be accommodated within the New Carrington site. Policy GM Allocation 45 of the draft GMSF is clear that new developments will be expected to simultaneously deliver a minimum of 30% affordable housing.

103. In a situation where this Council is not meeting its general housing requirements, it is self-evident that affordable housing targets have similarly not been met, and thus there is a pressing need for affordable housing across the Borough. However, this application proposal does not include any affordable homes, neither on site nor in the form of a commuted sum to support delivery off-site. All of the homes proposed (the 'up to 400') are intended for open market sale, and the applicant's position is that this development would not be financially viable if it were expected to bear affordable provision.

104. The application was accompanied by a Financial Viability Appraisal (FVA) and the Council's independent viability consultant has been appointed to review it. In recent weeks a revised FVA has been submitted and with this comprising a substantially different document to that previously seen. The provision of the revised FVA followed a series of unsuccessful exchanges between the Council's consultant and the applicant's viability advisor which served to highlight a difference in approach. The repeated position of the Council's consultant has been that more detailed evidence and justification is required to support the applicant's case, and moreover that the submitted FVA deviates from established Government guidance, including within the NPPG, and also from RICS guidance, Financial Viability in Planning (2012). Indeed, the NPPF, when revised in 2018 and 2019, established a refreshed approach to viability, and with new guidance in NPPG published alongside it. Amongst other aims, the adjustments have sought to improve the robustness of the viability process in the interests of striking a genuine balance between the aspirations of developers/landowners and the aims of the planning system to secure maximum benefits in the public interest.

105. The revised FVA has also – recently - been reviewed by the Council's consultant. Whilst the response confirms that this entails a brand new viability case for the outline proposal, many of the previous repeated requests intended to secure a defensible assessment on the applicant's part have not been addressed. The key changes to the applicant's appraisal include an increase in the number of units proposed, a decrease in the gross internal area of the development (with the number of 2-bed units increasing and 4-bed units decreasing), a reduction in the Gross Development Value, various

adjustments to build cost data, reduced abnormal costs, a decrease in total development costs, a lesser profit margin, and a reduced residual land value. Whilst it is noted that this revised FVA now includes some allowance for Section 106 contributions (unlike the original FVA), this does not extend to affordable housing. Thus, the updated appraisal is still based upon a 100% market housing scheme.

106. There are continuing areas of concern in the revised appraisal, officers have been advised, which call into question the validity of the applicant's overall approach. Some new unqualified assumptions have also been introduced. This includes in respect of comparable sales values, assumptions surrounding base build costs, and unexplained reductions in external works costs. One particular area of continued disagreement is in relation to total abnormal costs, which the Council's consultant still considers to be very high. The position adopted by the applicant would suggest that this relatively low-density development would in itself generate a massive abnormal cost (on the basis that parts of the site are undevelopable), but any logic to this approach has not been adequately articulated and thus is not understood. If it were to be accepted that the application site poses a considerable abnormal costs challenge, then it would be fair to conclude that the site is of poor quality and that its 'benchmark land value, BLV' (the value of a site in its existing use with a premium that recognises policy requirements) would reflect this. The Council's consultant has a number of continuing crucial queries concerning the applicant's assumption surrounding BLV which officers share. The applicant's approach to assessing BLV is not based on the 'Existing Use Value Plus (EUV+)' method which is now required by up-to-date (2018) guidance and instead it relies on an outdated and misconceived approach. Furthermore, the applicant has not responded to repeated requests to provide information regarding whether the site has been acquired or whether an option agreement has been entered into, or in turn how much it has paid or it will pay for the site. The provision of this information, as part of an open-book viability assessment process, is supported by the NPPG and the RICS guidance.

107. Overall, therefore, it has been concluded that the viability case put forward by the applicant does not satisfy present requirements, and thus it has not been effectively demonstrated that this is a development that cannot sustain affordable provision. Given this lack of evidence, it is therefore considered that the proposal is contrary to Core Strategy Policy L2 as well as the NPPF on the subject of affordable housing. Whilst it has already been documented that the delivery of housing weighs in favour of the scheme, the lack of affordable housing reduces the strength of this point. For the avoidance of doubt, unlike the position regarding an education contribution for example which is covered elsewhere in this report, there is no evidence at this stage of the applicant's willingness to concede on the issue of affordable housing.

Highways Matters

108. The following section of this report outlines the highways position as concluded by officers. In summary, concerns regarding an otherwise 'severe' impact on local roads could be addressed through the imposition of Grampian planning conditions which would require off-site mitigation at three key junctions. Whether the applicant is agreeable to these conditions is unconfirmed at this stage. A potential accessibility reason for refusal is also identified in the event that the applicant does not accept the need for a financial contribution to improved public transport provision.
109. The planning system plays an important role in delivering and promoting sustainable transport. Significant development should be focussed on locations which are or can be made sustainable through limiting the need to travel and offering a genuine choice of transport modes. Transport issues should be considered at the outset in relation to development proposals (NPPF paragraph 102). This is in order that the potential impacts of new development on transport networks can be addressed. All developments that will generate significant amounts of movement should be accompanied by a travel plan together with a transport statement/transport assessment. Development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety, or if the residual cumulative impacts on the road network would be severe (paragraph 109).
110. In reflecting the NPPF, Core Strategy Policy L4 seeks to direct development to accessible places that benefit from existing transport networks, services and facilities in order to reduce the need to travel. It also supports opportunities to improve the pedestrian environment and cycling network. Planning permission will not be granted for new development that is likely to have a significant adverse impact on the safe and efficient operation of the strategic, primary and local highway unless appropriate transport infrastructure improvements and/or traffic mitigation measures can be secured. The severe reference within the NPPF is a more stringent test for residual cumulative impacts on the road network, and thus the relevant part of Policy L4 is out-of-date for the purposes of decision-taking.
111. The highways implications of this development have been very carefully examined, drawing upon the 'Traffic and Transport' chapter of the Environmental Statement and the submitted Transport Assessment (TA) and Travel Plan. There have also been a series of technical notes provided by the applicant's highways consultant to respond to specific issues raised. A revised TA (and Travel Plan) has also recently been submitted superseding all previous assessments and technical notes. This highways submission has been reviewed by the local highways authority (LHA) as a statutory consultee, together with Transport for Greater Manchester (TFGM) in an advisory role and when also having regard to their responsibility for the design and operation of traffic signals across the network. The role of the LHA and TFGM has been in relation to the anticipated traffic impacts on roads of local and borough-wide significance. In addition, Highways England, 'HE' (also a statutory consultee in this instance) has played a significant part in the assessment process in examining the potential impacts on the Strategic Road Network (SRN), and with their focus being on Junction 8 of the M60 motorway

(to which the route of the A6144 leads). In this respect, HE has issued a series of recommendations to the local planning authority advising that the application should not be determined due to a number of outstanding issues and to allow time for further review. However, following the latest additional submission by the applicant, the position has very recently moved on and the HE 'holding recommendation' has now been lifted. In reviewing the traffic impacts of the application proposal, the focus of all consultees has been in respect of the *cumulative* position when having regard to all other committed (and some other emerging) developments. Therefore, care has been taken, in collaboration with the applicant, to ensure that all other relevant proposals have been accounted for, and that the traffic implications of this development are not considered in isolation. The HE's position, as very recently confirmed, is dealt with firstly, below.

The Strategic Road Network

112. The M60, which is maintained by HE, is located approximately 9.4 kilometres to the north east of the site. Access to the site from the M60 is via Junction 8 which connects onto the 'Carrington Spur'. Improvements at Junction 8 have recently been implemented as part of the M60 Smart Motorway scheme. This has included variable speed limits and traffic detection loops.
113. In reviewing this application, a key objective of HE has been to ensure that the proposed development (in combination with other committed developments) would not lead to adverse traffic conditions that would significantly erode the safe operation of the SRN. This includes in respect of the potential for traffic to build up on approach to the M60, including at key junctions on the local road network.
114. In its first consultation response, in reviewing the original TA and first stage technical note, HE raised a number of outstanding queries that prevented HE from making a conclusive recommendation on the proposed development. Since then, there have been a series of further submissions by the applicant's highways consultant and subsequent rounds of review, and a position was reached wherein the majority of concerns had been addressed. This included in respect of the applicant's submission now making some allowance for an assessment of impact at the development's opening year in addition to the 10-year post-submission scenario of 2029 (in accordance with advice contained in HE's Planning for the Future, September 2015, publication), agreement in respect of relevant commitments, further exploration of traffic safety data, and the application of some sensitivity testing (consistent with the approach adopted in the assessment of the outstanding Voltage Park application) when recognising that there is likely to be further traffic growth over the 10-year study period (over and above existing commitments) in the context of the draft GMSF New Carrington allocation.
115. However, there had been one remaining area where HE had continued to seek further information and clarity. Whilst HE itself had confirmed its satisfaction that the additional traffic generated by the

development would not have a direct severe highways impact on the M60 (including Junction 8), it had been recognised that the highways model contained within the submitted TA for the local road network had not, at that point, been fully agreed by TFGM. This included in respect of the predicted cumulative impacts upon the Banky Lane/A6144 signalised junction (the Carrington Spur), and with TFGM expressing concern that the assumptions applied within the TA had served to produce impact figures that were overly optimistic. This position had prevented HE from determining the extent of any potential queuing back towards the motorway junction; this queuing in itself could have problematic effects on the operation of the junction and possibly result in an unacceptable safety impact or severe highways impact on the SRN, HE had stated. However, some very recent progress has been made in unlocking this issue in which the LHA has done its own sensitivity testing based on the applicant's highways model and has reported back to HE and TFGM, and with then then further corroborated by a formal update to the applicant's model. Even when assuming a worse outcome than that adopted within the TA, and when considering a number of different scenarios (to include other committed development and approved mitigation at nearby junctions), the LHA has concluded that queuing on the Carrington Spur – whilst it may be more extensive than the TA illustrates, would still be sufficiently clear of Junction 8. TFGM, in liaison with the LHA, has also now (recently) accepted this position, and the effect therefore is that TFGM concerns regarding the applicant's model for the Carrington Spur have been addressed. In turn, HE – very recently - has confirmed that it is now satisfied in respect of the implications for the SRN and that its holding recommendation can finally be lifted.

Local Road Network

116. In presenting the position regarding the impact upon the local road network, the commentary which follows takes account of the review and assessment of the application by both the LHA and TFGM (including when allowing for very recent submissions and very recent consultation responses), and with both parties confirming agreement with the final conclusions drawn.
117. That the A6144, as the single route through Carrington and Partington, is a source of significant congestion has long been recognised. It is acknowledged by Policy SL5, which seeks substantial new road infrastructure and public transport improvements as part of the delivery of 1,560 new homes and employment floorspace, and has been further highlighted by the draft GMSF. As major development proposals have come forward in building upon the existing Carrington allocation, and for new development more broadly within the Partington area, the matter of whether the predicted traffic uplift could be accommodated within the existing road network, or whether mitigation would be justified, has been subject to the closest scrutiny. This includes developments at Carrington Village, at Heath Farm Lane (Partington) and at Lock Lane (Partington). In this respect, the focus has been on a number of key junctions along the A6144, including: at Moss Lane/Manchester Road/A6144 (mini-roundabout) in central Partington; at Common Lane/A6144; at Banky Lane/A6144 (the Carrington Spur); at Ackers

Lane/A6144; and – notably – at Isherwood Road (B5158)/A6144 (known as Flixton crossroads). This is in addition to the motorway junction (Junction 8 of the M60). Highways mitigation schemes have been secured at some of these junctions as part of earlier consents, and with these needing to be in place before a certain quantum of development is delivered and occupied.

118. Similarly, in assessing this application (and when having regard to cumulative impacts), whether these junctions – which already represent significant pinch points on the network – could accommodate any additional traffic has been at the centre of highway discussions. Other junctions closer to the application site have also been analysed, including Moss Lane/A6144 (adjacent to the site), and the Central Road/A6144 mini-roundabout (in the centre of Partington). In this respect, the submitted TA has considered a number of scenarios, and with the impacts arising from its proposed 400 homes (maximum) considered against the existing network and also with some already approved mitigation schemes in place.

119. The applicant's overall conclusions, as stated within the TA (as revised), is that the cumulative traffic impacts of the development, in an assessment year of 2029, could be comfortably absorbed by the existing network at the majority of key junctions. There are three exceptions, however – it is stated – where junctions would be expected to operate in excess of existing capacity. These are identified, and responded to, as follows (in summary):

1. The Central Road/A6144 mini-roundabout: mitigation works are proposed by this applicant;
2. The Moss Lane/Manchester Road/A6144 mini-roundabout: mitigation works have already been approved as part of the Lock Lane (Partington) development; and
3. Flixton crossroads (signalised junction): mitigation works have already been approved as part of the HIMOR Carrington Village and Common Lane (Carrington) developments, and the Heath Farm Lane (Partington) development.

120. In respect of items 2 and 3, the applicant's position is that the mitigation required by others (at the Moss Lane mini-roundabout and at Flixton Crossroads) would provide additional capacity but that, in any event, the impacts of the Redrow development 'would have no material impact above that which would normally be seen in the variation of day-to-day traffic flows on the surrounding road network.'

121. The consultation response of the LHA confirms its agreement that it is the three junctions stated above which are of primary concern in this instance. In each case, the LHA is of the view that a 'severe' (cumulative) highways impact would arise in the absence of appropriate mitigation. The applicant's own mitigation scheme for the Central Road/A6144 mini-roundabout – where a new 'compact' roundabout is proposed – is likely to be acceptable in principle, although there remain a number of outstanding queries which the LHA intended to pursue (regarding the absence of vehicle tracking and a road

safety audit) but with the appeal submission limiting the scope for further negotiation. However, the LHA is of the view that these matters are not fatal and, whilst not desirable, could reasonably be addressed via condition if required, and with such a condition used to ensure that the approved scheme would be implemented at a point when the 101st dwelling was occupied.

122. At the Moss Lane/Manchester Road/A6144 mini-roundabout, again, the LHA is in agreement that the previously approved mitigation works as part of the Lock Lane (Partington) development (ref. 86160/OUT/15) would also provide sufficient alleviation for this application (in conjunction with other committed development) if the Lock Lane development goes ahead and delivers that mitigation. It is understood that a provisional mitigation scheme comprises an enlargement to the existing mini-roundabout to increase its capacity, and with a condition imposed on the Lock Lane approval which serves to prevent any occupation until an approved detailed design had been implemented. However, it cannot be assumed that the Lock Lane approval, which is only in outline form, will be implemented and the mitigation trigger initiated, prior to any approval for Redrow being built out. Accordingly, the LHA has advised on the need for an equivalent condition to feature on this decision notice, if approved. It is understood that the required mitigation in this case (consistent with the position at the Central Road/A6144 mini-roundabout) could be accommodated within the adopted highway. Accordingly, and notwithstanding that negotiations have stalled, it is to be assumed that the applicant would be agreeable to this condition.

123. The situation for the Flixton crossroads is more complicated, however. Based on site observations and the modelling undertaken, this is perhaps the junction which presently experiences the most extreme congestion at peak periods, particularly on the eastbound carriageway (towards the Carrington Spur). There have been two mitigation schemes previously considered and accepted, in principle, for this junction. The first, secured by HIMOR as part of the Carrington Village and Common Lane developments, takes the form of road widening, lane extensions and a bus layby, and with this required to be implemented when a certain development quantum is reached. That quantum of employment development has now been reached (with the relevant reserved matter consent now in the process of being implemented (ref. 94601/RES/18) and the relevant s106 contribution has been paid by HIMOR) and it is understood that this work is likely to be implemented under a Council contract over the course of this year. The reserved matters consent for residential development (ref. 94670/RES/18) will not be implemented until these works have been completed as no occupation of those dwellings could take place. When the Heath Farm Lane application came forward, a second round of mitigation needed to be considered for the Flixton crossroads, independent – but complementary to – the HIMOR proposal. The developer in that instance came forward with an option which, broadly, would involve the provision of a new left turn lane (towards the B5158) when travelling eastbound. This would provide additional capacity for the movement of traffic towards Flixton. This was accepted, in principle, as appropriate mitigation at a point when the 251st dwelling would be occupied (at Heath Farm Lane) or, alternatively, the provision of the CRR (as required by condition). The

difficulty with this mitigation for Flixton crossroads is that it relies upon third party land, and with no evidence of the landowner being willing to co-operate. However, the applicant in that instance was willing to accept such a condition in the knowledge that full scheme delivery (i.e. after 250 units had already been delivered) could be stalled until such time as the issues surrounding either the landownership or the CRR would be unlocked. It was widely acknowledged at the time, however, that the CRR option would be the favoured approach.

124. Contrary to the position of the applicant, the LHA is of the view that this proposal would in fact have a tangible and material impact on the Flixton crossroads junction. The applicant's TA reveals that the proposed development would place extra pressure on the junction in both the AM and PM peak periods, and with the likelihood of increased queue lengths particularly on the Manchester Road west and Carrington Lane east approaches. However, the LHA has concluded that the proposed left turn mitigation works associated with the Heath Farm Lane development would provide the junction with sufficient future capacity to also accommodate the extra traffic arising from the Redrow scheme. No other alternative mitigation proposals (other than the opportunity afforded by the CRR) have been found to work, and with the applicant's earlier suggestion of a new roundabout to replace the crossroads subsequently dismissed. Therefore, in order to address the otherwise 'severe' impact at this junction, the same left turn mitigation scheme would also need to be integral to any consent for this applicant. However, as a proposal submitted and considered after the Heath Farm Lane application (regardless of when any implementation may occur), the requirement in this case would be for the mitigation works to be provided before any unit occupation occurs because the Heath Farm Lane development is already permitted to use up the limited spare capacity at this junction.

125. The applicant's decision to submit a non-determination appeal, whilst simultaneously revisiting its highways position, has reduced the scope for the LHA (and TFGM) to provide its latest feedback in seeking a highways solution. It is evident that, in terms of the key issue of traffic impacts, a number of important Grampian conditions would be necessary (which would prevent the occupation of the development) to secure off-site highway works and to ensure that the residual cumulative traffic impacts would not be 'severe' in NPPF terms (which would otherwise warrant a highway reason for refusal). To reiterate, these are works to: the Central Road/A6144 mini-roundabout; to the Moss Lane/Manchester Road/A6144 mini-roundabout; and to Flixton crossroads.

126. Subject to the applicant's agreement with these crucial conditions (which has not been confirmed to date), it is accepted that incremental mitigation is available which would ensure that there would be no demonstrable severe impact on the safety or operation of the local road network. No notable betterment would be achieved but the works would address the impacts arising. As with the Heath Farm Lane decision, it is anticipated that the condition in respect of Flixton crossroads would provide

an alternative to the left turn lane mitigation option in the form of the provision of the CRR. The level of this required financial contribution has not yet been determined.

127. It is the condition (and legal agreement) for Flixton crossroads which it is envisaged the applicant may seek to dispute in particular. This is given the uncertainty surrounding the delivery of the mitigation works on third party, and the timescales associated with the alternative option of the provision of the CRR (which the condition would require would be constructed and available for use by vehicular traffic prior to any development's occupation, consistent with Heath Farm Lane).

128. Some reference is again given to the applicant's allowance of £1.5m of Section 106 costs within the recently revised FVA 'for A6144/Flixton Road highway improvements' (despite the TA seeking to make the case that no discernible impacts would occur in this location). However, in the absence of any further information from the applicant regarding what the improvements entail, how the figure has been calculated, and whether, and at what point, the works would be linked to the development, very little weight is afforded to this as a potential solution. The appropriate, alternative solution for the Flixton crossroads, as concluded by officers, is that discussed in paragraphs 125 to 127 above.

129. It is expected that the applicant will confirm its agreement, or otherwise, to these conditions and requirements in the short term as appeal proceedings move forwards. The applicant's acceptance would mean that there would be no highways issue (in terms of traffic impact on the local road network) to contest at the subsequent inquiry. Should all identified necessary conditions and requirements not be agreed to, however, then the effect is that severe cumulative highways impacts would then arise, the LHA has advised. In this situation, and in the absence of any apparent alternative mitigation, an unresolvable highways objection would remain. Thus an indicative reason for refusal would be included as part of the Council's inquiry case. The situation is presently unknown but it is assumed for the purposes of this report and the planning balance contained within it that the applicant will acknowledge that the proposed Grampians and financial contribution to CRR provides the most appropriate and positive strategy for dealing with the crucial matter of (local) highways impact.

130. For the avoidance of doubt, it is confirmed that consideration has also been given by the LHA in respect of the impact on the Warburton toll bridge. This is a location on the local road network that has consistently been raised as a concern by members of the objecting public and is in the opposite direction to the majority of key junctions that it is anticipated would be affected; it would be impacted upon by additional traffic leaving Partington to the south-west towards Warrington. However, the revised TA assigns relatively low traffic volumes travelling to and from the toll bridge on Paddock Lane, which the LHA agrees is a reasonable approach. As a result, the LHA accepts that such traffic levels would not cause any further material

congestion at the bridge and therefore no mitigation is warranted, it is concluded.

131. It can also be confirmed that the LHA is satisfied with the capacity assessments for the following additional junctions: Warburton Lane/Moss Lane; Common Lane/A6144; Ackers Lane/A6144; and Banky Lane/A6144 (the Carrington Spur). In respect of the latter, this follows the recent sensitivity testing as referred to previously. Moreover, to reiterate, TFGM, has confirmed its acceptance in all cases, and this includes those junctions which are signalised (and therefore it supports the LHA in its approach to mitigation at the Flixton crossroads).

Accessibility

132. The shortcomings of the site as an accessible location have already been commented on as part of discussions surrounding the principle of the development. The LHA has also considered the issue of accessibility from its own viewpoint; its relationship with existing highway, public transport and pedestrian networks and in seeking to get the best possible, and safest, use out of the infrastructure that is already in place.

133. With reference, firstly, to pedestrian linkages, there are a number of outstanding issues, the LHA has identified. In the development of Site 2 it is noted that a 3 metre footway is proposed on the western side of Warburton Lane. In continuing towards Partington, pedestrians would then need to cross Warburton Lane from west to east to arrive at the existing (narrower) footway on the eastern side. Whilst a pedestrian island is proposed in this location to encourage safe movement, the LHA has advised that this would need to be upgraded to a controlled pedestrian crossing. This is in view of predicted traffic levels in this location and in the best interests of pedestrian safety. This alternative crossing feature could be secured via a planning condition. The applicant's stated intention to re-utilise and enhance the old Warburton Lane alignment as a pedestrian linkage is noted by the LHA. This route, which lies at a lower level to the Warburton Lane carriageway and which includes a bridge over the Red Brook, is presently in an unkempt and uninviting state and with bollards and vegetation hindering full access. Whilst this proposal may be welcomed in principle, the LHA (and when recognising that old Warburton Lane forms part of the adopted highway) has advised that further detail would need to be seen in time. This would include a condition survey of the bridge structure, the scope of works required to bring it up to a suitable standard, and confirmation regarding the extent of the applicant's offer in noting that part of the route lies outside the application site. Finally, the LHA is in agreement that the applicant's late proposals in respect of the potential footbridges over Red Brook lack any firm detail and with similar doubts, as also held by officers, regarding the potential in reality to secure these linkages.

134. The LHA is familiar with the limited public transport availability across the Partington area. The draft GMSF and Policy SL5 encourage development proposals to make a contribution towards the delivery of improved sustainable

transport choices. The submitted TA itself recognises that the only public transport option for Partington residents is the bus service. The nearest bus stops are located on Warburton Lane: southbound close to the main vehicular entrances; and northbound approximately 150 metres to the north of the entrance to Site 1. The TA explains that the local bus service provides connections to Altrincham, the Trafford Centre and Warrington. However, as has already been stated, the existing frequency of service is poor. The bus stop improvements, whilst welcome, do not address the frequency issue. Given the paucity of public transport provision – presently – it is to be expected that a significantly greater financial contribution figure would be needed to deliver a real step change in the quality and choice of transport links to render this development accessible. The LHA and officers are agreed that some form of public transport contribution is warranted, although - similar to the CRR position - what this figure might amount to cannot, as yet, be given. A commitment to making the necessary contribution could be secured by means of a Section 106 legal agreement.

135. Overall, in concluding on this matter, the LHA is in agreement that the accessibility credentials of the site and the development are poor. Some conditions are recommended in order to address pedestrian safety issues, and with the response supporting the need for some form of financial contribution to support improvements to public transport (although not the one on offer). It is hoped that agreement can be reached on these issues with the applicant but, failing this agreement, there would be a further reason for refusal concerning lack of adequate accessibility and lack of contributions to address this inadequacy (contrary to Policy L4 and Policy L7).

Other Highway Matters

136. In terms of other matters considered by the LHA, and acknowledging that 'access' is a matter to be approved at outline stage, it has been confirmed that the information supplied to support the provision of the main vehicular accesses from Warburton Lane is acceptable. This includes in respect of the required visibility splays to the north and south of each access. With regard to car parking and cycle parking/storage, the LHA acknowledges the commitments given to securing adequate provision, consistent with required standards and when having regard to the accessibility of the site and area, as part of any reserved matters submission, and there is no evidence at this stage (with reference to the parameters plan and indicative site layout) that appropriate provision could not be made.
137. It is evident, therefore, that a very detailed review of the highways position has been undertaken, and with some very recent conclusions made in response to new submissions. On the critical matter of whether the additional traffic generated by the development could be accommodated on the network, the HE has just confirmed its satisfaction regarding the SRN. In respect of local roads, a pragmatic assessment has been undertaken by the LHA, in conjunction with TFGM. A solution has been presented in this report, which would involve off-site mitigation to a number of key junctions including the Flixton crossroads. Whether the applicant is agreeable to this, and the

alternative CRR option, is unknown at this stage. A challenge to this approach on the applicant's behalf would need to be defended by the Council at the subsequent inquiry on the grounds that a severe highways impact in NPPF terms would otherwise occur. However, at this stage and for the purposes of this report, it is assumed that the approach to highways impact will be accepted.

Landscape Impact

138. Planning policies and decisions should contribute to and enhance the natural environment, the NPPF advises at paragraph 170. As part of this, valued landscapes should be protected, and the intrinsic character and beauty of the countryside should be recognised. Within the Core Strategy this objective is articulated by means of Policy R2 (Natural Environment). This policy restates the importance of protecting and enhancing landscape character and of recognising the value of the Borough's countryside assets. In this respect, and with reference to the Proposals Map accompanying the statutory development plan, it is significant that the site forms part of a much wider area that has been specifically recognised for its landscape quality (Policy R2 of the Core Strategy).
139. This is a greenfield site on the edge of the built up area, and it is considered that it has some genuine landscape (as well as heritage) sensitivity. The brook forms a clear and strong edge to the settlement to the south, and with this further reinforced by the trees which align it and the fact that it sits within a natural valley. Beyond the brook when travelling south, as the land rises up and the tree cover diminishes, the impression is one of leaving Partington and of arriving in a more rural landscape on approach to the village of Warburton. Moss Lane (the southern boundary of Site 1), with its narrow winding route, its lack of street lights and its aligning hedgerows, is clearly rural in character. Furthermore, the western land parcel (Site 2) is especially prominent when travelling northwards from Warburton and it provides the clear presence of an agricultural landscape which coexists with the fields it adjoins.
140. The application proposals, and the two accompanying full applications, were presented to an independent panel of built environment professionals at a specialist design review (by Places Matter) in September 2019, as initiated by the applicant. This was, in part, a response to continuing officer concerns regarding the scheme's design and layout, as most clearly articulated within the detailed proposals. In providing its written response to the applicant, which it was intended would encourage a re-design, the Places Matter panel refers to both land parcels as 'gorgeous sites with tremendous opportunity', and with Site 2 comprising 'an extremely attractive, open rural site with a traditional parkland feel.'
141. Of course, the proposed development of this greenfield site as part of the draft GMSF's New Carrington allocation is noted. However, it is significant that a number of the policy principles included within draft GM Allocation 45 acknowledge the allocation's landscape worth (as a whole). The

importance of respecting the site's urban/rural fringe setting is referred to (policy principle 13) together with the need to minimise the loss of landscape features (such as hedgerows and tree belts) and to enhance these features to create defensible Green Belt boundaries (policy principle 17). Indeed, the proposed development would become the new settlement edge for Partington, and with land immediately to its south remaining in Green Belt.

142. Landscape and Visual Impact Assessment (LVIA) is a helpful tool in identifying the effects of new development on key views and on landscape features. The submitted Environmental Statement includes an LVIA, and an independent landscape consultant has been appointed to review its findings. It is commented that the LVIA is based upon the originally submitted parameters plan and it has not been updated to reflect the more recently revised parameters plan (or the indicative site layout). The applicant's position is that this is unnecessary since the LVIA has already assessed a worst-case scenario.

143. In outlining the relevant planning policy background, the LVIA refers to an adopted supplementary planning guidance document, SPG30: Landscape Strategy. This sets out the character of particular countryside landscapes across Trafford. The site lies within the 'Settled Sandlands' landscape character type (LCT), which comprises an extensive area of landscape in the south-western part of the borough. The main characteristics of the Settled Sandlands LCT are then set out, which includes: a dominant agricultural land use; medium to large-sized fields defined by hedgerows and hedgerow trees; a generally low-lying, gentle rolling topography; dispersed farmsteads linked by meandering country lanes; the vernacular architectural style, particularly in farm buildings; and the presence of brooks and ponds. The LVIA then confirms that the Settled Sandlands LCT comprises three subdivisions and the site lies within the sub-type of 'Warburton Park Farm/Mossland Fringe.' In this location there are isolated coverts and pockets of woodland, included linear woodlands associated with watercourses (including Red Brook). The Ancient Woodland at Coroner's Wood provides a visual boundary between the built up area of Partington and the rural areas around Warburton. In identifying the pressures on Settled Sandlands, the LVIA records that 'the LCT is considered to have some of the largest, high quality rural areas in the Borough but is subject to gradual deterioration in areas that abut the urban fringe.' The LVIA also records the 'Strategy Statement' for Settled Sandlands as contained within the SPD, which is for 'visual unity and landscape character to be conserved, restored and enhanced'.

144. The LVIA provides its own summary of the characteristics of the site and of the wider study area (as adopted for the assessment). In general this is consistent with the content of the SPG and with the text including reference to 'fields divided by a network of hedgerows and hedgerow trees', 'tree cover buffers the existing southern settlement edge of Partington' and that 'the fringes of Partington are part filtered by mature trees along Red Brook.' It is noted that the LVIA attributes a landscape value of 'local' to the site and study area, a 'susceptibility to change' for the landscape as 'medium', and a corresponding 'sensitivity to change' also of 'medium'.

145. The LVIA then identifies a series of baseline views (twelve in total). These take in views from the north, south, east and west of the site, and also inter-visibility between the two land parcels. It is recorded that there are no internationally important views of the site or views from any recognised long-distance routes. Public views of the site are identified to be of local value, whereas private views have community value. The LVIA then acknowledges the 'visual receptor type' which would typically experience the identified 12 views. Those views which would be observed from public rights of way within and adjoining the site which would normally be enjoyed by persons engaged in outdoor recreation whose attention is likely to be focussed on the landscape. Thus, this receptor type would have a 'high susceptibility to change'. In contrast, those views which would be chiefly taken in by motorists and other road users, and where an appreciation of the view is likely to be lower, are described as having a 'low to medium susceptibility to change'.
146. The 'embedded mitigation' that has been built into the scheme in the interests of encouraging a sensitive development is then described. In cross-referencing the parameters plan, the LVIA explains that the proposed built development would be set within a robust landscape framework containing pockets of new woodland planting, groups of and individual tree planting, and hedgerow planting. That some visual mitigation measures could be introduced during the construction period to reduce the influence of construction activity is also identified, including screen fencing and soil bunds.
147. In turning to the key component of the LVIA process, the document seeks to quantify the significance of both landscape character impacts and of the visual effects that would arise. In doing so, the two land parcels are dealt with individually (as Site 1 and as Site 2). The process involves judgements being made regarding the site's 'sensitivity to change', together with the 'magnitude of change' of the development proposals, to arrive at a 'magnitude of effect.' This magnitude of effect is reported at three points in time: being construction, following completion in the short to medium term (0 to 15 years); and in the longer term after completion (after year 15, the 'residual effects').
148. It is noted that the magnitude of effect, on landscape character, for both land parcels and at all three stages, is reported as being 'minor adverse' (with the exception being for Site 2 in the short to medium term where no value is expressly stated). In turning to the assessment of visual effects, which takes into account the 12 representative viewpoints considered separately for each land parcel and similarly over the three time periods, the 'magnitude of effect' is again reported. Most commonly, the effects are identified as being 'no change', 'negligible', 'minor' or 'moderate.' However, the assessor's highest level of 'major adverse magnitude of effect' is found to arise in the short to medium term following construction (as derived from the development of Site 1) on two viewpoints, but this is downgraded to 'moderate adverse' over the longer term once landscape mitigation has become established. The viewpoints in question are those taken from the public right of way within the eastern part of Site 1 (viewpoint 1), and from Moss Lane to the south of Site 1 (viewpoint 6). The LVIA also considers the cumulative

landscape and visual effects which would arise from the application proposals in conjunction with other proposed development. The only development where the LVIA identifies some low levels of cumulative effect is HS2. However, it is stated that HS2, which it is understood would be elevated on embankments of up to 18 metres in this location in order to bridge the Manchester Ship Canal, would introduce a greater level of effect than the Redrow proposals.

149. In reviewing the LVIA, the appointed consultant has reported overall confidence in the planning policy and baseline sections of the document (notwithstanding that it does not make reference to the Greater Manchester Landscape Character Assessment which has been used to inform the GMSF). In addition, it is concluded that the methodology is consistent with established guidance and has been appropriately applied when having regard to the scale of development and the landscape context of the site and study area. The response also confirms general agreement with certain judgements surrounding the values and sensitivities attributed to the landscape and visual receptors (although it is noted that the LVIA does not acknowledge the presence and intended removal of historic hedgerows within the site, for which there is continued ambiguity). However, significantly, it disagrees with a number of the judgements made regarding the likely 'magnitude of effects'.

150. Firstly, it is considered that the LVIA has underplayed the likely landscape character impacts. In support of this position, reference is given to the fact that the LVIA states that a 'landscape or visual effect of moderate/major adverse to major adverse would typically be considered to be of significance.' However, the LVIA assessor finds that the proposed development would generate only minor adverse effects on landscape character during construction and at both stages post-implementation. The assessment, therefore, does not ascertain any 'significant' landscape effects, according to the assessor's own terminology. This is considered to be an unreasoned position when having regard to the fact that this is a greenfield site in an open rural location of local value, the scale of development at up to 400 homes, that the development would breach an existing visual boundary, and that – to reiterate - SPG30 identifies that this area (of Settled Sandlands) has some of the largest, high quality rural areas in the Borough. Contrary to the LVIA position, the response records that the construction phase would introduce features and elements that are alien to the landscape, and thus it would expect there to be significant levels change during the construction period. Furthermore, whilst some housing is not a wholly unfamiliar entity within this environment, the introduction of 400 homes across the site would generate a considerably higher magnitude of change than the findings of the LVIA would imply. Interestingly, by attributing a 'minor adverse' magnitude of effect on landscape character in the short to medium term, and a similar 'minor adverse' in the long term, the LVIA would appear to concede that the embedded mitigation would in fact be ineffective.

151. In turning to visual impact, it is similarly considered that the LVIA has in some instances understated the likely visual effects, and with this again derived from LVIA judgements concerning the 'magnitude of effect.' The

response records that several of the representative viewpoints command views that are inherently rural in character. This includes viewpoint 1, which is located on the public right of way which tracks north to south through Site 1; viewpoint 2 which embraces the full west to east vista across Site 1; the presently open view from viewpoint 5 across Site 2; and viewpoint 10 which is located on the Broadoak Meadow Walk which tracks along the wooded Red Brook corridor. These are views which would experience transformational change, both during construction and following the development's implementation. The present rural characteristics of the views would be lost, and the ability to observe more distant views would be removed. In some instances, and with reference to the parameters plan and indicative layout, the proposed houses would be close and prominent within the new view, and with no open space, tree planting or buffering in the immediate foreground. As such, it is considered that the judgements for the magnitude of effect across these viewpoints - for the construction phase, in the short to medium term, and over the longer term - should be more than the present (at worst) 'moderate effect'. If this were to be accepted, a higher level of adverse visual effect would then be categorised as 'significant' (when referencing the LVIA's terminology).

152. The function of the corridor of Red Brook in delineating the settlement boundary and the sense of separation that it provides between the urban area and the rural landscape has been well-documented. It heavily informed the response of the Places Matter design review panel in outlining what may constitute a more sensitive development. Critically, and when having regard to the arrangement of development as proposed - along with the embedded mitigation - the advice received from the Council's landscape consultant concludes that the parameters plan does not incorporate landscape buffers of sufficient scale and depth to the eastern and southern edges of Site 1 and to the eastern, southern and western edges of Site 2 to adequately moderate the landscape and visual effects that would arise. Even once any mitigation planting had matured (i.e. beyond 15 years), it is considered that the modest extent of any landscape buffer would not create an equivalent new green edge to the extended urban area. The response acknowledges that the presence of the Red Brook corridor and its flood plan, combined with the wide services easement, presents significant constraints to development in the northern parts of the site (both Site 1 and Site 2). As a result, the parameters plan prescribes large areas of open space to the site's north (leading to an over-provision of green infrastructure in the context of the requirements of policies R3 and R5), and with this serving to push the built form to the south. In the case of Site 1 in particular, the development would extend almost to its boundary with Moss Lane. Whilst it is acknowledged that the incorporation of additional green corridors, to the south, east and west, would limit the extent of developable area, such buffers are regarded as necessary in sufficiently protecting landscape character, in moderating harmful visual effects, and in providing a replacement robust and defensible Green Belt boundary.

153. Again, that some inherent landscape and visual harm would result as a consequence of the future release of the site as part of the GMSF process is recognised. The conclusions of the review of the submitted LVIA indicate that

there is potential for 'significant' landscape and visual effects when based upon the submitted parameters plan which supports a maximum development of up to 400 homes. It is considered that a reduced scale and spread of development, which allowed for the incorporation of more substantial landscape buffers, may be better assimilated within this rural environment. Moreover, the values placed on the harms to landscape character and to representative viewpoints have not been reasonably applied in all cases, and a solid understanding of such harms is essential when undertaking the planning balance. Accordingly, overall, it is concluded that the LVIA as a document as a whole is deficient and that adverse landscape and visual effects would arise when based upon the proposed quantum and distribution of development. As such, the proposal is considered contrary to Policy R2, to SPG30, and to the NPPF, and an indicative reason for refusal on these grounds is advanced.

Design and Layout

154. The promotion of high standards of design is a central narrative within the NPPF. The overarching social objective, which is one of three objectives critical to the achievement of sustainable development, is reliant upon the planning system fostering a well-designed and safe built environment, according to paragraph 8. It continues, at paragraph 124, that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Paragraph 130 urges local planning authorities to refuse development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions. It continues that, when determining applications, great weight should be given to outstanding or innovative designs which promote high levels of sustainability, or which help to raise the standards of design more generally in an area.
155. The Core Strategy also attaches importance to the design and quality of the Borough's built environment. The text supporting Policy L7 advises that high quality design is a key factor in improving the quality of places and in delivering environmentally sustainable developments. Design solutions must: be appropriate to their context; and enhance the street scene by appropriately addressing scale, density, height, massing, layout, elevational treatment, materials, hard and soft landscaping, and boundary treatments, the policy is clear. Policy L7 is considered to be compliant with the NPPF, and therefore weight can be afforded for the purpose of decision-taking.
156. At the outset of this discussion, it is fully acknowledged that matters of design detail are not within the remit of this outline application. This includes in respect of appearance, scale, layout, and landscaping. A parameters plan has been submitted, however, and weight has been afforded to this plan in recognising the potential for it to form an approved document. The applicant's detailed intentions for the site have also been conveyed via the accompanying full applications (albeit for a reduced number of units overall), and then the outline revised Design and Access Statement also includes an indicative site layout (for 400 units) which is based on a similar design philosophy.

157. That the application site poses a number of design challenges has already been referred to. This includes in respect of the northern boundary which severely inhibits the scope for successful integration. Coupled with this, the site lies at a transitional point between the residential area to the north and the countryside to the south, and it is surrounded by fields on three of its four sides. That this is a sensitive location in landscape terms has already been described, and equally the site has heritage value, including in respect of surrounding built heritage, high potential for on-site archaeological significance and historic landscapes. Furthermore, the discussion above concerning the principle of the development highlights some fundamental drawbacks - with this site and with this proposal – which limits the potential for a sustainable development, including in a design sense, to be achieved.

158. The position of officers, at this stage, is that these detailed proposals in the full applications do not represent good design and layout. Officers' reservations in this regard are widespread and encompass a host of design components, including in respect of the general layout (of both the houses and the internal road layout), development densities, house designs and materials, the relationship with surrounding heritage assets, the approach to car parking, the prevalence of driveways, and the proposed boundary treatments. Many of these concerns were corroborated by an independent panel of built environment professionals at the specialist design review (Places Matter) in September 2019 (and in supplementing more deep-rooted 'in principle' reservations, concerning integration and accessibility for example). It is fully appreciated that, for the purposes of this outline application, a step back has to be taken when considering design merits, with the focus chiefly being on the submitted (and recently revised) parameters plan. However, the multiple flaws with the detailed proposals serve to illustrate the difficulties of this site and the 'in principle' difficulties with approving an outline. Moreover, the full applications are based on a design concept that is first articulated at outline stage. The parameters plan, in confirming matters of access, illustrates the provision of a dominant internal estate road, and it also shows the proposed location and distribution of the development in seeking to accommodate up to 400 homes.

159. The publication of the new National Design Guide emphasises the Government's commitment to achieving high quality places and buildings. The document outlines and illustrates the Government's priorities for well-designed places in the form of ten characteristics. These are identified as: context, identity, built form, movement, nature, public spaces, uses, homes and buildings, resources, and lifespan. These characteristics can be applied to proposals of all sizes, the document sets out, including new buildings, infill developments, major proposals and larger scale developments such as urban extensions. In a well-designed place an integrated design process would bring the ten characteristics together to create an overall character of place.

160. The design characteristic of 'context' is introduced first within the National Design Guide. It is defined as 'the location of the development and the attributes of its immediate, local and regional surroundings.' The

document recognises that a well-designed new development responds positively to the features of the site itself and also of the surrounding context beyond the site boundaries. These features can include existing built development (including layout, form, details and appearance), landscape character, local heritage, landform and topography, and views inwards and outwards. One continuing concern of officers has been that insufficient regard has been paid to the site's existing character and context. Recently, a revised Design and Access Statement has been submitted, and with this supporting an amended parameters plan and an indicative site layout. Whilst this document provides a much more thorough analysis of the physical characteristics of the area, concerns remain that this assessment has still not informed a truly original design concept which has been influenced by all site's constraints and opportunities.

161. It is accepted that some progress has been made when considering the revised parameters plan. This includes the potential for some local vehicular accesses from Moss Lane (to Site 1) to serve small clusters of development (although with this then resulting in further historic hedgerow loss, the impact of which has not been accounted for), and the introduction of undeveloped space in the vicinity of adjacent listed buildings. In addition, a further north-south 'green infrastructure corridor' to Site 2 has been introduced to provide a physical and visual connection with the countryside to the south. However, there are some basic areas where it appears, at this stage, the applicant is not prepared to compromise further. The proposal remains a development of 'up to' 400 houses (typically 2, 3 and 4 bed family homes), and with housing proposed (according to the parameters plan) up to the southern and eastern edges of Site 1, and the southern, eastern and western boundaries of Site 2. Problems stemming from this quantum and distribution, both in landscape and in heritage terms, have been individually reported. Furthermore, on the whole, the proposal remains a development that would chiefly be served by a dominant and over-engineered central estate road (to Site 1 and Site 2), and with this then engendering a standard suburban-type layout. This, it is considered, represents a generic response from a volume housebuilder which could be replicated on any site.

162. The Landscape Strategy SPG previously referred to comments that, within the Settled Sandlands LCT, the vernacular style is a distinguishing feature. It explains, however, that traditional-style buildings are either being altered or demolished and replaced with modern buildings which ignore the traditional details, scale and materials. Similarly, changes in road alignment, new kerbs, signs and lighting serve to dilute and weaken the character of the area. In turn, the document provides guidance (in the form of a Strategy Statement) to help accommodate change within the LCT in a positive way. In order to conserve the rural character of the area, development should integrate into the landscape pattern, and should reflect a style, scale and location appropriate to the area. Furthermore, the pattern of roads within the LCT should be conserved since small winding country lanes which follow field boundaries, demarcated by hedgerows and grass verges, are an integral feature of the landscape.

163. Therefore, it is not considered that the application proposal, even in outline form, constitutes a well-designed development which has been positively shaped by a genuine commitment on the part of the applicant to 'context'. In particular, it has not accounted for the overriding rural characteristics of the site and area and it has not sufficiently respected the site's adjacency to the open, rural landscape to the south. The parameters plan put forward, even in its amended form, illustrates an arrangement of development that would not be well-integrated into the rural landscape and would not sensitively redefine the settlement edge of Partington.
164. The National Design Guide, as part of consideration of the characteristic of 'movement,' explains that patterns of movement for people are integral to well-designed places. Such patterns include walking and cycling, access to facilities, employment and servicing, parking and the convenience of public transport. Successful development depends upon a movement network that makes connections to destinations, places and communities, both within the site and beyond its boundaries, it continues. That the application site acutely suffers from a lack of integration and wider connections has been emphasised. This is observed in the poor public transport links serving Partington as a whole, and then with the site itself experiencing even greater visual and functional isolation in view of the Red Brook corridor. The underground service easement within the site presents a further barrier to forming successful linkages. The independent design review panel, in critiquing the proposal in September 2019, stressed the importance for the scheme's design concept in making important connections between this new development and the existing centre of Partington.
165. That the site has these inherent limitations is fully appreciated, and of course that this is the case has influenced conclusions regarding the acceptability of the application proposal in principle. The GMSF draft allocation for New Carrington (see Policy GM Allocation 45) encourages a form of development that would integrate as much as possible with existing residential areas. However, it is not considered that the development, as conveyed at outline stage, has been sufficiently well-designed to compensate for the site's shortcomings and to maximise the scope for a genuinely connected network. The only real change that the revised parameters plan makes in seeking to address repeated concerns regarding the development's segregation is in relation to the provision of two 'potential' footbridges over Red Brook. However, as has already been stated and conceded by the applicant, there is no guarantee that these could be delivered, and thus very little weight can be afforded to them as linkage opportunities. The proposal for Old Warburton Lane is not confirmed and whilst welcomed in principle it would largely replicate the existing walking route, in terms of location and distance, that is available on the footway to Warburton Lane (the eastern side).
166. The provision of an increased amount of pedestrian and cycle routes *within* the site is noted. The revised parameters plan indicates that these would be focussed within the northern, undeveloped areas of both land parcels and then as part of the north-south green infrastructure corridors

interspersed throughout the site. For Site 2 a further route is illustrated tracking the southern boundary. These adjustments are welcomed in the interests of improving the development's permeability and to facilitate inter-site movement. Nonetheless, there remains the issue of extending this pedestrian/cycle movement network beyond the site and towards Partington, which has not been addressed. For those wishing to travel to Partington on-foot to access local shops and amenities, the development would chiefly rely on residents walking to the Warburton Lane frontage (and using the LHA's requested controlled crossing if residing in Site 2) and then continuing northwards up Warburton Lane. The existing footbridge over Red Brook towards Chapel Lane may be preferred by some Site 1 residents, although there would be practical difficulties in using this route. Both routes are not without effort when on-foot and both could be beyond what might be described as a reasonable walking distance by some. The proposal's attempts to address deficiencies in public transport provision in the area are seriously inadequate.

167. Overall, therefore, this proposal, as presented within the parameters plan, would provide a development where its residents would primarily rely on the private motor vehicle for the vast majority of journeys. In addition, and despite the incorporation of some pedestrian and cycle routes within the site, the, the principal vehicular estate road dominates. Concerns regarding this residential development functioning as an isolated, principally car-borne destination have already been stated, and the submitted parameters plan (even as revised) does not provide any reassurance in this regard. Therefore, in returning to the National Design Guide, it is not considered that all forms of 'movement' have been designed into the parameters plan and the potential to create important off-site connections has not been suitably explored.

168. 'Public spaces' is a further important design characteristic established by the National Design Guide. The quality of the spaces between buildings is as important as the building themselves and public spaces should be streets, squares and other spaces that are open to all. A further design criticism directed at the proposal has been that the layout does not promote a sense of welcome to all visitors, which it should, including to use the play equipment and the areas of open space. The creation of a development with an 'exclusive feel' was referred to in the design critique provided by the design review panel. , In the absence of enhanced off-site linkages, there is still little within the scheme's parameters which would serve to draw existing Partington residents *into* the development (in addition to facilitating the reverse pattern of movement for prospective residents) to enjoy and appreciate the public spaces that would be on offer. Given that the proposal, as presented within the parameters plan, remains a largely unintegrated development, it is considered that the appeal and usability of its 'public space' is reduced. This is because the development – fundamentally – has not been designed to be inclusive, and the public space, it is considered, would not be in any practical sense open and accessible to all.

169. The level of detail indicated on the parameters plan is noted, and it is fully understood that matters of scale, layout, appearance and landscaping are not presented for determination. However, the submitted parameters plan provides some clarity regarding the applicant's intended design vision for the site. With this in mind, it is concluded that this plan does not set the foundations for a successful development as a whole. Paragraph 127 of the NPPF is clear that planning decisions should ensure that new developments: function well and add to the overall quality of the area; are visually attractive including as a result of good layout; are sympathetic to local character including the built environment and landscape setting; and create places that are safe, inclusive and accessible. It is considered that the parameters plan, which seeks to establish a particular design code in accommodating 400 new houses, is contrary to these aims. It is also in conflict with Core Strategy Policy L7 (Design) on matters relating to 'design quality', 'functionality' and 'accessibility.' Consequently, an indicative reason for refusal on design grounds is also put forward.

Impact on Local Services

170. As part of the objective of delivering sustainable and balanced communities, the NPPF advises on the importance for local planning authorities in taking an integrated approach in considering the location of new housing as well as community facilities and services (paragraph 92). New development often creates new demands on local infrastructure, and the NPPF also recognises that it is right that developers are required to mitigate this impact. Core Strategy Policy L2 identifies that all new development should be appropriately located in terms of access to existing community facilities and/or it would deliver complementary improvements to the social infrastructure (including schools and health facilities) to ensure the sustainability of a development. Allied to this, Policy L8 (Planning Obligations) explains that in circumstances where a proposed development would create a need for a particular facility or generate a specific adverse impact that cannot be provided for, then the Council will seek to negotiate appropriate planning obligations to make the development acceptable. The importance of this issue has already been highlighted in the context of preceding discussions surrounding the principle of the development and when cross-referencing emerging expectations in the draft GMSF allocation for New Carrington (which emphasise the need for supporting infrastructure alongside the 6,100 new homes).

171. Consultation has taken place on this application in the context of specific impacts on local health care facilities and on education provision. It is reiterated that permission is sought exclusively for residential development (at up to 400 homes) and with no supporting uses provided on site. The submitted Environmental Statement includes an assessment of the effects on local health infrastructure. This has been reviewed by the Trafford Clinical Commissioning Group (CCG) in conjunction with its own evidence concerning health care demand and supply, and with a particular focus on GP provision. Whilst the development – in conjunction with other committed developments – may place some extra strain on existing GP practices, the CCG has taken

some reassurance from the fact that the development would be phased. Accordingly, the maximum uplift in population, and the elevated patient to GP ratios that would result, would be experienced gradually. From this position, the CCG is satisfied that local practices would be able to cope, even in the longer term. Given that this conclusion has been reached in respect of GP services (where the effects of population growth are felt most acutely), it is concluded that the impacts on all other local health care resources would not be unduly harmful.

172. A different conclusion has been reached, however, following consultation with the Council's Education team in respect of the impact on local schools, and primary schools particularly. There are three primary schools within the Partington area. When allowing for an 'adjusted shortfall' (which recognises that a surplus in spaces would need to be available across all year groups to be genuinely considered a surplus), evidence from the Education team indicates that there was only - in effect - three unutilised places as at May 2019. In applying the relevant pupil yield (when having regard to the indicative housing mix), 84 primary school children could be expected to reside in the proposed development (and with these likely to place a demand for places across the seven year groups at primary level). Clearly, when taking the base year of 2019, there are insufficient surplus places (by some margin) to accommodate the expected pupil growth, and with an equivalent deficit expected in future years when the proposed development would begin to be occupied. Furthermore, this position does not account for other committed developments which would themselves absorb existing places and would generate a separate demand for new primary school places. In the absence of any new/expanded primary school provision, consultation with the Education team has indicated that a harmful impact would arise since a shortfall in primary school places would force primary school-age pupils to access provision beyond the Partington area. This may include other Trafford schools in the Sale or Altrincham areas, or schools beyond the Trafford boundary (in the Warrington borough for example), which would be beyond a reasonable commute at primary age and which would not be consistent with encouraging a sustainable pattern of growth. Furthermore, and whilst the capacity of the closest Warrington schools is not known, what is evident is that the Sale/Altrincham primary schools are already over-subscribed. This impact could be mitigated, the Education team has advised, through a financial contribution of £1.067m which could be used to support extensions at existing Partington primary schools (or the onsite rebuilding of larger primary schools) in order to increase their pupil intake.

173. SPD1: Planning Obligations, in building upon Policy L8, sets out the Council's approach to seeking planning obligations (typically via Section 106 legal agreements) in conjunction with Trafford's Community Infrastructure Levy (CIL), which was introduced in July 2014. In summary, CIL is intended to target essential Borough-wide infrastructure that is needed to support the sustainable growth of an area, whilst planning obligations should only cover site-specific infrastructure. Indeed, as a result of the introduction of CIL, the system of planning obligations has been scaled back. Pooling restrictions introduced as part of the Community Infrastructure Regulations 2010 (as

amended) prevented local planning authorities from collecting more than five separate planning obligations for a project or infrastructure. Furthermore, under Regulation 123 of the Regulations, local planning authorities had been required to publish a list of infrastructure projects that it intended would be funded in whole or in part by CIL. The purpose of this requirement was to ensure that there would be no duplication between what is funded by CIL and what is covered by a planning obligation. In respect of education projects, the most recent list produced by this Council (as of December 2016) referred to the: 'the Borough-wide expansion of existing primary schools to provide additional intake places' and the provision of a two-form entry primary school in Carrington.'

174. However, in September 2019 some changes were introduced to the CIL Regulations with the intention of giving local planning authorities more flexibility to fund infrastructure via new development. This includes the lifting of pooling restrictions, and also the requirement for an infrastructure list has been removed. Whilst the intention remains, under the remit of Policy SL5 and potentially Policy GM Allocation 45, for CIL to be used to support the delivery of a new primary school in Carrington and the expansion of primary schools across Trafford, CIL is not expected to deliver this infrastructure in the short to medium term over a timeframe consistent with the occupation of this development. In the meanwhile, an adverse impact has been identified given the absence of capacity in existing local schools (at the primary level). Separate from the general CIL contribution that the proposal would make, this application also needs to provide separate mitigation to meet the specific need arising from the (up to) 400 homes. The recent adjustments to the CIL Regulations have confirmed that this two-layered approach to seeking developer contributions is valid, subject to any contribution that is being sought still complying with the established tests. These state that the contribution: should be necessary to make the development acceptable in planning terms; is directly related to the development; and is fairly and reasonably related in scale and kind to the development. In this respect, it is considered that the scale of contribution asked for, which has been informed by up-to-date evidence surrounding pupil yields and developer contribution rates, satisfies the three tests.

175. There would be an unacceptable impact arising from this development due to there being a shortfall in local primary school places to accommodate the expected pupil yield. Moreover, this impact would not be timely mitigated by the provision of infrastructure collected via CIL payments. In this scenario, the applicant would need to separately contribute to the costs of providing the new school places – the demand for which is development-specific - via a Section 106 agreement. It is not known at this stage whether the applicant would accept this contribution; it has not been included within the revised FVA as a Section 106 cost. The case for the contribution, and its amount, has been communicated to the applicant (although it is accepted that there has been some delay in doing this which has been as a consequence of the Regulation changes and the need to obtain external advice). If no contribution were to be made, then this would constitute an adverse impact and a separate (indicative) reason for refusal (on the grounds of conflict with

Core Strategy Policy L8 (Planning Obligations) as well as the NPPF) is included to be presented at inquiry. However, for the purposes of this report and the planning balance exercise (consistent with the approach taken in respect of highways impact) it is assumed that the applicant will, in advance of the inquiry, accept the need for these contributions.

Residential Amenity

176. In addition to ensuring that developments are designed to be visually attractive, the NPPF (paragraph 127) also advises that planning decisions should create places that provide a high standard of amenity for existing and future users. Policy L7 of the Core Strategy contains a similar requirement, and with it made clear that new development must not prejudice the amenity of future occupiers of the development or occupants of adjacent properties by reason of overbearing, overshadowing, overlooking, visual intrusion, noise/disturbance, odour or in any other way. The GMSF, as part of the policy requirements for the development of the New Carrington allocation, refers to the need to ensure that new development is sensitively integrated with existing residential areas.
177. A range of issues have been considered under the broad topic of residential amenity in this case, albeit to a level commensurate with the outline nature of the scheme. As part of this it has been acknowledged that there are existing residential properties in proximity to the site. This includes the small residential estate of Top Park Close and individual dwellings located on Warburton Lane and Moss Lane. The existing site is devoid of any built structures, and thus there are no present impacts attributable to the site in terms of overbearingness, overshadowing, loss of privacy or visual intrusion. Clearly, the character of the site would be transformed in the provision of up to 400 new dwellings. However, the parameters plan, together with the illustrative layouts within the revised Design and Access Statement, indicate that development could be arranged in a manner which would not be unduly imposing for neighbouring residents and that the separation distances that are typically requested (as set out in SPG1 – New Residential Development and to prevent an unacceptable overlooking, for example) in all likelihood could be achieved. This includes Pear Tree Cottage and Birch Cottage when allowing for the surrounding planting buffers (notwithstanding the inappropriateness of this solution in heritage and design terms).
178. With regard to prospective residents, when having regard to the submitted outline information, there is no evidence at this stage that a housing layout could not be devised which would not deliver an appropriate spacing of units and which would not provide decent levels of private amenity space in accordance with the guidance in SPG1 (even when allowing for the maximum of 400 units).
179. The NPPG is clear that noise is a relevant planning consideration which should be taken into account in determining planning applications for both noise-sensitive developments and for new activities that may generate noise. Accordingly, the application is accompanied by a Noise Assessment,

with its scope to assess whether the residents of the development would be exposed to any significant noise sources. In addition, there is a dedicated noise chapter in the Environmental Statement, and with this considering the noise impact of the development on existing noise sensitive receptors in the area. A revision to the Noise Assessment has recently been submitted.

180. In examining the suitability of the application site for a residential use, the Noise Assessment identifies that the most significant source of noise is likely to come from vehicles travelling along Warburton Lane and Moss Lane. However, when having regard to predicted noise levels, it is concluded that – on the whole – noise traffic would not pose any significant constraints to a residential development. Some outline noise mitigation measures are suggested, however, and specifically for those parts of the site closest to the surrounding roads (for example, regarding the use of particular glazing).
181. The assessment also considers the noise impacts – for prospective residents – of the proposed route of Phase 2b of High Speed (HS) 2. Based on the latest Government plans, the line would be located, at its nearest, approximately 400 metres from the site (to the west of Site 2). Policy GM Allocation 45 within the draft GMSF acknowledges that the incorporation of noise mitigation may be necessary as part of the establishment of New Carrington when having regard to HS2 and other new major transport corridors. Whilst it is anticipated that railway noise levels perceptible at the site would generally be low, the noise impacts of HS2 will need to be determined on their own merits through the HS2 consenting process and are not for this application to predict or mitigate.
182. The Environmental Statement acknowledges that construction noise has the potential to give rise to short-term noise impacts. This includes the use of heavy plant during the initial ground preparation works and traffic movements associated with the delivery of materials. That being the case, it is stated that no unduly noisy construction activities are anticipated in this case given that there is no requirement for piled foundations or for demolition. Nonetheless, the Environmental Statement advises that construction noise could be effectively controlled through the implementation of best practice principles. Accordingly, the consultation response recommends that a condition is imposed which would secure the provision and implementation of a Construction Environmental Management Plan. This would seek to minimise and mitigate any adverse noise effects and could also control the hours when construction activity could take place.
183. The Environmental Statement, in exploring the impacts on existing residents, also assesses potential traffic noise changes on a sample of roads in proximity to the site and some in the wider area. Even when allowing for the cumulative change brought about by other committed developments in the area, it is concluded that there would be no significant uplift in road traffic noise in any of the sample locations. It follows that no mitigation measures are warranted, it is stated, and the consultation response from the Nuisance team is in agreement with this position.

184. Overall, therefore, and whilst acknowledging that there are some sensitive residential uses in proximity to the application site, officers are satisfied that the development (as presented within this outline submission) could be further designed and controlled in a way which would not unduly compromise existing standards of residential amenity. In addition, it is considered that decent living standards for prospective occupiers could be secured. As such, the proposal meets the requirements of Policy L7 and the NPPF in this respect.

Green Infrastructure

185. As part of the introduction to Core Strategy Policy R3, it is explained that Trafford contains a range of physical environmental assets, which are collectively referred to as 'green infrastructure', and which provide multiple social, economic and environmental benefits. The policy itself contains a commitment, involving the Council working with local communities, developers and partners, to expand and develop an integrated network of high quality and multi-functional green infrastructure. Amongst other purposes, this network will improve health and well-being, maximise potential climate change benefits including enhanced flood risk management, and create improved linkages to recreation opportunities. It is also noted that draft Policy GM Allocation 45 regards the development of New Carrington as an opportunity to deliver significant improvements to the green infrastructure network and to enhance existing green infrastructure characteristics across the site. Reference is also given, in respect of the separate development areas, to provide publically accessible green spaces which would be protected from future development (policy principle 15).

186. The need for green infrastructure provision within new development, as required by Policy R3, is further supported by SPD1: Planning Obligations. Depending on the scale of the proposal, development will be expected to incorporate 'specific green infrastructure' and 'spatial green infrastructure', and with these treated as a planning obligation in mitigating the negative impacts of development and in meeting new recreational needs. Specific green infrastructure chiefly relates to onsite planting, including tree planting and hedgerow planting, but it can also encompass other soft landscape features such as green roofs, green walls, wildflower meadows, and landscaping elements relating to sustainable drainage systems. The SPD explains that the scale of provision should be tailored to the details of the proposal, since the intention is that it would mitigate specific issues in that area. This could include the effects of urban heat or of air and water pollution, or to address local surface water management needs or ecological impacts. The SPD contains a guide regarding the level of specific green infrastructure which may be expected in each case. However, there is no set formula to be applied, and whether sufficient specific green infrastructure is incorporated is a matter of judgement when having regard to the details of the proposal.

187. Spatial green infrastructure, it is explained, is the open and natural green space associated with the needs of the residents of a development. It can include local open space (which covers local parks and open spaces with

purpose-built features such as footpaths, children's play, and informal sports provision) and semi-natural greenspace (which offers a more natural recreational experience). Whilst specific green infrastructure is required to be incorporated in almost all development proposals, the requirement for spatial green infrastructure is only triggered in schemes involving residential development of five units or more. In the case of applications involving more than 100 units, the requirement for spatial green infrastructure additionally includes children's play equipment (to nationally recognised standards), and developments in excess of 300 units should also provide for sports facilities, the SPD advises. In respect of the latter, it is recognised that occupiers of new residential development will also generate demand for sports provision. However, existing provision within an area may not be able to accommodate the increased demand without exacerbating existing and/or future predicted deficiencies. The SPD acknowledges that it may be appropriate for developers to pay a commuted sum towards offsite sports facilities rather than make provision on site.

188. The open space needs of new development are calculated using the standards in Core Strategy Policy R5 (Open Space, Sport and Recreation), the SPD outlines. These have been calculated using up-to-date audits of existing open space and indoor/outdoor leisure provision across Trafford, and also take account of quantity, quality and accessibility, it is explained. These local standards have also been informed by some national guidelines, it is continued.

189. The application submission includes a Green Infrastructure Statement which serves to explain the development's overall green infrastructure contribution. This has been reviewed by the Council's Sustainability officer for the purposes of establishing the extent to which the proposal would meet green infrastructure needs. The Green Infrastructure Statement has recently been revised to account for the revised parameters plan which, it is stated, has increased the quantity of green infrastructure incorporated. This includes the provision of a wider green infrastructure corridor within Site 1 to either side of the public right of way, and the introduction of an additional north to south green infrastructure connection in Site 2.

190. The document explains that green infrastructure has been treated as an integral feature of the development proposals. The key components of the green infrastructure strategy for the site are identified, which comprise: the maintenance of a strategic open space corridor along Red Brook; the creation of a series of north to south green infrastructure corridors interspersed throughout the site which would link with the strategic corridor; landscape buffers at the southern, eastern and western boundaries; pocket green spaces within the development and as buffers to heritage assets; and provision for children/young people, including equipped play.

191. That the application is in outline with the majority of matters (including landscape) reserved for subsequent consideration is acknowledged within the statement. Accordingly, the quantity and provision of specific green infrastructure would be subject to detailed design and layout at the reserved

matters stage. Nonetheless, in applying the guidance in the SPD, the document identifies what form and quantity appropriate specific green infrastructure may take. This could include tree planting (of more than 1,000 trees), or alternative features in lieu of, or in combination with, trees. Suggestions includes native hedge planting (in the order of 2,000 metres), green roofs/green walls (at 10% of the area of the building footprint), or additional biodiversity or landscaping elements to a sustainable drainage feature. Given the nature of the application and the level of detail provided, it is difficult to adopt a conclusive position regarding specific green infrastructure. However, there is no evidence at this stage that appropriate specific green infrastructure could not be provided within the parameters plan layout when having regard to the specific green infrastructure needs of the maximum quantum of development (at 400 homes) and when having to compensate for some existing green infrastructure loss (for example, tree and hedgerow removal).

192. In considering spatial green infrastructure, again the document outlines that the precise quantity and provision of spatial green infrastructure, as well as its locational accessibility to residents, would be confirmed at outline stage. However, nonetheless, a strategy for providing spatial green infrastructure within the site is outlined, and with this including provisional areas of coverage which accords with the revised parameters plan. In the region of 3.62 hectares of local open space would be provided across the full site area, it is stated. Consultation with the Council's Sustainability officer has identified a requirement for in the order of 1.35 hectares (when based upon the maximum quantum and indicative housing mix presented, along with Policy R5's standards) of local open space, and thus the development's provision – as presently indicated - exceeds the requirement quite significantly. As part of this, the development would make 0.14 hectare of provision for children/young people including some equipped play, which would be contained within two LEAP (Local Equipped Area for Play) play areas and six LAP (Local Area for Play) play areas. This is regarded as acceptable provision for a development with a residential capacity of some 1,000 people, it has been concluded. In turning to semi-natural greenspace, 5.97 hectares of semi-natural greenspace has been incorporated within the parameters plan, it is stated. This compares with a requirement for some 2 hectares of semi-natural greenspace (according to the Council's Sustainability officer), and therefore – again – the proposal is offering considerably more than the benchmark standard. Of course, these conclusions are based upon the submitted parameters plan, and the detailed design would need to follow these principles if this over-provision were to be secured.

193. Finally, in turning to sports facilities, consultation has taken place with the Council's Sustainability officer to identify existing outdoor sports sites/projects that would benefit from some form of contribution. With reference to the findings of the Council's Playing Pitch Strategy, qualitative deficiencies at Cross Lane playing fields in Partington, which is located to the north-east of the site, have been revealed. Further liaison with Sport England, in utilising their Pitch Calculator and when having regard to the additional population that the proposal is likely to generate (based on the maximum 400

homes), has established a level of contribution of £263,033. These funds, which would be secured via a Section 106 legal agreement, could be used to support new changing rooms and improvements to existing pitches at Cross Lane. It is significant that the applicant has allowed for this contribution within the revised FVA.

194. Overall, therefore, and for the purposes of this outline application, it is considered that the proposal has made sufficient provision for all forms of green infrastructure (either on or offsite). Furthermore, that its offer of spatial green infrastructure in particular is quite significantly in excess of that required by policy is recorded. Whilst this is welcomed, it is noted that the over provision of spatial green infrastructure is, in part, a consequence of the existence of substantial service easements within the site, together with the Red Brook flood plain, and with this rendering large portions of the site undevelopable. In any event, the proposal is considered to comply with Core Strategy policies R3 and R5 in this respect, as well as SPD1.

Air Quality

195. The NPPF promotes healthy communities and recognises that the planning system can play an important role in this. As part of this, it is made clear that development should, where possible, help to improve local environmental conditions, including air quality. It continues (in paragraph 181) that planning policies and decisions should sustain and contribute towards compliance with relevant limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas (AQMAs), and the cumulative impacts from individual sites in local areas. Within the Trafford Core Strategy, Policy L5 similarly seeks to ensure that new development would not give rise to significant adverse impacts on resident health, including from air pollution. Policy L5 is regarded as generally consistent with the NPPF on the matter of air quality, although that it does not refer to the provision of low emission vehicle charging points that are specifically encouraged by the NPPF is noted.

196. The location of AQMAs has been declared by the Greater Manchester Combined Authority when having regard to exceedances of annual mean nitrogen dioxide (NO₂) across Greater Manchester. Within the Trafford Borough, the Greater Manchester AQMA is chiefly focussed on the M60 motorway and the A56 Washway Road. However, there are other localised hotspots where standing traffic accumulates, and this includes parts of the route of the A6144 Manchester Road through Carrington and on approach to the M60.

197. The application submission includes an Air Quality Assessment and also a dedicated air quality chapter within the Environmental Statement. It is acknowledged within the documentation that the application site is located in proximity to the A6144 which is a significant source of road vehicle exhaust emissions. As such, the development has the potential to introduce future residents to poor air quality, as well as to be the cause of additional air quality impacts at sensitive locations, it is stated. Accordingly, the submitted

assessments have considered the potential for vehicle emissions associated with the extra traffic generated by the development and also fugitive dust emissions from constructions works, it is explained. Consideration of the former includes the application of dispersion modelling techniques to predict the concentration of pollutants across the local highway network, and with this also accounting for the impacts of other committed developments in the area.

198. The submitted assessments have been reviewed by the Air Quality team within the Pollution Control Service. The consultation response agrees with the methodology and criteria adopted. In turn it is accepted that the development, upon its operation, would not give rise to significant emissions to the undue detriment of local air quality and public health, including at key sensitive receptors and within AQMAs. Furthermore, the application of good practice dust control measures, to be enforced by means of a Construction Environmental Management Plan, would adequately protect against the risks from construction dust. With this condition in place, together with a requirement for low emission vehicle charging infrastructure to be installed within each residential plot (to be conditioned), it is considered that the proposal is acceptable with regard to the impact on air quality, and thus compliant with Policy L5 and the NPPF.

Contaminated Land and other Site Constraints

199. As part of the objective of ensuring that new development would not give rise to significant adverse impacts on health, the NPPF advises local planning authorities to ensure that a site is suitable for its proposed use when taking account of ground conditions and any risks arising from contamination. With the Trafford Core Strategy, Policy L5 is the relevant policy which serves to ensure that a site and its intended use is appropriate and safe. Policy L5, and its coverage of pollution matters, is considered compliant with the NPPF (and therefore up-to-date).
200. The application, upon its submission, included a desk-top contaminated land assessment and with this supported by a specific chapter within the Environmental Statement covering 'grounds conditions and geology'. More recently, a revised contaminated land assessment has been submitted, and with this covering additional survey work at the eastern edge of the site. The submitted assessments have been reviewed by the Contaminated Land team within the Pollution Control Service. The consultation response confirms that the submission provides a detailed assessment for land contamination, ground gas issues and any potential contamination of groundwater. There is one area of the site where some remediation would be required, it is stated, due to elevated levels of arsenic in the soil, and a ground gas assessment would also be needed to inform a subsequent risk assessment and to identify where gas protection measures would be required within the development. The submission does not reveal any particular risks of pollution to groundwater due to the low level of contaminants identified, it is identified. Overall, therefore, it is concluded that there is presently a moderate risk to future site users from contamination and from ground gas. Whilst this should not preclude the site's development, a

series of conditions are recommended in order that a detailed remediation strategy is approved, implemented and verified.

201. As part of coverage of this issue, reference is also given to the underground high pressure gas main which crosses the site towards the northern boundary. It forms part of the route of the 'Warburton Tunnel South to Partington' gas main, which is understood to be of strategic importance in transporting large quantities of gas to more local and lower pressure networks. The proposed development allows for the retention of the main, but with a significant easement zone identified on the parameters plan where no residential development would be proposed.
202. The Environmental Statement, as part of a chapter which assesses a series of health impacts, considers whether the comprehensive development of the site is compatible with the presence of the gas main, and also whether the main would pose a health risk to prospective site residents. In turn it is explained that the easements adopted accord with published advice from the Health and Safety Executive (HSE) relating to new developments in the vicinity of hazardous installations. As such, it is concluded that a safe development which provided the necessary separation distances could be achieved.
203. The HSE is a statutory consultee for certain developments within the consultation distance of major hazardous sites, including pipelines. On the basis of the indicative parameters plan, and in accordance with standard terminology, the consultation response outlines that 'the HSE does not advise - on safety grounds - against the granting of planning permission'. Separate consultation has also been undertaken with Cadent Gas Ltd, as operator of the pipeline. However, similarly, and on the basis of the submitted information, the response records no overriding concerns, although it provides some important advice for the applicant when working in the vicinity of gas installations.
204. Therefore, when having regard to the site's underground conditions, it is considered that the site is suitable for its proposed use and compliant with Policy L5, but with some important conditions to control health risks.

Ecological Issues

205. The NPPF is clear that the planning system should contribute to conserving and enhancing the natural environment, including minimising impacts on, and providing net gains for, biodiversity. The accompanying PPG advises that planning decisions have the potential to affect biodiversity interests outside, as well as inside, officially designated areas of importance for biodiversity. Local planning authorities are also advised to consider the opportunities that individual development proposals may provide to enhance biodiversity. At the development plan level, Core Strategy Policy R2 similarly seeks to ensure that new development would not have an unacceptable impact on the Borough's ecological assets, and that it should seek to provide

net gains. Policy R2 is regarded as consistent with the NPPF; it is thereby up-to-date for the purposes of decision-taking.

206. In terms of formal ecological designations, there is an identified Site of Biological Importance (SBI) to the north-west of the site at Coroners Wood on the opposite side of Red Brook, and part of Red Brook (to the north of Site 1) is also an SBI. An SBI is one of the non-statutory designations adopted throughout the north-west region to protect locally valued sites of biological diversity. There are two other SBIs within a 600 metre radius of the site. In addition, the full course of Red Brook is an identified wildlife corridor. It is noted that Policy GM Allocation 45, in establishing important principles for the development of New Carrington, refers to the need to minimise impacts on local SBIs within and adjacent to the allocation (policy principle 19).
207. A range of ecology surveys and assessments have been submitted to inform the outline application. This includes individual bat, badger, breeding bird, Great Crested Newts, and water vole and otter surveys, together with a dedicated 'Nature Conservation and Biodiversity' chapter within the Environmental Statement. These reports have been reviewed by the Greater Manchester Ecology Unit (GMEU). The consultation response records that the site is dominated by arable land which in fact is of limited nature conservation value. However, it continues that there are more important individual habitats present within and close to the site. This includes the corridor of Red Brook along the northern boundary, wooded areas, and trees, hedgerows and ponds.
208. The parameters plan, whilst indicative only, identifies areas of the site which could remain undeveloped and existing landscape features that could be retained. Whilst GMEU acknowledges that the proposed residential development would transform the character of the agricultural landscape, it is commented that the submitted plan allows for a reasonable degree of landscape connectivity with offsite habitats and sites, particularly at the northern and southern boundaries. The areas of new open space within the site (which it is expected would include significant new planting, including trees, hedgerows, grassland and aquatic planting) and attenuation ponds are also welcomed. The parameters plan also identifies an area of 'skylark mitigation' in its north-western corner. The comments of GMEU reiterate that the area surrounding the application site is known to be of value for supporting farmland bird communities (including skylark, grey partridge, barn owls and yellowhammers). The proposal would lead to some loss of farmland bird habitat, GMEU acknowledges, and the intention is to establish an area of dedicated species-rich grassland which would be fenced-off to provide continued (and inaccessible) habitat for farmland bird species. Whilst this may have some value, GMEU is of the view that the area is likely to be too small to be sustainable as farmland bird habitat in the longer-term, but in any case an effective scheme of landscaping, if delivered, would support other bird communities.
209. GMEU has confirmed satisfaction with the range and substance of the submitted species surveys. No significant harm to protected species has

been identified, and with GMEU in agreement with these findings. However, a series of conditions/informatives are recommended to provide additional safeguards prior to development commencing. This includes, for example, additional tree inspections to check for bat activity, a pre-construction survey to verify no presence of badgers, the adoption of 'Reasonable Avoidance Measures' in relation to Great Crested Newts, and restricting vegetation clearance to outside of the bird breeding season.

210. Overall, GMEU is assured that the principle of the development would not lead to significant harm to biodiversity interests on the basis of the submitted information, and this includes with reference to the Coroners Wood SBI and the corridor of Red Brook (including the SBI) as well as individual species. However, this is dependent on the details of the development being progressed in accordance with the parameters plan, and in particular for a comprehensive and considered approach to landscaping to be secured which would serve to deliver biodiversity enhancements in key areas of the site. This should extend to include a commitment to careful landscape management, which could also be conditioned. Again, it is noted that draft Policy GM Allocation 45 of the GMSF (as part of policy principle 20) requires development within the allocation to deliver a clear and measurable net gain in biodiversity and to make appropriate provision for the long-term management of habitats.

211. It should also be commented that the Environment Agency, as part of a wider consultation response, has also considered the biodiversity impacts of the development when having regard specifically to water-based habitats and species. With reference to the submitted parameters plan, the response recognises the opportunities attached to the development of improving the ecological status of the Red Brook wildlife corridor and of offering additional habitats as part of new water management features. However, again, the importance of an effective management plan is emphasised. In addition, the need to control the further spread of invasive species (Himalyan balsam) on the site is referred to. Therefore, for the purposes of the outline application, is it considered that the proposal is compliant with Core Strategy Policy R2 and the NPPF on the issue of biodiversity.

Flood Risk and Drainage

212. The application is accompanied by a Flood Risk Assessment (FRA) which also includes a drainage management strategy and there is a 'hydrology, drainage and flood risk' chapter within the Environmental Statement. These documents have been reviewed by a number of consultees in the context of their specific remit, comprising the Lead Local Flood Authority (LLFA), the Environment Agency (EA) and United Utilities. There have also been a number of supplementary submissions to address matters raised, together with a recently revised FRA.

213. With reference to the EA's flood maps, the FRA confirms that the majority of the site is located in Flood Zone 1, which is described as 'low probability' for river or sea flooding. However, parts of the site are located in

Flood Zone 2 ('medium probability') and even in Flood Zone 3 (high probability' and including the 'functional floodplain'), specifically in the vicinity of Red Brook. The NPPF, through the application of the sequential test, aims to steer new development to areas with the lowest probability of flooding. A similar approach is embedded in Core Strategy Policy L5 (and thus this aspect of Policy L5 is also up-to-date for the purpose of decision-taking). This advises that development should not be permitted if there are reasonably available sites appropriate for the proposed development in areas with a lower probability of flooding. Furthermore, residential development is classified as a 'more vulnerable use' which should only be permitted in Flood Zone 3 (when including the functional floodplain) if an exception test is also passed. However, a more bespoke approach has been accepted in this instance given that the site encompasses land in all three flood zones (1, 2 and 3). The parameters plan illustrates that built development would be located away from flood zones 2 and 3, and would be contained within Flood Zone 1. Furthermore, the indicative site layout in the revised Design and Access Statement identifies that the maximum of 400 homes could indeed be arranged in this way. The submitted documentation describes this as an 'intra-sequential approach', and it is accepted that it is successful, in principle, in directing development away from areas of the site at highest risk. Accordingly, the LLFA has confirmed acceptance with this method and with no requirement for the applicant to look at other alternatives locations (beyond the site and wholly in Flood Zone 1) which may be suitable and reasonably available for the development proposed. The consultation response from the EA has also concluded satisfactorily on the issue of flood risk, although with this subject to a condition to ensure that certain flood mitigation measures identified in the FRA would be imposed (regarding the setting of finished floor levels, for example).

214. The LLFA's review has also taken account of the development's proposed drainage strategy. This is in the context of NPPF's advice which states that major developments should also incorporate sustainable drainage systems in order that surface water runoff does not pose a further flood risk. This is reaffirmed by Policy L5 which explains that new development will be required to reduce surface water runoff through the use of appropriate measures. In addition, draft Policy GM Allocation 45 of the GMSF advises that development proposals within the allocation should address flood risk and surface water management, including through the use of sustainable drainage systems.

215. Sustainable drainage systems are intended to manage surface-water run-off and to mimic natural drainage processes, either through infiltration and/or attenuation. They should serve to reduce the quality and velocity of run-off and they can also provide amenity and biodiversity benefits. In considering the type of system to be incorporated, the NPPG advises that the aim should be to discharge run-off as high up the following hierarchy of drainage options as reasonably practicable: 1. Into the ground (infiltration); 2. To a surface water body; 3, To a surface water sewer, highway drain or another drainage system; and 4. To a combined sewer. The submitted FRA outlines a strategy for surface water management. Due to ground conditions

and results of site testing, it is stated that on-site infiltration (the NPPG's preferred technique) is not likely to be feasible. However, the strategy endorses the next method based on discharge into the adjacent watercourse. Given the scale of development, multiple outfalls to Red Brook are likely to be required, it is stated, which will require consent from the Environment Agency via an environmental permit. It is significant that the LLFA is satisfied with this approach, and also in respect of the preliminary findings regarding the proposed rates of discharge into the watercourse. However, this strategy is reliant on the provision of attenuation ponds on-site which would serve to restrict the rate of discharge in extreme events. The parameters plan and indicative site layout plan illustrate a pond/basin (five in total) at each proposed outfall location (towards the northern parts of the site), and it is accepted that these drainage features also have the potential to create new habitat opportunities, as acknowledged by the GMEU. Accordingly, for the purposes of this outline application, the LLFA is satisfied that sufficient commitment has been given at this stage to ensure that surface water runoff would be adequately managed. However, a condition is recommended to request further details of a fully acceptable scheme, including to confirm satisfactory discharge rates, to ensure that the proposed storage ponds would have adequate capacity (including when allowing for climate change), and to make sure that the drainage system implemented would be appropriately managed and maintained.

216. In considering the position of United Utilities (UU), it can be commented that their position regarding surface water management is largely consistent with that of the LLFA, and with a condition recommended to secure proper surface water drainage. In addition, in respect of foul water drainage, a further condition is put forward which seeks to agree the specific details of the proposed approach. In this respect, however, it is reported that there is some concern on the part of UU regarding the applicant's intentions as communicated most clearly within the accompanying full applications. The submitted strategy is based on the two separate parcels of land being served by separate onsite pumping stations. In the interests of providing a more sustainable and economical system, UU has asked to applicant to rationalise its approach such that only one pumping station would be proposed to serve the development as a whole. This remains an unresolved issue. Furthermore, more widely, UU has expressed disappointment that this proposal is submitted in advance of a comprehensive drainage masterplan for the wider New Carrington (draft) allocation, which would be likely to support a small number of centralised pumping stations. The suggested condition by UU regarding foul water drainage - for this outline application and when acknowledging the matters on which this outline application is based, is intended to seek a satisfactory solution. It is acknowledged, however, that the revised Design and Access Statement maintains the applicant's position regarding two pumping stations.

Trees and Arboricultural Matters

217. Policy R2 of the Trafford Core Strategy (which, it has been stated, is up-to-date) affords protection to a range of different natural assets that can be

found across the Borough. It cites woodland (including recognised Ancient Woodland), trees and hedgerows. In describing the site it has already been commented that there are mature trees within and surrounding the site, and also hedgerows at site boundaries (including historic hedgerows). There are no trees that are subject to Tree Preservation Orders (TPOs) within the site, although there is an area TPO on the opposite bank of Red Brook adjacent to the north-western tip of Site 1.

218. The application submission includes a pre-development arboricultural survey of trees and significant vegetation within the adjoining the site, and with this reviewed by the Council's Tree officer. 137 individual trees, tree groups and lengths of hedgerow were assessed, and with the survey identifying key facts regarding each entry (such as species, age group, height, condition, and future growth potential). 27 trees, tree groups, or hedgerows were categorised as falling within Retention Category A, which describes those of the highest quality with an estimated life expectancy of at least 40 years.

219. The first stage consultation response from the Council's Tree officer raised some concerns since the parameters plan did not allow for the retention of a particular tree within Site 2 (the western land parcel). It is a large mature oak which is a prominent road side specimen and is growing on the Warburton Lane boundary close to the existing farm entrance. The tree survey, which identifies it as 38T, places it within Retention Category A, and it was confirmed that its loss was associated with the provision of a new footpath. However, in response to these objections, the revised parameters plan illustrates that it would be protected, and with this corroborated by the indicative site layout which shows an adjusted siting for the footpath. Accordingly, more recent consultation with the Tree officer has concluded positively in this regard, and with it also confirmed that the wider approach to tree retention across the site is acceptable. However, a condition to secure a detailed Arboricultural Impact Assessment and Tree Protection Plan for all retained trees is requested. The need for a separate application for the identified pruning works to the overhanging trees within the adjacent area TPO (as well as landowner consent) has also been highlighted.

220. Conversely, the revised parameters plan and accompanying indicative site layout has served to exacerbate another concern for the Tree officer. To reiterate, according to the parameters plan and other available evidence, the site contains some stretches of historic hedgerows. For Site 1, the parameters plan shows these to be located along parts of the Moss Lane frontage and within the site (aligning a culvert and the public right of way). For Site 2, historic hedgerows are illustrated at the southern boundary and to Warburton Lane. With reference to the Hedgerow Regulations 1997, a hedgerow is 'protected' if it meets certain criteria regarding length, location and 'importance'. A hedgerow is 'important', and is protected, if it is at least 30 years old and meets at least one of a series of detailed criteria (which includes, for example, that it marks a parish boundary that existed before 1850, or it contains an archaeological feature). SPG30: Landscape Strategy (as cited above), in its description of the Settled Sandlands LCT, records that

some of the hedgerows around the Warburton area are believed to be the oldest in the Borough. The revised parameters plan and indicative layout illustrate the potential loss of sections of historic hedgerow (and with this greater than previously identified). This includes to Moss Lane (Site 1) to facilitate a series of emergency and local vehicular access points, and to Warburton Lane as part of the formation of the main vehicular entrance for Site 2 and in the provision of new footways and a footpath. The latest response from the Tree officer expresses concern regarding the potential extent of historic hedgerow loss. Hedgerows, like trees, can make an important contribution to the character of an area and can be historically important as indications of land use and previous ownership, it is acknowledged.

221. This is a concern that has already been revealed in the archaeology and landscape impact commentaries of this report, including in respect of the lack of consistency within the submission regarding the location and loss of historic hedgerows. The need for greater precision on this matter (as with other topics) has been made clear in order that the impacts can be fully appreciated, in a heritage, landscape and general visual amenity sense.

222. It is recognised that, in the case of Moss Lane, the increased extent of hedgerow loss is a response to concerns raised by officers regarding the previous layout. The provision of localised entrances to separate housing groups – directly from Moss Lane – is intended to better reflect local character and layout when having regard to this area’s rural qualities. Draft Policy GM Allocation 45 of the GMSF, in recognition of the range of natural features across the allocation, encourages a form of development for New Carrington which would minimise tree and hedgerow loss (policy principle 17). This is an approach that is wholly supported by officers in principle, and with higher values likely to be assigned to features of recognised significance and worth.

223. In the case of this application, even at outline stage, whether a hedgerow is or is not historic is considered to be quite critical. The site’s hedgerows, typically, are located at the site boundaries, and the proposed breaks in the hedgerows are to accommodate new access points. Of course, ‘access’ is a matter to be concluded upon at outline stage, and the location of accesses is illustrated on the submitted parameters plan. However, at present there is uncertainty, and the issue has clearly caused concern for a number of consultees. A coherent picture regarding the presence, significance and potential reduction in historic hedgerows, and any potential mitigation, is needed. This is similar to other requests that have been made in respect of other areas of the application submission, particularly in the context of heritage and archaeology.

224. In concluding on this matter, no independent reason for refusal is advanced in the context of Core Strategy Policy R2. However, despite the lack of clarity, it seems a reasonable prospect that some harm to historic hedgerows would arise, which has not been properly accounted for. Given the strength of concerns it seems appropriate for this issue to be encompassed within the wider heritage reason for refusal in rightly treating

the site's historic hedgerows as a 'non-designated heritage asset' (see paragraph 93).

225. Also in respect of arboricultural matters, there is an area of Ancient Woodland to the north-west of the western land parcel (Site 2). Coroners Wood, which covers approximately 1.7 hectares, is an area of woodland which exists along the banks of Red Brook. The NPPF offers enhanced protection to ancient woodlands, which are defined in the glossary as areas that have been wooded continuously since at least 1600 AD. At paragraph 175 local planning authorities are advised to refuse development proposals that would result in the loss or deterioration of irreplaceable habitats (such as ancient woodland) unless there are wholly exceptional reasons and a suitable compensation strategy exists.

226. With this in mind, advice has been sought from the Forestry Commission (FC) regarding the potential impacts that this application may have on ancient woodland. However, the response from the outset, in line with FC's standard practice as a non-statutory consultee, is clear that its content provides no clear opinion regarding whether the application proposals should be supported or objected to. Rather, the response directs the local planning authority to relevant guidance and policy requirements in order to inform the decision-taking process, and with this referring specifically to a Government publication (dated November 2018): 'Ancient woodland, ancient trees and veteran trees: protecting them from development.' This guidance explains that development can have direct impacts on ancient woodland through immediate woodland loss, by damaging roots, by damaging the soil around the roots, or by changing surrounding drainage systems. Indirect impacts can also arise by reducing the amount of semi-natural habitat adjacent to ancient woodland, by increasing disturbance to wildlife from additional traffic and visitors, or by increasing light or air pollution. The guidance also refers to the importance of buffer zones to protect ancient woodland. The size and type of buffer zone should vary depending on the scale, type and impact of the development, the guidance continues.

227. Whilst Coroners Wood is in the vicinity of the application site, it is not included within it and nor does the protected woodland area adjoin the application site. At the nearest point the separation distance is approximately 40 metres, and in fact the majority of the protected woodland is on the opposite (northern) bank of Red Brook. Moreover, with reference to the submitted parameters plan, the illustrative layout indicates that the closest part of the site to the ancient woodland would be undeveloped and in fact would comprise a dedicated area of ecological mitigation, supported itself by complementary tree cover and within which access would be restricted. In fact, according to the parameters plan, built development would be 160 metres away from the closest tip of Coroners Wood.

228. Therefore, when applying the guidance referred to by FC, it is considered that the parameters plan indicates that a form of development could be achieved which would provide a buffer zone of an appropriate size and scale. Moreover, this buffer would be of suitable type in consisting itself

of some woodland, which would contribute to wider ecological networks and which would function as part of the green infrastructure of the site. Subject to a form of development being secured which would be consistent with the parameters plan, no material impacts on the irreplaceable habitat of Coroners Wood are anticipated.

229. Overall, therefore, on the topic of trees and woodland, the proposal is considered compliant with Policy R2 and the NPPF. However, that the Tree officer has reiterated concerns regarding the proposal's approach to historic hedgerows is reported.

Crime Prevention

230. The NPPF is clear that good design encompasses more than just the appearance of a development. Paragraph 127 states that planning policies and decisions should ensure that development proposals create places that are safe, and where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion and resilience. This is supported by Policy L7 of the Trafford Core Strategy which requires applicants to demonstrate that a proposed development would help to create a safe environment and reduce the potential for crime. This is further communicated in a specific supplementary planning guidance document, SPG24 – Crime and Security.

231. A Crime Impact Statement (CIS) was submitted with the application. This was prepared in conjunction with the Greater Manchester Police, and has also been reviewed by the GMP in acting as consultee. The CIS is specific to the outline application and comments on the generality of the scheme in the context of the parameters plan. It contains some comments regarding the indicative layout, and with support given for the use of cul-de-sacs, and it also provides some further design recommendations as the scheme is progressed, including avoiding the over-provision of recreational footpaths, the incorporation of speed control measures on internal estate roads, and the installation of perimeter fencing to rear gardens. In providing its consultation response, the GMP has requested a condition to ensure that the detailed design is developed in accordance with its further recommendations. Whilst it is noted that some of these suggestions are in fact at odds with wider design aspirations, officers are of the view that there is scope for an alternative improved layout to also provide for the safety of people and the security of property. In any case, with reference to this proposal, compliance with Policy L7, SPG24 and the NPPF has been concluded.

Waste and Refuse Management

232. In order to ensure that a new development is both functional and attractive, there is a need to ensure that an appropriate system for both waste storage and waste collection has been incorporated. This is recognised by both Policy L7 of the Core Strategy and PG1: New Residential Development (2004). The accompanying full applications have been reviewed by the

Council's Waste Management team, and there are a number of outstanding concerns including regarding the proposed location of the refuse collection points. However, for the purposes of this outline application, officers are satisfied that an appropriate layout is capable of being achieved.

233. For the avoidance of doubt, the comments from the LHA confirm that the proposed site accesses could accommodate the turning manoeuvres of large refuse vehicles.

DEVELOPER CONTRIBUTIONS

234. The proposed development would be liable to the Community Infrastructure Levy (CIL) given that it proposes private market housing in a 'hot charging zone'.

235. Other accepted financial contributions, to be secured via a Section 106 legal agreement, comprise:

- Playing pitch improvements: £263,033

236. Additional financial contributions, to be secured via a Section 106 legal agreement, which have not been accepted by the applicant at this stage comprise:

- Primary school expansion/rebuilding: £1,067,220

237. The applicant's offer of the following financial contributions has not been accepted by officers for reasons stated in the report:

- A6144/Flixton Road highway improvements: £1,500,000
- Bus stop improvements: £40,000
- Footpath/cycle improvements and footbridges: £222,660.69

238. Alternative, as yet undefined, additional financial contributions are sought from the applicant on the following topics (and these have not been accepted):

- Carrington Relief Road;
- Public transport improvements.

239. The proposed development makes a nil affordable housing contribution, which is objected to by officers for reasons stated in the report.

240. The proposed development has made adequate on-site allowance, or is capable of doing so, of specific and spatial green infrastructure.

PLANNING BALANCE AND CONCLUSIONS

241. The application site is located beyond the southern fringe of the settlement of Partington, and it comprises two land parcels located to the east

and west of Warburton Lane. It is a greenfield site. The proposal, which has been submitted in outline with only 'access' to be confirmed at this stage, involves the site's residential development to provide a maximum of 400 homes. Vehicular access, to both parcels, would be taken from Warburton Lane. A parameters plan has been submitted which illustrates, in general terms, the proposed location of built development on site.

242. This outline planning application has been appealed against on the grounds of non-determination, and the purpose of this report is to establish the Council's stance to take at appeal had the application been allowed to run its course. Given the submission of new information by the applicant (in parallel and following the appeal submission), there are some matters which have not been wholly concluded at this stage (when allowing for discussions with the applicant), and there is the prospect for some slight adjustment in position which will be reported to Planning Committee in an Additional Information Report if required.

243. Two further detailed planning applications for the same site by the same applicant remain under consideration.

244. S.38(6) of the Planning and Compensation Act 1991 requires applications to be determined in accordance with the development plan unless material considerations indicate otherwise. That remains the starting point for decision making. The NPPF is an important material consideration.

245. The Council cannot demonstrate a 5 year housing land supply and the 'most important' policies are therefore deemed out of date. Some are also not fully consistent with the NPPF. Where development plan policies are out of date, the presumption in favour of sustainable development in the NPPF (see paragraph 11d) may apply – namely (1) applying a 'tilted balance' under which permission will be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole (see paragraph 11d (i) of the NPPF), or (2) where the application of policies in the NPPF that protect areas or assets of particular importance provide a clear reason for refusing the development proposed (see paragraph 11 d(i) of the NPPF).

246. Limb (2) of the presumption in favour has been dealt with firstly in this report. As part of this it has been demonstrated that the harm to heritage assets provides a clear reason for refusal which would not be outweighed by the benefits and thus the tilted balance in limb (1) is not triggered. On that basis, the application is to be assessed under s.38(6) having regard to the policies in the NPPF and housing need and with the overall harms weighed against the overall benefits of the development in a straightforward balancing exercise. On that basis it is concluded that permission should be refused.

247. However, in the interests of robustness, an exercise has been done in which it is assumed that the tilted balance were engaged (which it is not). This report has identified a real breadth and range of harmful impacts stemming from the proposal. This includes the harm to designated heritage

assets (of a 'less than substantial' or possibly 'substantial nature'). Added to this is the harm to non-designated heritage assets. Moreover, the commentary within the 'in principle' section of this report highlighted that the application would not deliver sustainable development – that would be accessible and properly integrated – and thus it would run counter to the central thrust of the NPPF. It would also involve the permanent development of safeguarded land in advance of any development plan update. The proposal is also not meeting its expectations in respect of affordable housing provision, and with no reasonable viability argument to support this position. Adverse landscape and visual impacts have also been identified, as arising from the scale and distribution of development. The design vision articulated in the parameters plan has further been objected to on the grounds that it would not deliver a well-connected and inclusive development and it would not be sympathetic to local character and context. It follows that individual (indicative) reasons for refusal - concerning the proposal in principle, affordable housing, landscape, and design/layout have been put forward - in addition to the very notable heritage reason. There is supplemented by an additional reason which is based upon this outline submission being fundamentally inappropriate in seeking to establish the acceptability of the scheme as a whole. Whilst not of sufficient strength in itself to justify an independent refusal reason, further more minor harm has been identified in respect of the loss of some 'best and most versatile agricultural land'. These tangible and direct harms are, of course, supplemented by the harm that would arise as a consequence of policy and guidance conflicts, including to Core Strategy policies L1, L2, L7, R1, R2, R3 and R4, to SPD1, to SPG30, to the National Design Guide, and – significantly – to the NPPF.

248. Cumulatively, therefore, when returning to the test at limb (1) of the presumption in favour, to the extent that it is even necessary to do so, it is considered that the adverse impacts of granting planning permission would *significantly and demonstrably* outweigh the benefits.

249. For the avoidance of doubt, this situation would only be even further strengthened in the event that the applicant chooses not to accept crucial stipulations within this report. These would serve to address an otherwise severe highways impact, an unacceptable impact on local schools, and inadequate public transport provision. However, for the purposes of this report and the balancing exercises contained within it, it has been assumed that these are issues that are capable of being addressed.

RECOMMENDATION

A) That Members resolve that they would, had they been able to determine the planning application been **MINDED TO REFUSE** for the reasons below:

1. The impacts of the proposed development on designated and non-designated heritage assets (including potential assets of equivalent significance to scheduled monuments) have not been adequately accounted for within the application submission. The proposed

development – in principle and without adequate pre-determination evaluation – could result in the total loss of potential assets of equivalent significance to scheduled monuments and to other non-designated heritage assets of archaeological interest, which would equate to substantial harm in NPPF terms. Furthermore, with reference to the submitted parameters plan, the proposed development – by reason of its scale, layout and distribution – would lead to less than substantial harm to the significance of other built designated and non-designated heritage assets. This harm would not be outweighed by the public benefits of the development. The proposal thus fails to satisfy the tests at paragraphs 195 and 196 of the National Planning Policy Framework and it is also contrary to Policy R1 and Policy R3 of the Trafford Core Strategy.

2. This is an application in which all matters, with the exception of access, are reserved. It is apparent in reviewing this outline application that a parameters plan and indicative drawings are not sufficient in seeking to establish the acceptability of the scheme as a whole, in particular the amount, nature and location of on-site mitigation required and the effect this might have on the quantum of development the site can reasonably deliver. The proposal is therefore considered contrary to Policy L3, Policy L4, Policy L7, Policy R2 and Policy R3 of the Core Strategy and the National Planning Policy Framework.
3. The proposed development is in an unsuitable location by virtue of being other protected, open or safeguarded land, in an area of poor accessibility to public transport, jobs and amenities, and with a heavily congested road network. The proposal does not support necessary new infrastructure and facilities, and has not been planned to enable sensitive integration with the existing settlement. As a result, the development would function as an isolated community and a sustainable pattern of growth would not be achieved. Sustainable development would not be delivered and thus the proposal is considered contrary to the National Planning Policy Framework, and to Policy L1, Policy L3 and Policy L7 and Policy R4 of the Core Strategy.
4. The proposed residential development generates a requirement for affordable housing. No allowance has been made for affordable provision within the development and the submitted financial viability appraisal has not adequately demonstrated that the development could not otherwise be delivered. The development would not, therefore, contribute to affordable housing needs and would not support the creation of mixed and balanced communities. The proposal is therefore considered contrary to Policy L2 and Policy L8 of the Core Strategy, SPD1: Planning Obligations and the National Planning Policy Framework.
5. The proposed development – by reasons of its scale, distribution and lack of landscape buffers - would be inappropriate to the site's rural context and would cause significant harm to landscape character and to the appreciation of rural views. The proposal is therefore considered contrary

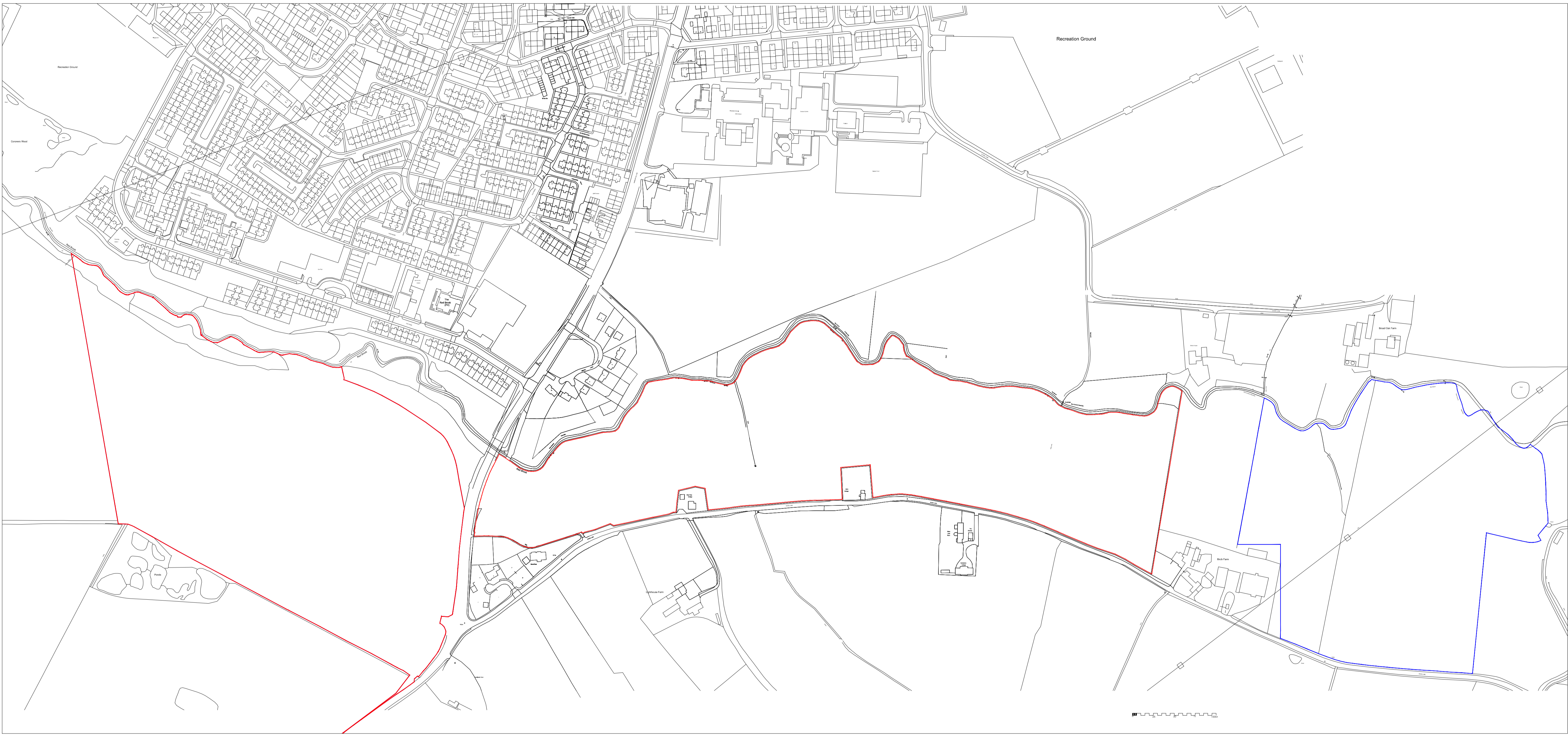
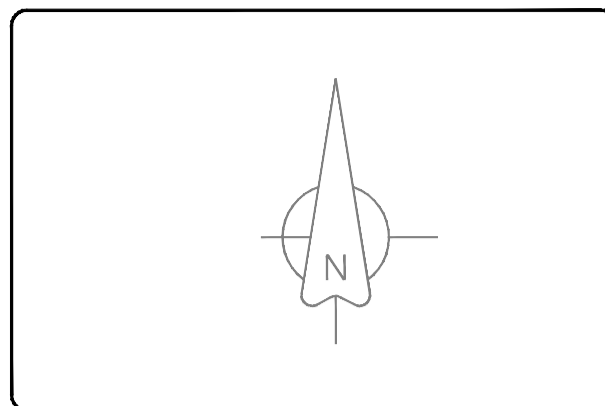
to Policy R2 of the Core Strategy, SPG30: Landscape Strategy and the National Planning Policy Framework.

6. The proposed development, by reason of its scale, distribution, layout and absence of off-site linkages, fails to respond to the site's context and character, and it would not deliver an accessible, integrated, outward-looking and inclusive residential development as a whole. The proposal is therefore considered contrary to Policy L7 of the Core Strategy, the National Planning Policy Framework and the National Design Guide.

B) That should the appellants not accept the Council's proposed mitigation via condition / S106 contribution in respect of highways, accessibility and education matters, that the following additional reasons for refusal are also put to the inquiry:

7. In the absence of an agreed off-site mitigation scheme, the proposed development would have severe residual cumulative impacts on the road network, specifically at the following junctions [delete as appropriate]: Central Road/A6144 mini-roundabout, Moss Lane/Manchester Road/A6144 mini-roundabout, Isherwood Road (B5158)/A6144. The proposal thus fails to satisfy the test at paragraph 109 of the National Planning Policy Framework and it is also contrary to Policy L4 of the Core Strategy and the National Planning Policy Framework.
8. The application site is located in an area where public transport provision is inadequate and there are limited alternative means of transport to the private car. Insufficient allowance has been made for the development to contribute towards an improved public transport network, and prospective residents of the development would become heavily reliant on the private car. The proposal is therefore considered contrary to Policy L4 and Policy L7 of the Core Strategy and the National Planning Policy Framework.
9. There are insufficient primary school places in the local area to accommodate the needs arising from this proposed development. No allowance has been made for the development to contribute towards new/expanded primary school provision and thus the development would have an unacceptable impact by creating a shortfall in school places. The proposal is therefore considered contrary to Policy L8 of the Core Strategy, SPD1: Planning Obligations and the National Planning Policy Framework.

C) That should further information / submissions come forward before the public inquiry is held with the result that any of the matters above are considered capable of resolution via planning condition / S106 that the adjustment of the Council's case accordingly is delegated to the Head of Planning and Development.



Revision	Date	Amendment	Initials

Development		Warburton Lane
Location		Moss Lane/Warburton Lane
Marketing Name		
Drawing Title		Location Plan (East & West Parcel)
Drawing Number		WARB-02-02-002
Revision	Scale @ A1	1:2500
Drawn By	Date Started	April 19
Checked by	Date	

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This layout has been designed after due consideration of our Context & Constraints Plan

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TRAFFORD COUNCIL

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

Report Title

Trafford Civic Quarter Area Action Plan

Summary

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

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

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

The Regulation 18 public consultation on the Consultation Draft CQAAP in line with the Council's published Statement of Community Involvement and the Local Plan Regulations (2012) begins on 5 February 2020 and runs until 20 March 2020. The consultation process will provide an opportunity to further involve all interested parties, including local people, businesses and key stakeholders in the development of the proposals and establish the views of the community and other key stakeholders.

Recommendation(s)

It is recommended that the Planning and Development Management Committee:

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

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

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

Contact person for access to background papers and further information:

Name: Rebecca Coley (Head of Planning and Development)
Extension: x4788

Background Papers: None

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

1.0 Introduction and Background

- 1.1 The Council, in partnership with Bruntwood and Lancashire Cricket Club (LCC), appointed Feilden Clegg Bradley, Planit-ie and Avison Young in February 2018 to produce a Civic Quarter Masterplan for the revitalisation of the Civic Quarter area.
- 1.2 Securing the successful regeneration of Stretford/Old Trafford has been a long-standing priority for the Council. The Civic Quarter area occupies a strategic position in the borough being in close proximity to both Manchester City Centre and MediaCityUK with excellent transport links. Building on the existing major assets of the area, it provides an opportunity to act as a catalyst for the regeneration and renewal of Trafford's northern area.
- 1.3 With circa 2.5 million visitors per year to Manchester United Football Club and 500,000 to LCC, the Civic Quarter and surrounding area is one of the most visited places in the borough. It also contains several important civic functions and community facilities such as Trafford Town Hall, Trafford College and Stretford Leisure Centre. However, the area is fragmented by a number of large footprint single uses with little pedestrian permeability and a significant opportunity exists to improve the visitor experience for its sporting attractions, and to create a vibrant neighbourhood for existing and new residents.
- 1.4 In order to provide additional expertise a joint venture arrangement (JV) has been established between the Council and Bruntwood on a 50:50 basis on commercial terms. The JV arrangements have delivered the refurbishment of the UA92 building

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

2.0 Strategic Context

- 2.1 At a GM level the Civic Quarter Plan will support the growth ambitions articulated within the emerging Greater Manchester Spatial Framework and the GM Strategy. Specific proposals within the Area Action Plan will be developed in the context of the GM 2040 Transport Strategy, GM Congestion Plan, and Made to Move walking and cycling plan to identify improvements tackling traffic congestion, promote sustainable modes of travel and better integrate transport and new developments.
- 2.2 The Civic Quarter AAP will support the delivery of the Council's Corporate Plan (2019), including the priorities Building Quality, Affordable and Social Housing, Health and Wellbeing, and Successful and Thriving Places and will be consistent with the Trafford Economic and Housing Growth Framework (2018). The final Area Action Plan will be an adopted Development Plan Document which will sit alongside the adopted Core Strategy and in due course the emerging Trafford Local Plan albeit it will supersede the site specific and / or land allocation policies of the current adopted Core Strategy and the adopted Trafford Unitary Development Plan within the Civic Quarter boundary. The Civic Quarter AAP is also aligned with the principles in the emerging Trafford Design Guide. Furthermore the Area Action Plan will form an important component in the delivery of the Refreshed Stretford Masterplan vision.

3.0 Proposed Civic Quarter Plan

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

Civic Quarter Plan Boundary

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

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

Purpose and Scope of the Civic Quarter Plan

3.4 The CQ AAP is being prepared in order to ensure that the scale of development and change proposed for the area to 2037 and beyond, is positively managed and guided by a robust planning framework. It seeks to provide clarity and increased certainty about how the identified opportunities will be realised and to ensure challenges are addressed. The CQ AAP will inform the entirety of the development management process, from pre-application through to the determination of planning applications or related consents.

3.5 The Council's vision set out in the CQ AAP for the area to 2037 and beyond is:

“The creation of a new, diverse, resilient and vibrant mixed use neighbourhood that builds on and maximises the existing opportunities in the area. It will have its own distinctive identity, providing a unique and attractive destination for the wider community, residents, businesses and visitors alike. High quality design, including sustainable design features, provision of green infrastructure and promotion of sustainable modes of transport will be at the heart of development in the area. New opportunities for work, leisure and play will be created in a high-quality setting, improving health and wellbeing and creating a sense of pride in the local area.”

3.6 Securing effective place making, sustainable development and increased affordability are at the heart of the CQ AAP. In order to deliver and support the overarching vision the following high-level strategic objectives and opportunities have been identified:

- Creation of High-Quality Public Realm
- Supporting Sustainability
- Consolidation and Rationalisation of Car Parking
- Housing a Growing Community
- Enhancement of Heritage Assets
- Supporting Economic Growth
- Improved Permeability and Connectivity
- Creation of Defining and Distinctive Neighbourhoods

3.7 The CQ AAP includes detailed area wide development management policies to guide and manage development within the CQ AAP area that should be read in conjunction with the Council's wider development plan policies. The CQ AAP policies will ensure that future developments contribute towards and deliver the overall vision and strategic objectives for the area. These policies include:

- Policy CQ1: Civic Quarter Regeneration
- Policy CQ2: Housing
- Policy CQ3: Mixed Use Communities
- Policy CQ4: Sustainability and Climate Change
- Policy CQ5: Conservation and Heritage
- Policy CQ6: High Quality Urban Design
- Policy CQ7: Public Realm Principles
- Policy CQ8: Wellbeing Route- Talbot Road
- Policy CQ9: Processional Route

- Policy CQ10: Movement & Car Parking Strategy

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

Neighbourhood Areas

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

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

Integrated Assessment and Evidence Base

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

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

Timetable

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

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

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

Public Sector Equality Duty

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

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

4.0 Consultation

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

5.0 Other Options

- 5.1 Other options are not to progress the CQ AAP or to prepare a different strategy. The continued absence of an overarching framework for the delivery of development in the Civic Quarter area will not provide the Council with a strategic context within which to make decisions on future development in support of its priorities for economic growth and development. The adoption of the CQ AAP will enable the Local Planning Authority to use the CQ AAP as the statutory starting point for planning decision making and to give it significant weight in any potential CPO process, which will mean the document can meaningfully influence and shape development activity in the area.
- 5.2 The CQ AAP will become part of the existing Trafford Local Plan. To incorporate it into the emerging Local Plan would have too much risk of delay as this document is reliant on the production of the Greater Manchester Spatial Framework.

6.0 Recommendations

6.1 That the Planning and Development Management Committee:-

- 1.1. Notes the content of the consultation draft Civic Quarter Area Action Plan which, when adopted, will form part of the statutory development plan and will be the starting point for planning decision making within the Civic Quarter boundary.
- 1.2. Notes that the consultation draft Civic Quarter SPD dated October 2018 is withdrawn (and treated as cancelled) and is superseded by the draft CQAAP with immediate effect.
- 1.3. Notes the scope of the public and stakeholder consultation which is taking place under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012.
- 1.4. Notes the draft timetable for consultation, submission, examination and eventual adoption of the CQAAP, including Examination in Public by the Planning Inspectorate on behalf of the Secretary of State.
- 1.5. Notes that further report(s) will be presented to the Planning and Development Management Committee as the CQAAP moves through examination and towards adoption.

WARD: Longford

95723/FUL/18

TOWN AND COUNTRY PLANNING ACT 1990 – SECTION 247

PROPOSED STOPPING UP OF HIGHWAY AT CHRISTIE ROAD, TALBOT ROAD, STRETFORD, M32 0EW

OS GRID REFERENCE: E:380171 N:395014

Highway proposed to be stopped up under S247 of the Town & Country Planning Act 1990 to enable development to be carried out in accordance with planning permission applied for under references 95723/FUL/18 which has a resolution to grant.

RECOMMENDATION: THAT NO OBJECTION BE RAISED

SITE

Development proposal by Miller Homes Limited off Renton Road, Stretford.

PROPOSAL

The Department for Transport has advised the Council (the Local Highway Authority for the area of highway referred to and therefore a statutory consultee) of an application made to the Secretary of State for Transport under S247 of the Town & Country Planning Act 1990 to stop up an area of highway in Stretford described below in the Schedule and shown on the applicant's plan (copy attached ref NATTRAN/NW/S247/3996).

RELEVANT PLANNING HISTORY

The stopping up, if approved, will be authorised only to enable the development to be carried out in accordance with the planning permission under reference 95723/FUL/18.

THE SCHEDULE

Description of highways to be stopped up:

It commences 75 metres north west of the junction between Christie Road and Renton Road and extends in a north westerly direction for a maximum distance of 21 metres.

RECOMMENDATION:

The recommendation is that the Committee raise no objection to this application for stopping up the area of highway described in the Schedule and shown on the attached plan.

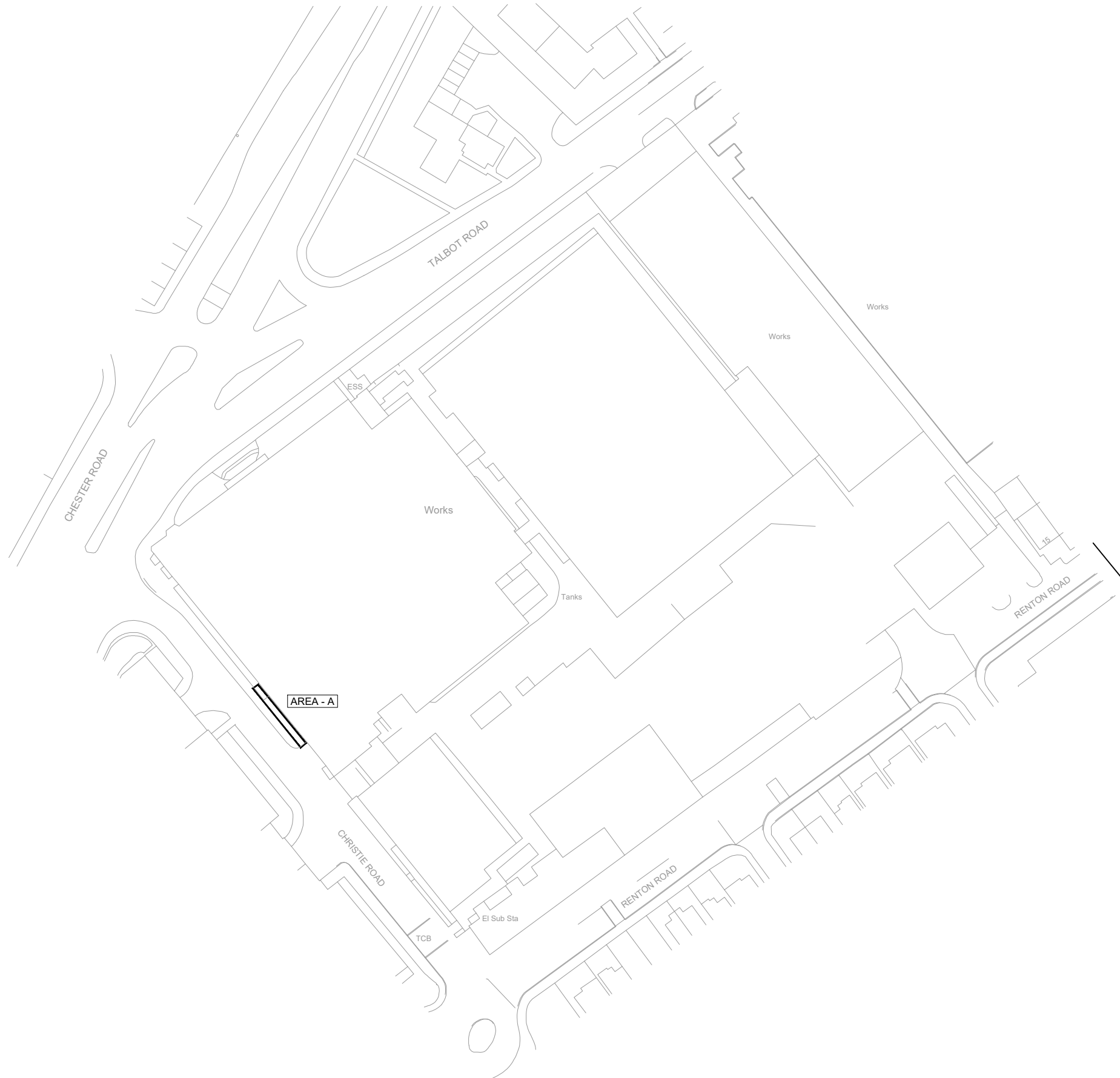
Background Papers:

Public Notice


Draft Order NATTRAN/NW/S247/3996

Plan

HIGHWAY AT STRETFORD IN THE METROPOLITAN BOROUGH OF TRAFFORD



Key Scale 1:1250 @ A3

Highway to be stopped up 

National Transport Casework Team

Department for Transport

Plan No:
NATTRAN/NW/S247/3996

Signed by Authority of the Secretary of State

on.....

Signature.....

DAVE CANDLISH
An Official in the
National Transport Casework Team
Department for Transport



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WARD: Gorse Hill

97695/COU/19

TOWN AND COUNTRY PLANNING ACT 1990 – SECTION 247

PROPOSED STOPPING UP OF A LENGTH OF HIGHWAY AT LAND BETWEEN 4 AND 6 CAVENDISH ROAD STRETFORD M32 0PR

OS GRID REFERENCE: E: 380302 N: 395591

Highway proposed to be stopped up under S247 of the Town & Country Planning Act 1990 to enable development to be carried out in accordance with planning permission applied for under references 97695/COU/19 which was granted permission August 2019.

RECOMMENDATION: THAT NO OBJECTION BE RAISED

SITE

The section of adopted highway to be stopped up is at No's 4 – 6 Cavendish Road Stretford and is shown edged red on the plan annexed hereto.

PROPOSAL

The Department for Transport has advised the Council (the Local Highway Authority for the area of highway referred to and therefore a statutory consultee) of the application made to the Secretary of State for Transport under S247 of the Town & Country Planning Act 1990 to stop up an area of highway in Stretford described below in the Schedule and shown on the applicant's plan (copy attached ref NATTRAN/NW/S247/3994).

RELEVANT PLANNING HISTORY

A planning application was received May 2019, 97695/COU/19, for 4 – 6 Cavendish Road to incorporate an adjacent alleyway into the garden. Permission was subsequently granted August 2019. The Local Highway Authority is satisfied that the Highway at present remains available for the public to pass and repass.

The stopping up, if approved, will be authorised only to enable the development to be carried out in accordance with the planning permission under reference 97695/COU/19

THE SCHEDULE

Description of highways to be stopped up:

The highway to be stopped up is at Stretford in the Metropolitan Borough of Trafford, shown on the plan as the whole of the unnamed alleyway which lies between No's 4

– 6 Cavendish Road. It commences from its junction with Cavendish Road and extends north eastwards to its termination point

RECOMMENDATION:

The recommendation is that the Council raises no objection to this application for stopping up the area of highway described in the Schedule and shown on the attached plan.

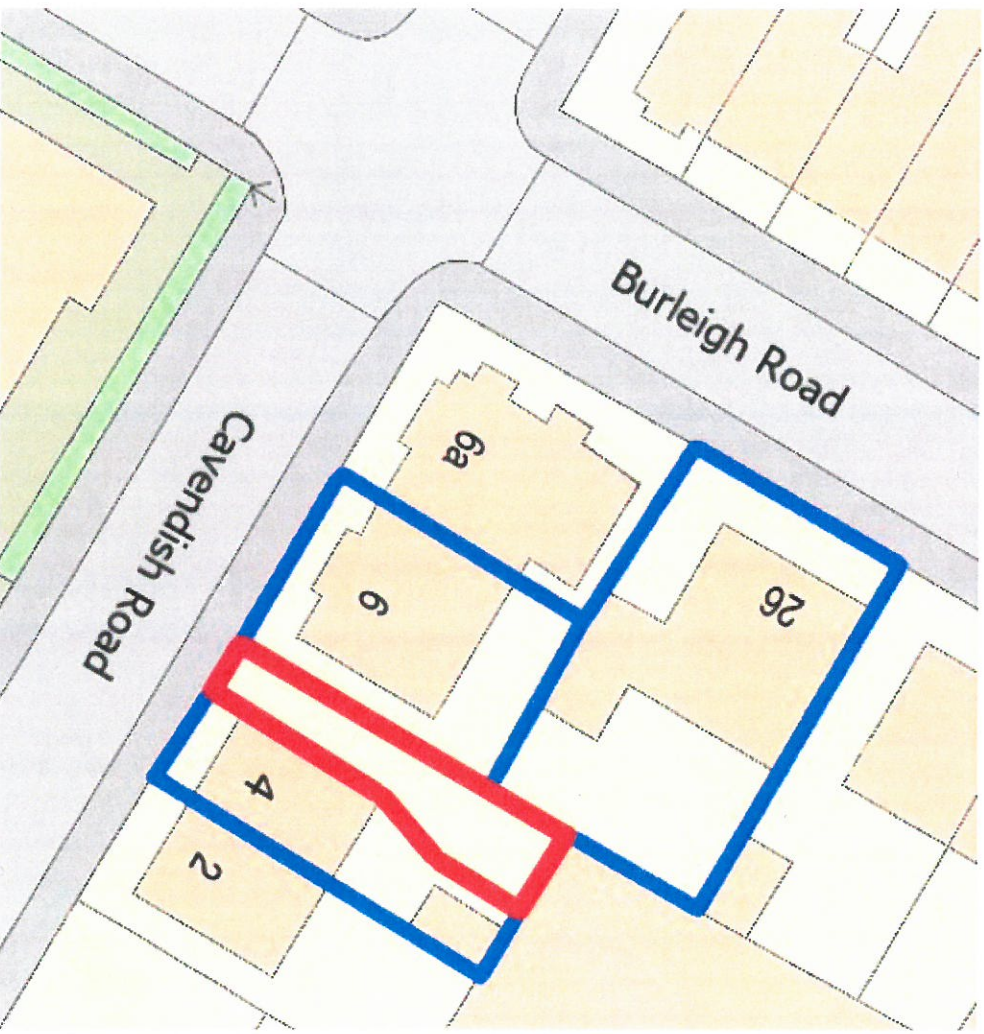
Background Papers:


Public Notice

Draft Order NATTRAN/NW/S247/3994

Plan

HIGHWAY AT STRETFORD IN THE METROPOLITAN BOROUGH OF TRAFFORD



<p>Key</p> <p>Highway to be stopped up</p> 	<p>Scale 1:1250 at A4</p>
<p>National Transport Casework Team</p> <p>Department for Transport</p> <p>Plan No: NATTRAN/NW/S247/3994</p>	
<p>Signed by Authority of the Secretary of State</p> <p>on.....</p> <p>Signature.....</p> <p>DAVE CANDLISH An Official in the National Transport Casework Team Department for Transport</p>	

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