

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.

Land Known As Carrington Village On Land Off Manchester Road, Carrington

APPLICANT: HIMOR (CARRINGTON) Ltd

AGENT: Spawforths

RECOMMENDATION: MINDED TO GRANT SUBJECT TO LEGAL AGREEMENT

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1.0 APPLICATION SITE

- 1.1 Carrington is located in a semi-rural location in the west of the Borough on the banks of the Manchester Ship Canal, to the north east of Partington, west of Sale and south west of Urmston. Carrington has traditionally been dominated by a long established petrochemicals works (Shell), with only a small residential community. The former Shell site occupies land south and east of Manchester Road whilst the residential areas generally follow a linear form along Manchester Road, also extending northwards where post-war and more recent housing has been built and south between Ackers Lane and Isherwood Road. These areas are surrounded by Green Belt containing a number of areas of high biodiversity value and land which is predominantly in agricultural or equestrian use.
- 1.2 The village is predominantly residential although there are also a number of employment uses of varying scale based within the village. These include Lyondell Basell Limited who currently operate from sites within and outside the application site boundary; Carrington Business Park, BTS Haulage Ltd, TIP Europe Ltd and Carrington Garage located within the application site; and Air Products Ltd and Saica Paper in the vicinity of the site. The site includes part of Carrington Business Park, comprising buildings in office and workshop uses with associated car parking. To the north and north west of the site on the opposite side of Manchester Road is the recently built Carrington Power Station and a sub-station. The site of the approved Trafford Power Station is also to the north and north west of the site on the opposite side of Manchester Road.

- 1.3 The application site extends to 49.87 hectares and includes two principal areas of proposed development;
- 1) The main part of the site south of Manchester Road (A6144) which extends to approximately 30.7 ha; and
 - 2) Land to the west of the main part of the site on both the east and west sides of Manchester Road which extends to approximately 15.5 ha.

The application site also includes land around the A6144 Manchester Road/Flixton Road/Isherwood Road junction within Carrington and at the A6144 Carrington Lane/Carrington Spur/Banky Lane junction some 2km east of the site, where highway improvement works are proposed as part of the application.

- 1.4 The main part of the site extends between Manchester Road forming the northern boundary and a private road extending east-west through the former Shell site which forms the southern boundary (known as the A1 road). Ackers Lane forms the boundary to the east and the former Burford Railway line to the west. This part of the site currently includes commercial and industrial uses, land in recreational use (Carrington Rugby Football Club and Ackers Lane play area), arable agricultural land, woodland and areas of scrub and grass. The commercial and industrial areas include part of Carrington Business Park and sites occupied by Lyondell Basell Limited (Basell), BTS Haulage Ltd and TIP Europe Ltd. The application site also includes land alongside Isherwood Road, between the rear of existing dwellings on Ackers Lane and Isherwood Road. This comprises grazing land and grassed areas. Access from Manchester Road is currently from two locations (at Carrington Business Park and the existing BTS site). There is also access into parts of the site from Isherwood Road which connects to the A1 road, from Ackers Lane to part of the existing TIP site, a field access on the western side of the site and an access serving Carrington Garage.
- 1.5 The land forming the western side of the application site comprises three separate parcels: agricultural land on the west side of Manchester Road; a vacant grassed area on the east side of Manchester Road south of the A1 road; and a builder's merchants yard and area of hardstanding on the east side of Manchester Road north of the A1 road. Access to these parts of the site are currently a tarmac apron with gates into the field on the west side of Manchester Road and an access into the builder's yard from the A1 road.
- 1.6 Land to the south of the application site (south of the A1 road and west of the former railway line) is occupied by Lyondell Basell Limited and comprises a number of buildings, gas storage tanks and above ground gas lines used for plastics production. Apart from the Basell site, large areas of the former Shell facility have been cleared and the site is predominantly vacant, although above ground gas pipelines and gas storage tanks remain and the flare stack at the southern end of the site remains in use. Further south is Carrington Moss with land in agricultural use and retaining an open, rural character.

- 1.7 To the west of the main part of the site and situated between the proposed residential and employment areas is Air Products Ltd who manufacture and distribute industrial gases from the site. The Air Products facility comprises the main plant building, two recently constructed 55m high distillation towers, storage tanks and ancillary buildings. Between the application site and Air Products is a belt of trees following the line of a redundant railway.
- 1.8 To the south west of Air Products and adjoining the western part of the application site there is a small group of buildings including the Grade II* listed Church of St George and a former school now in commercial use. To the west of the site is the former Peaks Nook landfill site which has now been restored and partly recolonised by grassland and shrub and is surrounded by woodland. The Manchester Ship Canal is west of the former landfill site and forms the boundary with Salford. The Saica paper reels warehouse facility is further south west on the other side of Manchester Road.
- 1.9 Land to the north of the main part of the site on the opposite side of Manchester Road includes a residential area centred around Stamford Road, St George's Road, Maypole Close and Kinders Close. There is also a small number of commercial properties and areas of open land, including an area used for car boot sales, recreation ground owned by the Parish Council and agricultural land. Also to the north on the opposite side of Manchester Road is the recently completed Carrington Power Station, electricity substation and the site of the approved Trafford Power Station. The River Mersey flows east-west behind these developments and joins the Manchester Ship Canal which is to the west of the site.
- 1.10 To the east there is housing on Ackers Lane, beyond which the land comprises fields in equestrian or agricultural use and the training grounds of Bury FC and Sale Sharks lie further to the east. Land on the east side of Isherwood Road is Green Belt, marking the western edge of the Green Belt to the west of Sale. The edge of the built up edge of Sale is some 1.7 km to the east.
- 1.11 There is one public footpath on the site and a number of public footpaths in the vicinity of the site including to the south and south east through parts of Carrington Moss. The Trans Pennine Trail is to the east of the site.

2.0 PROPOSAL

- 2.1 The application is for demolition of all existing buildings and structures and a comprehensive re-development of the site to create a new/sustainable community. The main elements of the proposal are as follows: -
- Erection of up to 725 dwellings

- Erection of up to 46,450 sq. m employment floorspace (Use Classes B1, B2 and B8)
- Erection of up to 929 sq. m retail and health floorspace (Use Classes A1 and D1)
- Public Open Space including a Neighbourhood Equipped Area for Play; Local Equipped Areas for Play and Local Areas for Play
- Provision of a replacement rugby pitch, training pitch, clubhouse and car park
- Construction of a car park for retained uses at Carrington Business Park

Highway, drainage, noise mitigation and other infrastructure necessary for the development and which are included as part of the application is as follows: -

- 9 no. access roads from Manchester Road to serve the development and 2 no. emergency access roads from the A1 road south of the site
- Improvements to existing road junctions in the vicinity, including Manchester Road/Flixton Road/Isherwood Road; Carrington Lane/ Carrington Spur/Banky Lane; and Manchester Road/Common Lane
- Drainage principles including Sustainable Urban Drainage Systems (SUDs) and drainage features
- Landscaping and ecological works
- Noise mitigation measures (to include acoustic barriers to the west of the proposed dwellings on the west side of the site and to Manchester Road where necessary)
- Electrical substations
- Pumping stations
- Car parking
- Vehicle, cycle and pedestrian circulation

2.2 The application is submitted as a hybrid application, comprising elements for which full planning permission is sought and elements for which outline planning permission is sought. For the outline elements, means of access is submitted for approval whilst details relating to appearance, layout, scale and landscaping are reserved for subsequent approval.

2.3 The matters applied for in full include demolition of all existing buildings, re-contouring of the site to form development platforms, construction of new accesses off Manchester Road and emergency accesses off the A1 private road to serve the development and improvements to existing junctions on Manchester Road. A total of 40 buildings and structures are to be demolished across the site. The 'development platforms' comprise the earthworks necessary to prepare the site for development. Nine accesses into the site from Manchester Road are proposed to serve the development; four to serve the residential development (one of which is the retained access to the Business Park), one to serve the rugby club and four to serve the employment sites. All of these are new with the exception of the retained Business Park access and the access at the proposed Village Centre which would utilise the existing access to BTS Haulage. Two

emergency access roads from the A1 road south of the site to serve the employment sites are also proposed. Improvements to the A6144 Manchester Road/Flixton Road/Isherwood Road junction and the A6144 Carrington Lane/Carrington Spur/Banky Lane junction also form part of the proposed development.

- 2.4 The matters applied for in outline comprise the construction of up to 725 dwellings, erection of up to 46,450 sq. m employment floorspace (Use Classes B1, B2 and B8 uses), erection of up to 929 sq. m of retail (Use Class A1)/health (Use Class D1) floorspace, drainage principles, creation of public open space, rugby pitch relocation along with new training pitch, erection of replacement rugby clubhouse, landscaping and ecological works, noise mitigation measures, electrical sub stations, pumping stations, car parking and vehicle, cycle and pedestrian circulation.

The overall quantum of development by land use is as follows: -

Land Use	Area (ha)	Amount (max floorspace and no. of units)
Residential	17.70	725 units
Employment	12.59	46,450 sq. m
Mixed Use (Village Centre)	0.20	929 sq. m / 3-4 units
Green Space - Rugby pitches	2.03	2 pitches
Green Space – Residential areas	8.93	
Green Space – Employment areas	2.91	
Highway Improvements	3.68	
Car park for Carrington Business Park	1.83	
Gross Site Area	49.87	

- 2.5 The residential, retail, health and rugby club parts of the development are proposed to the south of Manchester Road on land bounded by Manchester Road to the north, Ackers Lane to the east, the A1 road to the south and the boundary with Air Products to the west. The employment development is proposed further west on both sides of Manchester Road. Residential development is also proposed on Isherwood Road on the east side of the site.
- 2.6 The proposed residential development would be predominantly 2 and 3 bed (181 and 435 units respectively), with some 4 bed (73 units) and a limited number of 1 bed apartments (36 units) in the Village Centre and a building in the north east

corner of the site. These numbers are indicative and the specific number of dwellings of each size is not submitted for approval. It is intended that a range of housing types would come forward at reserved matters stage, including detached, semi-detached, townhouse and properties which would encourage and support family-forming households.

- 2.7 The proposed Village Centre will provide up to 929 sq. m floorspace in 3 to 4 units, to accommodate retail uses and a health centre and apartments above. Car parking would also be provided adjacent to the units.
- 2.8 The proposed replacement facilities for Carrington Rugby Club comprise a new full size rugby pitch, training pitch with floodlights, clubhouse with changing and showering facilities, bar area and ancillary rooms and a 22 space car park.
- 2.9 The proposed employment development would provide up to 46,450 sq. m floorspace for uses falling within Use Classes B1 (Business), B2 (General Industrial) and B8 (Storage and Distribution). At this stage the proportion of B1, B2 and B8 use that make up this total is not specified.
- 2.10 Although matters of appearance, layout, scale and landscaping are reserved for subsequent approval, consideration has been given to how the layout and buildings would relate to the site and its surrounding context. The application includes 4 no. Parameters Plans submitted for approval: Land Use, Movement and Access, Green Infrastructure and Building Height which set out a framework for the proposed development and which will inform future applications for approval of reserved matters. The Land Use Parameters Plan fixes the extent of development proposed in the application. The application also includes an Illustrative Masterplan which provides an indicative layout as to how the residential and employment areas could be arranged and a Character Areas Plan, which identifies five different character areas to further illustrate the intended approach to development across the site.
- 2.11 The application has been amended since the original submission in response to various issues raised during consideration of the originally submitted proposals and in the consultation responses received. In summary the amendments have reduced the number of proposed dwellings from 900 to 725 and part of Carrington Business Park originally proposed to be developed for housing is to be retained. As a result, the part of the Business Park to be retained is now outside the application site boundary and the overall site area is reduced. The amended plans also include a minor amendment to the site boundary near School Lane to address a previous error. A summary of the main changes to the scheme is as follows: -
 - Existing access to Carrington Business Park retained;
 - New car park for the retained part of Carrington Business Park;
 - Access to proposed rugby club, car park and clubhouse repositioned;

- Acoustic barrier between proposed dwellings and Air Products repositioned further from the boundary to be more effective;
- Re-alignment of primary road and cycle routes;
- Additional character area proposed 'Village Heart', area of mixed land use to extend further south into the site and maximum height of buildings in this area increased from three to four storey;
- Main area of public open space relocated further south, centrally within the scheme and close to the Village Heart and to include a NEAP and kick-about area;
- LEAPs and LAPs relocated and Ackers Lane Play Area upgraded to a LEAP;
- Maximum height of employment buildings on land adjacent to Church of St George reduced from 20m to 10m;
- Extent of residential areas brought closer towards Ackers Lane and School Lane, resulting in loss of trees/vegetation;
- Amendments to the areas of two and two and a half storey buildings and prominent building frontages on the Parameters Plans.

- 2.12 A Phasing Schedule and Plan have been submitted which divides the proposed residential development into six phases and the employment development in three phases. The ES indicates an intention to commence residential development in 2017, commencing with the housing alongside Isherwood Road and on the west side of the site (including the rugby club), then in phases from east to west across the site (with the exception of two of the central phases). It is envisaged that houses would be built over a period of about 11 years, from 2017 to 2028, with the first completions during 2018. The employment part of the scheme would be built over a period of about 10 years, between 2017 and 2027 with the first completions in 2018.
- 2.13 This application forms part of a wider strategy by HIMOR to regenerate Carrington. It is anticipated that subsequent phases will seek to deliver further employment development on the brownfield land south of the application site (south of the A1 road), together with the potential for a new strategic road, providing significant improvement to the strategic highway network. Significant land within Carrington is also currently being considered for residential and employment development as part of the GMSF. As part of this strategy, the Basell leasehold title is to be consolidated to a reduced operational area. This consolidation, once implemented, would result in the release of land within the application site and land outside the site for potential future development.
- 2.14 A separate application for up to 43,874 sq. m of B1, B2 and B8 use employment development on approximately 14.5 hectares of land off Common Lane to the south of the site has also been submitted and appears elsewhere on this agenda (ref. 88779/OUT/16).

2.15 The proposed development is Schedule 2 development as defined in the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 (as amended) and the application is accompanied by an Environmental Statement (ES). The ES has assessed the likely significant environmental effects of the proposed development during construction and operation, and sets out mitigation where necessary. The EIA was subject to a Scoping Opinion provided by the Council in March 2016, prior to submission which set out the scope of issues to be considered in the ES. The cumulative effects of the proposed development and the following existing, approved and pending developments in the vicinity of the site have been considered in the ES: Air Products Ltd; Saica Paper UK Ltd; Basell Polyolefins Ltd; Carrington Power; Trafford Power; Land at Lock Lane, Partington; Trafford Waters, Urmston; and Land off Common Lane, Carrington.

2.16 An ES Addendum has been submitted to take account of the amendments made to the application since the original submission and the further environmental information submitted. In summary the key matters addressed through the ES Addendum are as follows: -

- Additional modelling work undertaken relating to traffic flow on Manchester Road and to reflect this in the junction assessment;
- Inclusion of additional bat survey undertaken in May and June 2016;
- Amendment to the proposed development including reduction in the red line boundary, reduction in number of proposed dwellings, amendments to open space proposals, building heights and Character Areas;
- Assessment of the impacts of traffic generated by the scheme on the Strategic Road Network;
- Assessment of the impact on the setting of the Church of St George including reduced building height adjacent and additional planting;
- Review of noise associated with the Air Products site and proposed mitigation. Proposed noise barrier relocated and a Noise Parameters Plan produced;
- Clarification relating to background levels of nitrogen dioxide assessed in the Air Quality Assessment;
- Clarification on matters to be included within the CEMP;
- Heritage asset map included; and
- Assessment of the impact on non-designated heritage assets not previously assessed (non-listed buildings in the vicinity).

3.0 DEVELOPMENT PLAN

3.1 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.
- The **Greater Manchester Joint Waste Plan**, adopted 12st April 2012 now forms part of the Development Plan in Trafford and will be used alongside district-specific planning documents for the purpose of determining planning applications.
- The **Greater Manchester Joint Minerals Plan**, adopted 26th April 2013 now forms part of the Development Plan in Trafford and will be used alongside district-specific planning documents for the purpose of determining planning applications.

3.2 PRINCIPAL RELEVANT CORE STRATEGY POLICIES

SL5 – Carrington Strategic Location

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

W1 - Economy

R1 – Historic Environment

R2 – Natural Environment

R3 – Green Infrastructure

R4 – Green Belt, Countryside and Other Protected Open Land

R5 – Open Space, Sport and Recreation

3.3 PROPOSALS MAP NOTATION

Main Industrial Area

Strategic Development Site (relates to existing Business Park only)

Priority Area for Regeneration

Protected Open Space (relates to existing Sports Ground only)

Special Health and Safety Development Control Sub-Area

3.4 PRINCIPAL RELEVANT REVISED UDP POLICIES/PROPOSALS

E7 - Main Industrial Areas

E13 - Strategic Development Site (relates to existing Business Park)

E15 - Priority Regeneration Area: Carrington

OSR5 – Protected Open Space (relates to existing Sports Ground)
D5 - Special Health and Safety Development Control Sub-Area

GREATER MANCHESTER SPATIAL FRAMEWORK

- 3.5 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 with a further period of consultation likely in 2017 and adoption anticipated in 2018.

NATIONAL PLANNING POLICY FRAMEWORK (NPPF)

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

NATIONAL PLANNING PRACTICE GUIDANCE (NPPG)

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

4.0 RELEVANT PLANNING HISTORY AND RELEVANT APPLICATIONS ON OTHER SITES

- 4.1 There is an extensive planning history on the application site given its size and the number of existing and previous uses. No previous applications on the site are directly relevant to the proposed development as they relate to existing or former industrial, commercial or infrastructure developments. The most recent and significant applications on the site or affecting parts of the site are identified below. Minor applications are not identified here.

88204/DEM/16 - Demolition of two buildings (Consultation under Schedule 2, Part 11 of the Town and Country Planning (General Permitted Development) (England) Order 2015. Prior Approval Approved 12/05/16

85031/FUL/15 - Construction of a new single storey modular office building with link to adjacent existing modular office building, associated access ramps and fencing. Approved 14/05/15

83364/C77/2014 - Consultation under Electricity Act 1989 (as amended) to vary the Section 36 Consent (H/CIR/71257) in respect of the Trafford Power combined cycle gas turbine generating station, to allow increase in the generating capacity to 2060 megawatts, together with electrical and auxiliary equipment. Deemed Consent 22/08/14

78511/FULL/2012 - Change of use of land formerly used as golf driving range and erection of 3 no. prefabricated modular buildings to be used as offices ancillary to TIP Europe with associated car parking and landscaping. Alterations to site entrance incorporating erection of paladin fencing, gates and gateposts with maximum height of 2.1m (resubmission of 77426/FULL/2011 for additional building). Approved 18/06/12

77583/FULL/2011 - Installation of gas supply pipeline between National Grid gas connection and proposed Trafford CCGT Power Station Associated offtake area at southern end to be enclosed by 3m high fencing and with external lighting. Approved 02/08/12

77426/FULL/2011 - Change of use of land formerly used as golf driving range and erection of 2 no. prefabricated modular buildings to be used as offices ancillary to TIP Europe with associated car parking. Alterations to site entrance incorporating erection of paladin fencing, gates and gateposts (maximum height 2.1m). Approved 28/10/11

- 4.2 The following recent applications on adjacent or nearby sites are relevant to the application: -

Basell Polyolefins Ltd, Manchester Road (site off Common Lane)

87509/FUL/16 - Demolition of existing building and installation of logistics building with associated HGV and motor vehicle parking. Approved 07/04/16

Air Products, Manchester Road

82976/FULL/2014 - Removal of the existing air separation and heat exchanger columns and erection of two new distillation columns (55 metres high) comprising an air separation column, argon purification column and access stairway connecting the two structures and other associated equipment. Alterations to areas of hardstanding and erection of new switch room building. Approved 15/08/14

1 Belmont Terrace, Manchester Road

88489/FUL/16 - Erection of 5 no. two bedroomed apartments with parking, bike storage and amenity space. Approved 28/10/16

Former Millhouse Café on the opposite side of Manchester Road

87293/FUL/15 - Conversion of large ancillary building into a local convenience store with associated car parking & boundary alterations facing Manchester Road. Approved 02/09/16

48 Manchester Road on the opposite side of Manchester Road

89453/OUT/16 - Outline application for the erection of 7 houses (consent is sought for access, appearance, layout and scale all other matters reserved). Application currently under consideration.

Land west of the site between the proposed employment development and the Ship Canal

89358/FUL/16 - Erection of 10 containerised units for the storage of electricity together with the ancillary infrastructure. Approved 28/10/16

89321/FUL/16 - Erection of a Small Scale Gas Fired Energy Reserve Facility and Ancillary Infrastructure. Approved 28/10/16

86976/FUL/15 - Proposed use of site for a small scale standby electricity generation plant in individual sound proof containers with a thermal output of less than 50MW and a continuous electrical output of 20MW and associated structures. Approved 04/01/16

- 4.3 The following applications in the vicinity of the site are relevant to the consideration of the cumulative impacts of the proposed development: -

Land Off Common Lane including Asphodal Farm, 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. Application currently under consideration and appears elsewhere on this agenda.

Basell Polyolefins Ltd, Manchester Road

See above

Air Products Ltd

See above

Saica Paper UK Ltd

80650/FULL/2013 - Erection of extension to existing paper reels warehouse to provide 7342sqm of additional storage space and canopy over existing yard. Formation of raised landscape mound to north of site. Approved 12/09/13

H/69865 - Development of a recycled paper mill including external raw material storage area, raw material preparation and paper making building, finished goods warehouse and loading canopy, workshops and engineering stores, electricity and steam generating plant, water treatment plant, offices and associated buildings and equipment, together with car and lorry parking and revised access to the A6144 Manchester Road. Approved 30/12/08

Carrington Power

88777/FUL/16 - Construction of a new Super Grid Transformer (SGT8) on the eastern side of the Carrington 400kV substation. Realignment of the existing boundary security fence and excavate into a slope to provide a level development platform. Approved 15/09/16

Trafford Power

88572/CIR/16 - Consultation under Electricity Act 1989 (as amended) to vary Paragraph 1 of the Section 36 Consent (Trafford reference 83364/C77/2014) to allow the construction of a 1931 megawatts Combined Cycle Gas Turbine Generating Station, together with electrical and auxiliary equipment. Approved 29/06/16

83364/C77/2014 - Consultation under Electricity Act 1989 (as amended) to vary the Section 36 Consent (H/CIR/71257) in respect of the Trafford Power combined cycle gas turbine generating station, to allow increase in the generating capacity to 2060 megawatts, together with electrical and auxiliary equipment. Approved 22/08/14

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). Members of the Committee resolved that they were minded to grant the application on 09/03/17, subject to a S106 agreement (planning permission not yet issued).

Land off Hall Lane, Partington

78680/FULL/2012 - Residential development for erection of 122 dwellings with associated access and landscaping works. Application currently under consideration.

Trafford Waters, Urmston

85282/OUT/15 - Outline planning application for up to 3000 dwellings; 80,000sqm (GEA) of office floor-space (Use Class B1); 6,700sqm of commercial accommodation (to be used flexibly within Use Classes A1, A2, A3, A4, A5, D1 and D2); hotels (up to an overall total of 300 bedrooms); a Carehome (Use Class C2, up to 150 bed/units) and a Primary School. Construction of a pedestrian footbridge over Trafford Boulevard; provision of access roads, car parking, public realm and landscaping works and other associated development and supporting infrastructure. Details provided for access, with all other matters reserved. Members of the Committee resolved that they were minded to grant the application on 13/10/16, subject to a S106 agreement and the completion of further discussions on the phasing of transport infrastructure (planning permission not yet issued).

5.0 APPLICANT'S SUBMISSION

5.1 The following detailed reports have been submitted in support of the application and are referred to as appropriate in the report. These comprise both stand-alone reports and technical reports appended to the ES: -

- Environmental Statement
- Environmental Statement Non-Technical Summary
- Environmental Statement Addendum
- Environmental Statement Non-Technical Summary Addendum
- Planning Statement
- Design and Access Statement
- Design Principles
- Green Infrastructure Strategy
- Landscape Design Code
- Transport Assessment
- Interim Travel Plan
- Flood Risk Assessment
- Drainage Strategy
- Preliminary Ecological Appraisal
- Bat Report
- Bat Update Report 2016
- Breeding Bird Report
- Terrestrial Mammal Report: Water Vole and Badger
- Amphibian Report
- Tree Quality Survey and Development Implications Review
- Energy Statement
- Utility Statement
- Crime Impact Statement
- Development Viability Report

- Geo-Environmental and Geotechnical Report
- Carrington Rugby Football Club Relocation Report, Agronomist Report and Draft Heads of Terms
- COMAH Site Review
- Air Quality Assessment
- Baseline Noise Survey
- Construction Noise Assumptions
- Road Traffic Noise Calculation Assumptions
- Site Suitability Assessment
- Statement of Community Involvement

The ES includes chapters on the following: -

- Air Quality
- Ecology and Nature Conservation
- Ground Conditions and Contamination
- Cultural Heritage
- Landscape and Visual Effects, including Landscape and Visual Impact Assessment
- Noise and Vibration
- Socio-Economics
- Traffic and Transportation
- Waste
- Water Resources

- 5.2 The applicant's vision for the site and key points in support of the proposed development are summarised as follows: -

"HIMOR's vision is to transform Carrington into a sustainable and attractive village. To achieve this, HIMOR will deliver a critical mass of additional housing and employment development that will attract new people to live and work in Carrington. In turn, these new residents and workers will support new and improved local retail, sports and community facilities".

- 5.3 The masterplan reflects this vision and is informed by regeneration principles that seek to create a sense of place and belonging for Carrington Village. Key elements of the masterplan are as follows: -

- A new Village Centre will form the heart of the proposed development and act as an attractive mixed-use community hub, as well as a gateway into the site from Manchester Road.
- Manchester Road will act as the main development spine. The masterplan takes the opportunity to define this corridor as a new residential street in the east and a new employment gateway in the west. Scale can increase in these gateway locations to reflect this position.

- The masterplan demonstrates how the re-use of land will provide new homes and jobs in a form that complements the existing environment. It will seek to merge and engage with the landscape in and around the River Mersey corridor through new connections and amenity corridors that will provide a unified transition to new development. Isherwood Road requires a positive response with new housing overlooking the landscape to the east. The A1 road will be retained for employment uses and will be reflected in the design through the use of defensible spaces that provide a transition between the different uses.
- Integration of a sustainable movement network with the green/blue infrastructure provision. The masterplan incorporates a hierarchy of lower order green routes, shared streets and amenity areas that will contribute to the sense of neighbourhood and increase people's ability to feel part of the space that they occupy. Internal areas will be less formal and lower in scale than the perimeter of the proposed development.

5.4 The application states the proposed development will deliver the following significant benefits: -

- They accord with the Development Plan.
- They can deliver up to 725 dwellings on a site which has been identified as a Strategic Location to include up to 1560 dwellings and one where no housing has in fact been delivered as part of the Carrington Strategic Location to date.
- They help the Council to address the identified housing land supply shortfall.
- The majority of the housing delivery is upon previously developed land.
- Subject to viability, they can deliver affordable dwellings.
- They will deliver up to 500,000 sq. ft (46,452 sq m) of new employment space which will be both larger in size than that which is to be demolished (as it is out-moded) but also of a modern construction and therefore a much higher quality than that which is to be demolished.
- The proposed employment and retail facilities would create approximately 1,000 net additional full-time equivalent jobs.
- There would be substantial indirect regeneration benefits associated with the proposed development relating to increased confidence in the housing market, removal and redevelopment of derelict and under-used land.
- The proposed development will create around 130 construction jobs per annum over an 11 year build period.
- The proposed development would deliver off-site highway infrastructure improvements to address existing highway capacity issues.
- Subject to viability, the proposed development will meet the Council's requirements for primary education contributions.
- The additional population will help to strengthen and sustain existing facilities in neighbourhoods, while the proposals will also bring forward investment in new community facilities, including neighbourhood centres and new or enhanced education and healthcare infrastructure.

- They will deliver improvements to the cycle and pedestrian permeability of the site itself, whilst also improving connectivity with established existing routes.
- Areas of the site have been identified as being affected by contamination which will be remediated as part of the proposed development.
- The proposed development will deliver a new rugby pitch, training pitch and clubhouse for Carrington Rugby Club. This will be a significantly better facility than that which currently exists.

5.5 The applicant has undertaken an extensive programme of pre-application consultation with stakeholders and the local community, which was designed and organised in line with the Council's Statement of Community Involvement. Full details are provided within a Statement of Community Involvement. Community engagement commenced in October 2015 and has continued since, driven mainly through a 'Future Carrington' website. In summary the consultation exercise has included consultation through a variety of channels, drop-in session for existing tenants, two stakeholder workshops (February 2016) to gain feedback, Information Day (February 2016), transport drop-in session (June 2016) to outline proposed and future highway improvements, and briefing for key stakeholders on the proposed changes (November 2016). Throughout this process the community have been able to review progress on the Future Carrington website and post comments. The feedback received has helped shape the proposed development. The most common priorities highlighted by respondents were improving or creating new transport links, creating a thriving community, and creating job opportunities. The responses received generally agreed with the layout of the proposed masterplan. Respondents were keen to see a range of housing types across the development and various types of uses were suggested for the Village Centre.

6.0 CONSULTATIONS

Carrington Parish Council – No comments received

Cheshire East Council – No comments received

Education – No objections

Electricity North West – The proposed development could have an impact on their infrastructure and the applicant must ensure that the development does not encroach over either the land or any ancillary rights of access or cable easements. There are several 6.6kV distribution substations within the development area which may be affected by the plans; adequate clearance will need to be maintained to the 132kV overhead lines which pass close to the employment buildings on the west of Manchester Road; and there are also numerous ENW 132kV, 33kV, 6.6kV and LV underground cables running along the west side of Manchester Road.

Environment Agency - No objection in principle to the proposed development subject to conditions. For the works for which full permission is sought these include a remediation strategy for dealing with any contamination not previously identified; no infiltration of surface water drainage into the ground where adverse concentrations of contamination are known or suspected, other than with the express consent of the LPA; and a verification report to demonstrate completion of works set out in the remediation strategy. For the development for which outline permission is sought the above conditions are required and further conditions requiring a remediation strategy for each phase prior to commencement of development; no piling or other foundation designs using penetrative methods, other than with the express consent of the LPA; and a verification report to be submitted and approved prior to occupation.

Greater Manchester Archaeological Advisory Service - No objection subject to a condition requiring a programme of archaeological survey and excavation to be implemented in accordance with a Written Scheme of Investigation. Comments made in relation to potential archaeology on the site are summarised in the report.

Greater Manchester Cycling Campaign – No comments received

Greater Manchester Ecology Unit - No objections to the scheme on ecological grounds, subject to conditions to protect and enhance wildlife conservation. Comment that the application site is not overall of substantive nature conservation value and the development will not directly affect any sites designated for their nature conservation interest. Since bats have been shown to use some of the buildings a licence may be required from Natural England before any work can commence that may disturb bats and the three tests must be satisfied before planning permission is granted. Conditions are recommended to require further bat emergence and activity surveys prior to any demolitions commencing and preparation of a Method Statement, further survey for the possible presence of badgers, and no tree felling or vegetation clearance should take place during the optimum period for bird nesting. Recommend more comprehensive Landscape and Habitat Creation and Management Plans should be prepared as part any future reserved matters applications.

Greater Manchester Fire Authority – No comments received

Greater Manchester Pedestrian Association – No comments received

Greater Manchester Police (Design for Security) - No objection subject to the recommendations made within the submitted Crime Impact Statement being incorporated into the proposal. A condition should be added to reflect the SBD specification listed within the Crime Impact Statement.

HSE – HSE does not advise, on safety grounds, against the granting of planning permission. It should be noted that there are certain restrictions on what can be built in certain areas; these restrictions are detailed in the advice provided. The HSE also advise there would need to be a condition attached to any permission that limits the

number of people at the proposed rugby club facility at any one time to below 100 in order for the HSE to not advise against the development.

Highways England – No objection, although HE consider that the proposals (in conjunction with the proposed development at Common Lane) would have an adverse impact on the Strategic Road Network and that infrastructure to mitigate the impact on the motorway should be considered. Further comments summarised in the Highways and Transportation section of this report.

Historic England – Make no comments and recommend the application should be determined in accordance with national and local policy guidance, and on the basis of the Council's specialist conservation and archaeological advisers as relevant.

LLFA – No objection in principle to the proposed development subject to a condition that the site drainage to be generally in accordance with the drainage principles outlined in the submitted Flood Risk Assessment. Comments made in relation to flood risk and drainage strategy are summarised in the report.

LHA – No objection subject to conditions. Comments are summarised in the Highways and Transportation section of this report.

Manchester City Council – No comments received

Manchester Ship Canal Company – No comments received

Minerals and Waste Planning Unit – No comments to make and advise that the proposal is not for a minerals or waste management development and the proposed site has no interactions with any of the sites/areas identified for safeguarding within either the Greater Manchester Minerals Plan or Waste Plan.

National Grid – National Grid has apparatus in the vicinity of the site and the response includes a number of requirements for the developer before carrying out any works, relating to their responsibilities and obligations.

NHS Trafford Clinical Commissioning Group – The development will generate a need for additional GPs in the locality. There is an existing deficit in the locality (West Trafford Neighbourhood) and it can be concluded that there is no capacity to accommodate the anticipated population from the development. Trafford CCG therefore suggests that the LPA require a proportionate healthcare contribution, which will go towards either the rental or construction of a new healthcare facility in the vicinity to meet the needs of future residents.

NHS England – No comments received

Natural England – No objections and consider that the proposed development will not have significant adverse impacts on designated sites and the proposal is unlikely to

affect any statutorily protected sites or landscapes. Also comment that the development requirements prescribed in GMSF Policy WG1 should be adhered to, including protecting and enhancing green infrastructure. The response also includes advice and guidance relating to nature conservation and opportunities for enhancement.

Network Rail – No comments

Partington Parish Council – No comments received

Peak and Northern Footpath Society – Comment that the application appears to/might affect Urmston footpath number 17 and Carrington 1, 9, 10, 14, 17, 17a, 19, 21, 22, 27. If permission is granted a condition is requested that there must be no obstruction of any public right of way. Should a temporary or permanent obstruction be unavoidable, then no development should take place until a Diversion Order has been confirmed and the diversion route, with a satisfactory surface and adequate width and way marking, is available for public use.

Pollution and Licensing – No objection subject to conditions. Comments summarised as follows and discussed further in the report: -

Air Quality - The Air Quality Assessment has been assessed against national guidance including the IAQM document 'Planning for Air Quality' (2017 Revision) and Pollution and Licensing are satisfied with the assessment methodology utilised, the results provided and the impact conclusion that there will be a negligible impact on local air quality from the completed use of the development.

Dust - Recommend a condition requiring a Construction Environmental Plan containing dust management methods as detailed within the submitted ES and implemented throughout the course of the development.

Contaminated Land - Conditions are recommended to require additional investigation and risk assessment prior to commencement of development and to ensure that the site is remediated, including a detailed Remediation Strategy and its implementation, a Site Verification Report; testing of soils brought to site for garden areas, soft landscaping, filling and level raising for contamination and suitability for use; and instances of contamination not part of an approved Remediation Strategy to be reported to the LPA.

Nuisance – No objection subject to conditions relating to noise mitigation measures. Further comments are incorporated in the Noise and Vibration section of this report.

Public Health England – A number of recommendations are made in relation to air quality, ground contamination, noise and vibration and traffic and transportation, including requirements to be included in the Construction Environmental Management Plan and Construction Transport Management Plan.

Ramblers Association - Note that there are no plans to adversely affect existing Definitive Rights of Way and the general proposal to facilitate cycle and pedestrian circulation, both of which are welcomed. There are some Rights of Way that are open to horse riders and hope these will be respected. Note that with large scale developments, unforeseen problems arise and Ramblers will take an interest as the site develops.

There have been problems where HIMOR is fencing its territory to raise awareness of where access is and is not permitted which is understandable but in one instance, a public right of way has inadvertently been obstructed. Ramblers are discussing this with the Council and hope it will be a one off error which can be corrected quickly.

Salford City Council – No objection

Scottish Power Manweb – No comments received

Sport England – The response includes statutory comments in relation to the loss of the existing playing field and non-statutory comments in relation to the sporting needs resulting from the proposed housing and population growth.

Statutory comments – No objection, subject to an appropriate legal agreement and/or conditions to require the replacement rugby club facilities to be provided and available for use prior to the existing facilities being closed down; the agreed design specification of the facilities; and a community use agreement. Sport England considers that the proposal meets an exception to its Playing Fields Policy, specifically that the playing field which would be lost would be replaced by playing fields equivalent or better in terms of quantity, quality and accessibility.

Non statutory comments – The occupiers of new development will generate demand for sporting provision and new developments should contribute towards meeting this demand through the provision of on-site facilities and/or providing additional capacity off-site. Sport England advise there is a need for the LPA and/or applicant to consider the sporting needs that will arise from this significant development. Until details of a sporting contribution are provided, Sport England object to the proposal on a non-statutory basis.

Trafford Public Health – A number of recommendations are made relating to facilities that should be considered for inclusion in the development to protect or enhance the health and well-being of residents and mitigate against potential adverse impacts.

TfGM – Comments made in relation to highways impact, public transport and Travel Plan are summarised in the report. In summary TfGM are satisfied with the scope and methodology of the TA submitted in support of the application. TfGM also make comments relating to the following: limited details provided which discuss how each development phase will be connected and no masterplan produced; unclear how primary schools and secondary schools will be accessed; access to secondary schools in this area is already an issue and no directly accessible primary school provision for 725 dwellings is likely to produce additional peak time car trips on the road network; no provision for substantial improvements to public transport and the development is unlikely to generate sufficient additional demand for additional bus services; need to ensure at reserved matters stage that the pedestrian and cycling environment is designed to be safe, convenient and attractive; and need for a Travel Plan including what this should include and how it should be implemented. Further comments summarised in the Highways and Transportation section of this report.

TfGM (Metrolink) – Have no comments to make at this time.

Tree Officer - Comments incorporated in the report

United Utilities – No objection subject to conditions, including the need for the following to be submitted and approved prior to commencement: phasing plan; updated drainage strategy; foul drainage scheme; full details for a surface water regulation system and means of disposal; and sustainable drainage management and maintenance plan for the lifetime of the development. Comment that it is imperative that the delivery of the site is undertaken in accordance with a strategy and the delivery of infrastructure is coordinated. Further comments made in relation to surface water and foul drainage are summarised in the report.

Warrington Borough Council – No objection and support the application. Comment that Warrington Borough Council has held a series of meetings with Trafford Council and the applicant to discuss the strategic development opportunity at Carrington and the potential benefits to the sub-regional economy and strategic transportation network. Warrington is keen to develop the relationship with Trafford and the applicant and is committed to ensuring the coordination of our strategic planning and transport work to maximise the benefits for residents and workers of Warrington, Trafford and the wider area.

Waste Management – No observations raised by Waste Management as it appears that all provisions for disposal during the preparatory and construction phases have been covered. As developments for residential properties come into effect waste management should be approached to confirm that the provision for waste and recycling arrangements are suitable and meet the requirements the waste and recycling services to the area.

7.0 REPRESENTATIONS

7.1 **Neighbours** – 13 letters of objection received (11 from local residents and 2 from existing businesses in the vicinity) and a petition with 217 signatures on behalf of Carrington residents in response to the original consultation in May/June 2016. Following the second round of consultation in January/February 2017, 1 further letter of objection and 4 letters of support have been received.

In addition 2 letters have been received in relation to the applicant's intention to prevent public access along the Isherwood Road/Birch Road route past the MUFC training ground. The applicant has since confirmed that this is no longer proposed and that permissive public access is to remain along the route of Isherwood Road/Birch Road.

The petition states the following: *“While we do not object to the plans to expand our village sensibly, we do object to the lack of infrastructure within these plans.*

Originally, the 'Shell Road' was going to be opened up, easing the flow of traffic and reducing congestion, it seems however that this is not the plan and the only road cars will be able to use is the A6144, causing more congestion on a road which sometimes resembles a car park already. Carrington cannot allow the huge increase of cars on the road, and no amount of 'tweaking' of the lights at the mile road will alleviate the issue. It seems simple to the residents of Carrington, no alternative road access means no development".

The comments made in the representations are summarised as follows: -

Existing Traffic Problems

- Traffic on Manchester Road and Carrington Lane is already a problem with congestion during morning and evening rush hours. The road is at capacity at peak times with significant delays and queues in both directions or when there is any small traffic incident. The length of standing traffic stretches back to Partington until after 6.00pm weekday evenings.
- The majority of traffic originates from Partington, Lymm and beyond. Local traffic by Carrington residents is very limited.
- Commercial traffic is high with articulated lorries delivering and collecting from various industrial depots in the Carrington/Partington area.
- Congestion is a regular occurrence on football match days and brings the road to gridlock mid-afternoons and into the evenings.
- During rush hour it is difficult to exit or enter the limited number of side roads onto Manchester Road. Drivers are less courteous when stuck in slow moving, stop go traffic and block the junction.
- Roadworks or events in Carrington cause further congestion e.g. United Utilities recently carried out works over a 24 hour period which caused further unexpected congestion, frustration and risk taking by drivers.
- The speed limit on Carrington Lane should be 30MPH; lorries and cars come off the motorway at speed making it difficult for residents to exit their property and there have been several near misses when horses are taken to the field across the road.
- Carrington Lane is not well surfaced in parts.
- There has been an increase in traffic over the last few years.
- Properties vibrate when lorries go past, including listed buildings. The speed of lorries is damaging houses at Ackers Barn Courtyard built in the 1800's.

Impact of the Proposals on Traffic

- The additional homes will increase the volume of traffic and exacerbate the existing congestion along Manchester Road. Different representations refer to the development at least trebling the village population, increasing traffic by at least 900 cars, or 2,000 cars plus lorries.
- The traffic impact of both the build itself and the houses hasn't been remotely considered (or if it has it has been discounted on the basis of cost).

- Manchester Road and Carrington Lane aren't fit for purpose for such a large development that will generate such an amount of long term additional traffic flow. The result will be congestion, pollution and endangering life.
- The additional vehicles entering Manchester Road will further delay the already gridlocked road.
- Traffic heading for Urmston, Sale or the M60 will find it difficult to exit the new estate, having to cross both lanes of traffic flow.
- This is only the first stage and the road is ill equipped to deal with the increased traffic.
- The new housing will attract younger buyers with day time jobs wanting to travel at the same time of the day as current road users.
- The plans that the people who move into the estate will largely work in the jobs being created are completely unrealistic.
- The volume of construction traffic over a number years and on an inferior quality road will add to the already noticeable damage to properties and potentially devalue existing property.
- The congested road infrastructure won't be able to cope with the vehicle movements associated with the proposed construction and use.
- Concerns regarding the methodology adopted in the applicant's Traffic Assessment and hence its conclusions.
- The TA acknowledges proposed access points 1-3 will be overcapacity and that primary cause of delay and queuing at the access points is the large volumes of existing traffic in the AM peak period. The TA goes on to assume that established traffic which will include LGVs will give way to traffic existing from the proposed development. This is an unrealistic assumption.
- Future traffic flows calculated in the TA appear to exclude construction traffic which is a major underassessment as construction traffic will be significant over an extended development period.
- The vast majority of people who will work at the new employment places will travel in on the A6144/Flixton Road and the vast majority of people who live in the new houses will travel out. That does not seem to be reflected in the TA.
- The mitigation proposed is insufficient. The existing congestion can only be relieved by widening of Manchester Road for the entire length subject of the application. The required upgrade can be secured by S106 Agreement.
- The TA excludes congestion as a result of delay on the M60. The various statutory bodies undertaking works to alleviate these delays and improve access to J8 are not party to this application, therefore there is no conditionality which can be imposed to ensure these improvements are delivered.

Highways Infrastructure Required

- The proposals need to be considered in the context that they comprise Phase 1 of what may be a larger development. The proposals provide an excellent opportunity to improve the capacity of the surrounding road network.

- The road infrastructure mentioned in the application needs to be in place before development commences and should be made before planning is approved or at least be a condition with realistic timescales for completion.
- This development should not be allowed without major widening and improvement to all the existing and proposed new road junctions. These works should be included within the application for construction by the developer.
- Building another road, such as the A1 road, would ease the traffic on Carrington Lane.
- The A1 road won't have any impact from Carrington Spur and Carrington Lane until the lights at the Flixton Junction.
- The traffic situation should be addressed and the road improved so vibration is not an issue.
- The speed limit on Carrington Lane needs to be reduced to 30mph. There have been a couple of near misses exiting Ackers Barn due to cars travelling at speed.

Impact on Residential Amenity

- The development will surround houses on Ackers Lane and change the environment and outlook. Residents presently enjoy a beautiful open aspect from the rear and there are no houses opposite. Question if it's necessary to build on the field behind these houses (fronting Isherwood Road) and totally surround houses in Ackers Lane.
- The ES shows the Isherwood Road area as a 'red zone' regarding noise and there is a noise nuisance created by the volume of traffic, which includes HGV's and fast moving cars.
- Concern that existing residents will be disregarded by the huge overall development of a Future Carrington.
- Disruption during construction with lorries etc.
- The open aspect of the plans will leave an existing property on School Lane open and vulnerable. Request that the development is fenced off to make the property more secure.
- Privacy would be compromised as the existing mature tree line is to be cleared, leaving a void which will take time to afford any screening. A fence erected by the developers would be appreciated.
- Request to be informed about any steps taken to prevent motorcycles and caravans using and decamping upon the open common land.
- The plans seem to cross over onto land on School Lane not owned by HIMOR. Land is being unlawfully taken by HIMOR and needs a full investigation.

Strategic issues and GMSF

- The application must be considered within the context of the GMSF because the principles of the housing and commercial developments in the GMSF are linked to infrastructure developments.

- The application identifies improvements on the A6144 but development will also put strain on roads within Flixton, Partington, etc. Improvements need to be much more significant than currently envisaged. Infrastructure needs to consider the entire District such as new dual carriageway from the M60, with a strategic aim of extending it over the ship canal to the A57, and extending the tram system. There needs to be a masterplan now before any development starts.
- A proper cycle path should be built between the A6144/Mile End Road junction and the end of the Carrington Spur.
- The development covers the largely greenfield area of the Carrington estate so the developer should be able to pay for some of these infrastructure improvements.
- The infrastructure needs to be built at the same time/before the development and granting of planning permission. Granting permission on the basis of statements about aims, contributions, etc. does not work.

Other Issues

- The fact that Trafford Housing Trust is getting involved suggests houses are going to be geared to lower salaried people.
- Ground conditions in the area adjoining the RTL premises are very poor and have caused settlement. No construction should be permitted within 10m of the RTL boundary unless a full structural survey of the RTL building is carried out at the applicant's expense prior to any works commencing and any physical damage being made good by the applicant.
- Object to the applicant's intention to prevent public access along the Isherwood Road/Birch Road route past the MUFC training ground. This route is used by a number of doctors and other hospital staff at Trafford Hospital who cycle to work and between Trafford and Altrincham hospitals. The availability of this route is referred to in the Interim Travel Plan and TA submitted with the application, indicating it is a TfGM off road cycle way. This is a valuable element of the cycling infrastructure in Greater Manchester and closure of this route seems completely unnecessary and does not follow the supporting information provided in the application.

Positive Comments

- The Future Carrington development is necessary and the Shell brownfield site is appropriate for development.
- An additional 900 houses (now 725) will add to the dynamic of the area.
- If the highways infrastructure is put in place first this could be a good opportunity for all.
- No objection in principle but object to the schedule of the road improvement.
- The proposed development would be a great addition to the region.
- There's a need for homes within the Trafford area and developments like this will provide much needed affordable housing in the area.
- Future Carrington is a worthy plan for a down run area and can make Carrington a vibrant community and place to live and work.

- New housing will assist those looking to own their own home.

Air Products (AP)

Representations have been received from AP at various stages during consideration of the application. The issues raised are summarised as follows and considered in more detail in the relevant sections of this report: -

- Strongly object to the application on the basis it includes a conflicting and therefore unsuitable land use (housing) in close proximity to the AP plant.
- The AP plant is a heavy industrial noise-generating facility and operates up to 24 hours a day, 365 days a year. Housing in proximity to the facility is likely to lead to frequent noise complaints from future residents and potentially have an irreversible impact upon the nature of the future operation of the plant. The application should be refused in line with Core Strategy Policy L5.14 and the advice set out in paragraph 123 of the NPPF.
- Noise generated from the plant includes: a) continuous noise and b) infrequent impulsive noise including venting events, shutdown events, plant defrosts and normal operations including product loading and vehicle movements. The level, frequency and duration of these events is considered further in the Noise and Vibration section of this report.
- The nearest dwellings will be approximately 90 metres from the fence line. Noise complaints have been received in the past from existing closest residents to the north and east, situated 500 metres away.
- The application contains inadequate and deficient information on the impact of noise on the future residents. The noise measurements referenced in support of the proposals are largely representative of steady state noise and do not consider the occasional noise which is above the typical and average baseline as measured by the surveys. The data does not include High Pressure or Medium Pressure vent events and so cannot be considered to form a complete view of the noise impacts. AP has provided the necessary acoustic data which is representative of the venting cases on the new plant. The applicant has failed to carry out a robust noise assessment, the full impact and therefore the mitigation required cannot be quantified.
- The proposed 6m acoustic barrier is inadequate to appropriately mitigate against the significant noise impacts that occur. The barrier has been moved to a better location but will have diminished effect as it is assumed that two storey properties are to be located in the affected area of the site. The barrier is also of an inadequate length as it does not run far enough to the north.
- SoundPLAN noise plots of the frequent MP vent case have been provided. These demonstrate that with the effect of the wall is very modest and will not provide adequate mitigation (details provided in the report below) for steady plant noise or MP or HP events.
- Welcome retention of the business park south east of the AP facility in favour of the housing originally proposed; relocating the rugby club building further away from the AP facility; and relocating the acoustic barrier to a more effective position closer to the proposed housing.

- Strongly object to residential development within the Air Products middle COMAH zone. Adding new population to known hazard zones would represent poor planning practice and is a concern, especially in the case of vulnerable people.
- Welcome that the rugby pitch is located to the east although a more suitable layout would be to have the clubhouse and car park located on the far eastern side of the field – the plans have since been amended to this effect.
- The recently installed distillation column is approximately 55m in height and is permanently lit at night. This will have a detrimental impact upon the amenity of future residents.
- The proposals to mitigate congestion do not go far enough to fully address the impact. Any increase in congestion levels will negatively impact the operational efficiency of the plant.
- AP remains committed to the long-term, safe and environmentally sustainable operation of the Carrington site which will safeguard existing jobs and support future employment in the area but this will only be possible if the surrounding land uses complement rather than conflict with AP's long-held operations. AP's experience in the UK and elsewhere is that residential development sited next to operations of this nature invariably gives rise to conflict, jeopardising both the health and wellbeing of the adjoining residents and the viability of Air Products' existing and future operations.

OBSERVATIONS

8.0 PRINCIPLE OF DEVELOPMENT

Context

- 8.1 The former Shell petrochemicals site is a significant area of previously developed land, a substantial amount of which has been vacant since Shell vacated the site. The wider Carrington Strategic site, which includes the former Shell plant and surrounding agricultural land, extends to approximately 670 hectares and was acquired by the HIMOR Group in the last five years. It is one of the largest previously developed sites in the Greater Manchester Region and has been identified as a significant opportunity for redevelopment. It represents one of the largest single ownership development opportunities within Greater Manchester and has the potential to make a significant contribution towards the housing and employment requirements of Trafford and the sub-Region. The application site comprises 49.87 ha of this land and includes part of the former Shell petrochemicals site and adjoining land. This first phase of development is known as 'Carrington Village'.
- 8.2 The Trafford Core Strategy notes that for some time Carrington has been seen as a sub-regional asset, with the capability of providing much brownfield land for economic regeneration, but due to its isolation large scale economic regeneration has not proceeded. Historically, Carrington was designated a Priority Area for

Regeneration in the Trafford Unitary Development Plan, proposed for new and replacement employment development and associated infrastructure. More recently consideration has been given to what opportunities could exist for creating a more mixed use sustainable community in Carrington and therefore the Core Strategy identifies Carrington as a Strategic Location for major mixed-use development, providing a new residential community, together with employment, educational, health and recreational facilities. The identification of Carrington as an area with significant potential to meet both housing and employment needs of the Borough and the sub-region is continued in the emerging Greater Manchester Spatial Framework (GMSF) where it forms part of the proposed Western Gateway. In the GMSF, New Carrington is identified as a location for up to 750,000m² of employment floorspace and 11,500 new homes, together with supporting infrastructure.

- 8.3 The Spatial Profile for Carrington remains as described within the Core Strategy as follows: *“As with its neighbouring Place, Partington, transport infrastructure is very limited; a single road – the A6144, connects it and Partington to the Carrington Spur off the M60 and Manchester in the north and Cheshire in the south. As a consequence, access to the Regional Centre and Trafford’s four town centres is very poor”.*

The Core Strategy identifies the following key issues facing Carrington:

- The need to secure the regeneration of a substantial area of brownfield land;
- The need to reduce its physical isolation through the delivery of improved transport links; and
- How to utilise the opportunities offered by the Manchester Ship Canal for increased sustainable transportation.

The application site is currently considered not to be in a sustainable and accessible location given the absence of local services (including shops, schools and health facilities) and limited transport infrastructure to connect to nearby centres.

Relevant Policy and Guidance

Trafford Core Strategy

- 8.4 The Core Strategy identifies Carrington as a key strategic location (Policy SL5); the extent of which is shown on the Draft Land Allocations Plan (LAP): Policies Map 2014. Although the LAP is on hold whilst the GMSF is advanced, the Policies Map associated with that Plan provides the best indication in relation to the extent of the Carrington Strategic Location. All the land the subject of this application is within the Strategic Location as shown on the Draft LAP. The Core Strategy states the location offers the opportunity to reduce the isolation of both Carrington and Partington by creating a substantial new mixed use sustainable community on large tracts of former industrial brownfield land. The Core Strategy

identifies a number of Place Objectives and a site specific policy (Policy SL5) to guide new development in this location, summarised as follows:

- 8.5 The Core Strategy identifies 26 Place Objectives for the Carrington Strategic Location, with the overarching objective to create a high quality, sustainable residential development as part of high quality mixed use redevelopment scheme (CAO1) that will maximise the re-use of previously developed/derelict land (CAO3, CAO8); support and improve local community facilities (CAO4, CAO6, CAO15); boost the local economy and provide employment opportunities (CAO5, CAO9, CAO10); and secure transport improvements (CAO11, CAO18, CAO19). These Place Objectives and others are referred to where relevant in this report.
- 8.6 Policy SL5 of the Core Strategy is the principal policy relevant to the application. At SL5.1 this states that:

A major mixed-use development will be delivered in this Location, providing a new residential community, together with employment, educational, health and recreational facilities. This will be supported by substantial improvements to both public transport and road infrastructure.

More specifically it states at SL5.2 that the Council considers that this Location can deliver:

- **1,560 residential units comprising, predominantly, accommodation suitable for families;**
 - **75 hectares of land for employment activities;**
 - **New road infrastructure to serve the development area to relieve congestion on the existing A6144;**
 - **Significant improvements to public transport infrastructure by improving access to Partington, the Regional Centre and Altrincham with links to the Metrolink system;**
 - **Community facilities including convenience retail, school provision, health and recreational facilities of a scale appropriate to support the needs of the new community; and**
 - **High quality green infrastructure within the new community and connects with the surrounding open countryside and protects and enhances the existing sites of environmental importance.**
- 8.7 Policy SL5.3 states that the site specific implications of this proposal will be detailed and identified in the Carrington Area Action Plan; SL5.5 states that the detailed phasing of the infrastructure requirements will be addressed through this Plan. Since the Core Strategy was adopted there are no plans to progress the Carrington Area Action Plan. Instead proposals for Carrington were to be progressed through the LAP (see below).

- 8.8 Policy SL5.4 identifies a number of specific requirements in order for development in this Location to be acceptable. These are considered within the relevant sections of the report.

Revised Trafford Unitary Development Plan and Policies Map

- 8.9 The application site is within a Priority Area for Regeneration and a Main Industrial Area on the Adopted Policies Map. Policy A1 (Priority Regeneration Areas) states the Council is committed as a matter of priority to the area's regeneration via the development and redevelopment of land, the conversion and refurbishment of available buildings, landscaping and other environmental improvements, the construction of improvements to the local transport infrastructure and other support measures. Parts of the site are also allocated as a Strategic Development Site (Carrington Business Park and adjacent land) and Protected Open Space (the existing Sports Ground). The entire site is also within a Special Health and Safety Development Control Sub-Area. Policies of the UDP relevant to Carrington and which have not been superseded by the Trafford Core Strategy include the following: - E7 Main Industrial Areas, E13 Strategic Development sites, E15 Priority Regeneration Area: Carrington, T8 Improvements to the Highway Network, and ENV32 Derelict Land Reclamation.

Draft Land Allocations Plan

- 8.10 Although the Draft LAP has not been adopted and is on hold as stated above, this remains the most recent statement of policy published by the Council (2014) in respect of this site. Policy CAR1 of the Draft LAP (Carrington Strategic Location) states that the Council will only permit development of residential, employment and community facilities where they support and enhance the delivery of a major mixed-use sustainable development, in line with Core Strategy Policy SL5 and the protection of the land as defined in Core Strategy Policy R4.

Draft Greater Manchester Spatial Framework

- 8.11 The Greater Manchester Spatial Framework (GMSF) will set out the approach to housing and employment land along with the new infrastructure required across Greater Manchester for the next 20 years. Within this plan, Carrington is within the Western Gateway, a location identified for significant residential and employment development. Policy SL5 of the Draft GMSF identifies key projects including delivering around 11,500 dwellings and 750,000m² of employment floorspace, around the existing communities of Carrington, Partington and Sale West whilst respecting the distinctive environmental character of the area. The potential construction of a new link road from the Carrington Spur at junction 8 of the M60 around New Carrington and across a new high level bridge over the Manchester Ship Canal to junction 11 of the M62 is also identified. Policy GM2 identifies Carrington as a key location for new industry and warehousing, offering

a large flat site with the flexibility to accommodate a wide range of uses, forming part of a sustainable new settlement. Policy GM25 identifies the allocations and WG1 New Carrington states the site will deliver up to 750,000m² of employment floorspace and 11,500 new homes (7,500 of which would be delivered over the next 20 years), together with supporting infrastructure. The draft for consultation was published in October 2016 and the consultation on the first draft ended in January 2017. A revised version of the plan will be published later in 2017, when another period of consultation will be held. As the GMSF progresses through the system towards adoption (currently anticipated to be by early 2019), greater weight can be afforded to the plan.

NPPF

- 8.12 The NPPF outlines the purpose of the planning system is to contribute to the achievement of sustainable development and the presumption in favour of sustainable development. It sets out the economic, social and environmental role for planning and 12 core planning principles. Specific guidance in the NPPF relating to the proposed development is referred to in the relevant sections below.

Applicant's Submission

- 8.13 A detailed assessment of the scheme against the policies of the Development Plan (Core Strategy and UDP) and the NPPF is provided within the Planning Statement, DAS, ES and supporting documents. The submission concludes that the proposed development accords with the relevant policies of the Core Strategy and UDP and the NPPF. In summary the proposed development will deliver up to 725 dwellings on a site which has been identified as a Strategic Location to include up to 1,560 dwellings and where no housing has been delivered to date and up to 500,000 sq. ft (46,452 sq m) of new employment space which will be both larger in size and a much higher quality than that which is to be demolished. This will be supported by a Village Centre with retail and health facilities, a relocated Rugby Club, areas of open space for recreation and off-site highway improvements.

Assessment

- 8.14 In view of the adopted Development Plan policy as summarised above, a mixed-use development, comprising significant residential and employment development and supporting community uses is acceptable in principle. The following provides a more detailed assessment of the types of land use and amount of development proposed.

Principle of Proposed Land Uses and Quantum of Development

Proposed Residential Development

- 8.15 In order to meet future housing need, Core Strategy Policy L1 seeks to release sufficient land to accommodate a minimum of 12,210 new dwellings (net of clearance) over the plan period to 2026. The Carrington Strategic Location is a key location in meeting this identified housing need in Trafford: Policy SL5 states a new residential community will be delivered in Carrington and identifies the Location as being able to deliver 1,560 residential units comprising, predominantly, accommodation suitable for families. The Place Objectives for Carrington include CAO1: To create a high quality, sustainable residential development as part of high quality mixed use redevelopment scheme.
- 8.16 As of February 2017, approximately 10,790 residential units are identified in the Trafford Strategic Housing Land Availability Assessment (SHLAA). Since 2008, the start of the Trafford Core Strategy plan period approximately 1,860 units have been completed in the borough, net of clearance. This figure compares against an indicative target of approximately 5,000 units for the same period of time. Therefore the current completion rate equates to a significant shortfall in delivery. Although the units associated with this scheme are already accounted for in the SHLAA, because they are identified in the adopted Core Strategy, the fact that they are associated with a planning application gives far more certainty around their delivery in NPPF terms and therefore this application plays an important role in meeting the borough's housing land supply.
- 8.17 Policy L2 of the Core Strategy states that all new residential development proposals will be assessed for the contribution that will be made to meeting the housing needs of the Borough and the wider aspirations of the Council's Sustainable Community Strategy. Of relevance to this application it requires new development to be; appropriately located in terms of access to existing community facilities and/or deliver complementary improvements to the social infrastructure (schools, health facilities, leisure and retail facilities) to ensure the sustainability of the development; not be harmful to the character or amenity of the immediately surrounding area; and be in accordance with Policy L7 (Design) and other relevant policies within the Development Plan.
- 8.18 The NPPF includes within its core planning principles the need to deliver the homes that are needed and states housing applications should be considered in the context of the presumption in favour of sustainable development. NPPF paragraph 47 identifies a clear policy objective to, "*boost significantly the supply of housing*".

Paragraph 49 of the NPPF indicates that housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.

Paragraph 14 of the NPPF indicates that where the development plan is absent, silent or relevant policies are out-of-date, planning permission should be granted unless: any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or specific policies in this Framework indicate development should be restricted.

8.19 The Council does not, at present, have a five year supply of immediately available housing land, although this site is identified within Trafford's SHLAA (Strategic Housing Land Availability Assessment). The absence of a continuing supply of housing land has significant consequences in terms of the Council's ability to contribute towards the government's aim of significantly boosting the supply of housing. Substantial weight should therefore be afforded in the determination of this planning application to the scheme's contribution to addressing the identified housing shortfall, and meeting the Government's objective of securing a better balance between housing demand and supply. Whilst the Council's housing policies are considered to be out of date in that it cannot demonstrate a five-year supply of deliverable housing sites, the scheme achieves many of the aspirations which the Plan policies seek to deliver. Specifically, the proposed development contributes towards meeting the Council's housing land targets and housing needs identified in Core Strategy Policies L1 and L2 in that it will deliver up to 725 new dwellings.

8.20 Policy SL5.5 indicates the 1,560 dwellings proposed in the Carrington Strategic Location as being delivered between 2011 and 2026, with the phasing as follows:

	2008/9 – 2010/11	2011/12 – 2015/16	2016/7 – 2021/1	2021/2 – 2025/26	TOTAL
Residential	0	360	600	600	1560

It is clear from this phasing schedule that 360 dwellings were expected to have been built in the Carrington Strategic Location by 2015/16 and a further 600 dwellings are expected to be built between 2016/17 and 2020/21. To date none of this housing has been delivered and therefore the Carrington Strategic Location has under-delivered against this schedule. This has had a negative effect on the Council's ability to deliver new housing in the Borough in accordance with the Core Strategy and maintain a supply of housing to meet the identified need, and as such there is a clear need for this housing to be delivered. Having regard to Paragraph 47 and Footnote 11 of the NPPF the application site is considered to be available, suitable and achievable for housing.

For the avoidance of doubt, whilst Policy SL5 refers to 1,560 units and the application is for 725 units, the 1,560 is across the wider Carrington Strategic Location of which the application site forms part.

- 8.21 Residential development in this location is therefore compliant with the Core Strategy. The application proposes up to 725 dwellings which will make a significant contribution to the supply of land for new housing and contribute towards addressing the significant shortfall identified above.
- 8.22 Determination of the application in accordance with the Core Strategy would not undermine the delivery of the GMSF draft proposals, because the GMSF proposals for the wider location incorporate the Core Strategy Policy framework in the first phases of development.

Sustainable Development

- 8.23 Paragraph 49 of the NPPF requires that housing applications should be considered in the context of the presumption in favour of sustainable development and the Policy L2 of the Core Strategy requires new development to be appropriately located in terms of access to existing community facilities and/or deliver complementary improvements to the social infrastructure (schools, health facilities, leisure and retail facilities) to ensure the sustainability of the development. Carrington is not currently considered a sustainable location due to its physical isolation from other centres, limited transport infrastructure and lack of local services/facilities. Under Policy SL5 the Carrington Strategic Location is proposed to deliver significant improvements to public transport infrastructure and community facilities including convenience retail, school provision, health and recreational facilities to support the new population and as such it will become a more sustainable location. The critical mass of development proposed in this application will help bring forward this infrastructure and enhance the sustainability of the Strategic Location.

Density

- 8.24 The density of the proposed development would vary across the site to reflect the different approaches proposed in the Character Areas (see below). The average across the site is approximately 40 dwellings per hectare (dph), with the exception of two parcels within the Basell COMAH zone where a lower density is proposed in order to comply with HSE advice (this affects only 30 of the proposed dwellings). With regards to density the NPPF states that LPA's should set out their own approach to housing density to reflect local circumstances. Although it precedes the NPPF, the Council's Planning Guidelines 'New Residential Development' states that densities of between 30 to 50 dwellings per hectare (net) will be encouraged. More recently, in line with Trafford's Strategic Housing Land Availability Assessment (SHLAA) and the Trafford Community Infrastructure Levy (CIL) viability work, Trafford's Draft Land Allocations Plan proposed geographically variable density rates. In areas such as Carrington, the density rate for houses would be 40 dph and for apartments it would be 80 dph. Having regard to the need to maximise the residential yield of the site and to use

the land efficiently, whilst also delivering the objectives of the Core Strategy, the density of the proposed development is considered appropriate.

Type of Units

- 8.25 Policy SL5.2 of the Core Strategy states that the residential units should comprise predominantly accommodation suitable for families. SL5.4 states that approximately 80% of the housing to be provided should be family accommodation. ‘Family housing’ is defined within Policy L2 as including larger properties (three bedrooms and larger) as well as some two bedroom houses to meet a range of family circumstances. Carrington Place Objective CAO2 seeks to ensure that there is an appropriate mix of housing types and tenures to contribute significantly to meeting the housing needs of Trafford. This objective is compatible with NPPF which seeks to ensure a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities (Paragraph 50).
- 8.26 As a hybrid application with matters of layout and appearance reserved, specific house types are not proposed at this stage. The DAS states the intention is to provide for a range of housing types to come forward at reserved matters stage, including detached, semi-detached, townhouse and properties which would encourage and support family-forming households. The submission also includes an indicative housing mix as follows: -

Type	Number of units	Proportion of total
1 bed	36	5%
2 bed	181	25%
3 bed	435	60%
4 bed	73	10%

This indicates 95% of the total would be 2 bed units or larger, and whilst some of the 2 bed units may not be considered ‘family’ units, the overall mix is broadly compliant with Policies SL5 and L2 and Place Objective CAO2. It is considered that the mix of units is appropriate having regard to the policy. Core Strategy Policy L2.7 seeks to restrict 1-bed general needs accommodation to Trafford’s town centres and the Regional Centre. The number of 1-bed units proposed in this development is a small proportion of the overall development. Therefore it is considered that this limited provision of one bedroom homes would not compromise the overall objective of providing predominantly family housing in this location.

- 8.27 Policy SL5.4 of the Core Strategy requires the provision of affordable housing, which should be provided in accordance with Policy L2. The Carrington area is identified as a “cold” market location where the affordable housing target applied under normal market conditions is 5%. However Policy L2 also states that in

areas where the nature of the development is such that, in viability terms, it will perform differently to generic developments within a specified market location the affordable housing contribution will be determined via a site specific viability study, and will not normally exceed 40%. Given the nature of the proposed development, it is considered that it is likely to perform differently to the generic nature of existing residential development within the Carrington Location and therefore a site specific viability appraisal, carried out to an industry approved methodology, has been submitted, demonstrating the level of affordable housing to be provided through the development. This sets out that 5% (36 units) of the proposed dwellings can be provided as intermediate starter homes, to be delivered directly by the developer on site at a discount to market value. Affordable housing and viability is considered further in the CIL, Developer Contributions and Viability section of this report.

Phasing and Delivery

8.28 As stated above there is a significant shortfall in the delivery of housing in Trafford and none of the housing allocated in the Core Strategy for the Carrington Strategic Location has been delivered. There is therefore an immediate need to deliver the proposed housing. However, due to the scale of development and the need to wait for existing tenancies on the site to expire, it will need to be delivered in phases and over a sustained period of time. A Phasing Plan and indicative phasing schedule have been submitted, identifying the residential development split into six phases and being delivered over 11 years from 2017 to 2028. This takes into account the likely duration of demolition, ground investigations, remediation and enabling works, timescales to secure reserved matters approvals, duration of construction and likely sales rates. The land on the west part of the site currently comprising agricultural land (Phase R1) and alongside Isherwood Road on the east side of the site (Phase R1a) can be made available for development in the short term and will be developed first, potentially commencing before the end of 2017. After these initial phases it is intended to carry out the development from east to west, with the exception of Phases R4 and R5. The following table summarises when each phase is anticipated to commence and be completed (this is indicative only and subject to change).

Phase	No. of units	Developer start on site	First completion	Phase completion
R1	52	Q4 2017	Q2 2018	Q4 2019
R1a	19	Q4 2017	Q2 2018	Q4 2018
R2	130	Q1 2019	Q3 2019	Q2 2022
R3	167	Q1 2019	Q3 2019	Q4 2022
R4	150	Q4 2021	Q2 2022	Q2 2025
R5	97	Q3 2024	Q1 2025	Q1 2027
R6	110	Q2 2026	Q4 2026	Q2 2028

This proposed rate of development is slower than that originally anticipated in the Core Strategy. However, it will nevertheless provide a significant contribution to meeting Trafford's housing delivery shortfall and is therefore welcomed.

- 8.29 The applicant has indicated the following timescale for submission of reserved matters applications on each phase: -

Phase	Submission of reserved matters
R1	3 years
R1a	3 years
R2	5 years
R3	5 years
R4	5 years
R5	7 years
R6	10 years

Although the above indicative timescale does not match the applicant's indicative construction phasing, it is not possible to apply less than the standard 3 years to submit reserved matters for the first phases. However, given the applicant's assurances in relation to delivery, it is hoped that the reserved matters' applications for the first phases will be received well ahead of the standard 3 years' maximum.

Proposed Employment

- 8.30 The Core Strategy identifies the Carrington Strategic Location for a major mixed-use development which will include employment facilities. Policy SL5.2 states that the Location can deliver 75 hectares of land for employment activities. Policy W1 of the Core Strategy also identifies Carrington as one of the places where employment uses will be focussed (W1.3). It states at W1.7 that Carrington has significant potential to accommodate large-scale employment development, particularly for general industrial, storage and distribution uses and office development, in order to complement the offer in Trafford Park. Part of the former Shell site at Carrington is proposed for employment development as part of the creation of a new mixed-use neighbourhood. The Place Objectives for Carrington include CAO5: To provide the right conditions for residents of Trafford, but particularly Partington and Sale West, to access employment opportunities; CAO9: To provide the right conditions to attract and retain economically mobile people within Trafford; and CAO10: To redevelop the economic capacity of Carrington and attract significant new activity to secure its future economic viability. These policies build on the policies of the UDP which identify Carrington as an employment and regeneration area (Proposals A1, E7 and E15).

- 8.31 The NPPF states that the Government is committed to securing economic growth in order to create jobs and prosperity, building on the country's inherent strengths, and to meeting the twin challenges of global competition and of a low carbon future (Paragraph 18). It states the Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth and planning should operate to encourage and not act as an impediment to sustainable growth. Therefore significant weight should be placed on the need to support economic growth through the planning system (Paragraph 19).
- 8.32 The Trafford Employment Land Study: Review of the Employment Land Supply Portfolio – 2013, published alongside the draft Land Allocations Plan, confirmed that the Carrington Strategic Location has significant potential for recycling brownfield land to create new employment opportunities. In respect of Carrington, the Review document concludes that the assumptions made in the Core Strategy in relation to the potential level of employment land are appropriate, with approximately 50% of the 169 hectares capable of coming forward for employment development.
- 8.33 The applicant has carried out a market assessment to inform the comprehensive masterplanning process and key points to note are as follows: -
- The site is a strategic location of national and regional importance to the Logistics market where there is a shortage of large deliverable logistics sites with high pent up demand.
 - The site is uniquely well placed to accommodate manufacturing users requiring COMAH zone protection and hence is attractive to specialised elements of the market as being an ideal opportunity to create an Advanced Manufacturing Park.
 - The site has excellent provision of power and utilities and hence can accommodate Energy industries and those requiring high energy needs such as Data Centres.
 - The scale of the opportunity to create a mixed Logistics, Advanced Manufacturing and Energy Park is significant which will allow flexible plots and delivery packages to meet market requirements whilst providing a range of employment opportunities within the Borough.
- 8.34 The proposals include up to 46,450 sq. m of employment development on approximately 15.5ha of land (12.6ha if green spaces within the employment areas are discounted). This would be located on three sites along Manchester Road, including at the junction of the A1 road, where a 'Business Gateway' would be created. This would be adjacent to existing employment uses, resulting in a cluster of employment activity that will be accessible and have a presence from the road. A range of employment uses are proposed to include B1 (Business), B2 (General Industrial) and B8 (Storage and Distribution). Whilst permission isn't sought for specific buildings at this stage, the Illustrative Masterplan and Revised Land Use Plan indicate approximately 60 units and in a wide range of sizes, ranging from 93 sq.m up to 5,574 sq.m. This proposed scale of development and the range of uses proposed would make a significant contribution to meeting

District wide employment needs and support the local and sub-regional economy, including the regeneration of Carrington and Partington. The applicant has stated the proposed employment floorspace, along with the proposed facilities in the Village Centre, will create about 1,060 new full-time jobs. The proposed employment development in this location is therefore in accordance with the Core Strategy and the NPPF.

- 8.35 In addition there would be job creation as a result of the increase in population resulting from the proposed residential development and in construction jobs during the construction phase. The increase in population will result in increased spending in the local area which will support the sustainability of shops and services and support the local economy. The ES estimates this would lead to an increase in employment in business of around 90 jobs. During the construction phases the ES estimates that around 130 construction jobs per year would be created over a build period of approximately 11 years.
- 8.36 Offices are defined as a 'main town centre use' in the NPPF (Annex 2). The NPPF requires applications for main town centres uses to be located in town centres, then in edge of centre locations and only if suitable sites are not available should out of centre sites be considered. A sequential test should be applied for main town centre uses that are not in an existing centre and are not in accordance with an up-to-date Local Plan (Paragraph 24). In this case however, Policy W1.5 states that B1 office development will be appropriate within Carrington where it is accessible by sustainable transport modes and meets other relevant criteria in national planning guidance. Policy W1.7 also states that Carrington has significant potential to accommodate large-scale employment development, particularly for general industrial, storage and distribution uses and office development, in order to complement the offer in Trafford Park. Therefore office development has been identified as an acceptable land use in this location, subject to being accessible by sustainable transport modes and meeting criteria in national planning guidance (which includes that of the NPPF above). The scheme seeks to bring forward up to 46,450 sq. m of land for employment use, a proportion of which will be offices. The application doesn't specify how the employment floorspace would be split between B1, B2 and B8 uses and this will be determined at the subsequent reserved matters stage, however an indicative breakdown is provided on the Revised Land Use Plan which indicates approximately 8% of the total floorspace would be B1. It is considered that office development on this scale would represent a replacement for the B1 office space lost as a result of development at the established Business Park and would also complement/be ancillary to the proposed B2 and B8 uses and create a vibrant employment area. A condition to limit the proportion of B1 floorspace is considered necessary to ensure the proposed development is in accordance with both the Core Strategy and NPPF and would not have an adverse impact on Trafford's existing town centres. It is noted that the Transport Assessment has been based on 5% of the employment development being B1 use, therefore it is considered appropriate that any condition limits the proportion of B1 floorspace to

this figure in order to reflect the TA. The applicant has confirmed that this restriction is acceptable.

Loss of Existing Employment Land and Buildings

- 8.37 The proposed development will result in the loss of significant areas of existing employment use (comprising buildings and land). This includes part of Carrington Business Park, part of Basell and land currently occupied by BTS Haulage, TIP Trailers and Carrington Garage. In area terms this amounts to approximately 17.8ha. Basell's main plant is located south of the site and the applicant has confirmed that their existing operations within the application site will be consolidated on that site.
- 8.38 Core Strategy Policy W1 supports employment uses at Carrington, although does not specifically require the loss of any existing employment uses to be justified where this would occur as a result of new development, it does anticipate that some of the 190ha of new employment land to be delivered over the life-time of the Plan would be through "churn" of existing supply. The applicant has advised that much of the existing accommodation was developed in the 1950's and is now outdated and unsuitable to modern business requirements. The applicant's submission states the following regarding the existing buildings: -
- Due to the age of the buildings, general maintenance costs are becoming increasingly burdensome.
 - The majority of the office buildings provide long narrow floor plates designed at a time where large numbers of self-contained offices for individuals were the normal business model. Most modern businesses seek larger and more squared shaped floor plates to enable open plan office layouts. It is either too costly or not physically possible to adapt the existing premises to meet these aspirations.
 - The ability to provide tenants with the power and IT infrastructure they require is extremely limited in that only perimeter trunking of cabling (rather than raised floors) is feasible.
 - None of the buildings have air conditioning systems that are often sought by businesses.
 - Occupancy levels at Carrington Business Park stand at 83%, however occupancy of office space across the site is only 65%. Industrial and workshop spaces are better let, however this is achieved by offering very low rental values and on extremely flexible terms. Tenants at the Business Park are typically offered 3-month rolling licence agreements, which require very little commitment from them and also gives HIMOR, as landlord, very little financial security.
- 8.39 The existing employment land and buildings will be replaced by up to 46,452 sq. m of new employment space comprising a wide range of unit types and sizes

suitable for B1, B2 and B8 uses. These will be of high quality and reflect the requirements of modern business. The new space will be focussed on the types of employment space for which there is a greater evident demand, namely mid-sized industrial units. The proposals will therefore result in a net increase in employment floorspace and which will be of much higher quality than that to be demolished.

- 8.40 Although the proposals would result in a reduction of employment land overall, there would be an increase in terms of employment floorspace, primarily due to there being significant areas of open storage on the existing site that would be lost to development. This application will therefore result in land proposed for employment development being used more efficiently. The applicant has demonstrated that there is a need to upgrade the standard of employment floorspace offer in Carrington and that the land will be used more efficiently. It is therefore considered that the proposed development would be in accordance with both Policy W1 and NPPF.

Phasing and Delivery

- 8.41 Policy SL5.5 indicates the 75 hectares of land for employment use proposed in the Carrington Strategic Location as being delivered between 2011 and 2026, with the phasing as follows:

	2008/9 – 2010/11	2011/12 – 2015/16	2016/7 – 2021/1	2021/2 – 2025/26	TOTAL
Employment	0	25	25	25	75

Figures expressed in terms of hectares

- 8.42 Between 2008 and 2016 almost 22 ha of economic development has taken place in Carrington since 2008, however, much of this development is associated with a small number of large developments – in particular a new paper mill and a new power station, and therefore it is not necessarily reflective of the likely rate of development over the next five years. The Core Strategy identifies that a further 25 ha will be developed over the next five years and similarly a further 25 ha should be developed between 2021 and 2026. Employment land monitoring data and evidence provided by the applicant indicates that there are now few sites which are readily available in Carrington.
- 8.43 The submission states that phasing of the employment elements is likely to be demand/opportunity led rather than speculatively developed. The employment land is identified as being built in three phases, with the parcel of land east of Manchester Road/south of the A1 as phase 1, the land north of the A1 as phase 2 and the land on the west side of Manchester Road as phase 3. The indicative

phasing schedule identifies development would commence in 2018 with the first units complete later that year and overall completion by 2027.

Phase	Floorspace (sq.m)	Developer start on site	First completion	Phase completion
E1	12,170	Q1 2018	Q3 2018	Q3 2020
E2	5,667	Q3 2019	Q1 2020	Q1 2022
E3	23,690	Q1 2021	Q3 2021	Q3 2027

- 8.44 It is also necessary to consider whether this proposed phasing could result in a situation where existing employment uses have been lost in order for the land to be made available for the proposed residential development but an equivalent or greater amount of replacement employment floorspace has not been built by that time i.e. whether there would be a period of net loss of employment land between existing sites being lost and the proposed new sites being completed. The indicative phasing schedule suggests that there would be periods where there would be a net loss of employment land as a result of the development, however on completion there would be a net increase in high quality employment floorspace, in addition to the delivery of housing across the site, representing a more efficient use of land.
- 8.45 Determination under the Core Strategy would not undermine the delivery of the GMSF draft proposals, because the GMSF proposals for the wider location incorporate the Core Strategy Policy framework in the first phases of development.

Proposed Village Centre

- 8.46 Policy SL5.2 recognises the need for community facilities to be delivered in the Carrington Strategic Location, including convenience retail, school provision, health and recreational facilities to support the needs of the new community. The Place Objectives for the Carrington Strategic Location include CAO1: To create a high quality, sustainable residential development as part of high quality mixed use redevelopment scheme; CAO4: To provide the right conditions to support local community facilities and those of nearby Partington including health and education services; CAO6: To improve the levels of community facilities to provide for the needs of the new and existing community; and CAO10: To redevelop the economic capacity of Carrington and attract significant new activity to secure its future economic viability.
- 8.47 The NPPF states that planning should deliver sufficient community and cultural facilities and services to meet local needs (Paragraph 17); where practical, particularly within large-scale developments, key facilities such as local shops should be located within walking distance of most properties (Paragraph 38); mixed-use developments, strong neighbourhood centres and active street frontages which bring together those who work, live and play in the vicinity are

encouraged (Paragraph 69) and; planning decisions should plan positively for the provision and use of shared space, community facilities (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments (Paragraph 70).

- 8.48 The applicant's vision is to create a new Village Centre that will form the heart of the development. This will be centrally located, adjacent to the central access road and would provide up to 929 sq. m of retail (Use Class A1) and health (Use Class D1) floorspace within 3 or 4 units and apartments above. The provision of shops and a health centre will comply with Policy SL5 of the Core Strategy and contribute towards the Place Objectives for Carrington and will be important elements in creating a new sustainable community in Carrington. School provision and recreational facilities as referred to in Policy SL5 are considered elsewhere in this report.
- 8.49 Retail development is defined as a 'main town centre use' in the NPPF (Annex 2). The NPPF requires applications for main town centres uses to be located in town centres, then in edge of centre locations and only if suitable sites are not available should out of centre sites be considered. A sequential test should be applied for main town centre uses that are not in an existing centre and are not in accordance with an up-to-date Local Plan (Paragraph 24). Policy SL5 requires the provision of community facilities including convenience retail of a scale appropriate to support the needs of the new community. The retail proposals are small scale and intended to provide for the needs of local residents and employees in Carrington (both existing and future residents/employees) rather than divert trade away from existing centres that would affect the viability of those centres. It is therefore considered that the level of retail development is in accordance with the Core Strategy (Trafford's Local Plan) and therefore, in line with NPPF, no sequential test is necessary.
- 8.50 The Phasing Plan shows the proposed Village Centre as part of Phase R5, which the indicative phasing schedule indicates would be built from 2024 and completed by 2027. Ideally the Local Centre and some housing in its vicinity should be delivered as early as possible, i.e. in an earlier phase than indicated. The buildings in this part of the site and the facilities it will provide will help to make Carrington Village a sustainable location and is likely to increase demand for both the residential and employment development, have a positive impact on property values, and therefore stimulate further phases coming forward. Given these benefits of the Village Centre it should ideally be brought forward in an earlier phase, however it is accepted that this will only become viable once a significant population is in place to sustain the facilities.

Proposed Recreation and Open Space

- 8.51 Policy SL5.2 requires development in the Carrington Strategic Location to include recreational facilities of a scale appropriate to support the needs of the new community. The Policy recognises that the Location can deliver high quality green infrastructure within the new community, which connects with the surrounding open countryside and protects and enhances the existing sites of environmental importance. The Place Objectives for Carrington include CAO6: To improve the levels of community facilities to provide for the needs of the new and existing community; CAO7: To improve and enhance the appearance and quality of the environment, including green and open spaces for recreational purposes and the public realm; CAO15: To provide clearly defined green corridors to join the urban fabric with the surrounding greenspace assets; CAO16: To improve access to the surrounding open countryside; and CAO20: secure improvements and use of pedestrian and cycling facilities along routes such as the Trans Pennine Trail.
- 8.52 Policy R5 of the Core Strategy further states that the Council will seek to address key areas of deficiency in quality and quantity of open space and indoor/outdoor leisure provision, in accordance with the recommendations and priorities of the Greenspace Strategy, the Leisure Management Review, Greenspace Assessment of Need, Outdoor Sports Facilities Study, and other associated reviews and strategies by “... *securing the provision of areas of open space and outdoor sports facilities*” and “*securing a network of high quality play spaces and activity areas that are easily accessible to children and young people close to where they live*”.
- 8.53 The scheme includes approximately 11ha of open space and recreation space throughout the site, comprising areas of Local Open Space, Semi-natural green space, play areas and outdoor sports space. 12no. play areas of various sizes/facilities would be provided (Local Areas for Play, Local Equipped Areas for Play and Neighbourhood Equipped Area for Play). The proposed replacement rugby ground includes a full size pitch and training pitch which would be made available for community use. Consideration of the amount, type and location of these facilities against the Council’s standards is assessed below, however the inclusion of such facilities within the site ensures compliance with the requirement of the Core Strategy to deliver recreational facilities and high quality green infrastructure to support the needs of the new community. The requirement to provide links and improved access to the surrounding countryside is considered elsewhere within this report.

Use of Previously Developed Land

- 8.54 The NPPF states that planning should “*encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value*” (Paragraphs 17 and 111). Core Strategy Strategic Objective SO7 seeks to secure sustainable development through promoting the reuse of resources and Policy L1 (L1.7) sets an indicative 80%

target proportion of new housing provision to use brownfield land and buildings over the Plan period. The Place Objectives for Carrington also seek to maximise the re-use or redevelopment of previously developed/derelict land (CAO3 and CAO8).

- 8.55 The application site comprises significant areas of both previously developed and greenfield land, with approximately 20ha of the site currently previously developed land and 28ha greenfield. The overall development, inclusive of proposed greenfield uses, would therefore be on approximately 42% previously developed land and 58% on greenfield land. The proposed residential parts of the development including the Village Centre (excluding the proposed rugby club, the woodland shown as Natural and Semi Natural Green Space adjacent to the rugby club and the proposed Business Park car park) would be on approximately 63% previously developed land and 37% on greenfield land. The proposed employment development would be approximately 90% on greenfield and 10% on previously developed land. Nb. these totals include areas of open space and other green areas proposed within both the residential and employment areas.
- 8.56 Although the overall proportion is less than the indicative 80% referred to in Policy L1, the proposed residential element of the scheme would make effective use of 17.1ha of previously developed land. Those parts of the scheme on greenfield land form part of the Carrington Strategic Location, therefore through the plan making process account was taken of the need for development on greenfield land in this location. In addition, whilst the NPPF encourages the effective use of previously developed land it does so without setting an indicative target.

The proposed employment development would make use of a significantly lower proportion of previously developed land and will instead be predominantly on greenfield land. Unlike for residential development, the Core Strategy doesn't set out a specific brownfield land target for new employment development. Much of the greenfield land has no current beneficial use and because of the COMAH zones, the relocation of employment uses onto this land will enable the reuse of the current employment land for residential development. It is relevant to note some of the greenfield land is also allocated for employment on the UDP Policies Map as an extension to the Business Park so presumption that this land would be developed. The application is for a different land use but nevertheless this designation also establishes the principle of development on this land.

Loss of Existing Protected Open Space and Playing Field

- 8.57 The existing Carrington Rugby Club site is designated as Protected Open Space. Policy R5 of the Core Strategy states that the Council will secure the provision and maintenance of a range of sizes of good quality, accessible, play, sport, leisure, informal recreation and open space facilities and will seek to address key areas of deficiency in quality and quantity of open space and indoor/outdoor

leisure provision, in accordance with the recommendations and priorities of the Greenspace Strategy, the Leisure Management Review, Greenspace Assessment of Need, Outdoor Sports Facilities Study, and other associated reviews and strategies. This includes by *“Protecting existing and securing the provision of areas of open space and outdoor sports facilities”* and *“Protecting and improving the quality of open space and outdoor sports facilities so they are fit for purpose”*. Policy R5.4 states 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. Proposal OSR5 of the Revised Trafford UDP states that the development of all or part of an open space will not be permitted unless one of four criteria apply; one of which is where replacement facilities of an equivalent or greater community benefit within the locality are provided.

- 8.58 The NPPF makes clear statements about the role sport and recreation plays in contributing to healthy communities and at Paragraph 74 advises that existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:
- an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
 - 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
 - the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.
- 8.59 Furthermore, Sport England advises that it will 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 of the exceptions set out in Sport England’s Planning Policy Statement applies. These include Policy Exception E4: *‘The playing field or playing fields, which would be lost as a result of the proposed development, would be replaced by a playing field or playing fields of an equivalent or better quality and of equivalent or greater quantity, in a suitable location and subject to equivalent or better management arrangements, prior to the commencement of development’.*
- 8.60 The present site of the rugby club is proposed to be developed for the Village Centre and housing, therefore the proposed development would lead to the loss of land designated as Protected Open Space and which is currently used as a playing field. This would only be acceptable under Core Strategy Policy R5 and UDP Proposal OSR5 if one of the exceptions is met.
- 8.61 The existing Carrington Rugby Football Club facilities comprise a senior grass rugby pitch, training area and a pavilion. In area terms the current playing field area is approximately 2.7ha. The Relocation Report states that the main pitch is in good condition and drains well whilst the training area is in poorer condition

with limited floodlighting and drainage issues. The pavilion provides two changing rooms, referees room, showering area (only 12 showers for 40 players) and equipment room. The pavilion is over 50 years old and dilapidated. There is no dedicated car parking on-site and no ancillary facilities such as a bar that could generate income. The club also have no lease or security of tenure on the current site. The current site therefore suffers from poor facilities, with no security of tenure or opportunity for growth. There is no public access to the existing site, which can only be accessed from the Basell secure area and a gate on Manchester Road which is opened by club officials for games only.

- 8.62 The proposed replacement facility would be located within the red line boundary west of the existing site and comprises a full size pitch (125m x 70m), training pitch (60m x 40m) with floodlights, clubhouse with changing and showering facilities to modern standards, bar area and ancillary rooms, and a 22 space car park. In area terms the proposed playing field area is 1.1ha. The facilities have been developed in line with national planning guidance and Rugby Football Union (RFU) technical standards and will provide 'fit for purpose' facilities that meet the requirements of the rugby club, providing replacement facilities but to modern standards. An agronomist report has been submitted setting out the work required to ensure the new pitches are of equal or better standard than the existing and a drainage system is recommended. The plans have also been developed in consultation with the Carrington RUFC who is fully in support and have agreed to relocate to the proposed site subject to the following requirements: the need for a long lease on a peppercorn rent; a pitch of equal or better standard as the existing; a mortgage and rent free building; and a bar area included. The club would be given the site on a 49 year lease at peppercorn rent set out in the Heads of Terms, thus giving security of tenure. The Rugby Club is also keen to secure community use for the facilities as this will generate income from functions in the clubhouse. The RFU is also supportive of the proposal, subject to the formal specifications for the changing, clubhouse, pitch and floodlights. The applicant has confirmed that the replacement facility will be provided before the existing is closed down.
- 8.63 Sport England has assessed the proposal against Playing Fields Policy Exception Policy E4: *'The playing field or playing fields, which would be lost as a result of the proposed development, would be replaced by a playing field or playing fields of an equivalent or better quality and of equivalent or greater quantity, in a suitable location and subject to equivalent or better management arrangements, prior to the commencement of development'*. Strictly speaking, the proposal would not fully accord with this exception because there is a net loss of playing field. Sport England notes however, that the current site is an irregular shape, contains areas of planting, trees etc. and due to the shape of the boundaries parts of the playing field are incapable of accommodating a pitch. Therefore parts of the current site could be lost under Exception E3 as they are incapable of accommodating a pitch or part of a pitch. The usable part of the

current playing field site (i.e. land capable of accommodating a pitch) is approximate to the area of the replacement site being proposed.

- 8.64 Sport England has sought the views of the RFU who has confirmed that it is broadly supportive of the relocation of Carrington RUFC to the proposed site. This is provided the replacement site is developed and made available for use before the existing one is lost and is delivered to modern standards and regulatory requirements. The RFU request a condition requiring that a) the pitches are delivered to the standards laid out in the agronomist report; b) the changing room and clubhouse is delivered in-line with the specifications detailed in RFU Guidance Note 5; c) the floodlights meet RFU regulatory requirements as detailed in RFU Guidance Note 4 and RFU Guide To Floodlighting; and d) prior to relocation the club and the landowners sign a mutually agreeable lease that provides the rugby club with secure and unobtrusive access to the site for the period outlined in the report.
- 8.65 Sport England requested clarification of the following which has since been confirmed: -
- That the replacement rugby ground facilities will all be constructed to RFU Guidance Note 4 and 5 Specifications and Sport England design guidance.
 - That an exception can be made to allow the club to seek potential future grant funding and have the ability to place a charge on the site.
 - That the replacement ground will be constructed and made available for use, before the existing ground is lost.
 - A revised Heads of Terms following further consultation with the rugby club allows the property to be used as security with the approval of the landlord and that this approval cannot be unreasonably withheld.

On the basis of the above Sport England considers that the proposal meets exception E4 of their Playing Fields Policy. Therefore, subject to the appropriate legal agreement and/or planning conditions requiring the above, the replacement rugby ground is acceptable to Sport England.

- 8.66 In terms of the loss of Protected Open Space, it is considered that the proposals will deliver replacement facilities of an equivalent or greater community benefit within the locality will be provided. As such the proposal complies with Policy R5 of the Core Strategy, OSR5 of the UDP and the NPPF. Whilst there would be an overall reduction in terms of the size of this area, this is off-set by the fact that the replacement site will be available to the community whereas the existing site is not. There is potential to designate the rugby club site as Protected Open Space in the future in order to replace the existing designation, however until such time as there is a Local Plan review, the new site will not be afforded such protection as Protected Open Space. However, until that time, the site will be afforded protection by virtue of being a playing field and Sport England's playing fields policy will apply.

- 8.67 In terms of loss of an existing playing field and sports facilities, it is considered that the proposals will deliver a replacement facility of equivalent or greater community benefit and the proposal would therefore not be contrary to Policy R5 of the Core Strategy and Proposal OSR5 of the Revised Trafford UDP. The applicant has confirmed that the replacement facility will be provided before the existing is closed down. Any permission will need to be subject to a S106 agreement to require the replacement rugby club facilities to be provided and available for use prior to the existing facilities being closed down and to require the agreed design specification of the facilities. A S106 agreement would also include a community use agreement to ensure the public have access to the proposed pitches.

Loss of Agricultural and Other Open Land

- 8.68 The proposed development includes development on areas of agricultural land and other parcels of open/undeveloped land. The NPPG states that the NPPF expects LPA's to take into account the economic and other benefits of the best and most versatile agricultural land. It states this is particularly important in plan making when decisions are made on which land should be allocated for development. Where significant development of agricultural land is demonstrated to be necessary, LPA's should seek to use areas of poorer quality land in preference to that of a higher quality. The Agricultural Land Classification (ALC) system provides a method for assessing the quality of farmland to assist in decision making. The best and most versatile land is defined as Grades 1, 2 and 3a (NPPG ID: 8, Paragraph: 026).
- 8.69 The NPPG states that where significant development of agricultural land is demonstrated to be necessary, LPA's should seek to use areas of poorer quality land in preference to that of a higher quality. The agricultural land affected by the proposed development is not within the area identified as the Borough's richest soils located south of Carrington Moss and is within an area identified as "*land predominantly in urban use*" on the Natural England NW Region Agricultural Land Classification map. As such the agricultural land that would be lost to development is not identified as being high quality. Furthermore the agricultural land affected forms part of the Carrington Strategic Location therefore consideration was given to this matter as part of the plan making process and when decisions were made on which land should be allocated for development.
- 8.70 It is noted that part of the eastern side of the site appears to fall within an area identified as Grade 2 "*Very Good*" agricultural land on the ALC map; it is unclear why this is the case as most of this land is industrial and predominantly hardstanding (currently occupied by TIP Trailers and adjacent vacant land), although this does also include the open pasture off Isherwood Road which is used for grazing. Natural England has advised that the ALC map is designed to give an indication of land quality at a strategic level and is not suitable for site specific assessments, for which a more detailed field survey may be needed. In

this case the land affected is not high quality, is not currently in agricultural use and its scope for productive agricultural use is limited given its size and shape.

Proposed works subject of Full permission

Demolition of Existing Buildings and Structures

8.71 The application includes demolition of all existing buildings and structures within the application site. A total of 40 buildings (and/or structures) are to be demolished. All buildings will be demolished to slab level. All buildings and structures are contemporary with the establishment and subsequent development of the chemical works and date from the 1950's and later. The buildings are utilitarian and functional in nature and no buildings are considered to be of historic or architectural interest. Proposals for the disposal of demolition waste is considered below and in the Waste Management section of this report and measures relating to these works to ensure no adverse effects on nearby residents is considered in the Noise and Vibration section of this report.

Re-contouring of the site to form development platforms

8.72 The site is generally flat, sloping gradually northwards towards the River Mersey from 20m AOD to 16m AOD. As such the preparation of the site for development will not require significant earthworks to raise or lower levels. Nevertheless some re-contouring will be necessary. The ES states the development intends to achieve a zero cut-and-fill balance, with 95% of excavated material resulting from the proposed development to be retained and re-used on site. 70% of the demolition waste will also be retained and re-used on site. In addition the ES states it is assumed that an average depth of 0.3m of material across the whole site will need to be imported for surfacing. Details on the quantities of waste to be re-used on-site and the amount of material to be imported is considered in the Waste Management section of this report. The specific areas and extent of re-contouring works are not detailed in the application, therefore it will be necessary to attach a condition requiring details of existing and finished site levels prior to commencement of development.

New Access(s) off Manchester Road and emergency access(s) off the A1 road

8.73 Full planning permission is sought for the construction of the new junctions on Manchester Road and access roads part way into the site to serve the development. These proposals are considered in the Highways and Transportation section of this report.

Improvements to the A6144 Manchester Road/Flixton Road/Isherwood Road junction and the A6144 Carrington Lane/Carrington Spur/Banky Lane junction

8.74 Full planning permission is sought for improvements to these two junctions to mitigate the impacts of the additional traffic generated by the proposed

development. The principle of improvement works to the highway in order to accommodate traffic generated by the proposed development is considered acceptable. These proposals are considered in the Highways and Transportation section of this report.

Conclusion

- 8.75 The proposed residential development will deliver up to 725 dwellings which would make a significant contribution to the Council's housing land supply, make effective use of previously developed land and provide an element of affordable housing. The proposed employment development will deliver up to 46,450 sq. m and contribute to economic growth, provide around 1,060 new permanent jobs, 130 construction jobs per year and additional expenditure into the local economy to support the existing and new services. The proposed retail and health facilities in the Village Centre, the open space, play areas, footpaths and cycleways throughout the site and the improved facilities for the rugby club which will be accessible to the community, will provide facilities to support the needs of the new community. Collectively, the provision of employment close to residential, community facilities, including health centre, recreation and retail will help to deliver a sustainable mixed use development. This mass of development, together with the anticipated future quantum of development will see facilities such as a new school and improved public transport, being delivered (discussed elsewhere in this report). Therefore, the implementation of this scheme will act as a catalyst for further development and infrastructure. Determination of the application in accordance with the Core Strategy would not undermine the delivery of the GMSF draft proposals, because the GMSF proposals for the wider location incorporate the Core Strategy Policy framework which this application is consistent with.

9.0 LAYOUT, DESIGN AND IMPACT ON THE CHARACTER AND APPEARANCE OF THE AREA

Introduction

- 9.1 The layout, scale, appearance and landscaping of the proposed development are matters reserved for subsequent approval and as such the application does not include a specific layout for approval or details of the design and appearance of buildings. Nevertheless consideration has been given to how the layout and buildings can respond to the opportunities and constraints of the site and ensure it can accommodate the amount of development proposed in a manner that will deliver a community with a sense of place and good quality design that will meet the requirements of Policy SL5 and other relevant policies of the Development Plan and guidance in the NPPF.

Relevant Policy and Guidance

- 9.2 Policy SL5 of the Core Strategy requires development in the Carrington Strategic Location to demonstrate high standards of sustainable urban design in accordance with Policies L5 and L7. The Place Objectives for Carrington include CAO1: To create a high quality, sustainable residential development as part of high quality mixed use redevelopment scheme; CAO3: To maximise the re-use or redevelopment of previously developed/derelict land; CAO7: To improve and enhance the appearance and quality of the environment, including green and open spaces for recreational purposes and the public realm; CAO15: To provide clearly defined green corridors to join the urban fabric with the surrounding greenspace assets; and CAO16: To improve access to the surrounding open countryside.
- 9.3 The need to always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings is one of the core land-use planning principles set out in the NPPF (Paragraph 17). The NPPF emphasises the importance of requiring good design and states good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people (Paragraph 56). It states it is important to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes (Paragraph 57). Paragraph 58 requires that planning decisions should aim to ensure that developments adhere to a number of design principles. Planning decisions should also address the connections between people and places and the integration of new development into the natural, built and historic environment (Paragraph 61).

Applicant's Submission

- 9.4 The applicant has taken into account the site's opportunities and constraints and technical considerations (including ground conditions, ecology, highways and COMAH zones) and these have informed the application proposals. A full description of the concepts and rationale for the scheme are set out in the DAS and Design Principles document and referred to where relevant in the section below.
- 9.5 The application includes 4 no. Parameters Plans summarised as follows: -
- Land Use – This provides an over-arching spatial framework that will help structure and distribute the amount and extent of future development. The plan identifies proposed development parcels and land uses within each relative to the proposed access arrangements, movement framework and no-build utility corridors. This fixes the extent of development proposed.

- Movement and Access – This identifies the site access points and the main vehicular, cycle and pedestrian movement corridors through the site enabling the provision of clear development parcels based on this strategic movement network. The Plan identifies a hierarchy of roads (primary roads, secondary roads and tertiary roads), pedestrian/cycle routes and off road pedestrian routes. These internal routes are indicative only and full details will be determined at reserved matters stage.
- Green Infrastructure – This identifies the location, extent and type of green infrastructure throughout the site, including areas of Local Open Space, Natural, Semi Natural Green Space and play areas (NEAP, LEAPs and LAPs). This includes existing green assets to be retained and provision of new open spaces and facilities.
- Building Height – This identifies maximum building heights in each development zone and which subsequent reserved matters application(s) will comply with.

9.6 The application is also supported by an Illustrative Masterplan, Character Areas Plan, Green Infrastructure Strategy and Landscape Design Code which provide further detail on the proposals for the site. The Illustrative Masterplan provides an indicative layout as to how the development could be accommodated within the site area and the internal layout arranged, having regard to the development parameters set out on the above plans - the Masterplan demonstrates one potential solution as to how the site could be developed and the DAS confirms this should be seen as a guide rather than being prescriptive. The Character Areas Plan identifies five different character areas across the site in recognition of the need for some variation in character across the site given its size.

9.7 The Illustrative Masterplan identifies building forms and relationship with open space which are guided by the principles and parameters set out in the DAS. The Masterplan “... looks to create a destination with a unique identity, bespoke to Carrington which responds to new and existing built form and the surrounding environment”.

Assessment

9.8 The location and extent of the different types of land use throughout the site are set by the Land Use Parameters Plan which provides an over-arching spatial framework for the proposed development. In summary the proposed Village Centre (referred to as ‘Village Heart’ by the applicant and throughout this section) would be located centrally within the development with the residential areas to either side extending between Manchester Road and the A1 road to the south. The Rugby Club is proposed on the western edge of the proposed residential area and would act as a buffer between residential development and Air Products to the west of the site. Areas of open space are distributed throughout

the residential areas and along the site boundaries. The employment development is proposed on separate parcels of land detached from the main part of the site, adjacent to existing employment uses and away from the proposed residential areas. This arrangement of land uses is considered to be logical and provides a clear framework for the development of Carrington Village.

Residential Areas, Village Centre, Rugby Club and Open Space

- 9.9 The proposed Village Heart would form the focal point for the development by virtue of its central location, frontage to Manchester Road and being adjacent to the central access into the site. This is also located within the historic centre of the village, close to a cluster of historic buildings on Manchester Road and School Lane and existing local amenities (the Windmill Inn and car boot site). Its central location in the village and the types of uses proposed (retail and a health centre) would encourage activity to this part of the site and consequently this will become a focus for the new and existing community, as well as a gateway into the new development from Manchester Road. Together with the public open space at this entrance between the buildings and Manchester Road, the Village Heart has the potential to create a strong focal point and a sense of place for the village. It is considered essential that the buildings within the Village Heart are a high quality design and distinctive in order to achieve a sense of place and identity given their importance to the scheme. This will be assessed when details of appearance are submitted at reserved matters stage, however a Design Framework will assist in ensuring this is secured. It is considered the land on the opposite side of Manchester Road (the current car boot site) also has potential to form part of a new village centre in conjunction with the proposed development. Although this land is in different ownership and not part of this application, it nevertheless provides a future opportunity to create a larger village centre and focus for activity and interaction in the village and integrate the existing residential area with the proposed development. The DAS acknowledges the scope for this land to form part of the Village Centre in future and that the proposed Village Heart can act as a catalyst for future related community development.
- 9.10 In addition to the Village Heart as a gateway into the development, the scheme seeks to create gateways along Manchester Road on the approach into Carrington; a taller landmark building is proposed at the corner of Manchester Road and Ackers Lane (most likely to be three storey apartments) orientated to have a presence from the road on the approach from the east, whilst on the approach from the south west the 'Business Gateway' would comprise commercial units that face Manchester Road with landscaping creating a vibrant area for future investment and development. Subject to the detailed siting and design of buildings which will be considered at reserved matters stage, it is considered buildings in these locations can make a positive contribution to the Manchester Road street scene.

Frontages

- 9.11 A key aim of the scheme is to open up and enhance views of the site from Manchester Road compared to the existing situation in order to provide a stronger interaction with the village than the site does currently. Large parts of the site are currently screened from Manchester Road by a continuous line of trees, hedges and vegetation along the boundary with only limited views into the site and there are no buildings that face the road (with the exception of Carrington Garage). Consequently there is a lack of presence to Manchester Road and interaction with the village, particularly the section of the site from Ackers Lane to the Business Park with only the existing Rugby Club site affording views into the site. The intention is to change the perception from that of an enclosed industrial area to a predominantly residential area which forms an integrated part of the village and with views into the development. The Green Infrastructure Strategy sets out the approach to landscaping along Manchester Road which is reflected in the Parameters Plans. In summary for the section of Manchester Road from Ackers Lane up to the western edge of the existing BTS site, it is proposed to remove existing vegetation to open up views between Manchester Road and the development. Along this section of Manchester Road, residential development would be set back approximately 20m from the road with a wide grass verge with trees between Manchester Road and the proposed development, allowing for views of buildings on the edge of the development and views into the site. At the Village Centre and site entrance at this location, a number of trees would be removed to open up views of the proposed buildings and into this key part of the site. For the western part of the site a large proportion of the existing vegetation along Manchester Road will be retained, with vegetation proposed for removal to facilitate vehicular and pedestrian access where necessary.
- 9.12 In relation to the A1 road to the south of the site, the intention is for housing to back onto or be positioned side on to the road rather than facing given the potential for the A1 road to become a major route in the future and employment development to the south. The Illustrative Masterplan indicates a potential 4m wide landscape buffer zone to the A1 road. For the road itself, the Green Infrastructure Strategy states this will be formalised with an avenue planting scheme of formal trees set within a grassed verge. This would give a 'soft' edge to the development site and alongside the footpath whilst also ensuring acceptable levels of privacy and security to the future occupants. This is considered an acceptable approach to avoid potential conflict between residential development and existing and/or future industrial use on the opposite side of the A1 road and future traffic noise on A1 road in the event the A1 road is subsequently opened up as a link road. The adjoining land to the south of the site is within the Carrington Strategic Location and likely to form future phases of employment development. Residential development of the application site to the extent shown on the Land Use Parameters Plan would not affect the potential for this land to be brought forward for development in accordance with Policy SL5. The Land Use Parameters Plan and Illustrative Masterplan indicate dwellings

would be set back from this boundary and boundary treatment is proposed that would provide screening.

- 9.13 The Isherwood Road part of the development would comprise a small number of dwellings effectively infilling the open pasture land between the rear of existing properties on Ackers Lane and the west side of Isherwood Road. Three separate access roads off Isherwood Road are shown on the Illustrative Masterplan to serve three small groups of dwellings. This land is greenfield although not designated as Green Belt, Protected Open Space or Other Protected Land. The Green Infrastructure Strategy recognises this part of the site adjoins countryside and the scheme seeks to provide native planting consisting of native hedgerows and hedgerow trees to align with the frontage and harmonise this boundary with the adjacent rural character.
- 9.14 Prominent development edges have been identified on the Parameters Plans where there is an important relationship between new buildings, entry points and areas of significant community activity. Along these frontages development would be orientated to positively address and overlook these edges and this will be incorporated in subsequent reserved matters applications. These important frontages include: -
- 'Gateway' entrances into the site along Manchester Road;
 - Positive frontage along Manchester Road;
 - The primary access roads alignment throughout the development;
 - Areas of green infrastructure which occupy particularly prominent points within the development;
 - Positive frontage along the edges of green infrastructure; and
 - Landscaped screening to the rear of the site onto the A1 road.

Internal Layout

- 9.15 The internal layout of the site is a matter for consideration in subsequent applications for reserved matters, nevertheless the Parameters Plans set out a framework which will inform the layout. An internal layout is also provided on the Illustrative Masterplan, although this is submitted to demonstrate one potential solution to achieving the design principles and should not be seen as prescriptive. The internal layout will in part be dictated by the Parameters Plans submitted for approval, which commit to the position of the access roads serving the site, which in turn affects the likely primary access road alignment throughout the development, and confirms the areas where green infrastructure will be retained and provided throughout the site, including local open space, natural and semi-natural green space and play areas.
- 9.16 The DAS and Design Principles document describe that different focal points and vistas will be provided at key locations, creating local identity for that particular area and aiding wayfinding. It is considered that future development should incorporate more significant buildings and/or green space at the end of key vistas

to add visual interest. The Parameters Plans summarised above will enable different focal points to be provided throughout the site at key locations. The layout will be arranged in a way that enables open spaces to enhance community integration. Where possible, development wraps around or is adjacent to open spaces. Dwellings will in general front onto the open spaces ensuring active frontages to public spaces and natural surveillance of the open spaces.

Movement and Access

- 9.17 The Movement and Access Parameters Plan identifies a hierarchy of primary roads, secondary roads and tertiary roads, cycle routes and pedestrian routes. Primary roads through the site link to the proposed junctions with Manchester Road. Secondary roads would provide connections off the primary roads to provide a comprehensive network of north-south, east-west movements and connections to less formal routes, which will interconnect the development and give priority to pedestrians and cyclists. Tertiary roads will comprise shared surfaces and green pedestrian and cycle links, connecting development with amenity green space and the surrounding landscape. The approach to movement and access acknowledges that access is only possible from Manchester Road, therefore the network is intended to help distribute movement between the four access points proposed.
- 9.18 Separate pedestrian and cycle routes within the site are indicated adjacent to, but separate from, vehicle routes to provide safer and more attractive routes for pedestrians and cyclists between residential areas and the proposed Village Centre and recreation areas within the site. Off road pedestrian routes are also indicated that would provide alternatives routes to roads used by traffic between the site and Manchester Road and Ackers Lane and within the site itself. The pedestrian/cycle network is shown to link to Manchester Road at three points and pedestrian routes at five points with Manchester Road and one with Ackers Lane. These pedestrian and cycle links will provide links between the development and the existing community, including providing opportunities for future residents and workers to cycle or walk between homes, employment sites and the existing village and surrounding area and also for existing residents to access the site and its facilities. The submission states the parcels of development will be designed around a permeable, legible and pedestrian friendly route network that encourages ease of access to recreational open spaces.
- 9.19 Improved access for residents on foot or cycling to the surrounding green space and open countryside is a requirement of Policy SL5 and has been considered. Natural England also encourages proposals to incorporate measures to help improve people's access to the natural environment. Opportunities for the application site to provide direct access to surrounding green space and open countryside are limited given the site is largely enclosed by Manchester Road, the A1 road, Ackers Lane and private land rather than green space and open countryside. Nevertheless the pedestrian and cycle links described above and

shown on the Movement and Access Parameters Plan would provide access between the site and the existing network of roads, footpaths and cycle routes around the site which in turn provide access to the wider footpath and cycle network, including the Trans Pennine Trail.

Green Infrastructure

- 9.20 The Green Infrastructure Parameters Plan sets out a network of green infrastructure throughout the site that will offer a wide range of ecological, environmental and social benefits. A total of 10.96 ha of green infrastructure would be provided within the residential development. This includes retention of existing trees and green space where possible (this is considered further in the Specific Green Infrastructure section of this report) and provision of new areas of local open space, natural and semi-natural green space, play areas and formal sports pitches. An assessment of these elements of the scheme is set out within the Spatial Green Infrastructure section of the report.
- 9.21 In summary the proposed green infrastructure network will form an integral part of the development, both in terms of use/functionality and in creating an attractive environment. These areas will incorporate a range of functions, not only providing areas for recreation, walking and cycling but also including land drainage and areas where ecology/biodiversity can benefit.
- 9.22 The main area of open space is an area of approximately 1.4ha located centrally within the site and which will include a NEAP facility, 'kick about' pitch, surrounding open space and landscaping. This area is in close proximity to the Village Centre, the main site access and adjacent to the primary east-west access road and a pedestrian and cycle route, thus ensuring good accessibility for residents and visitors and which will contribute to creating a sense of place to the development. Other areas of open space are positioned primarily on the edges of the development. The Natural and Semi-Natural Green Space comprises areas of existing woodland and vegetation to be retained and the creation of new areas. These are located throughout the site, primarily on the edges of the development, and will provide a more natural recreational experience for residents, as well as pedestrian and cycle routes and wildlife habitat. Some of the areas of Natural and Semi-Natural Green Space will also act as a buffer between residential areas and adjacent non-residential uses, including along the western section of Manchester Road and the retained Business Park and its proposed new car park. In addition to the NEAP within the main area of open space, other play facilities (LEAPs and LAPs) would be provided across the site. Proposed sports facilities comprise two grass pitches for Carrington Rugby Club and which will also be available to the community providing more formal facilities. Sports provision is considered in further detail in the Spatial Green Infrastructure section of this report.

- 9.23 Overall it is considered that the Green Infrastructure Parameters Plan identifies sufficient areas of local open space, natural and semi-natural green space, play areas and sports facilities throughout the site and in appropriate locations to soften the built form, address important frontages and provide opportunities for recreation, play and sport.

Building Height

- 9.24 The building height parameters have been developed in conjunction with the other development parameters to ensure the height of buildings respond to their location and context within the site and contribute towards creating a sense of place and visual interest throughout the scheme. The proposed housing is indicated as being predominantly two storey and two and a half storey, with buildings up to four storey proposed in the 'Village Heart' (apartments above the retail and health units) and up to three storey in the north east corner of the site adjacent to Manchester Road. The Building Height Parameters Plan confirms the following maximum height of buildings (to ridge height): 9m for two storey buildings; 10.5m for two and a half storey buildings; 11.5m for three storey buildings; and 14.5m for four storey buildings.
- 9.25 In summary the two storey housing is spread throughout the site including along the edges of the site (Manchester Road, A1 road, Ackers Lane and Isherwood Road) whilst the two and a half storey housing is generally set further into the site with some fronting Manchester Road. This is considered acceptable having regard to the surrounding context where existing residential properties along Manchester Road to the north and Ackers Lane to the east are predominantly two storey, with a small number of three storey buildings. The inclusion of taller buildings in the 'Village Heart' and in the north east corner of the site on Manchester Road will enable buildings in these key locations to form local landmarks and help define the gateways along Manchester Road. As four storey buildings will be considerably higher than other development within the site, the applicant will need to demonstrate at reserved matters stage that these buildings are of high design quality and can be assimilated into their surroundings without detracting from the character of the area. The variation in height across the site (in conjunction with appearance) can also assist in creating varied street scenes and distinction between different areas, which will contribute towards creating a place of interest and help avoid uniformity across the site.

Character Areas

- 9.26 Whilst matters of appearance and layout are reserved, the applicant has identified five 'Character Areas' to assist in creating a successful place and a cohesive overriding character within each area. The Design Principles document states the different approaches to character have been developed to create subtle changes in aesthetic and spatial arrangement through the development, which will fit comfortably into the surrounding area, enhance legibility, and create

a sense of place within different parts of the development. The Character Areas and supporting text in the Design Principles document is intended to set out the character that is envisaged and which should be taken forward as schemes are developed through the reserved matters stage. The Character Areas comprise a 'Village Heart', 'Central Village', 'Eastern Neighbourhood' and 'Western Village' within the residential part of the site and a 'Business Gateway' for the employment land to the west and the approach to each area is summarised as below.

Village Heart – located centrally within the development adjacent to Manchester Road and the central access into the site. This will act as an attractive mixed-use community hub. The Village Heart will provide a gateway entrance into the wider development area with mixed-use buildings up to four storeys in height. This space will be a focal point for the community, providing small retail units and, potentially, other facilities such as a doctor's surgery, with apartments above. The Village Heart will incorporate higher density residential units. Formal landscaping, including some hard surface public realm areas, will be used throughout the character area both to create areas of amenity and interest, a modern urban village hub and to ensure connectivity to the wider community.

Central Village - located centrally within the development extending between Manchester Road and the A1 road and comprising housing to the west and south of the Village Heart. This will comprise a higher proportion of smaller residential units in an urban/edge of settlement format. It also consists of vehicular access to the retained Carrington Business Park and its new car park area, which will be framed by a dense woodland/tree belt. This natural style landscape buffer zone will provide visual screening and separation between residential and business areas. Formal landscape treatments will be applied to the rest areas to create a modern urban living place. A large area of centrally located open space to include a NEAP and 'kick-about' area is to be located to the eastern extent of the Central Village and crosses into the Eastern Neighbourhood Character Area and as such is located adjacent to the Village Heart Character Area.

Eastern Neighbourhood - covers the eastern half of the site, extending from the Village Heart and Central Village up to Ackers Lane and including the land alongside Isherwood Road. This area will be characterised by lower density residential development with dwelling sizes varying from small to medium. Landscaping characteristic of the adjoining agricultural land to the east will be used on the eastern edge to provide a soft and responsive frontage to the Green Belt area on the opposite side of Isherwood Road. Landmark buildings will be located around the Manchester Road and Ackers Lane junctions to form the eastern gateway entry into the proposed development. This entry will link to the core of the proposed development on approach from the east.

Western Village - covers the western side of the site, extending from the Central Village to the west boundary of the site. This area will be of a lower density,

comprising family housing and a higher proportion of larger houses (up to 4 bedrooms). The area's character will be principally defined by its natural features creating a 'green neighbourhood'. Selected existing woodland and hedgerows will be retained in the scheme and proposed landscaping will use large tree species and semi-rural landscape treatment to reflect the existing natural context. This character area will also accommodate the relocated rugby pitch, training area and clubhouse.

- 9.27 The principles set out in the Design Principles document for the proposed Character Areas will help ensure that subsequent reserved matters for each phase will fit in to the overall approach set out in the hybrid application and respond to the specific opportunities and features in each area outlined in the document. As such it is considered necessary to condition that the Design Principles document forms part of the permission and the reserved matters applications adhere to the principles therein. Additionally, as it is considered important to achieve a strong sense of place with a particularly high standard of design in the Village Heart, it is appropriate to require the submission of a Design Framework document prior to the submission of any reserved matters applications for this part of the site. A Design Framework would provide more detailed design guidance and certainty for developers to work within when submitting reserved matters applications, ensuring that the Council's place aspirations for the Village Heart are delivered.

Design and Appearance

- 9.28 The design and appearance of buildings will be considered at the reserved matters stage, nevertheless the Design Principles document sets out an acceptable general approach to appearance for each Character Area that will ensure buildings respond to their context and address the public realm. The Design Framework for the Village Heart should help to ensure that a locally distinctive village centre is delivered, which can be distinguished from what are likely to be more typically suburban areas of housing on other parts of the site.

Utility Corridors

- 9.29 A number of utility corridors (no building zones) are identified on the Parameters Plans and Illustrative Masterplan due to the presence of services/utilities within the site, two of which extend north-south through the site and others which extend through parts of the western side of the site. These areas would be protected from development and above ground would comprise linear grassland corridors and/or roads.

Employment Areas

- 9.30 The proposed employment development is located on land west of the proposed residential area, on both the east and west sides of Manchester Road and is

identified as a 'Business Gateway'. This will act as a formal entry point into Carrington on approach from Partington and the south west and would complement existing businesses in the vicinity which include Air Products, Saica Paper Mill and Carrington First on Manchester Road. The employment area will include a range of employment units suitable for Use Classes B1, B2 and B8, including offices and commercial units in a semi-formal landscaped setting. Although approval is not sought for the number and size of buildings at this stage, the Illustrative Masterplan indicates 60 units of varying sizes in this area. The DAS states that higher profile B1 uses up to three storey are proposed on the corner of Manchester Road and the A1 to create the intended 'gateway' at the junction of the A1 road. Semi-formal landscape treatment will be used within the Business Gateway and will provide amenity space for workers and users of the area.

- 9.31 The Illustrative Masterplan shows large warehouse type units on the north west side of Manchester Road following the alignment of the road and a mix of units on the two parcels of land on the eastern side of Manchester Road. There are high voltage cables and pylons running across the rear part of the land on the west side of Manchester Road; these are to be retained and mean that building will only be to the front part of the site.
- 9.32 The Movement and Access Parameters Plan identifies four access roads to serve the employment sites from Manchester Road (two on each side of Manchester Road) and two emergency access roads off the A1 road. Primary, secondary and tertiary roads are indicated to serve the sites from these four site access locations.
- 9.33 The Green Infrastructure Parameters Plan identifies 2.91 ha of open space in the employment area, comprising 1.39 ha of Local Open Space and 1.52 ha of Natural and Semi-natural green space, predominantly along the site boundaries which will soften the built form. A strategy for landscaping along Manchester Road and within the proposed employment sites is identified in the Green Infrastructure Strategy and summarised in the Specific Green Infrastructure section of this report.
- 9.34 The height of buildings in the employment areas is indicated as two storey and up to 20m high on the west side of Manchester Road and on the east side of the road south of the A1 road; two storey up to 10m high on the east side of the road north of the A1 road; and three storey up to 12m high on the east side of the road south of the A1 road. Buildings of this height are considered acceptable on this part of the site having regard to the surrounding context, which comprises large scale industrial buildings at Saica, Basell, Air Products, Carrington First and Carrington Power Station.
- 9.35 The layout, scale and appearance of development in the employment areas will be given significantly more consideration as part of a reserved matters

application(s), however the Parameters Plans, Illustrative Masterplan and supporting documents demonstrate an appropriate form of development that will address the Manchester Road frontage, provide sufficient green space and landscaping and provide sufficient parking and servicing/manoeuvring.

Conclusion

- 9.36 The Parameter Plans and supporting DAS and Design Principles documents demonstrate that the site can accommodate the quantum of development proposed and set an appropriate framework for the submission of further details at reserved matters stage. Details of the appearance, layout, scale and landscaping of the proposed development will be considered in the context of these plans and documents and a Design Framework for the Village Heart, and will ensure the proposed development creates a high quality, locally distinctive development that is appropriate to its context. As such the proposed development is in accordance with Policies SL5, L2 and L7 of the Core Strategy and the relevant sections of the NPPF.

10.0 HIGHWAYS AND TRANSPORTATION

Introduction and Background

- 10.1 Access to both parts of the site from both directions is solely from Manchester Road-Carrington Lane (A6144) which extends from Junction 8 of the M60 (via Carrington Spur) and Sale to the east and Partington and beyond to the south west. The A6144 is a busy A road and congested at peak times as a result of the volume of through traffic between Partington, Lymm and beyond south west of Carrington, and the M60 and Sale to the east. There are also a number of existing businesses based in Carrington. These include two haulage/transportation firms on the site which generate HGV traffic on Manchester Road (BTS Haulage Ltd and TIP Europe Ltd) and traffic associated with existing uses at Carrington Business Park. Existing traffic problems through Carrington are attributed to the volume of traffic using the road (through traffic and to a lesser extent local traffic), the lack of alternative routes, junction constraints and capacity issues on the M60.
- 10.2 The Core Strategy recognises that transport infrastructure in Carrington is limited and will need to be improved to accommodate the future development envisaged in the Carrington Strategic Location. The Spatial Profile for Carrington states: *“As with its neighbouring Place, Partington, transport infrastructure is very limited; a single road – the A6144, connects it and Partington to the Carrington Spur off the M60 and Manchester in the north and Cheshire in the south. As a consequence, access to the Regional Centre and Trafford’s four town centres is very poor”*. It identifies one of the key issues facing Carrington as *“The need to reduce its physical isolation through the delivery of improved transport links”*.

- 10.3 References to Part WGIS and Full WGIS within this chapter refer to the Western Gateway Infrastructure Scheme. Implementation of WGIS will be split into two stages. Part WGIS is currently under construction and involves connecting the A57 in Salford with Trafford Park, via a new bridge over the Manchester Ship Canal. Improvements to Junctions 10 and 11 of the M60 and Bridgewater Circle on Trafford Boulevard are also underway. Full WGIS involves works to the M60 and the closure of some slip roads. Elements of Part WGIS will subsequently be linked to Junctions 10 and 11 of the M60. The overarching aim of the WGIS scheme is to facilitate development within the 'Western Gateway' Area's strategic development sites by increasing road capacity.
- 10.4 It is widely acknowledged that traffic conditions on the strategic road network at peak times, and particularly between J8 and J13 of the M60, are very congested. As a result, various initiatives are in place to attempt to ameliorate this congestion. The Manchester Smart Motorway project is introducing hard shoulder running between J8 of the M60 and J20 of the M62, with construction now at an advanced stage. A strategic study looking at the Manchester North-West Quadrant was commissioned by the Department for Transport in 2014 to explore options for improving the transport network between junctions 8 and 18 of the M60. The Council's Core Strategy and CIL Regulation 123 list identify various infrastructure improvements to improve capacity on the strategic road network and enable development to proceed. An application for funding for the proposed A1 link road to and through the Carrington site has been submitted to the Department of Transport.
- 10.5 The Draft Greater Manchester Spatial Framework refers to a new link road proposed in GMSF from the M60 around New Carrington and over the Manchester Ship Canal to the M62. This further highlights the longer term intention to deliver significant new road infrastructure to support the amount of development proposed in the Carrington area; should the GMSF proposals progress.

Relevant Policy and Guidance

- 10.6 Policy SL5.1 of the Core Strategy states that development in the Carrington Strategic Location will be supported by substantial improvements to both public transport and road infrastructure. Policy SL5.2 states that the Location can deliver:
- New road infrastructure to serve the development area to relieve congestion on the existing A6144.
 - Significant improvements to public transport infrastructure by improving access to Partington, the Regional Centre and Altrincham with links to the Metrolink system.

The Development Requirements identified in Policy SL5.4 state that in order for development to be acceptable it will require contributions towards schemes to

mitigate the impact of traffic generated by the development on the Strategic, Primary and Local Road Networks; these include public transport and highway infrastructure schemes.

- 10.7 The Place Objectives further identify the need to reduce the physical isolation of Carrington and include the following: CAO18: To secure significant improvements to the public transport infrastructure, including connecting Carrington with the rest of Trafford and beyond; CAO19: To secure improvements to the transport infrastructure including linkages to the motorway network; CAO20: To secure improvements and use of pedestrian and cycling facilities along routes such as the Trans Pennine Trail; and CAO21: To investigate opportunities to link this part of Trafford directly with Salford.
- 10.8 The following relevant transport infrastructure requirements are identified on the CIL Regulation 123 list:-
- New Link Road to and through the development site at Carrington;
 - Western Gateway Infrastructure Scheme (WGIS);
 - Significant improvements to public transport in Carrington and Partington.
- 10.9 Policies L4 and L7 of the Core Strategy set out further requirements in relation to transport and accessibility. In summary Policy L4 states that the Council will promote the development and maintenance of a sustainable integrated transport network that is accessible and offers a choice of modes of travel to all sectors of the local community and visitors to the Borough. This includes by ensuring that, as appropriate, development proposals within less sustainable locations throughout the Borough, including sites within the Strategic Location of Carrington will deliver, or significantly contribute towards the delivery of, measures to secure infrastructure and services that will improve access to more sustainable transport choices.
- 10.10 With regards to the pedestrian and cycling network Policy L4.4 states developers should demonstrate how their development will contribute towards these connections and deliver quality cycle and walking infrastructure where appropriate. Policies L4.6 to L4.9 seek to ensure that the Strategic, Primary and Local Road Networks are protected and maintained to ensure that they operate in a safe, efficient and environmentally sustainable manner, including securing appropriate infrastructure improvements / mitigation measures at an appropriate time. Policy L7 states that development must incorporate vehicular access and egress which is satisfactorily located and laid out having regard to the need for highway safety; provide sufficient off-street car and cycle parking, manoeuvring and operational space; and provide sufficient manoeuvring and operational space for service vehicles.
- 10.11 The NPPF states that all developments that generate significant amounts of movement should be supported by a Transport Statement or Transport

Assessment and that decisions should take account of whether the opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure; safe and suitable access to the site can be achieved for all people; and improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe (Paragraph 32). Decisions should ensure developments that generate significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised (Paragraph 34).

10.12 The NPPF further states (Paragraph 35) that developments should be located and designed where practical to:

- accommodate the efficient delivery of goods and supplies;
- give priority to pedestrian and cycle movements, and have access to high quality public transport facilities;
- create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians, avoiding street clutter and where appropriate establishing home zones;
- incorporate facilities for charging plug-in and other ultra-low emission vehicles; and
- consider the needs of people with disabilities by all modes of transport.

Applicant's Submission

Proposals

10.13 Nine access roads into the site are proposed from Manchester Road to serve the development; four to serve the residential development (one of which is the retained access to the Business Park), one to serve the rugby club and four to serve the employment sites. All of these are new with the exception of the retained Business Park access and the access at the proposed Village Centre which would utilise the existing access to BTS Haulage. Two emergency access roads from the A1 road south of the site to serve the employment sites are also proposed.

10.14 The application proposals also include junction improvement schemes at the junction of the A6144 Manchester Road with Flixton Road and Isherwood Road and at the junction of the A6144 Carrington Lane with Carrington Spur and Banky Lane in order to mitigate the potential impact of the development at each of the junctions and provide an overall improvement in highway capacity.

Transport Assessment

- 10.15 The application is supported by a Transport Assessment (TA) which considers the transport and highways implications of the proposed development. The scope and methodology for the TA is considered below.
- 10.16 The impact on the M60 motorway has also been assessed in the TA. The extent of this assessment relates to the extent of Highway England's traffic model for this part of the network, namely Junction 8 to Junction 13 of the M60.
- 10.17 The TA includes assessment of the existing highway conditions and accessibility of the site, a trip generation forecast using the industry standard TRICS software package and calculation of net traffic generation (i.e. taking into account existing uses that will vacate the site), trip distribution, assessment of future year traffic flows on the highway network by 2026 and modelling of traffic flows, including at existing junctions. The TA has taken into consideration existing and approved developments in the vicinity and these are included in the baseline model of traffic flows used in the TA. This includes forecasts of major developments that are proposed within the area, including the recently completed Carrington Power Station; the approved Trafford Power station; the applications for development on land at Lock Lane, Partington and the Trafford Waters development which have a Planning Committee resolution to approve subject to a S106 agreement (and in the latter case, to investigate the possibility of further phasing); and the pending application for 43,874 sq. m employment development on land off Common Lane, elsewhere on this agenda. The thresholds for impact measurements are based on guidelines from the Institute of Environmental Assessment (IEA).
- 10.18 Impacts during the construction phase have also been considered in the submission. A Construction Traffic Management Plan will be prepared and implemented to ensure no adverse impacts during this phase.
- 10.19 The conclusions of the TA in terms of the impact of traffic generated by the proposed development is as follows: -
- Extensive traffic modelling has been undertaken. Following consultation with the Council and TfGM, it was also agreed that the Land off Common Lane development should be included in the 'do something' scenario only, to capture the cumulative impacts of both developments when compared to the 'do minimum' scenario. Using traffic generated by both developments, modelling has been undertaken at a number of surrounding junctions, in addition to proposed site access junctions.
 - Highway impact assessments have demonstrated that through the provision of measures to improve vehicle capacity at a number of junctions, the impacts of traffic generated by the Carrington Village and the Land off Common Lane developments can be appropriately mitigated. It is therefore considered that the local highway network, with appropriate mitigation, will be suitable to

accommodate the Carrington Village and Land off Common Lane even at peak times. Further sensitivity tests have been undertaken at the request of TfGM to consider the effect of suppressed demand on the local highway network. The proposed mitigation measures have been demonstrated to provide benefit when compared to a 'do minimum' scenario even when considering this suppressed demand.

- Where there are existing congestion issues, the proposed mitigation works will provide some relief to the extent that the junctions on the local highway network will operate at an improved level compared to the base scenario.
- In a wider context, it is considered that congestion issues on the SRN may have impacts on the highway network surrounding the Carrington Village Site. A strategic study looking at the Manchester North-West Quadrant, was commissioned in December 2014 by the Department for Transport (DfT). Its primary aim is to explore options for improving the transport network between junctions 8 and 18 of the M60, part of the SRN. These improvements, in addition to Smart Motorway highway schemes currently being implemented on the SRN, are likely to have benefits for the Carrington Village site.
- Following consultation with Highways England, the requirement for modelling assessments to be undertaken was identified, in order to quantify the cumulative impacts of the Carrington Village and Land off Common Lane site traffic on the M60. This modelling exercise was undertaken by Mouchel using an existing M60 West Vissim model. Results from these assessments demonstrate that increases in travel time as a result of the development are negligible in the AM and PM peak hours in the 'Opening Year' scenario. Results, for the 'Future Year' scenario demonstrate that, where there are increases in travel times, these increases represent a small increase as a percentage i.e. no change in the AM peak period and 2% during the PM peak period.
- It is concluded that by providing a range of measures to increase vehicle capacity at junctions forecast to suffer from capacity issues during peak periods, the impacts of proposed development traffic can be accommodated. It is therefore concluded that the proposed development is acceptable in transport terms.

10.20 The TA also notes the following: -

- There is an existing network of footways and cycle routes within the vicinity of the site providing connectivity and the wider area. Pedestrian facilities will be provided within the site boundary and key routes to and from external areas of the site will be designed to prioritise pedestrian connectivity. Cycle access will also be considered and appropriate facilities will be provided within the scheme as part of the travel plan, which will connect into the existing wider cycling facilities along Flixton Road and the signal junction with Flixton Road.
- Public transport accessibility of the site has been assessed. The site benefits from a number of existing bus services, providing connectivity between destinations such as Manchester City Centre, the Trafford Centre, Altrincham

and Sale. Existing bus services also provide connectivity between the site and Flixton rail station at 30 minute intervals. The proposed development will significantly increase the size of this residential community, which may increase the demand for bus services in the area and create an additional market for bus operators leading to additional services.

10.21 The application is also supported by an Interim Travel Plan, which sets out measures to encourage the use of sustainable modes of transport as an alternative to the car and ensure that future residents, employees and visitors will have a choice and range of travel options. The Travel Plan identifies potential pedestrian and cycle friendly measures that could be implemented over both the short and long term to improve pedestrian and cycle amenity surrounding the site. Other initiatives identified include a Travel Plan Steering Group and Travel Plan Working Group and a Travel Plan Co-ordinator.

Assessment

Methodology

10.22 The methodology underpinning the Transport Assessment and the extent of the network for assessment for both the highway capacity and highway safety analysis is considered to be acceptable to, and has been agreed with, the LHA, TfGM (Transport for Greater Manchester) and HE (Highways England). The network included the following junctions:

- Flixton Road / Isherwood Road / A6144 Manchester Road (signals)
- Carrington Lane / Banky Lane / A6144 Manchester Road (signals)
- Common Lane / A6144 Manchester Road, (priority)
- Air Products Access / A6144 Manchester Road (priority)
- Trafford Energy Park / A6144 Manchester Road (priority)

In addition to the above junctions the proposed access junctions into the development, including the retained Carrington Business Park access were included within the network study.

10.23 The priority junctions were assessed using JUNCTIONS 8 traffic modelling software whilst the signalled junctions were assessed using LINSIG. Both software packages are the industry standard for assessment of these types of junction and their use is therefore considered appropriate by the LHA. The assessment of the priority junctions used a series of existing traffic surveys to establish baseline conditions for a 2016 base year for analysis. The traffic surveys also revealed the AM Peak for commuter traffic to occur is between 08:00 - 09:00 and the evening PM Peak is between 16:45 – 17:45.

10.24 In establishing future year traffic conditions it was calculated that the Carrington Business Park will be reduced in size by approximately 38%. Therefore, the

traffic generation associated with this element was reduced by this figure resulting in 100 vehicles in the AM Peak and 112 vehicles in the PM Peak being removed from the surveyed flows.

- All of the priority junctions studied within the base year testing showed sufficient capacity levels being maintained and that the junctions were operating satisfactorily.
- The modelling of the signal controlled junctions using surveyed traffic count data revealed that there was a suppressed demand being generated and that not all the traffic wishing to pass through the junctions was being represented in the modelling.

Therefore, to provide a satisfactory assessment of the existing capacity at the signal controlled junctions on A6144 Manchester Road, it was agreed that additional traffic should be added to the recorded flows to make up the shortfall in vehicles which are unable to pass through the junctions due to upstream congestion.

10.25 The assessment of the two signal controlled junctions showed that the Flixton Road / Isherwood Road / A6144 Manchester Road intersection, and the Carrington Lane / Banky Lane / A6144 Manchester Road junction were operating beyond their theoretical capacity and experiencing queuing and delays, particularly for eastbound traffic movements.

10.26 The baseline assessment therefore confirmed that any significant additional traffic entering the network would likely result in further junction saturation, delays and capacity impacts at the Isherwood Road / A6144 Manchester Road intersection and at the Carrington Lane / Banky Lane / A6144 Manchester Road junction.

Accident Analysis:

10.27 The reported personal injury data for a five year period between 1st December 2010 and 30th November 2015 has been assessed within the submitted Transport Assessment and there are no significant clusters or underlying trends which would point to contributing factors within the study area to indicate any concerns within the existing highway network.

Trip Generation:

10.28 The development traffic associated with the proposed Carrington Village was calculated through interrogation of the TRICS database; this database contains a collection of National traffic surveys of different development types which can be used for calculating person and vehicle trips. To correlate with the peak periods on the local network identified by the traffic surveys, the AM Peak was taken as 08:00 to 09:00 and the PM Peak as 17:00 to 18:00; TRICS databases do not

contain data specifically for 16:45 – 17:45. The category 'RESIDENTIAL – HOUSES PRIVATELY OWNED' was selected in the interrogation to represent the proposed residential element of the development.

10.29 The TRICS database provided the below residential trip generations:

Residential – Person Trips

AM Peak	Arrive	Depart	Totals
	106	476	582
PM Peak	323	175	497

Residential – Car Trips

AM Peak	Arrive	Depart	Totals
	67	299	366
PM Peak	203	110	313

10.30 The Carrington Village development also includes proposals for 46,450sqm of B1, B2 and B8 development with approximately 5% constructed as office space and 95% as industrial units. The TRICS database was again interrogated to provide appropriate trip rates for both B1 OFFICE and B2 INDUSTRIAL ESTATE. The proposed site traffic is therefore provided in the below table;

Proposed Development Traffic

	Residential	Office	Industrial	Total
AM Arrivals	67	33	167	267
AM Departures	299	9	82	390
PM Arrivals	203	6	36	245
PM Departures	110	29	166	305

10.31 The total traffic generated by the development is set out in the below table;

Net Traffic Associated with the Development

	Arrivals	Departures	Total
AM	+164	+372	+536
PM	+223	+194	+417

Trip Distribution:

10.32 The distribution of the residential development traffic onto the network was undertaken referencing the 2011 Journey to Work Census data. The distribution of the employment traffic used a combination of both the Census data, to identify employee commuter traffic, and also the existing turning proportions at the Carrington Business Park to identify the likely distribution pattern of HGV traffic movements.

10.33 The whole development traffic distribution onto the network was then applied using an assumed route choice to/from the various origins to the proposed Carrington Village destination.

10.34 The below table shows the percentage of development traffic applied to the various routes.

	Description of Route	Residential Traffic	Employment traffic
Route 1	To J8 M60	54%	50%
Route 2	To Partington and M6	26%	32%
Route 3	To Sale	14%	11%
Route 4	To Flixton	6%	7%

Committed Developments

10.35 The following developments have been considered in the Transport Assessment as 'committed developments' i.e. the traffic generated from these developments forms the baseline model from which an assessment of the traffic impacts of this development then takes place.

- Trafford Power Station, Manchester Road, Carrington;
- Carrington Power Station, Manchester Road, Carrington ;
- Lock Lane, Partington (residential development);
- Land off Common Lane, Carrington (up to 43,874sqm of B1 / B2 / B8);
- Basell Consolidation, Common Lane, Carrington;
- Trafford Waters, Urmston (residential / office / commercial development).

Effectively, by including the Common Lane development as a committed development, the cumulative impact of both developments on the network could

be calculated. For the purposes of the modelling of the strategic road network, both Carrington developments were put into the model to understand the overall effect.

Impact on Strategic Road Network

10.36 A significant proportion of the traffic generated by the proposed development is likely to access the M60 at Junction 8, with an average across the development types of 52%. Therefore, and in response to comments made by Highways England on the originally submitted TA, modelling of the M60 has been undertaken to assess the impact of traffic generated by the development on the Strategic Road Network (SRN). The impact generated by the development has further been tested on the SRN using the M60 West VISSIM model. This method of assessment was confirmed as acceptable by Highways England and is therefore accepted by the LHA.

10.37 The VISSIM model encompasses the M60 between Junction 8-13 and includes analysis of the morning and evening peak periods together with the proposals for the Western Gateway Infrastructure Scheme (WGIS). The WGIS scheme is to be implemented in two phases, 'Part WGIS' and 'Full WGIS' with both schemes being assessed for any impacts from the development proposals. The VISSIM model includes four hour segments for both the AM and PM periods i.e. 06:00-10:00 and 15:00-19:00. For the purposes of the assessment in the Transport Assessment the analysis was refined to focus on an individual peak hour within each of these periods (08:00-09:00 and 17:00- 18:00).

10.38 The traffic generation from the development was subsequently assessed against the model outputs provided by Highways England which included the following variables:

- Travel Time Routes (i.e. to assess journey times);
- Forecast Traffic Flows (i.e. to assess the increase in traffic flows);
- Network Performance Parameters (i.e. to assess parameters such as delay, latent demand, total travel time etc); and
- Queue Length Results (i.e. to assess the impact on queue lengths).

10.39 A number of scenarios were also identified by Highways England as being necessary to enable comprehensive testing of the M60 including:-

- an opening year 'Do Minimum 1' with Part WGIS and Committed Development (DM1);
- an opening year 'Do Something 1' with Part WGIS, Committed Development and both Carrington developments (DS1);
- a future year 'Do Minimum 2' with the Full WGIS scheme and Committed Development (DM2);

- a future year 'Do Something 2' with the Full WGIS schemes, Committed Development and both Carrington developments (DS2).

10.40 For the purposes of the SRN modelling Common Lane was excluded from the committed developments but both that scheme and that subject of this application were put into the model to understand the cumulative impact of both developments.

Highways England consultation response

10.41 The statutory formal recommendation contained within the consultation response from Highways England offers no objection to the proposals and does not seek to recommend any planning conditions.

10.42 However, the consultation response states that modelling carried out by consultants on behalf of Highways England concludes that there would be a significant impact on the operation of the strategic road network as a result of the Carrington development, summarised as follows: -

- A worsening of the congestion on the M60 clockwise, with the travel time between J8 – J13 predicted to increase to 8 minutes (7am – 8am) and 14 minutes (8am – 9am) in the morning peak period. To put this into context, the current average evening peak clockwise travel time through the network is approximately 13 minutes (4pm – 5pm), ranging from a minimum journey time of 9 minutes to a maximum of 18 minutes, demonstrating the unreliability of the network in operation. Between 5pm - 6pm this unreliability is more pronounced; the average journey time is 14 minutes, with a minimum journey time of 6 minutes and a maximum of 24 minutes. The consequence of the phased development is that network operation in the morning (8am – 9am) peak period becomes similar to that in the evening peak period, which is recognised as experiencing severe congestion.
- A worsening of the severe congestion on the M60 clockwise, with the travel time between J8 – J13 predicted to be 23 minutes (4pm – 5pm) and 37 minutes (5pm – 6pm) in the evening peak period. To put this into context, the current average evening peak clockwise travel time through the network is approximately 13 minutes (4pm – 5pm), ranging from a minimum journey time of 9 minutes to a maximum of 18 minutes, demonstrating the unreliability of the network in operation. Between 5pm - 6pm this unreliability is more pronounced; the average journey time is 14 minutes, with a minimum journey time of 6 minutes and a maximum of 24 minutes. The consequence of the phased development is that network operation in the morning (8am – 9am) peak period becomes similar to that in the evening peak period, which is recognised as experiencing severe congestion.

- The consequence of the level of predicted delay on the motorway will be to adversely affect network resilience and journey time reliability, as is evident in the evening peak modelled scenarios where instability in the model results in a lack of model convergence, which reflects the real world instability in resilience.
- A further consequence of this level of predicted delay will be to displace traffic onto the local highway network; the volume and scale of local highway affected is currently unforeseen, as this would require assessment in a strategic model such as that held by TfGM (HFAS), as this model has a much wider geographic scope in terms of local highway network coverage.
- A worsening of the severe congestion would bring into question the sustainability of the development.

10.43 Based on the above, HE are advised by their consultants that a case could be made that, due to the adverse impact of the severe congestion experienced on the M60 Motorway under the development proposals, there is a need for infrastructure to mitigate the impact on the motorway and refer to Policy SL5 of the Core Strategy and its supporting text which seeks to deliver contributions to schemes to mitigate the impact of traffic generated by development in the Carrington Strategic Location. HE is of the view that a future scheme to mitigate the impact of traffic generated by the development on the Strategic, Primary and Local Road Networks will need to be delivered. They express their disappointment that the need for infrastructure is not being considered or assessed at this stage as part of a masterplanned approach for the Carrington strategic allocation to ensure a holistic and sustainable approach to infrastructure provision.

10.44 HE also refer to their obligation to 'support local and national economic growth and regeneration'. Whilst HE state that they are disappointed that the need for infrastructure is not being considered at this stage, they do not conclude that they should make formal recommendations that would frustrate the determination of this and the Common Lane application. As such, they conclude that they offer no objection to the schemes. They take the view that despite there being significant traffic impacts on the strategic road network as a result of the Carrington applications, there wasn't a strong enough case or sufficient evidence to recommend refusal on the grounds that the impact of the development on the strategic road network was severe. As such, they conclude that they offer no objection to the schemes.

Severity of impact

10.45 Paragraph 32 of the NPPF states that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.

- 10.46 Highways England do not believe there is a strong enough case or sufficient evidence to recommend refusal of the application on the grounds that the impact of the development on the strategic highway network would be severe. However, it is not considered that Highways England have demonstrated that there would be an impact on the road network arising from these proposals which could be considered significant. The evidence suggests that the impacts would not be 'severe' in NPPF terms rather than there being insufficient evidence to suggest they would not be. It is apparent that there are a number of misconceptions from Highways England in respect of the baseline conditions against which the impact on the network from this development should be tested and compared against.
- 10.47 In their consultation response (although not in the modelling which underpins it) Highways England seek to compare *current* journey times (i.e. conditions on the SRN *now*) with the journey times predicted by the DS1 (opening year) and DS2 (future year) models. This is flawed. The correct comparison is between DM1 (Committed Developments and Part WGIS) and DS1 (adding the Carrington developments to DM1) or between DM2 (Full WGIS and Committed Developments) and DS2 (adding the Carrington developments to DM2). If traffic conditions on the M60 worsen from the current situation when modelling either DM scenario, this should not affect the consideration of the impact of the Carrington development as it should be the difference between the DM and DS scenarios which is considered when assessing whether an impact is severe. It is apparent, and understandable given their role in the management of the SRN, that Highways England are concerned that traffic conditions on the M60 will continue to worsen even with Part WGIS in place. Their consideration of the acceptability of this application as a statutory consultee under the Planning Acts should however be based on the specific impact on the network arising from the proposals and not future traffic conditions arising which are unrelated to this development.
- 10.48 Highways England also seek to compare existing PM journey times with future AM journey times and do not provide any baseline figures for AM journey times in their consultation response; despite the fact these were assessed and included in the modelling. Again, this is a flawed approach. The comparisons should only be made between journey times within the same particular time period.
- 10.49 HE also raise concerns about the impact of other schemes on the operation of the highway network. Other than Trafford Waters, which was included in the modelling, none of the other schemes of concern to HE are committed developments. They are therefore not part of the consideration of the impact of the Carrington applications. HE needs to respond to these schemes appropriately as they come forward as planning applications.

Opening Year results (comparing DS1 to DM1)

- 10.50 The opening year results shows that any forecast increase in travel times are marginal, following the build-out of the Carrington Village and Common Lane developments and with Part WGIS and other Committed Developments in place.
- 10.51 During the AM peak period (08:00 – 09:00), the largest increase in travel time, of 11 seconds, is forecast on the M60 South to North (J7 – J14 clockwise). This represents a 1% increase in travel times along this route. The average change in travel times, across all the predetermined travel routes within the model, is an increase of 1 second.
- 10.52 During the PM peak period (17:00 – 18:00), there are only marginal increases in travel times. The average change in travel times, across all the pre-determined travel routes within the model, is a reduction of 7 seconds, representing an average reduction of 2%.
- 10.53 It is acknowledged that outside of the AM peak period, and for shorter sections of the motorway, there may be slightly greater impacts. For example, when travelling between J8 and J13 clockwise, an increase in journey time of 1 minute 13 seconds is expected between 16:00 and 17:00; a 4.4% increase. This is offset however, by reductions in journey times at other times of the day. Between 17:00 and 18:00, also between J8 and J13, a reduction in journey time of 43 seconds is expected.
- 10.54 Nevertheless, when comparing the DS1 and DM1 scenarios, when taken individually and cumulatively any increases in journey times in the opening year scenario are not so significant that they could be considered a 'severe' impact in NPPF terms.
- 10.55 It should also be noted that the Carrington developments, both subject of this application, and the Common Lane application elsewhere on the agenda, have been combined when the journey time impacts have been calculated. The individual impact of the Carrington Phase 1 development (i.e. this application), will be less.

Future Year results (comparing DS2 to DM2)

- 10.56 The future year results also demonstrate a marginal increase in journey times on the M60 arising from the Carrington developments.
- 10.57 In the AM Peak (08:00 – 09:00) the largest increase in travel time, of 18 seconds, is forecast on the M60 Junction 8 to Junction 9 Clockwise. This represents a 16% increase in travel times along this route.
- 10.58 The average change in travel times, across all the pre-determined travel routes within the model, is an increase of 1 second.

- 10.59 During the PM peak (17:00 – 18:00), the largest increase in travel time, of 65 seconds, is forecast on the M60 South to North (J7 – J14 clockwise). This represents a 3% increase in journey times along this route. On the M60 Junction 8 to Junction 9 clockwise route, an increase is forecast of 44 seconds, which represents an increase of 6%.
- 10.60 The average change in travel times, across all the pre-determined travel routes within the model, is an increase of 11 seconds, representing an average increase of 2%.
- 10.61 Nevertheless, when comparing the DS2 and DM2 scenarios, when taken individually and cumulatively any increases in journey times in the future year scenario are not so significant that they could be considered a ‘severe’ impact in NPPF terms.
- 10.62 It should also be noted that the Carrington developments, both subject of this application, and the Common Lane application elsewhere on the agenda, have been combined when the journey time impacts have been calculated. The individual impact of the Carrington Phase 1 development (i.e. this application), will be less.

Infrastructure

- 10.63 Highways England consider that the Council’s Core Strategy policies indicate that mitigation is required for development at Carrington. They consider it disappointing that the need for infrastructure is not being considered or assessed at this stage as part of a masterplanned approach for the Carrington Strategic Location. The Core Strategy does identify a need for infrastructure improvements in order to bring the Carrington Strategic Location forward. Policy SL5 of the Core Strategy specifically refers to development in the Carrington Strategic Location being supported by ‘*substantial improvements to road infrastructure*’ and ‘*new road infrastructure to serve the development area to relieve congestion on the existing A6144*’. The Implementation section of the policy further refers to a ‘*Carrington Link Road to the Development Site*’.
- 10.64 However, the Core Strategy policies relate to the entirety of the Strategic Location and not only to the development subject of this application. The Strategic Location seeks to bring forward 1560 residential units and 75ha of land for employment activities. This application proposes 725 residential units and, combined with the Common Lane application, 27.13ha of employment land. There remains capacity for 765 residential units and a further 48ha of employment land within the Strategic Location. These applications do not therefore represent the full quantum of development envisaged by the Strategic Location allocation. The infrastructure requirements for the developments, and for this particular planning application, should therefore be considered on their own merits when assessed against the impact of the proposals.

- 10.65 A link road to bypass the A6144 through Carrington is not proposed as part of this application and the applicant's Transport Assessment and the analysis of the severity of the impact above demonstrate that this is not necessary to mitigate the impacts of the amount of development proposed in this application. [N.B. Subsequent applications for development in the Carrington Strategic Location will be assessed cumulatively with the Carrington Village development if approved (and any other committed developments) and may at that time demonstrate that there is a requirement for new road infrastructure in the form of a new link road].
- 10.66 Additionally, since the adoption of the Core Strategy in 2012, the Council has adopted its CIL Charging Schedule (2014) and Regulation 123 list (revised 2017). A number of infrastructure requirements are identified on the Regulation 123 list which would mitigate against highways impacts from development; i.e. WGIS, a new link road to and through the development at Carrington and significant public transport improvements in Partington and Carrington. It is not possible to require a separate contribution through a S106 agreement for infrastructure improvements which are intended to be brought forward by CIL as this would 'double dipping' and the CIL 123 list should be considered to be the expression of and effectively have superseded the Core Strategy policies requiring specific infrastructure projects now on the CIL 123 list to be brought forward through S106 or other developer contributions.
- 10.67 The inclusion of these infrastructure improvements on the CIL 123 list should also be taken as the Council's intent to secure this infrastructure and a clear recognition that mitigation of the effects on the M60 of the quantum of overall development envisaged by the Core Strategy (not just the Carrington Strategic Location) is required. The development subject of this planning application would make a significant contribution to CIL, and by association, these and other infrastructure improvements, of c. £1.3m.
- 10.68 The development would also make S106 contributions to individual infrastructure improvements on the primary and local road network (and which are not identified on the CIL 123 list), in order to mitigate against the impact of the development on this part of the road network. This mitigation is described in more detail below.

Network Spreading

- 10.69 Highways England's consultation response also stated that as a consequence of the impact of the development on the strategic road network traffic would be displaced onto the local road network (network spreading) and that the volume and scale of local highway affected is currently unforeseen. The Local Highway Authority acknowledge HE's concern however they also consider that the proposed highway improvements proposed at the Carrington Spur junction and at Isherwood Road by the developer will assist with accommodating the

Carrington Village development and help to distribute traffic impact through the local network and reduce network spreading. This will also assist in minimising any impacts on the strategic route network, as by easing congestion on the local network will help to make the latter routes a more attractive option for drivers.

- 10.70 The LHA therefore do not believe that the impact of the development would be 'severe' in NPPF terms on either the strategic, primary or local road networks and they raise no objection to the proposals.

Impact on Primary and Local Road Network

- 10.71 The committed developments listed above in Paragraph 10.35 were also included in the modelling of the impact of the development on the local road network. The resultant flows were then combined with the baseline traffic flows and the traffic assessment models re-run. New priority access junctions associated with the committed developments and the existing Carrington Business Park access, together with the proposed new site accesses, were also included in the modelling to provide a robust assessment of the future highway impacts that would be generated with the Carrington Village development in place, to a forecast year of 2026. As the Common Lane development was included in the committed developments, the modelling effectively demonstrated the impact on the network from both developments being in place.

- 10.72 It was also agreed that the flows used for the future year modelling would have no traffic growth applied as it was considered that the committed developments would account for all the traffic growth on the local network during this time. The future year assessments of the key junctions in 2026 are set out in the below tables.

- 10.73 The analysis as to how the junctions perform with the addition of the Carrington Village development are drawn from comparisons to the queue lengths forming at the junction stopline, referred to as the Mean Max Queue (MMQ) and, the Degree of Saturation (DoS) at the junction. This refers to the operational level of capacity at the junction. A DoS level of 95% or above would indicate that the junction is reaching its theoretical capacity. MMQ is measured in pcus (passenger car units) which is a means of enabling different types of vehicle to be assessed in a consistent manner by representing how much 'space' a vehicle takes up on a road e.g. a car is 1, a bus or HGV 2 and a motor cycle is 0.4.

Isherwood Road / A6144 Manchester Road / Flixton Road junction

- 10.74 The table below demonstrates the expected capacity of the Isherwood Road / A6144 Manchester Road junction in 2026 without the Carrington Village development and associated junction improvements in place.

2026 Future Assessment of the Isherwood Road / A6144 Manchester Road / Flixton Road Junction without Carrington Village Development

Lane Nos.	Lane Description (WB= Westbound etc.)	Movement	AM Existing		PM Existing	
			DoS (%)	MMQ (pcu)	DoS (%)	MMQ (pcu)
1/1 1/2	A6144 WB	Left Ahead	64% 57%	27	57% 57%	20
2/1 2/2	Isherwood Road	Ahead Left Right	37% 37%	2	42% 35%	2
3/1 3/2	Flixton Road SQUARE BRACKETS	Right Left	115% 115%	74	104% 104%	30
4/1 4/2	A6144 EB	Left Right Ahead	115% 115%	147	104% 104%	70
5/1	Flixton Road NB	Ahead	37%	0	33%	0
8/1	A6144	Ahead	5%	2	11%	1
8/2	A6144 EB	Ahead	53%	1	57%	1
10/1 10/2	A6144 WB	Ahead	100% 116%	52	102% 102%	34

10.75 The results show that the junction is forecast to operate in excess of its capacity during both the AM and PM peak periods. During the AM peak, the maximum DoS of 115% is forecast at the A6144 Manchester eastbound approach. Queuing is forecast to be approximately 150pcus.

10.76 During the PM period, the maximum DoS of 104% is forecast at the A6144 Manchester eastbound approach. Maximum queuing of approximately 70pcus is also forecast at the A6144 Manchester eastbound approach.

10.77 The model results for the Proposed Isherwood Road / A6144 Manchester Road / Flixton Road junction, including junction improvements and the traffic generated by the Carrington Village development are set out in the below table for comparison;

2026 Future Assessment of the Isherwood Road / A6144 Manchester Road / Flixton Road Junction with the Carrington Village Development and Proposed Junction Improvements

Lane Nos.	Lane Description (WB= Westbound etc.)	Movement	AM Proposed		PM Proposed		Development Impact (MMQ)	
			DoS (%)	MMQ (pcu)	DoS (%)	MMQ (pcu)	AM	PM
1/1	A6144 WB	Left	6%	0	3%	0	5	6

+1/2		Ahead	75%	31	68%	26		
2/1 + 2/2	Isherwood Road	Ahead Left Right	39% 39%	2	47% 47%	2	0	0
3/1 +3/2	Flixton Road SB	Right Left	112% 112%	65	97% 97%	20	-10	-10
4/1 +4/2	A6144 EB	Left Right Ahead	111% 111%	158	100% 100%	57	21	-13
5/1	Flixton Road NB	Ahead	38%	0	36%	0	0	0
8/1	A6144	Ahead	19%	2	27%	1	0	0
8/2	A6144 EB	Ahead	69%	1	73%	1	1	1
10/1 + 10/2	A6144 WB	Ahead	70% 70%	18	59% 59%	14	1	1
10/3	A6144 WB	Ahead	110%	30	98%	20	-3	-1

10.78 The maximum DoS is forecast to be 112% and 100% at the Flixton Road and A6144 Manchester Road EB approaches during the AM and PM peak periods respectively. The results demonstrate that although the proposed development would generate additional traffic, the overall effect with the proposed junction improvements would be to improve capacity at the junction beyond that required only to mitigate against the traffic flows from this development. There are therefore clear benefits the scheme is forecast to deliver when compared to the 2026 assessment, with reductions in queuing and improved capacity at the junction.

10.79 The increase in vehicular capacity provided by the scheme is forecast to benefit existing road users. It is therefore considered that the proposed mitigation scheme fully addresses the impact of the Carrington Village proposals, including the impact from any suppressed demand on A6144 Manchester Road.

Carrington Lane / A6144 Manchester Road / Banky Lane junction

10.80 The results to the modelling carried out at the Carrington Lane / A6144 Manchester Road / Banky Lane junction are set out in the following tables. The tables show the junction operating in 2026 without the development, followed by the table showing the results with the development traffic added and including the proposed junction improvements.

2026 Future Assessment of the Carrington Lane / Banky Lane / A6144 Manchester Road Junction without the Carrington Village Development

Lane Nos.	Lane Description	Movement	AM Existing		PM Existing	
			DoS (%)	MMQ (pcu)	DoS (%)	MMQ (pcu)
1/1 +1/2	A6144 WB	Right Left Ahead	94% 94%	22	112% 112%	132
2/1	Banky Lane	Ahead Right Left	0%	0	0%	0
3/1	Carrington Lane	Left	43%	8	57%	11
3/2	Carrington Lane	Ahead Right	95%	22	112%	35
4/1 + 4/2	A6144 EB	Left Right Ahead	94% 94%	23	112% 112%	74

10.81 The results show that the junction is forecast to operate in excess of its capacity during both the AM and PM peak periods. During the AM peak period, the A6144 Manchester Road eastbound approach has a DoS of 94% and a corresponding queue of 23pcus.

10.82 During the PM period, the maximum DoS of 112% is forecast at the A6144 Manchester eastbound and westbound approaches. Maximum queuing of approximately 130pcus is forecast at the A6144 Manchester westbound approach.

2026 Future Assessment of the Carrington Lane / Banky Lane / A6144 Manchester Road Junction with the Carrington Village Development and Junction Improvements

Lane Nos.	Lane Description	Movement	AM Proposed		PM Proposed		Development Impact (MMQ)	
			DoS (%)	MMQ (pcu)	DoS (%)	MMQ (pcu)	AM	PM
1/1 +1/2	A6144 WB	Right Left Ahead	100% 93%	29	107% 107%	109	7	-23
2/1	Banky Lane	Ahead Right Left	0%	0	0%	0	0	0
3/1	Carrington Lane	Left	47%	9	56%	11	1	0
3/2	Carrington Lane	Ahead Right	98%	25	106%	28	3	-8
4/1 +	A6144 EB	Left	99%	36	86%	31	13	-43

4/2		Right Ahead	99%		- 105%			
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- 10.83 During the AM peak period, the maximum DoS is forecast to be 100% at the A6144 Manchester Road westbound approach, with a corresponding queue of approximately 30pcus. At the A6144 Manchester Road eastbound approach, a maximum DOS is forecast with a corresponding queue of approximately 35pcus.
- 10.84 During the PM peak, the maximum DoS is forecast to be 107% at the A6144 Manchester Road westbound approach, with a corresponding queue of approximately 110pcus. The results demonstrate that although the proposed development would generate additional traffic, the overall effect with the proposed junction improvements would be to improve capacity at the junction beyond that required only to mitigate against the traffic flows from this development.
- 10.85 There are benefits that the improvement scheme is forecast to deliver when compared to the 2026 assessment, with reductions in queuing during the PM peak period. The increase in vehicular capacity provided by the scheme is also forecast to benefit existing road users. It is therefore considered that the proposed mitigation scheme sufficiently addresses the impact of the Carrington Village proposals, even considering the effects of any suppressed demand on the network.
- 10.86 The Local Highway Authority raises no objection to the proposals and is in agreement that the junction modelling for the future year assessments demonstrates that the key junctions on A6144 Manchester Road at Isherwood Road Crossroads and at the Carrington Lane / Banky Lane intersection will operate with no additional traffic impacts with the proposed junction improvements in place.

Common Lane / A6144 Manchester Road junction

- 10.87 The modelling within the transport assessment states that the Common Lane / A6144 Manchester Road junction will be approaching capacity in the future year assessment and that a junction improvement therefore will be required when the planned B1, B2 and B8 development proposals at Common Lane come forward.
- 10.88 Nevertheless, the Local Highways Authority considers this proposed improvement is also required as part of the necessary mitigation works for the Carrington Village development. The LHA considers a determining factor is that the adjacent Voltage Park employment site, although lightly occupied at present, should be included in the assessment as it has potential to generate further levels of traffic when operating at its full capacity. [N.B. This is the fallback position of potential traffic generation from the existing buildings on the Voltage Park site, not any proposed redevelopment of this site. The planning permission

for that redevelopment is no longer extant and cannot therefore be considered a committed development and included in the modelling].

- 10.89 Therefore, to ensure that satisfactory capacity is maintained at the Common Lane location and vehicles are able to enter and leave without undue delay, the LHA has undertaken a sensitivity test of the Common Lane / A6144 Manchester Road junction with additional traffic on A6144 Manchester Road representing a fully occupied Voltage Park site. The re-modelled junction is shown to operate satisfactorily with the proposed improvements in place and it is therefore required to be brought forward as part of the mitigation for the Carrington Village scheme. The sensitivity testing already carried out for the other affected junctions is considered to be sufficient to take into account any increased traffic generation from the fallback position at the Voltage Park site and there would not need to be any additional mitigation at these junctions as a result.

Mitigation: Proposed Junction Improvements

Common Lane/ A6144 Manchester Road

- 10.90 It is proposed to slightly widen the junction bell mouth with improvements to the kerb radii to help traffic turning in from A6144 Manchester Road (North). The existing splitter island is also removed from Common Lane and a new traffic island with illuminated bollards set at the junction mouth.
- 10.91 The improvements are designed to accommodate the swept paths of HGVs and increase the capacity of the junction and are considered appropriate and acceptable by the LHA.

Isherwood Road / A6144 Manchester Road / Flixton Road

- 10.92 The traffic modelling results for the Isherwood Road / A6144 Manchester Road / Flixton Road junction indicate that it is forecast to operate with increased levels of queuing during each peak period. A junction improvement scheme has been identified to address the level of queuing and congestion at this junction. An overview of the improvements is provided below and will include:-
- Widening on the westbound approach on the A6144. The widening is proposed to extend back from the second stopline at the junction and beyond the first set of traffic lights to increase capacity;
 - Widening on the eastbound approach on the A6144 to increase the length over which two lanes of traffic can form, this will also help to reduce the queue lengths forming at the junction; and
 - The provision of a bus lay-by (on the A6144 westbound) to resolve issues of traffic blocking back through the junction when a Bus is present at the Bus stop.

10.93 The LHA is satisfied that the proposed junction improvements will increase capacity at the junction and this is confirmed within the results to the 'proposed junction' modelling showing reductions in the queue lengths and improved capacity of traffic through the junction.

Carrington Lane / A6144 Manchester Road / Banky Lane

10.94 Concerning the Carrington Lane / Banky Lane / A6144 Manchester Road junction, the modelling results demonstrate that the junction is also forecast to operate in excess of its capacity during both the AM and PM peak periods.

10.95 A junction improvement scheme is therefore required to mitigate the increase in vehicular trips generated by the development. An overview of the modifications proposed is provided below and will include:-

- The two lanes on the existing westbound approach from Carrington Spur are proposed to be extended by re-aligning road markings. Highway widening is not proposed as part of this element of the scheme; and
- The two lanes on the eastbound approach from Carrington Lane would be extended back to increase storage at the junction. This may require widening the existing highway which will be determined during the detailed design of the off-site highway works.

10.96 Both of the above improvements are designed to improve capacity and reduce delays at the junction. The LHA is satisfied that the proposed mitigation at the junction is satisfactory and is in agreement that the traffic modelling of the amended junction demonstrates benefits in the PM peak.

Grampian Condition

10.97 The LHA considers that a Grampian planning condition which requires the agreed highway improvements to be implemented prior to the occupation of 100 housing units, or 2322sqm of B1(a) office or 9290sqm of B2 / B8 floorspace or a combination of the three, is an appropriate means of securing the proposed highway improvements. The trigger point has been calculated at the point at which the Carrington Village development would have an impact on capacity at these junctions and has been agreed with the applicant. It also reflects the proposed phasing of the development at a point at which it would be most practical to carry out the works. The appropriate developer contribution will be brought forward through the S106 agreement in order for the LHA to carry out the works. Separate agreements under S278 of the Highways Act are also required.

Public Transport

10.98 Existing accessibility to public transport in Carrington is limited to bus services; there are a number of bus stops on Manchester Road providing half hourly services between the following destinations: -

- Trafford Centre-Flixton-Partington-Altrincham (service 247)
- Partington-Urmston-Stretford-Manchester (253 and 255)
- Partington-Ashton upon Mersey-Sale-Sale Moor (260)

There is also a Partington Local Link door-to-door minibus service which provides a service between Carrington and key local employment centres. The nearest railway station to the site is Flixton and the nearest Metrolink stops are beyond acceptable walking distances to serve the development, although there is potential that some residents and workers may use these modes of transport in conjunction with cycling or bus travel.

10.99 Core Strategy Policy SL5.1 states that the Carrington Strategic Location can deliver significant improvements to public transport infrastructure by improving access to Partington, the Regional Centre and Altrincham with links to the Metrolink system. The Development Requirements identified in Policy SL5.4 state that in order for development to be acceptable it will require contributions towards schemes to mitigate the impact of traffic generated by the development on the Strategic, Primary and Local Road Networks; these include public transport and highway infrastructure schemes. The need for ‘Significant improvements to public transport in Carrington and Partington’ is also identified on the CIL Regulation 123 List.

10.100 The TA states that the proposed development will significantly increase the size of the existing residential community, which may increase the demand for bus services in the area and create an additional market for bus operators leading to additional services.

10.101 Both the LHA and TfGM highlight concern with regards to the availability of public transport to serve the proposed development and the lack of provision within the application for “*substantial improvements to public transport*” despite this being a requirement in the Core Strategy. Although the majority of the development is within 400m of a bus stop and therefore in accordance with the recommendations set out in the Institute of Highways & Transportation guidance with regards to walking distances; the development is considered not to be adequately served by Public Transport due to the current frequency of services operating along A6144 Manchester Road. A half hourly service to either Altrincham; the Trafford Centre; or Manchester is not considered to represent an attractive alternative to commuting by car or to accessing the site by car for employees.

10.102 Whilst future residents and employees of the proposed development will therefore have some access to a choice of travel mode, without further incentives or service improvements, the choice of public transport services on offer are unlikely to significantly reduce the amount of car travel generated by this development. Whilst the TA states that the proposed development will significantly increase the size of this residential community, which may increase

the demand for bus services in the area and create an additional market for bus operators leading to additional services, TfGM consider it is unlikely that the low density residential development proposed (35 dwellings per hectare), would generate sufficient additional demand for bus operators to provide additional bus services and comment that ideally higher density residential development would be more suited to supporting public transport services.

10.103 In terms of the requirement of Policy SL5 to deliver significant improvements to public transport infrastructure in this location to support development, it is acknowledged the application does not include any specific proposals to secure this. As stated above there is the potential that the significant increase in the size of the existing residential community may increase the demand for bus services in the area and create an additional market for bus operators leading to additional services. However, this is not guaranteed nor that any subsequent improvements would amount to “significant improvements” as stated in the policy. However, importantly in relation to this issue, and since the adoption of the Core Strategy, the need for significant improvements to public transport is now identified on the CIL Regulation 123 List and this is the mechanism by which such improvements should be provided. Where infrastructure is included in the CIL Regulation 123 List there is no requirement for a financial contribution from individual development proposals to contribute towards this infrastructure. As such, the significant improvements to public transport infrastructure required by Policy SL5 would be delivered by CIL at a future date and it is considered that this is the appropriate means of delivering these improvements.

10.104 TfGM also advise that it is important to protect the existing rail corridor (former Broadheath to Irlam rail alignment) to future proof the potential of an extension to the light rail network, as set out in Policy L4.9 of the Trafford Core Strategy. This proposal would not have any impact on that rail corridor, which is outside the site.

Travel Plan

10.105 The application includes an Interim Travel Plan which outlines a variety of measures that could be implemented in order to improve accessibility to the proposed development by non-car modes of transport. This will include residential and business Travel Plans. The LHA consider the targets and measures set out in the submitted Travel Plan to be appropriate. The appointment by the developer of a Travel Plan Co-ordinator to manage the Travel Plan and the proposed timescales for its implementation and the provision of employee surveys and monitoring information are also considered acceptable to the LHA and will ensure that the development maintains appropriate future sustainability. A condition regarding the Travel Plan is therefore required to be attached to any planning approval. TfGM also advise it is important to influence travel patterns at the beginning of occupation and therefore it is encouraging that

the application is accompanied by an Interim Travel Plan. If the Travel Plan is to be successful, it will be dependent on establishing a culture of sustainable travel behaviour at the outset, rather than on changing already established travel practices. The success of the Travel Plan measures will depend on their effective delivery and commitment from the occupiers and therefore robust arrangements for the implementation and running of the Travel Plan need to be included in the Framework Travel Plan.

Pedestrian and Cycle Access

- 10.106 To promote pedestrian access to the development it is proposed that a section of footway is installed alongside the western carriageway to A6144 Manchester Road, where there is currently no footway. This feature is considered appropriate and will need to be designed to highway adoption standards and the proposed works required to be undertaken as part of the S278 highway agreement.
- 10.107 Within the vicinity of the site there is a network of local cycle routes, including an on-road route that extends to the north along Flixton Road and a traffic-free route that extends from Isherwood Road to the south along Birch Road and Sinderland Lane. The site also benefits from close proximity to a National Cycle Route. The application states that proposed footpath and cycle provision across the site will enable linkages to the wider Public Rights of Way network to be made.
- 10.108 Within the site cycle routes are proposed on all primary access roads. Separate pedestrian and cycle routes are indicated on the Illustrative Masterplan adjacent to, but separate from, vehicle routes to provide alternative / safe routes for pedestrians and cyclists between housing and the recreation areas and other facilities on-site, encouraging use of these facilities by residents and visitors and will also connect to the principal entry points and surrounding routes and bridleways enabling access to the wider area.
- 10.109 TfGM comment that at any subsequent reserved matters stage; in order to maximise the benefits of the site's location in relation to active travel, it should be ensured that the pedestrian (and cycling) environment is designed to be as safe, convenient and attractive as possible, so as not to discourage people from accessing the site on foot / by bicycle. This should be applied both throughout the site layout, and also between the site and existing active travel networks.
- 10.110 The LHA will require the developer to implement additional cycle infrastructure and links to the wider cycle network so that each phase of the development is adequately served and is accessible by bicycle. This can be secured through the relevant reserved matters applications.

Proposed Site Access and Junctions from Manchester Road

10.111 The application proposes nine access roads from Manchester Road to serve the development. These include four to serve the proposed residential development, including the Village Centre, a separate access for the relocated Rugby Club and four to serve the proposed employment sites. Detailed designs have been submitted for these works, identifying the location, width and visibility splays at the proposed junctions. There would also be two emergency access points from the A1 road to the employment land. Access to a small number of the proposed dwellings (those to the east of Ackers Lane) would be via Isherwood Road. The LHA are satisfied with the details submitted of the proposed access junctions and recommend a condition to secure these details and protect visibility splays.

Internal Estate Roads

10.112 The internal network of roads indicated on the Movement and Access Parameters Plan and Illustrative Masterplan is not submitted for approval but is to demonstrate one way in which the development could come forward. These comprise a primary spine road linked to the three access points off Manchester Road and supporting secondary and tertiary routes. A separate pedestrian/cycle route is also indicated alongside the primary road and other roads within the site. The Design and Access Statement states that roads within the site will be designed in accordance with the Council's 'Highway Design Guide' and built to adoptable standards. This, and other matters of detail, will be brought forward through relevant reserved matters applications.

Public Rights of Way

10.113 A Definitive Public Right of Way (No.10) runs north to south through a small section of the northern part of the application site extending from Manchester Road (located to the west of Ackers Lane). This is identified as a pedestrian route on the Movement and Access Parameters Plan and would connect from Manchester Road to a further pedestrian route and the road network within the site. The application proposals do not propose to divert or change this PROW and it will be retained as part of the development.

Car Parking, Cycle and Motorcycle Parking

10.114 The proposed car parking provision is to be determined at reserved matters stage. It is noted the TA states that proposed parking levels will be in line with Trafford's SPD3 Parking Standards, although the exact number of spaces cannot be confirmed at this stage. This is considered appropriate and therefore accepted by the LHA.

Conclusion

- 10.115 The impact of the development on the strategic, primary and local road network has been carefully considered. The scope and methodology of the applicant's Transport Assessment has been agreed by the LHA, Highways England and TfGM. It includes all relevant committed developments and has included sensitivity testing to take into account suppressed demand on the network as a result of existing capacity issues. The Transport Assessment demonstrates that there would not be a significant impact on the Strategic Road Network and, with the various junction improvements proposed, would bring benefits to capacity on the local road network. The impact of the development would not therefore be 'severe' in NPPF terms.
- 10.116 The concerns of Highways England are acknowledged, although it is noted that they do not raise any objection to the proposals and do not suggest that any conditions should be imposed, nor do they consider there is sufficient evidence to demonstrate that the impact of the development would be 'severe' in NPPF terms. It is considered that their assessment of the impact of the development has not been taken from the correct baseline and is not comparing like with like. When correctly comparing the DS scenarios with the DM scenarios, although there are some minor increases in journey times on the M60, the modelling does not demonstrate any significant impact on the strategic road network. There is no requirement for infrastructure mitigation on the strategic road network arising out of these proposals, and in any event various measures, including the A1 link road, are identified in the Council's CIL 123 list.
- 10.117 The comments of TfGM in respect of public transport improvements are also noted. However, public transport improvements in the Carrington and Partington areas are included on the Council's CIL 123 list. This is the appropriate mechanism by which they should be delivered. Improved cycle and pedestrian access to, through and beyond the site can be delivered through the relevant reserved matters applications and planning conditions.
- 10.118 The Local Highways Authority raise no objection to the development. The highways and infrastructure implications of this development are in accordance with the relevant policy in the Core Strategy, particularly SL5. A number of strategic infrastructure projects to mitigate against highways impacts from the Carrington Strategic Location, listed in Core Strategy Policy SL5 as to be brought forward through S106 or other developer contributions, are now identified on the Revised CIL Regulation 123 list. Therefore the Revised CIL Regulation 123 list should be considered as the Council's most up to date expression of the proposed method of funding these infrastructure projects and it has therefore effectively superseded the Core Strategy policies requiring specific infrastructure projects to be brought forward through S106 or other developer contributions. Where they are not on the Regulation 123 list, the applicant is proposing an appropriate scheme of mitigation works to various junctions associated with the

Carrington Village development to be secured by a Grampian condition. The proposals are also in accordance with Paragraph 32 of the NPPF as improvements can be undertaken within the transport network that cost effectively limit the significant impacts of development and as a result the residual cumulative impacts of development are not severe.

11.0 AIR QUALITY

Introduction

- 11.1 The proposed development has the potential to impact on local air quality, both during the construction phase and the operational phase. The construction phase is likely to result in dust from demolition and construction and vehicle emissions from the traffic generated to and from the site during this phase. The operational phase will result in an increase in traffic in the vicinity of the site and has the potential to alter annual mean levels of carbon dioxide at nearby sensitive receptors and also on the development site, therefore the effect of vehicle emissions on both existing and future residents also needs to be assessed. Small sections of Manchester Road, predominantly around the junction with Isherwood Road, are within an Air Quality Management Area (AQMA) declared by the Council due to levels of nitrogen dioxide (NO₂) pollution. Part of the site edged red extends around the Isherwood Road junction, however this is to simply enable junction improvements to come forward through planning conditions and no sensitive development is proposed within the AQMA.

Relevant Policy and Guidance

- 11.2 Policy L5 of the Core Strategy at L5.13 states that development that has potential to cause adverse pollution will not be permitted unless it can be demonstrated that adequate mitigation measures can be put in place. At L5.15 it states that within the Borough's Air Quality Management Zones (now Areas) developers will be required to adopt measures identified in the Greater Manchester Air Quality Action Plan to ensure that their development would not have an adverse impact on air quality.
- 11.3 The NPPF states that the planning system should contribute to and enhance the natural and local environment by preventing both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of air pollution (Paragraph 109). To prevent unacceptable risks from pollution, planning decisions should ensure that new development is appropriate for its location. The effects (including cumulative effects) of pollution on health, the natural environment or general amenity, and the potential sensitivity of the area or proposed development to adverse effects from pollution, should be taken into account (Paragraph 120). Planning decisions should ensure that any new development in Air Quality Management Areas is

consistent with the local air quality action plan (Paragraph 124). Further guidance is provided in the NPPG (ID:32).

Applicant's Submission

11.4 An Air Quality Assessment (AQA) has been incorporated within the ES and considers direct and indirect emissions of air pollutants during construction and operation phases of the proposed development. The AQA has been carried out in accordance with Institute of Air Quality Management (IAQM) guidance. A study area of up to 2km from the application site boundary has been identified for the assessment undertaken. The AQA has concluded that: -

- The dust created by construction works might affect health or create a nuisance if not mitigated. It is anticipated 81 two-way heavy duty vehicles per day will be accessing the site as a maximum during the construction period. Mitigation measures for the effects of dust are identified in the ES and summarised below. A specific Dust Management Plan will be incorporated into a Construction Environmental Management Plan.
- The predicted NO₂, PM₁₀ and PM_{2.5} concentrations are well below the air quality standard at all assessed receptors.
- The increase in traffic generated by the proposed development will not cause a significant increase in air pollution. As the number of vehicle movements during the operational phase are negligible, no mitigation beyond those measures at the national level to control vehicle emissions is required.
- Taking into consideration the existing local air quality conditions, the effect of the predicted changes in pollutant concentrations as a result of the proposed development would not be significant.

Assessment

11.5 The pollutants of concern are emissions of pollutants including nitrogen dioxide (NO₂), particulate matter (PM₁₀) and fine particulate matter (PM_{2.5}) and dust from construction activities and road traffic.

Nitrogen Dioxide and Particulate Matter

11.6 The AQA confirms the existing and future air quality at the site in the presence and absence of the proposed development. The assessment also confirms the extent of current and future population exposure to relevant pollutants (Nitrogen Dioxide and Particulates). The AQA confirms predicted changes in pollutant concentrations (NO₂, PM₁₀ and PM_{2.5}) as a result of the proposed development and that it is anticipated that no significant effects to local air quality will arise from the operation of the proposed development. These changes have been properly assessed and separately consider:

- the impacts of existing sources in the local area on the development; and

- the impacts of the development on the local area

The AQA provides a worst case scenario within their model in that they have assumed no improvements or reductions in the annual mean NO_x levels and emissions by 2026.

- 11.7 For the operational phase and the increase in traffic generated by the proposed development the AQA states this will not cause a significant increase in air pollution. It states that the number of vehicle movements during the operational phase are negligible (in air quality terms) hence no mitigation beyond those measures at the national level to control vehicle emissions is required. Annual mean nitrogen dioxide levels at the development site are predicted to be below the annual mean objective after completion of the development. The assessment model demonstrates that there will be a negligible impact on local air quality from the completed use of the development.
- 11.8 The Pollution and Licensing Section has reviewed the AQA utilising national guidance including the Institute of Air Quality Management document 'Planning for Air Quality' (2017 Revision) and are satisfied with the assessment methodology utilised, the results provided and the impact conclusion.

Dust

- 11.9 The proposed development has the capacity for high levels of dust to be produced, having regard to the amount of demolition and materials to be moved to and from the site. The ES identifies that these potential dust emissions during the construction phase could adversely impact on nearby residential properties. The ES (2017 Addendum) Volume 1 contains a range of mitigation measures to control the fugitive emission of particulates from the site during the demolition and construction phases. The mitigation measures identified include the following: - locating dusty activities as far away from neighbouring homes, footpaths and gardens as possible and providing barriers at least as high as stockpiles of sand or other materials; fully enclosing processes where dust might be expected such as cement storage; keeping all road and storage surfaces clean and damp to prevent dust; removing materials such as bricks or concrete from demolished buildings as soon as possible; covering or fencing earth mounds or seeding with grass if they are going to be in place for more than three months; and making sure all sand, gravel or soil stockpiles are kept damp.
- 11.10 It is important that that the dust mitigation measures be implemented throughout the course of the development to protect residents. To ensure this occurs Pollution and Licensing recommend that a condition is included on any permission, requiring a Construction Environmental Management Plan (CEMP) containing dust management methods as detailed within the ES to be implemented throughout the course of the site development.

11.11 Public Health England recommend the measures to control the fugitive emission of particulates from the site during the demolition and construction phases are fully described in the CEMP agreed between the developer and the Council. They also recommend that this CEMP identifies a mechanism for local residents or other nearby establishments to raise concerns about air quality and plans to monitor and implement further control measures for dust, if considered necessary. They also recommend that the CEMP and Construction Traffic Management Plan (CTMP) includes measures to minimise any additional, or preferably reduce emissions of those gaseous and particulate pollutants that have an adverse effect on air quality.

Conclusion

11.12 The AQA has demonstrated that the proposed development, both during the construction phase and when operational, will not have adverse impact on air quality subject to conditions requiring a CEMP and a CTMP to be submitted and approved to mitigate potential impacts. The assessment model demonstrates that there will be a negligible impact on local air quality from the operational phase of the development. There is potential for dust emissions during the construction phase to impact on the health of occupiers of nearby residential properties and workers on the site, however a comprehensive set of mitigation measures are identified that can be incorporated into the CEMP and CTMP. As such the scheme is considered to be in accordance with Policy L5 of the Core Strategy and the relevant sections of the NPPF.

12.0 GROUND CONDITIONS AND CONTAMINATION

Introduction

12.1 The application site and surrounding area have a history of industrial use, particularly the former Shell petrochemicals site. No petrochemical manufacture or storage associated with the former plant occurred on the parts of the site the subject of this application; the previously developed areas where residential development is proposed were formerly used by Shell for offices, laboratories, administration buildings and the plant fire station. Nevertheless large areas of the site have since been used for industry including for trailer parking, MOT servicing and haulage yard, and there is therefore potential for soil and groundwater contamination. There is also potential for the adjacent former Shell land to have affected the groundwater on the application site. Potential effects during the construction phase and the operation phase have been considered.

Relevant Policy and Guidance

12.2 Policy L5 of the Core Strategy states 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. Policy L7 also states development must not prejudice the amenity of the future occupiers of the development.

- 12.3 The NPPF emphasises that planning should encourage the effective use of previously developed land, ensuring that new development is appropriate for its use or location having regard to the effects of pollution on health or the natural environment (Paragraphs 17, 109, 111, 120 and 121). It states planning decisions should ensure that the site is suitable for its new use taking account of ground conditions, including from pollution arising from previous uses and any proposals for mitigation including land remediation or impacts on the natural environment arising from that remediation; After remediation, as a minimum, land should not be capable of being determined as contaminated land under Part IIA of the Environmental Protection Act 1990 (Paragraph 121). Part 2A of the Environmental Protection Act 1990 (as amended) also relevant and establishes the legal framework for dealing with land contamination.

Applicant's Submission

- 12.4 The application includes a Geo-Environmental and Geotechnical Report which includes an assessment of risks to human health and controlled waters from potentially contaminated soil or water. This has followed the procedures in CLR 11 (2004) and Part 2A of the Environmental Protection Act 1990. The report concludes that contamination is present on site that can be remediated to ensure no risk to future residents. The risk assessment shows that most soils on site are suitable for re-use (in earthworks) or can be left in place, however in a few small areas the amount of chemicals in the soil may pose a risk to receptors.
- 12.5 Mitigation measures will include the following: -
- More detailed ground investigation and risk assessment carried out prior to construction to further quantify the level of contamination and assess risk to receptors.
 - The preparation and implementation of a remediation strategy.
 - An asbestos risk assessment and management plan.
 - Dust suppression measures to prevent migration of contaminated dust.
 - Working methods during construction to ensure that surface water cannot run off from the works into adjacent watercourses.
- 12.6 These measures will be incorporated into a Construction Environmental Management Plan (CEMP). This will set out rules for reducing the impacts of excavation, soil stockpiling, and storage of materials. The CEMP will also describe measures for protecting streams and ditches from pollution, and reducing the effects of dust and smell that might be caused by excavation or soil movement. To protect future occupants of the development, clean materials will be used to cover gardens, sports pitches and other landscaped areas. For those parcels where risk assessment determines the need for a clean cover system the

following thicknesses of clean soil has been recommended: - 600mm in residential gardens, 200mm in soft landscaping and 300mm in public open space (e.g. sports pitches). There are certain parcels where the site investigation and risk assessment to date has concluded that a clean cover isn't required. The need for clean cover system should therefore be assessed on a parcel by parcel basis.

- 12.7 A full ground investigation would be carried out to inform detailed foundation design and suitable re-use of material on site. Should the results of the ground investigation show that some material is not suitable for re-use due to contamination, remediation will be undertaken in line with the Remediation Strategy developed in consultation with the Council and the Environment Agency. Previous ground investigations show that elements of the site are contaminated. Contaminated material that cannot be remediated for re-use (for example, any asbestos contaminated materials) will be isolated and transported off-site for appropriate treatment or disposal.

Assessment

- 12.8 The site investigation has confirmed that contamination is present across the development site. Contaminated soils, groundwater (producing vapours) and ground gases will require remediation to ensure that there are no hazards to the health of future site users and controlled waters. There are also areas of the site not investigated to date. There are possible sources of contamination identified through desk study and risk assessments which will need to be further investigated as part of future ground investigation and detailed risk assessment. This work will need to be undertaken prior to construction of the proposed development.
- 12.9 Additional ground investigations are required at the site to assess several localised areas of possible contamination that have been identified, namely: current or former fuel storage and refuelling areas at Carrington Garage, BTS Haulage and Smithy Garage; infilled sand pits and lake. The additional ground investigation will be based on the site Geo-Environmental risk assessment submitted with the ES and conceptual site model and will include all potential sources of contamination across the development site (such as sand pits and underground storage tanks) that have not been targeted by the current investigation. Pollution and Licensing Section have no objection in principle to the proposals, but to ensure that the additional ground investigation takes place and risks to future site users and controlled waters are suitably identified and dealt with, they recommend conditions requiring an additional risk assessment and verification report. This would need to be completed prior to commencement of each phase of the development.
- 12.10 As contamination is present at the site a further condition is recommended to ensure that the site is remediated to a standard where hazards and risks to future

site users and the environment are removed or minimised to a negligible level. This will require a detailed remediation strategy to be submitted to and approved by the LPA; its implementation; a site verification report detailing actions taken and conclusions at each stage of the remediation works; any soil or soil forming materials brought to site for use in garden areas, soft landscaping, filling and level raising shall be tested for contamination and suitability for use on site; and instances of contamination encountered which do not form part of an approved Remediation Strategy to be reported to the LPA. This will be required prior to the first occupation of each phase of the development.

- 12.11 The Environment Agency has advised they have no objection to the works which are the subject of the full application (which include demolition of existing buildings and structures and earthworks across the site to form development platforms) as this will remove any obstructions to necessary future site investigation which may be required for the outline part of the re-development. Given the environmental location of the sites and the industrial land uses which are known to be (or have been) present within the development area, the Environment Agency recommend conditions requiring a remediation strategy and verification report (as above) and an additional condition to prevent infiltration of surface water drainage into ground where there are adverse concentrations of contamination.
- 12.12 With regards to the outline elements of the scheme the Environment Agency note that site investigation has been undertaken to date and that the site has been assessed, however the ongoing presence of buildings and structures associated with the current and historical land uses may have introduced elevated concentrations of contamination into the ground which could pose a risk to controlled waters. The proposed removal of these buildings and structures during the initial phases of re-development and preparation provides an opportunity to close out any perceived information gaps and address any unsuspected contamination which may have come to light during the demolition works. The Environment Agency therefore recommend further conditions in relation to this phase, including a remediation strategy to deal with any contamination found not previously identified and a restriction on piling without further consent of the LPA.
- 12.13 Public Health England (PHE) comment the mitigating measures seem reasonable in terms of preventing the impacts of contamination migrating off site during the earthworks phase. PHE note the developer will make further submissions to the Council during the development which will address contaminated land specifically, and will ensure that each property is constructed so as to prevent any vapour or gas migration into the property. It's also noted that the developer has already determined that gardens will be constructed from imported clean-fill to ensure that the soil won't be an issue in terms of ingestion, inhalation or tracked-back dust; and will be suitable for growing fruit and vegetables.

Conclusion

12.14 The Geo-Environmental and Geotechnical Report has identified that contamination is present on site and that further ground investigation, risk assessment and remediation is necessary to ensure that there is no risk to future site users and controlled waters. Mitigation measures identified in the ES and a remediation strategy to be submitted and approved prior to each phase of the development will be incorporated during the construction phase and will ensure no unacceptable risks to human health, surface water or groundwater. Subject to the relevant conditions included within the recommendation, the condition of the site will be improved and made suitable for residential use and the other uses proposed. As such the scheme is considered to be in accordance with Policies L5 and L7 of the Core Strategy and the relevant sections of the NPPF.

13.0 FLOOD RISK AND DRAINAGE STRATEGY

Introduction

13.1 It is necessary to consider how potential sources of flooding might impact upon the proposed development and how the proposals themselves might affect the risk of flooding to existing receptors in the area. The site lies within Flood Zone 1 on the Environment Agency Flood Map which is categorised as an area with a low probability of fluvial flooding (areas where there is less than a 0.1 per cent (1 in 1000) chance of flooding occurring each year). The site is not within the Critical Drainage Area identified in the Manchester, Salford and Trafford Level 2 Hybrid Strategic Flood Risk Assessment. The SFRA also notes that there is a significant residual risk of flooding from the Manchester Ship Canal at Carrington and Partington Canalside and that development needs to be carefully considered and planned for in areas at highest risk, however the site is not shown as being within the SFRA Canal Hazard Zone maps. The SFRA also identifies parts of the site as areas at potential risk of groundwater flooding and parts of the site as having low susceptibility to surface water flooding. Small areas within the site are also identified as having an intermediate or high susceptibility to surface water flooding. The north of Carrington is also at high residual risk from overtopping or breach of the defences on the River Mersey, however it is evident from the Environment Agency Flood Warning Area map that this risk does not pose any threat to the development site.

Relevant Policy and Guidance

13.2 Policy SL5.4 of the Core Strategy states in order for development to be acceptable 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. The Policy also requires development to demonstrate high standards of sustainable urban design in accordance with Policies L5 and L7.

- 13.3 Policy L5 states that developers will be required to improve water efficiency and reduce surface water run-off and new development to mitigate and reduce its impact on climate change factors, including flooding.
- 13.4 The NPPF at Paragraph 103 advises that LPA's should ensure flood risk is not increased elsewhere and only consider development appropriate in areas at risk of flooding where, informed by a site-specific flood risk assessment following the Sequential Test, and if required the Exception Test, it can be demonstrated that:
- within the site, the most vulnerable development is located in areas of lowest flood risk unless there are overriding reasons to prefer a different location; and
 - development is appropriately flood resilient and resistant, including safe access and escape routes where required, and that any residual risk can be safely managed, including by emergency planning; and it gives priority to the use of sustainable drainage systems.
- 13.5 Further guidance in the NPPG states when considering major development, sustainable drainage systems should generally be provided and the aim should be to discharge surface run off as high up the hierarchy of drainage options as reasonably practicable.

Applicant's Submission

- 13.6 The application includes a Flood Risk Assessment and Drainage Strategy, summarised as follows: -
- The site is located within Flood Zone 1 which is classified as a "Low Risk" of fluvial flooding, therefore the proposals are in accordance with the NPPF as the location is suitable for all types of development.
 - The final design will take into account the potential risk of groundwater flooding through the implementation of new drainage systems and the design of proposed ground levels.
 - The site shall be developed in such a way to not increase flood risk elsewhere. The site shall drain to existing watercourses and maintain existing catchments where practical. It is not possible to drain via infiltration drainage due to a combination of high groundwater table, low permeability rates of existing strata and some localised areas of contamination.
 - The design incorporates the use of SuDS where practical.
 - The proposed surface water discharge rate shall achieve a 30% reduction beyond existing rates for brownfield areas, and be restricted to Greenfield Runoff Rates for land that currently behaves a greenfield area.
 - The final drainage systems and site levels will be designed to ensure no overland flows will leave the site during a 1 in 100 year storm event, including an allowance for climate change.
 - Attenuation for up to the 1:30 year storm event shall be provided by a combination of swales, oversized pipes and attenuation tanks. Attenuation for

- exceedance events (i.e. between the 1:30 and 1:100 year + climate change) shall be stored above ground in green open areas and SuDS ponds/swales.
- The on-site drainage will consist of separate systems for foul and surface water.
 - Foul water drainage will be achieved via a combination of gravity and pumped (rising main) solutions, and drained to a common location for integration into a wider United Utilities system.
 - The strategy has taken into consideration potential future development in Carrington.

Assessment

- 13.7 Approval is sought for drainage principles and strategy at this stage, rather than a detailed design. Full details will need to come forward through the discharge of planning conditions and/or the determination of subsequent reserved matters applications.

Flood Risk and Surface Water Drainage

- 13.8 The site is within Flood Zone 1 and therefore is not within a high fluvial flood risk area and the proposed development and types of land use are acceptable in principle. Furthermore, as one of the Strategic Locations identified in the Core Strategy, the wider location (which also contains land within Flood Zones 2 and 3) has been subject, firstly to a sequential test and, secondly, where necessary, to an exceptions test, as required by national guidance on Flood Risk. This information has been used to assist in determining the suitability of different forms of development, and the range of measures which are required to ensure that new development is protected from flooding and it does not increase flood risk elsewhere.
- 13.9 The FRA confirms the site will be developed in such a way to not increase flood risk elsewhere and shall, as far as possible, replicate the existing site catchments and outfall routes. The Drainage Strategy confirms the overall strategy is to manage surface water by incorporating the use of SuDS and will be based on the hierarchy set out in the NPPG. Infiltration has been discounted at this stage due to existing land contamination and the high ground water table, although swales and detention areas are proposed to reduce the final offsite flow rates and will exhibit some infiltration. The aim of the drainage strategy is therefore to discharge to watercourse; the site currently drains either directly or indirectly to the River Mersey and Manchester Ship Canal and the aim is to replicate this as close as possible. It is not proposed to discharge any surface water from the site to sewer.
- 13.10 The FRA and Drainage Strategy confirm that for brownfield areas of the site, the surface water discharge rate shall achieve a 30% reduction compared to existing flows. For the greenfield areas runoff will be restricted to greenfield runoff rates.

Attenuation is proposed by a combination of swales, oversized pipes and attenuation tanks. For the residential areas the strategy is to provide piped drainage, SuDS and green areas. Attenuation storage for exceedance events (between the 1:30 and 1:100 plus climate change) shall be stored above ground in green open areas and SuDS ponds/swales. For the commercial areas the strategy is to store water underground in oversized pipes and tanks.

- 13.11 The LLFA has advised that the principle of how flood risk and run off will be dealt with has been discussed with the applicant's consultants, although not in detail at this stage given the complexity of the development. It has been agreed that existing undeveloped parts of the site shall be treated as 'greenfield' in terms of run off, i.e. no change, there will be a 30% decrease in run off from areas of existing development so there will be an overall reduction in run off from the site. It is anticipated that surface run off will be directed to Sinderland Brook to the south of the site which replicates the 'natural' destination for run off from this site. The LLFA recommend a condition requiring the final drainage scheme to be generally in accordance with the drainage principles outlined in the submitted FRA.
- 13.12 United Utilities (UU) raise no objection to the drainage proposals, subject to conditions requiring the following to be submitted: a phasing plan; updated Drainage Strategy for foul and surface water; full details for a surface water regulation system and means of disposal for each phase and based wholly on sustainable drainage principles; and a sustainable drainage management and maintenance plan for the lifetime of the development. These conditions reflect the strategic nature of the proposal and have been drafted to reflect the fact that this site will be constructed in a phased manner over a number of years and, most likely, by more than one developer. UU advise it is imperative that the delivery of the site is undertaken in accordance with a strategy and the delivery of infrastructure is co-ordinated.
- 13.13 A suitable management and maintenance strategy has been put forward, which includes that all roads will be adopted by the Council and therefore the Council would be responsible for maintenance of highway surface water drainage and SUDS such as swales (where they serve the highway area only). Areas outside the adopted highway in the residential areas will be owned and maintained by a private management company and within the commercial areas the developer will appoint a private management company for the adoption and maintenance of drainage infrastructure. It is proposed UU will adopt surface water drainage infrastructure that is downstream of a SuDS system and in certain circumstances may adopt networks that discharge to them. The adoption and maintenance of SuDS and green infrastructure areas will be undertaken by a private management company, including those areas that have a dual function as both amenity areas and flood exceedance storage.

Foul Drainage

- 13.14 The Drainage Strategy confirms foul drainage will be on a separate system to surface water drainage. It is proposed to provide either a new central pumping station or waste water treatment facility to the south of the A1 road (outside the application site boundary but on land within the applicant's ownership). It is intended that this would be owned and operated by UU. The proposals have been discussed with UU and discussions are ongoing. UU has no objection to the foul drainage proposals, subject to a condition requiring full details of the foul drainage scheme for each phase, including details of any connections to the foul sewer network and any necessary infrastructure and the conditions referred to at Paragraph 13.12 above. UU advise it is imperative that the delivery of the site is undertaken in accordance with a strategy and the delivery of infrastructure is co-ordinated.
- 13.15 It is proposed that UU adopt foul water drainage infrastructure within the adopted highway and associated lifting pumping stations.

Conclusion

- 13.16 The site is not in an area at high risk of fluvial flooding and is suitable for the types of development proposed. Surface water run-off rates will meet the guidance in the SFRA and a sustainable solution for dealing with surface water will be adopted across the site. Conditions are necessary to require further drainage details and to ensure the scheme is implemented in accordance with the principles set out in the FRA and Drainage Strategy. As such the scheme is considered to be in accordance with Policies SL5 and L5 of the Core Strategy, the relevant sections of the NPPF and the Manchester, Salford and Trafford Level 2 Hybrid SFRA.

14.0 ECOLOGY AND NATURE CONSERVATION

Introduction

- 14.1 The site includes areas of woodland and scrub habitat, amenity grassland, arable land, trees and hedgerows, including along Manchester Road. Within these areas there are broadleaved semi-natural and plantation woodland and scattered trees, continuous scrub, species poor and species rich hedgerows and invasive species. There are two areas of standing/running water on the site, three settlement waterbodies south east of the Business Park, a large linear waterbody along the north west boundary of the site and small section of ditch to the east of School Lane. The site provides a range of habitats with potential to support wildlife, including bats, breeding birds and barn owl.
- 14.2 No part of the application site is within an area designated for its ecological or nature conservation value (including Special Area of Conservation, Site of

Special Scientific Interest, Site of Nature Conservation Interest or Site of Biological Importance). Part of the site is directly adjacent to an SBI and there are other designated sites in the vicinity, the closest of which are as follows.

Statutory designated sites within 5km of the site: -

- Manchester Mosses SAC and Holcroft Moss SSSI approximately 3.8km west of the site
- Rixton Clay Pits SAC and SSSI approximately 4km south west of the site
- Brookheys Covert SSSI approximately 2.2km south of the site
- Risley Moss SSSI approximately 4.9km west of the site

Non-statutory Local Sites in the vicinity of the site (within 1km): -

- Land at Carrington Power Station SBI (Grade C) to the north west is adjacent to the site (now within the curtilage of the Trafford Power Station site)
- Wetland at Carrington Moss SBI (Grade A) approximately 110m south of the site
- Reedbed by Ship Canal Sidings SBI (Grade C) approximately 300m south west of the site
- River Mersey SBI (Grade B) approximately 460m north east of the site
- Flixton Sludge Beds SBI (Grade C) approximately 470m north of the site
- Wetland at Partington SBI (Grade C) approximately 700m south west of the site
- Jack Lane SBI (Grade B) approximately 830m north of the site
- Old River Irwell approximately 1km north/north west of the site

There are a further eight SBI's within 2km of the site.

- 14.3 Other features of potential ecological and nature conservation value in the vicinity of the site include the Protected Linear Open Land and Wildlife Corridors adjacent to the proposed employment land and linear routes to the south of the site (known as the Carrington Rides).

Relevant Policy and Guidance

- 14.4 Policy SL5.4 of the Core Strategy states that in order for development to be acceptable, the following will be required:
- The protection and enhancement of the mossland as a carbon sink to mitigate the effects of climate change;
 - The Council will consider the need for development proposals to be referred for possible Habitat Regulation Assessment (HRA);
 - The protection and enhancement of the sites of nature conservation and biological importance, including the Carrington Rides, Broadoak Wood and Brookheys Covert.

The policy states that an ecological assessment and survey(s) will be expected to be undertaken to determine the potential impact of the proposal on any

habitats and sites of, nature conservation and biological and ecological importance. It will also be expected to produce an environmental assessment to determine the impact of the development on factors including air pollution and noise.

- 14.5 Policy R2 states that to ensure the protection and enhancement of the natural environment, developers will be required to demonstrate through a supporting statement how their proposal will protect and enhance the landscape character, biodiversity, geodiversity and conservation value of its natural urban and countryside assets having regard not only to its immediate location but its surroundings; and protect the natural environment throughout the construction process. The policy identifies the Borough's assets, the following of which are relevant to the application site: Sites of Special Scientific Interest (SSSI); European Protected Species; Sites of Biological Importance (SBI); Local Nature Conservation Sites; Wildlife Corridors; and open countryside landscape character areas; woodland, hedgerows and hedgerow trees and trees; and areas of open water and watercourses. Policy R3 also states the Council will develop an integrated network of high quality and multi-functional green infrastructure that will protect and connect existing sites of nature conservation value and seek to create new wildlife habitats as recommended in the GM Ecological Framework; protect and provide appropriate natural space to connect landscapes and allow wildlife to move through them to adapt to climate change; and support biodiversity.
- 14.6 The NPPF advises that the planning system should contribute to and enhance the natural and local environment by minimising impacts on biodiversity and providing net gains in biodiversity where possible, including by establishing coherent ecological networks that are more resilient to current and future pressures (Paragraph 109). The NPPF also advises that LPA's should aim to conserve and enhance biodiversity by applying the following principles relevant to this proposed development: if significant harm resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused; proposed development likely to have an adverse effect on a SSSI (either individually or in combination with other developments) should not normally be permitted. Where an adverse effect on the site's notified special interest features is likely, an exception should only be made where the benefits of the development clearly outweigh both the impacts that it is likely to have on the features of the site that make it of special scientific interest and any broader impacts on the national network of SSSI's; opportunities to incorporate biodiversity in and around developments should be encouraged; planning permission should be refused for development resulting in the loss or deterioration of irreplaceable habitats, unless the need for, and benefits of, the development in that location clearly outweigh the loss (Paragraph 118).

- 14.7 In considering planning applications that may affect European Protected Species, LPA's are bound by Regulation 9(1) and 9(5) of the Conservation of Habitats and Species Regulations 2010 to have regard to the Habitats Directive and the Wildlife and Countryside Act 1981 when exercising their function.

Applicant's Submission

- 14.8 An Ecological Impact Assessment has been incorporated within the ES and has considered the impact of the proposed development on ecology and nature conservation, including wildlife habitats and protected and other species. The Study Area includes land within the site and the surrounding area. Surveys have been undertaken to determine the presence of any sensitive or protected species/habitats present on or close to the site including for great crested newt, badger, bat, water vole and breeding birds and appropriate mitigation is proposed where necessary. The intrinsic value of habitats within the site has also been assessed. The results of the surveys are summarised within the ES and in the following reports submitted with the application: -
- Preliminary Ecological Appraisal, including Extended Phase I Habitat survey
 - Bat Report
 - Breeding Bird Report
 - Terrestrial Mammal Report: Water Vole and Badger
 - Amphibian Report
- 14.9 GMEU has confirmed the ecology surveys have been undertaken by suitably qualified consultants and are to appropriate and proportionate standards. No further surveys are required prior to deciding the application, although some further pre-commencement surveys are recommended below.
- 14.10 The scheme provides for the following mitigation to reduce the level of impact on the habitats and species on the site and nearby sites identified as being of ecological value: -
- Retention and enhancement of existing features, including trees and green space, permitting species to commute and disperse both on site and to/from the wider context.
 - Additional planting adjacent to hedgerows / tree and shrub planting to replace woodland and hedgerows lost to the development.
 - The creation of green corridors throughout the site to replace trees and hedgerows and provide linkages between existing and new green spaces within the site and the wider environment.
 - SUDs retention ponds designed for nature conservation.
 - Removal and disposal of invasive weed species.
 - Alternative nesting sites for birds. Bird boxes will be erected on buildings and trees to compensate for the loss of trees and scrub, while new tree plantings and gardens are established.
 - Roosting sites provided for bats.

- A Construction Environmental Management Plan (CEMP) will specify measures for the physical protection of habitats, pollution prevention, eradication of unwanted invasive species and precautionary methods of working including contractors being trained to understand how individuals can help reduce impacts upon bats; exclusion/buffer zones to reduce impacts on key species or important habitats; and sensitive lighting design to prevent impacts upon retained areas of habitat of value to birds and bats.

Assessment

Impacts on Designated Sites of Ecological and Nature Conservation Value

14.11 In relation to statutory designated sites (SAC and SSSI's) the ES states it is considered the proposed development would not have adverse impact due to the following:

- Remoteness of the designated sites from the proposed development
- Nature of the designated sites and lack of complementary habitat and features located at the site
- Lack of any suitable connecting habitat between the designated site and site.

Special Areas of Conservation

14.12 Part of the site is within 5km of the Manchester Mosses SAC (which also includes Holcroft Moss SSSI) and would normally require a Habitats Regulation Assessment (HRA) to assess any effects that could arise from the potential atmospheric pollution and recreation pressure on the Manchester Mosses SAC. Policy SL5 specifically refers to the need to consider the need for development proposals to be referred for possible HRA. In this case GMEU comment that the site is separated from the SAC by significant areas of built development and by the Manchester Ship Canal. No direct harm will therefore be caused to the special interest of the SAC. Whilst there may be an increase in traffic arising from the operation of the development, and some plant species found in the SAC are known to be harmed by high concentrations of some air pollutants arising from road traffic emissions, GMEU note the following: -

- That most harmful air pollutants generated from traffic are deposited close to the source; the SAC is more than 4km from the application site at the nearest point.
- That the SAC is located to the west of the application site, while the prevailing wind directions tend to push air pollutants to the east.
- It would be possible to prepare a sustainable Travel Plan for the site.

Having regard to the above it is concluded that no indirect harm will be caused to the special interest of the SAC by indirect air pollution arising from the operation of the development.

Sites of Special Scientific Interest

14.13 Brookheys Covert SSSI, Rixton Clay Pits SSSI and Holcroft Moss SSSI are all within 5km of the site, the nearest being Brookheys Covert approximately 2.2km south of the site. It is considered the distances between the application site and the above SSSI sites would ensure no direct impact on the ecological importance of these sites. Natural England has advised that the proposal is unlikely to affect any statutorily protected sites or landscapes and GMEU comment that the proposed development will not directly affect any sites designated for their nature conservation interest.

Sites of Biological Interest

14.14 There are a number of SBI's in the vicinity of the site, the nearest of which is the Land at Carrington Power Station which adjoins the western part of the site where employment development is proposed. This SBI would not be directly impacted by the proposed development as the habitats are specific to the site and do not occur on the application site (as they are created by a man made alteration to ground conditions - colonised calcareous power station ash deposits), therefore there would not be an indirect impact through a loss of complementary habitat. Settlement of dust from the employment phase adjoining the SBI and potential disturbance to bird species due to increased light levels is identified as a significant indirect impact without mitigation. A CEMP will be produced to detail how each site will manage dust on site and also the measures that will be implemented to ensure light spillage does not occur e.g. careful positioning of lighting and the use of hoods and louvres.

14.15 The Wetland at Carrington Moss SBI to the south is approximately 110m from the residential part of the site and would not be directly impacted by the proposed development. The sites are separated by 100m of lit hardstanding so the proposed development will not change light levels in the SBI. In terms of hydrology it is considered there would be no impact on the SBI as the current land profiles drain surface water away from the SBI and in relation to groundwater the hydraulic gradient means that the site is lower than the SBI.

14.16 The other SBI's identified above are considered to be sufficiently distant from the application site to ensure no direct impact on the ecological importance of these sites. The response from GMEU confirms that no harm will be caused to the special interest of these sites by the development proposals.

Impacts on Habitats Within the Site

14.17 An Extended Phase I Habitat survey has been carried out including a review of habitats present and their potential to support protected or other notable species. A hedgerow regulations assessment has also been carried out. The ES has identified habitats of 'Local' and 'Site' value within the site: Habitats of local value

include semi-improved neutral grassland, broadleaved semi-natural and plantation woodland, scattered trees and continuous scrub habitats. Habitats of site value include amenity grassland, species poor semi-improved neutral grassland, running and standing water, and species poor and species rich hedgerows. Large areas of the site are identified as having low botanical value.

- 14.18 GMEU comment the proposed development has the potential to cause harm to areas of broadleaved woodland, hedges, open water, running water and open grassland, all of which have local nature conservation value. Construction of the proposed development would result in the loss of existing habitats and other flora including semi-natural grassland, woodland, trees and scrub within the site. The extent of loss of habitats of Local value or better is quantified in the ES (as a worst case scenario) and is identified as significant without mitigation. The development would also result in the severance of the connective linkage along Manchester Road through the creation of road junctions and by habitat manipulation to provide landscape vistas.
- 14.19 Mitigation includes the loss and interruption of habitats being replaced by the planting of broadleaved trees or other planting to form stepping stones and green corridors through the site. Residential gardens throughout the scheme will also provide a diversification of habitat type on site and areas of open space will complement existing habitat types which are to be retained and plantings along key corridors will provide green linkages across the site. GMEU note the retention of areas of locally important habitats and to create and manage high quality green infrastructure, and that an outline Green Infrastructure Strategy is submitted for the site. GMEU recommend that as part of any future Reserved Matters applications for the development more comprehensive Landscape and Habitat Creation and Management Plans should be prepared and, once agreed, implemented in full. These plans should properly reference the context of the site and the wider area.
- 14.20 Himalayan balsam is present on the site and Japanese knotweed has been recorded adjacent to the site. These species must be managed/controlled appropriately during the construction phase to ensure no spread off site.

Protected Species

Bats

- 14.21 All species of bat and their roosts are protected under UK and European legislation and are a material consideration when determining planning applications. A bat roost potential assessment of buildings and trees within the site was undertaken in May 2015 and bat activity surveys were undertaken between May to September 2015 to identify actual and potential bat commuting, foraging and roosting features within the site. Further surveys were undertaken in May and June 2016. The site supports features suitable for foraging and

commuting bats and bat activity was recorded on parts of the site and surroundings identified as providing valuable foraging and commuting habitat, including the residential housing and gardens to the east of the site, the areas of woodland at the western end of the site, hedgerows and linear tree features including along Manchester Road and the dismantled railway to the west of the site. The dusk emergence/dawn return surveys identified two bat roosts within buildings on the site and one adjacent to the site. The roosts were observed in use by low numbers of bats.

- 14.22 The proposed demolition of these buildings and loss of mature trees will result in loss of bat roost sites and potential roosting sites, which is considered a significant impact without mitigation. The loss of areas of grassland, woodland, scrub, trees and hedgerow will also result in loss of features suitable for foraging and commuting bats which is considered a significant impact without mitigation. Vegetation identified as important foraging habitat and as important connecting linkages within the vicinity of School Lane Brook, along Ackers Lane and some of the wooded vegetation on the proposed employment land is to be retained. In addition the vegetated corridor along Manchester Road is to be retained, albeit that it will be interrupted by new road entrances and replaced in sections. During the construction phase, works may disturb roosting bats (noise, vibration or alteration to climatic conditions) and increased lighting during the construction phase and for the completed development may impact on foraging and commuting bats. During the operation phase, increased light levels across the site may disturb foraging/commuting bats.
- 14.23 Mitigation is set out in the ES and includes the following. A licence from Natural England will need to be obtained prior to any works taking place relating to the buildings identified as bat roosts. The development will be phased, so the mitigation summarised below will be incorporated as each phase moves forward. Demolition will be timed to avoid periods when bats are most sensitive to disturbance and bats will be excluded prior to demolition in accordance with the methodology detailed within the bat licence. A licenced ecologist or accredited agent will be present during demolition of features of the building where bats could roost. Retained trees within the site will be enhanced for bats through the installation of bat roosting features and a range of bat boxes will be utilised along known commuting routes (three in each phase). The proposed landscaping and residential gardens will significantly increase the value of the centre of the site for common bat species and compensate for areas of woodland, scrub and tall ruderal herb that will be lost. Connective linkages will be maintained across the site for foraging bats. Lighting on the site will be focused on the ground to avoid unnecessary light pollution and vegetation identified above as being used by bats is to be retained. During the construction phase measures will be put in place to minimise disturbance through noise and vibration. These mitigation measures will ensure the existing value of the site to bats will be maintained through the construction period and that a range of species continue to use key habitat features on site or adjacent to site when the development is complete.

- 14.24 Since bats have been found on the site then under the terms of the Habitats Directive and the Conservation of Habitats and Species Regulations 2010 (as amended), which enacts the Directive into the UK, a licence may be required from Natural England to derogate the terms of this legislation before any work can commence that may disturb bats. Before a licence can be granted three tests must be satisfied. These are:
- i) That the development is “in the interest of public health and public safety, or for other imperative reasons of overriding public interest, including those of a social or economic nature and beneficial consequence of primary importance for the environment”;
 - ii) That there is “no satisfactory alternative”;
 - iii) That the derogation is “not detrimental to the maintenance of the populations of the species concerned at a favourable conservation status in their natural range”.

In considering planning applications that may affect European Protected Species, LPA's are bound by Regulation 9(1) and 9(5) of the Conservation of Habitats and Species Regulations 2010 to have regard to the Habitats Directive when exercising their function. Government Circular 05/06 gives guidance to local authorities on how these issues should be considered. All three tests must be satisfied before planning permission is granted on a site. During the licence application process Natural England will ask the LPA for evidence that the above three tests were properly considered during the determination of the planning application.

- 14.25 With regards to the first test, it is considered that the current national and local need for new housing and the social and economic benefits the proposed development would bring to Carrington and the sub-region, as summarised above, are of overriding public interest. The scheme will deliver a significant volume of new housing, employment opportunities and economic growth, community facilities, areas for sport and recreation and environmental improvements that collectively would deliver significant social, economic and environmental benefits.
- 14.26 With regards to the second test that there is “no satisfactory alternative”, it is considered there are no available alternative sites on this scale that could deliver an equivalent volume of residential and employment development and community uses or deliver equivalent social, economic and environmental benefits to Carrington. The alternative, in the absence of there being a site that could deliver the same benefits, would be for the development not to proceed, or limit development to areas that would not impact on bats. Either scenario is not considered feasible given the importance of the site to the delivery of new housing and employment. The fact that the application site is specifically allocated for major mixed use development is also a significant consideration.

- 14.27 With regards to the third test, GMEU note the following and comment that this test could be satisfied: -
- The roosts found are small and are very likely of a relatively common bat species
 - Bat activity generally in the area is not high
 - Given the very large scale of this development demolitions may not come forward for some time
 - The development will involve the retention and creation of greenspace and the construction of a large number of houses that could incorporate features for bats
 - Compensation for any possible disturbance or harm to bats will be straightforward.
- 14.28 GMEU advise that further precautions as regards bats are justified and recommend the following conditions in the event permission is granted: - 1) prior to any demolitions commencing further bat emergence and activity surveys should be undertaken to establish an up-to-date picture of bat roosting and feeding activity across the site. Surveys should be undertaken by suitably qualified ecologists and to appropriate standards. 2) the new surveys should be used to inform the preparation of a comprehensive Method Statement giving details of the measures to be taken to avoid any possible harm to bats.

Breeding Birds and Barn Owls

- 14.29 All nesting birds their eggs and young are specially protected under the terms of the Wildlife and Countryside Act 1981 (as amended). Breeding bird surveys and barn owl activity surveys were carried out on the site plus a 200m buffer around the site in May and June 2015. Overall the site is considered to be of low ornithological value, although the survey identified five bird species of conservation interest to be breeding on the site. Land within 200m of the site boundary is considered to be of County value for nesting little ringed plover (Schedule 1 bird species). The loss of existing areas of grassland, trees and scrub from parts of the site will result in the loss of breeding bird nesting sites and foraging habitat and during the construction phase there will be disturbance to breeding birds and little ringed plover due to elevated noise and vibration levels and increased lighting. The surveys recorded a single barn owl foraging over part of the site and on two occasions perching on a tree within the site, although no evidence was found of nesting or roosting sites within the buildings or the 200m buffer. The site is considered to be of low value to nesting, roosting and foraging barn owl, although further checks of buildings within the site are recommended.
- 14.30 Proposed mitigation will include enhancement of those habitats retained on site i.e. retained hedgerow and woodland with additional woodland/scrub plantings adjacent to increase habitat complexity and provide suitable nesting resource. As these habitats will take time to establish, a network of bird boxes will be erected

within retained vegetation and on buildings (10 bird boxes per phase plus specific boxes for key species House Sparrow and Starling). The vegetation to be planted on site (gardens and green corridors) will be developed to provide suitable habitat and encourage birds to move across the site. Vegetation clearance and building demolition will be undertaken outside of the bird nesting season where possible and pre-start checks will be undertaken if within the nesting bird period. Existing habitats on site which are of value to nesting birds will be fenced off to prevent accidental impacts during construction and an exclusion zones implemented if necessary to avoid disturbance to little ringed plover. GMEU recommend a condition to prevent any tree felling or vegetation clearance required by the scheme from taking place during the optimum period for bird nesting (March to July inclusive).

Badgers

14.31 Badgers are specially protected under the terms of the protection of Badgers Act 1992. A badger survey was undertaken in May 2015 within the site and within a 50m radius. No badger setts were recorded within the site boundary, however evidence of badger activity was recorded close to the application site. As badgers are mobile in their habits and given the scale of the proposed development which may not come forward for some time, GMEU recommend a condition requiring a further survey for the possible presence of badgers to be carried out prior to any development commencing, including groundworks. In the event badgers are found to be present then a Method Statement must be prepared giving details of measures to be taken to avoid any possible harm to badgers.

Water Vole

14.32 A water vole survey was undertaken in May 2015 within the site and field drains within a 100m radius. No water voles were recorded within the watercourses on the site during the survey. In addition these features are isolated and the potential for water voles to naturally colonise the site is limited.

Amphibians

14.33 Suitable waterbodies within a 250m radius of the site were assessed in May and June 2015 for their potential to support a breeding population of great crested newts. No great crested newts were identified on site and are unlikely to be affected by the development proposals. Other amphibians, including the priority species common toads, may be present in the development areas. GMEU recommend that if there are any proposals for drawing down or removing existing water bodies a Method Statement must be prepared giving details of measures to be taken to avoid possible harm to amphibians. Any waterbodies removed must be compensated by creating new ponds.

Other Protected or Notable Species

14.34 The ES also considers the potential for other notable species, including otter, common lizard, slow worm and grass snake, to be low having regard to the types of habitat across the site.

Biodiversity Enhancement

14.35 GMEU encourage and support measures to enhance the biodiversity value of the site through the provision of high quality landscaping and greenspace and by the provision of features for particular species such as bird boxes and bat boxes. Natural England also comment that the application may provide opportunities to incorporate features into the design which are beneficial to wildlife, such as the incorporation of roosting opportunities for bats or the installation of bird nest boxes, and advise consideration is given to securing measures to enhance the biodiversity of the site in accordance with Paragraph 118 of the NPPF. Additionally, Natural England refer to Section 40 of the Natural Environment and Rural Communities Act (2006) which requires the LPA to have regard to conserving biodiversity and to restoring or enhancing a population or habitat.

14.36 The proposed green infrastructure network throughout the site includes retention of existing trees and green space where possible and provision of new areas of open space, natural and semi-natural green space with new tree planting and landscaping where appropriate. These include linear routes that will act as corridors for wildlife between green spaces and the surrounding land. The scheme would provide 3.9ha of semi natural green space. SUDs retention ponds would also be designed for nature conservation. Further details will be required at reserved matters stage, however the Parameters Plans and supporting information in the DAS and ES demonstrate the proposed development can provide for a variety of ecological habitat retained and created throughout the development. GMEU recommend that as part of any future Reserved Matters applications, more comprehensive Landscape and Habitat Creation and Management Plans should be prepared. These Plans should properly reference the context of the site and the wider area.

Conclusion

14.37 The application site is not overall of substantive nature conservation value and there are no designations affecting the site, although there are designated sites in the vicinity and protected species on site. The proposed development will result in the loss of trees, existing habitats and disturbance to wildlife on the site and potential disturbance to species off site. This includes impacts on Carrington Power Station SBI, bats and birds. Significant mitigation is proposed (as detailed above) that will off-set the impacts, create new habitats and require best practice measures during construction to protect areas to be retained and to minimise disturbance to wildlife. Requirements for mitigation and biodiversity enhancement

are set out in the proposed conditions. As such the scheme is considered to be in accordance with Policies SL5 and R2 of the Core Strategy and the relevant sections of the NPPF.

15.0 TREES AND HEDGEROWS

Introduction

- 15.1 The application site includes areas of woodland, groups of trees, individual trees and hedgerows. Most notably there are trees and hedgerows alongside Manchester Road, areas of woodland/groups of trees south and east of the properties on School Lane, south of the field on the west side of the site and adjacent to the grassed area on the south side of the A1 road. There are no Tree Preservation Orders within the site. There is potential to incorporate existing trees, hedgerows and woodland into the development, however some tree and hedgerow removal will be required to facilitate development.

Relevant Policy and Guidance

- 15.2 Policy SL5 and Place Objectives CAO13 and CAO25 seek to ensure that the Carrington Strategic Location delivers high quality green infrastructure that connects with the surrounding open countryside and protects and enhances the existing sites of environmental importance, nature conservation and biological importance whilst maximising opportunities for tree planting.
- 15.3 Policy R2 requires developers will be required to demonstrate how their proposal will protect and enhance landscape character, biodiversity, geodiversity and conservation value. It identifies woodland, hedgerows and hedgerow trees as assets to be protected. Policy R3 also seeks to develop an integrated network of high quality and multi-functional green infrastructure that will protect and connect existing and potential sites of nature conservation value and historic landscape features; protect and provide appropriate natural space to connect landscapes; and mitigate the negative effects of climate change and support biodiversity.
- 15.4 The NPPF advises that the planning system should contribute to and enhance the natural and local environment, including by minimising impacts on biodiversity and providing net gains where possible (Paragraph 109) and that LPA's should aim to conserve and enhance biodiversity and if significant harm resulting from a development cannot be avoided, adequately mitigated, or compensated for, then planning permission should be refused; opportunities to incorporate biodiversity in and around developments should be encouraged; and permission should be refused for development resulting in the loss or deterioration of irreplaceable habitats, including ancient woodland and the loss of aged or veteran trees, unless the need for, and benefits of, the development in that location clearly outweigh the loss (Paragraph 118).

Applicant's Submission

- 15.5 The application includes a Tree Quality Survey and Development Implications Review which is fully compliant with BS 5837:2012 – '*Trees in relation to design, demolition and construction – Recommendations*'. The report states the majority of trees were found to be in a good to fair physiological and structural condition.
- 15.6 The proposed development will require some localised tree, hedgerow and scrub removal to accommodate development and vehicular access into the site. New planting is proposed to mitigate this loss. The report has also considered shadowing and impacts on future residential amenity and includes recommendations for tree management. The Green Infrastructure Strategy and Landscape Design Code identify the approach as to where existing trees and hedgerows can be retained and incorporated into the scheme and where new tree and hedgerow planting is proposed.

Assessment

- 15.7 The survey report identifies that 17 individual trees, 26 tree groups and 3 hedgerows will need to be removed. The trees and vegetation proposed to be removed along the eastern stretch of Manchester Road comprises a group of mixed species identified as Category A trees. This removal is necessary to open up views between Manchester Road and the proposed development which is a key aim of the scheme to provide a stronger interaction with the village than the site does currently.
- 15.8 Category B trees identified for removal include groups of mixed species along the Manchester Road frontages of the proposed employment sites, trees in the north east corner of the site and some of the trees in the group adjacent to Ackers Lane along the eastern boundary.
- 15.9 The report also states that the highways improvements at Carrington Spur and Flixton Road will result in the partial loss of hedgerows. With the exception of the tree groups fronting Manchester Road, most tree removal is limited to internal tree stock which serves to retain the majority of the sites tree defined enclosures. The submitted report states tree loss is considered to be of moderate arboricultural impact; this assessment reflects the amount of tree removal as opposed to loss of high quality trees. Mitigation for tree loss is outlined in the Green Infrastructure Strategy and/or Landscape Design Code and considered in the Specific Green Infrastructure section of this report. Having regard to the size of the site, the need to create a legible movement network, that tree losses are a necessary part of proposals to improve the relationship between the site and village, and that replacement tree planting will mitigate tree losses, it is considered the extent of tree removal indicated is acceptable. The removal of trees and hedgerows in terms of loss of habitat and biodiversity is considered in the Ecology and Nature Conservation Section of this report.

- 15.10 With regards to trees to be retained, the Green Infrastructure Strategy identifies a large proportion of the existing vegetation along Manchester Road will be retained, with vegetation proposed for removal to facilitate vehicular and pedestrian access where necessary. This includes a group of Category A trees fronting Manchester Road on the eastern side of the site not forming part of the removal above and groups of Category B trees along Manchester Road on the western side of the site. Category B trees along Ackers Lane, adjacent to the proposed rugby club site and along the west side of Manchester Road of the proposed employment site will also be retained. These retained groups of trees will contribute to the appearance of the site and help the development assimilate into its surroundings and the wider landscape.
- 15.11 Given that the layout is reserved for subsequent approval, and the Illustrative Masterplan is indicative at this stage, future applications for reserved matters should include the following documents/information so that the exact impact of the development on existing trees within or adjacent to the site can be assessed:
- Arboricultural Implications Assessment
 - Arboricultural Method Statement
 - Tree Protection Plan

Conclusion

- 15.12 In order for the development to proceed some loss of trees and hedgerows is unavoidable but it is considered that the loss is reasonable and proportionate to the development proposed. The scheme will open up views between Manchester Road and the proposed development and will provide a stronger interaction with the village than the site does currently, which are key benefits. New tree planting associated with the development will assist with mitigation and will introduce tree cover on parts of the site where there is none currently present. The proposal is therefore considered to be in accordance with Policies SL5, R2, R3 and Objectives CAO13 and CAO25 of the Core Strategy and the NPPF.

16.0 LANDSCAPE AND VISUAL IMPACT

Introduction

- 16.1 There are no statutory designations relating to the significance of the landscape affecting the application site and the site is not designated on the RUDP Policies Map for its landscape value. The site is within the Mersey Valley National Character Area (NCA 60), as defined by Natural England.
- 16.2 The majority of the site lies outside the Landscape Character Areas identified in the Council's Landscape Strategy SPG and Proposal ENV17 of the Revised Trafford UDP, although land on the west side of Manchester Road (forming part of the proposed employment area) is within the 'Urban River Valley' Landscape

Character Area. In addition a small portion of the land at the Manchester Road-Flixton Road junction is within the 'River Meadowlands' and 'Settled Sandlands' Landscape Character Areas. Land to the east of the application site and further south (beyond the former Shell site) is within an Area of Landscape Protection and within the Green Belt. Other landscape types identified in the SPG surround the site and include 'River Meadowlands' to the north along the Mersey Valley, 'Settled Sandlands' to the east and 'Mossland' to the south (beyond the former Shell site).

- 16.3 The closest visual receptors include nearby residential properties, one Public Right of Way (PROW) on the site and a number of PROWs in the vicinity from where the development would be visible. The visual effects on heritage assets and their setting are considered in the Heritage section of this report.
- 16.4 Natural England comment the application may present opportunities to protect and enhance locally valued landscapes and advise that consideration is given to whether any local landscape features or characteristics could be incorporated into the development in order to respect and enhance local landscape character and distinctiveness, in line with any local landscape character assessments.

Relevant Policy and Guidance

- 16.5 The NPPF states the planning system should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes (Paragraph 109). The NPPG states one of the core principles in the NPPF is that planning should recognise the intrinsic character and beauty of the countryside.
- 16.6 The development plan in policies SO5, R2 and R3 of the Core Strategy and Proposal ENV17 of the Revised Trafford UDP seeks to protect and enhance landscape character through the consideration of the impact of development on the landscape and the provision of green infrastructure. Detailed guidance for each of the different Landscape Character Types is provided in the Landscape Strategy SPG.
- 16.7 Natural England has published guidance for the Mersey Valley in National Character Area Profile: 60 Mersey Valley which seeks to promote the Mersey Valley's historic environment and landscape character and positively integrate the environmental resource with industry and development, providing greenspace within existing and new development.

Applicant's Submission

- 16.8 A Landscape and Visual Impact Assessment (LVIA) has been incorporated within the ES and considers the impact of the scheme on the landscape and its visual impact from surrounding receptors. The LVIA has been carried out in line with the current Landscape Institute Guidelines for Landscape and Visual Impact

Assessment. The LVIA identifies the context for the assessment, the extent of the visual envelope/views and consideration of the effects of the proposed development on the Landscape Character Types in the vicinity and on the site itself and from visual receptors in the locality.

- 16.9 The LVIA concludes that character effects are localised and that visual effects are limited. Furthermore the soft landscaping proposals incorporated into the proposed development layout will mitigate impacts on receptors. The proposed development would not cause significant or detrimental harm to the character and visual amenity of the landscape on the site or within the surroundings. Once the development is completed, and the soft landscaping proposed is stabilised, the development should sit well within the landscape and the visual amenity for most residents, users of public rights of way, business and road users, and agricultural workers should improve as the planting softens views of the urban edge of Carrington, and the proposals unify what is currently a fragmented townscape and industrial edge.

Assessment

- 16.10 The proposed development has the potential to have a significant impact on the landscape and visual amenity, having regard to its scale and the extent of the site, the generally flat topography of the surrounding area and the range of receptors from where the site is visible. Although the proposed development would result in significant change to the appearance and character of the site, the majority of the landscape is not particularly sensitive except from some key visual receptors and overall the site itself does not contribute towards the character of Carrington as a settlement at present. The significance of the individual Visual Receptors will be low as this is not a high sensitivity landscape. The LVIA has identified that based on the criteria set out in the LVIA Guidelines, the landscape value of the site is poor and the level of susceptibility to landscape change as a result of the development has been assessed as 'Low Susceptibility'. This means that the landscape should be able to accommodate the proposed development providing mitigation is incorporated into the development. It is also relevant to take into account there are significant areas of industrial use and hardstanding on the site and the proposed development offers the opportunity to replace this with a built form and landscaping which sits more sensitively within the landscape.
- 16.11 During the construction phase there would be an adverse effect on the site, the Urban River Valley Landscape Character Type and on some receptors due to proximity, however this will only affect a limited geographical area and the changes will not be out of keeping given the predominantly brownfield nature of the site and the extent to which the site and surrounding Landscape Character Types are influenced by urban elements already. This impact will be temporary and proposed mitigation, including the use of site hoardings and restriction of lighting away from sensitive receptors, will reduce the impact. The LVIA

concludes the proposed construction phase of the development would not result in significant effects to the other identified Landscape Character Types due to the scale and timing of works.

- 16.12 The impacts of the completed development on the wider landscape would not be out of keeping given the predominantly brownfield nature of the site and the extent to which the site and surrounding Landscape Character Types are influenced by urban elements already. Landscape features typical of the Mersey Valley and the Landscape Character Types are limited. Available views towards the site and the existing visual experience are influenced by the urban context with energy infrastructure a frequent element and large-scale industrial development forming a backdrop to the majority of views. The changes brought about by the proposed development will relate mainly to a change in the composition of built form on site and a change within the existing context, rather than the introduction of elements that are uncharacteristic within the landscape, or which would detract from the locality. Consequently the extent of change upon the Landscape Character Types would not be significant.
- 16.13 On the west side of the site, the landscape context is influenced by the existing pylons and overhead cables which cross the site. The assessment identifies that whether the overhead cables remaining in-situ or are buried, this only affects a small proportion of the wider landscape and consequently is a minor element of existing views resulting in no change to the overall assessment.
- 16.14 Although the site is within the Mersey Valley it is not a distinctive part of this landscape due to its physical separation from the river valley by development on the north side of Manchester Road. The proposed development principles seek to achieve the objectives set out in SEO2 of the Mersey Valley National Character Area guidance, inter alia, through integration of Green Infrastructure within housing and industrial development and linking new development with the wider countryside. In relation to the Mossland Landscape Character Type to the south, the site is located 430m to the north and there is limited intervisibility within the Mossland.
- 16.15 Landscaping proposed at the edges of the site would ensure the proposed development sits well within the surrounding landscape. There would be an overall increase in tree cover and publically accessible open spaces across the site, which includes areas of open recreational space and play areas linked to new footpath and cycle routes. Overall the impact on the wider landscape, including the Urban River Valley, River Meadowlands, Settled Sandlands and Mossland Landscape Character Types is not considered significant due to the establishment of a green infrastructure network of hedges and planted areas.
- 16.16 On the site itself the landscape features to be lost are not rare or notable features of the urban area or adjacent landscape and relate primarily to the existing industrial usage of the site. There will be an impact on the existing boundary tree

and hedgerow planting along Manchester Road which although substantial, lacks aesthetic attraction. As part of the development this boundary will be selectively removed and areas enhanced to increase visual diversity and allow greater permeability to the residential area. The development will not introduce elements that are uncharacteristic within the landscape context.

- 16.17 With regards to the impact from key visual receptors in the locality, the closest high sensitivity receptors to the site are residents along Manchester Road, Moss Green, Ackers Lane, Ingle Nook Close and users of the recreation ground on the opposite side of the road (although this is not currently used for recreation). The proposed development will appear in closer proximity than the industrial buildings currently on site and where the removal of roadside trees and vegetation along Manchester Road is proposed, this will make a noticeable change to views. However, overall this is not inconsistent with the current visual context which already features industrial buildings and screen planting which prevent long distance views. For a number of surrounding properties the proposed development will improve visual amenity by opening up or curtailing views and landscaping will soften the proposed built form. The most significant visual effects would be experienced by a small number of visual receptors on Ackers Lane and Ingle Nook Close where new buildings will be directly adjacent with no scope for mitigation.
- 16.18 Views of the development from PROW to the east and south east would be in the context of existing residential development on Ackers Lane and/or derelict industrial land (which may be developed in future years) and the Daines Substation site and would not be visually intrusive. Views from PROW to the south are limited given the distances involved and the development would be viewed in the context of largely derelict industrial land. The implementation of site boundary mitigation planting will visually soften the impact of the development on the landscape character.

Conclusion

- 16.19 The proposed development would not have an adverse impact on any identified area of landscape character or sensitive receptor and would bring various benefits through improvements to landscaping and green infrastructure on the site. There would therefore be no significant environmental effects arising from the proposals in respect of landscape and visual impact. The proposals therefore comply with development plan and national planning policy and relevant guidance.

17.0 SPATIAL GREEN INFRASTRUCTURE (OPEN SPACE, SEMI-NATURAL GREENSPACE, PLAY AREAS AND SPORTS FACILITIES)

Introduction

- 17.1 The proposed development would be a significant residential development, with a population of around 1,686 residents (based on the residential capacity methodology set out in SPD1) and which will comprise predominantly family accommodation. As such sufficient on-site provision for open space, recreation, play areas and sports facilities will be necessary for the health and well-being of future residents and as important elements in creating an attractive environment.

Relevant Policy and Guidance

- 17.2 Policy SL5 of the Core Strategy states development in the Carrington Strategic Location will include recreational facilities of a scale appropriate to support the needs of the new community and high quality green infrastructure within the new community which connects with the surrounding open countryside and protects and enhances the existing sites of environmental importance. The supporting text further states that development will be expected to deliver an appropriate scale of green infrastructure provision and open space, sport and recreational facilities in line with Policies R3 and R5. The Place Objectives for the Carrington Location include CAO6: To improve the levels of community facilities to provide for the needs of the new and existing community; CAO7: To improve and enhance the appearance and quality of the environment, including green and open spaces for recreational purposes and the public realm; and CAO15: To provide clearly defined green corridors to join the urban fabric with the surrounding greenspace assets.
- 17.3 Policy R5.4 requires all development to contribute on an appropriate scale to the provision of the standards set out in Policy R5, either by way of on-site provision, off site provision or by way of a financial contribution towards improving quantity or quality of provision. Such provision will be secured in accordance with Policy L8 and SPD1: Planning Obligations. Policy R5.1 states that the Council will secure the provision and maintenance of a range of sizes of good quality, accessible, play, sport, leisure, informal recreation and open space facilities. Policy L7 also requires development to make appropriate provision for open space in accordance with Policy R5.
- 17.4 SPD1: Planning Obligations states that the open space needs of new development are calculated using the standards in Core Strategy Policy R5.3. It states that large residential developments of this scale will need to provide new open space as part of the site design. The SPD also provides guidance on the three tiered structure for children's informal recreation and equipped play that specifies the location, minimum land area and style of provision required for a range of age groups. The relevant standards are referred to in the two tables below.

17.5 Furthermore the NPPF states that planning decisions should plan positively to deliver social, recreational and cultural facilities (Paragraph 70) and access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities (Paragraph 73). Information gained from assessments of the needs for open space, sports and recreation facilities and opportunities for new provision should be used to determine what open space, sports and recreational provision is required.

Applicant’s Submission

17.6 The Green Infrastructure Parameters Plan identifies the location and extent of proposed Local Open Space, Natural and Semi-Natural Green Space and play areas across the site and sports provision in the form of the proposed replacement facilities for the Rugby Club. These areas including the Rugby Club facilities will be accessible to future residents and also existing residents.

17.7 The DAS provides an overview of provision and further details are provided in the Design Principles document. The DAS states that recreational open space is designed as an integrated part of development, providing an amenity asset which can benefit both new and existing residents. A centrally located amenity green space is positioned adjacent to the primary access road. Amenity green space will be distributed throughout the development, ensuring that surrounding houses are within a short distance of green open space and benefit from the opportunities of informal recreation and community interaction. There is potential to locate four equipped children’s play areas (providing a NEAP and 3 LEAPs), which will be integrated within the proposed development, thereby providing a safe and accessible environment. In addition smaller play areas will be provided (LAPs) again in a location that is sufficient distance from surrounding housing and which will provide valuable, localised play areas distributed across the site.

Assessment

17.8 The following table and paragraphs summarise the type and amount of open space and other recreational facilities required by the standards set out in Policy R5.3, based on a total residential population of 1,686 using the methodology set out in SPD1, and the type and amount proposed across the residential parts of the development: -

Type	Quantity Standard (ha per 1000 Population)	Standard for the development (ha)	Proposed development (ha)
Local open space	1.35	2.28	4.58
Semi natural green space	2	3.37	3.9
Provision for children/	0.14	0.24	0.45

young people, including equipped play and teenage provision			
Outdoor sports	1	1.69	2.03*
Total		7.57	10.96

* The actual amount of sports provision is 1.1ha, comprising the two rugby club pitches. The figure of 2.03ha is the total site area of the proposed rugby club, which also includes the clubhouse, car park and areas between the pitches and boundaries i.e. areas where sport cannot be played. Given that the pitches and adjacent green space make up the majority of the rugby club site and these constitute Green Infrastructure these are retained in the overall total, however for the assessment of sports provision below, a figure of 1.1ha has been used.

Within the proposed employment areas the scheme would provide a further 1.39ha of Local Open Space and 1.52ha of Semi Natural Greenspace.

Local Open Space

17.9 The Green Infrastructure Parameters Plan identifies provision of approximately 4.58ha of Local Open Space throughout the residential part of the development which would exceed the above standard in area terms and provide a range of spaces throughout the site for recreation use as well as providing aesthetic and ecological benefits. These comprise open spaces of varying sizes, including a centrally located area of approximately 1.4ha and linear areas of open space along Manchester Road and between the residential area and proposed rugby club. Residents and visitors would have unrestricted access to all these areas. The main area of open space in the centre of the site will include a NEAP facility, 'kick about' pitch, surrounding open space and landscaping. This area is in close proximity to the Village Centre, the main site access and the primary east-west access road and pedestrian and cycle route, thus ensuring good accessibility for residents and visitors. Other areas of open space are positioned primarily on the edges of the development.

Play Areas

17.10 The Green Infrastructure Parameters Plan identifies the following play areas would be provided within the site: -

- 1 x Neighbourhood Equipped Area for Play (NEAP)
- 3 x Local Equipped Areas for Play (LEAP)
- 8 x Local Areas for Play (LAP)

This includes retention of the existing Ackers Lane Play Area which is proposed to be upgraded and will form one of the LEAP sites. It has been agreed that this will be transferred from the Council to the applicant who will take on responsibility for its maintenance given it will contribute towards provision for future occupiers and that the developer / management company will be managing the other play areas and public open spaces within the development.

17.11 SPD1 sets out the following minimum standards for the accessibility (walking distance), size and type of facilities applicable to each type of play area: -

Type of Facility	Walking Distance	Straight Line Distance	Minimum Size		Character/ Facilities
			Activity Zone	Total inc. Buffer Zone	
LAP (Local Area for Play)	100m	60m	100m ²	400m ²	Informal recreation, landscaping, fencing, seating, and may include a low key games area for toddlers
LEAP (Local Equipped Area for Play)	400m	240m	400m ²	3,600m ²	Informal recreation, landscaping, fencing, seating and junior play area (5 types of equipment)
NEAP (Neighbourhood Equipped Area for Play)	1,000m	600m	1,000m ²	8,500m ²	Informal recreation, landscaping, fencing, seating, play areas for all age groups (8 types of equipment), wheeled play and ball game opportunities

17.12 With regards to the distribution of these facilities across the site and their accessibility for the future residents, the proposals compare favourably with the walking distances set out in the above table. The proposed NEAP is located centrally within the site and all proposed dwellings would be within 1000m walking distance. Most of the proposed dwellings are within the required 400m of a LEAP with the exception of a number of dwellings within and adjacent to the Village Centre (based on the Illustrative Masterplan), however these would be in close proximity to the NEAP facility which will provide facilities equivalent to and greater than a LEAP. Most dwellings would be within 100m of a LAP and those which aren't would be only just outside this distance and still within the recommended distance of a more substantial LEAP and/or NEAP facility. As such it is considered all future occupiers would have good access to a range of play facilities within the development and the provision outlined on the Green Infrastructure Parameters Plan forms an acceptable strategy for the provision of play areas across the site.

17.13 With regards to the size of these facilities and the type of equipment and other features provided within each, specific details are not provided at this stage and would form part of subsequent reserved matters application(s) for the areas in which they are located. Nevertheless the Design Principles document includes a section on play space proposals and provides an overview of each type of facility, supported by indicative layouts and images. Whilst insufficient detail is provided at this stage to confirm compliance with the standards above, the approach indicated is broadly consistent with the Council's guidance. It is noted the total area of each of the LEAPs and LAPs indicated on the Green

Infrastructure Parameters Plan would be less than that above, although still large enough to accommodate the activity zone area indicated. The proposed NEAP would exceed the total area indicated above and would be able to accommodate the size of activity zone indicated and the amount and type of equipment and other facilities described in the guidance. With regards to the requirement for “wheeled play and ball game opportunities”, SPD1 further states that depending on local site constraints and community support a NEAP will include a Multi-Use Games Area (MUGA) and skate/BMX facility. The applicant has indicated neither of these facilities would be provided and considers that this type of equipment is very space hungry, potentially detrimental to the high quality aesthetics the applicant intends to achieve and houses close to such facilities are difficult to sell. The applicant has however confirmed that a kick about area would be provided adjacent to the NEAP, suitable for informal recreation which in the context of the general spatial green infrastructure provided across the site is considered to be acceptable. Further consideration will need to be given to the size of these spaces and the type of facilities provided within each at reserved matters stage, however in terms of setting out a strategy for the amount, type and distribution of facilities across the site the proposals shown on the Green Infrastructure Parameters and Public Open Space Area Measurements Plans and in the supporting documents is considered acceptable in principle.

Natural and Semi Natural Green Space

- 17.14 The Green Infrastructure Parameters Plan identifies approximately 3.9ha of Semi Natural Green Space throughout the site, comprising areas of existing woodland, trees and vegetation to be retained and the creation of linear corridors incorporating existing trees. The main areas include the Manchester Road frontage on the western side of the site where existing trees and vegetation will be retained and additional landscaping is proposed; an area of retained woodland east of School Lane; an area of retained woodland adjoining and south east of the proposed rugby club; a linear corridor along the boundary with the retained Business Park and proposed car park; along the southern boundary with the A1 road; and a strip of land alongside Ackers Lane on the east side of the site. The employment area also includes areas of natural and semi-natural greenspace, principally along boundaries.
- 17.15 This provision complies with the standard in SPD1 and will provide areas providing a more natural recreational experience for recreation, including pedestrian and cycle routes within or adjacent to these areas, and which will also incorporate existing and provide new wildlife habitat. These areas will also provide screening and buffer zones in areas where proposed housing adjoins non-residential or noise generating uses (including the Business Park, Manchester Road and the A1 road).

Sports Facilities

- 17.16 SPD1 states that very large developments in the region of over 300 units will need to provide on-site facilities, in line with standards in Core Strategy Policy R5 and the deficiencies and needs identified as part of the Outdoor Sports Assessment of Need Study, and/or in line with the deficiencies and needs identified as part of any future needs assessments. In this case for the population proposed, the standards require 1.69 ha for outdoor sports facilities. The SPD also states that in exceptional circumstances, it may be more appropriate to pay a commuted sum towards the provision of outdoor sports facilities.
- 17.17 Sport England also advise that the occupiers of new development will generate demand for sporting provision and that existing provision within an area may not be able to accommodate this increased demand without exacerbating existing and/or predicted future deficiencies. Therefore, Sport England considers that new developments should contribute towards meeting the demand that they generate through the provision of on-site facilities and/or providing additional capacity off-site. In assessing sporting demand, Sport England note the Council is currently developing a new Playing Pitch Strategy but this is at an early stage. In the absence of a completed Strategy, Sport England has contacted various National Governing Bodies of Sport for their views on the demand for sport in the local area, including England Hockey, Basketball England and the Football Association. In summary all have advised they are seeking additional and/or improved facilities in Trafford.
- 17.18 Sports facilities proposed within the development comprise the relocation of Carrington Rugby Club to the west side of the site which would have two grass pitches. The proposed rugby club covers an area of 2.03 ha and includes two rugby pitches (main pitch and training pitch), a clubhouse and car parking. The playing field area is 1.1 ha. This is to be provided as a community facility; the applicant has confirmed that both pitches will be publicly accessible and available for informal use by local children/residents for sport. The applicant has advised that the land will be on a long lease to the rugby club (49 years) and community use will be part of the agreement. The scheme would also provide a 'kick-about' area within the main area of Local Open Space adjacent to the proposed NEAP. This would be 46m x 73m and marked out for football, although this would not constitute formal sports provision due to it not including changing facilities and associated features such as car parking, lighting and toilets.
- 17.19 In area terms the proposed sports facilities (excluding the kick-about area) fall below the Council's standard. However, with regards to the location of these facilities, Policy R5 sets out the facilities should ideally be within a distance of 1,800m (approx 30-minute walk/5-minute drive); all the proposed dwellings would be within this walking distance. The size of the playing pitches themselves and in accessibility terms the proposals are therefore considered acceptable. In terms of the type of facility, whilst the provision of pitches for community use is welcomed,

there is concern that 1) the pitches will not always be available to the wider community since use by the rugby club for matches and training and potential recovery time after bad weather will take precedence, and 2) the pitches will be marked out for rugby with rugby goal posts therefore would not be suitable for football or other sports, including those identified above in Sport England's response. There is therefore concern that the pitches would not be sufficient outdoor sports provision in terms of amount and type of for the increase in population.

- 17.20 Sport England has advised there is a need for the LPA and the applicant to consider the sporting needs that will arise from this significant development, especially those identified by the national governing bodies above. In the absence of further facilities being provided or a contribution towards the provision or improvement of facilities elsewhere, Sport England object to the proposal on a non-statutory basis. Sport England calculate that the development consisting of a total of 725 dwellings will require a contribution of £617,503 into sport facilities based on the national average of 2.36 occupants per dwelling.
- 17.21 In response to these concerns and a request that consideration is given to providing further sports facilities on-site or a contribution towards off-site provision, the applicant has advised that neither is feasible. Due to the Basell rationalisation works and remediation costs associated with the proposed development, the applicant has advised this is a viability challenged scheme and that the Viability Assessment demonstrates that on top of other requirements there is no scope to provide either a financial contribution or further sports facilities on-site (which is likely to result in a reduced number of units and affect the viability of the scheme).
- 17.22 The applicant was also requested to investigate the potential for the Parish Council land on the opposite side of Manchester Road to be improved and brought back into use as community sports facilities. This land historically provided recreation facilities for the village. Goal posts remain on the land although it is currently unsuitable due to its condition and horses being kept on the land. The applicant has approached the Parish Council, who has advised that they would be unable to deliver any improvements to their land to be used for sport at this time. They advised that any investment at this time would be lost due to the horses grazing on the land and the grass being eaten/trampled/defecated on (the applicant has no control over this existing use of the land). As such, the applicant has stated they would not be confident that any contribution, even if they were able to provide such a contribution, would be able to be used in the intended way it was requested, and hence it has little chance of being delivered.
- 17.23 In addition to the proposed rugby club facilities it is considered that some weight may be attached to the proposed 'kick-about' area within the main area of Local Open Space as sports provision. The applicant has advised that this will be the size of an under 13's football pitch as specified by the FA (73m x 46m plus 3m

run off around the pitch) The applicant has confirmed they would erect goalposts, mark it out and to allow junior football clubs to use it for games if they wish. Although this would not be a formal sports facility since it would not provide additional facilities such as changing facilities, toilets, car parking or lighting, this would nevertheless be a facility that residents could use informally or formally for football and other forms of sport and recreation.

- 17.24 In addition, Partington Sports Village, adjacent to Broadoak School, has a 3G outdoor football pitch, tennis courts and indoor facilities including a sports hall for other sports and a swimming pool. These facilities are approximately 3.5km or a 7 minute drive from the centre of the application site. Consequently western parts of the application site would fall within the Policy R5 recommended 1800m or 5 minute drive from the facilities, although conversely, the eastern parts of the site would fall just outside this recommended distance. These facilities are considered to be close enough to the application site to benefit future residents, although it is noted the emerging Playing Pitch Strategy (2017) identifies a significant overplay of adult and youth pitches at this facility. The emerging Playing Pitch Strategy also reveals that there is spare capacity on grass pitches at Cross Lane East Playing Fields in Partington (approximately 3.5km from the site) and at Flixton Park Playing Fields (approximately 2.5km from the site).

Conclusion

- 17.25 The scheme is generally compliant with the Council's standards for Spatial Green Infrastructure provision; in area terms the proposals exceed the quantity standard set out in Policy R5 for Local Open Space (the provision proposed is almost double that in the standard), Semi Natural Greenspace and children's play space although Outdoor Sports provision would be below the standard in terms of the area of the pitches proposed. Whilst it is unfortunate that Outdoor Sports provision is below the standard referred to in R5, and it is noted that Sport England have made a non-statutory objection on this basis, the development is considered, when taken as a whole, to contribute on an appropriate scale to the provision of the expected standards set out in Policy R5. The quantity and distribution of these facilities across the site complies with the Council's standards and all future occupiers would have good access to a range of open space and play facilities within the development, and reasonably easy access to the existing outdoor sports facilities at Partington Sports Village. Further consideration will need to be given to the size of these spaces and the type of facilities provided within each at reserved matters stage. As such the scheme is considered to be in accordance with Policies SL5 and R5 of the Core Strategy and the relevant sections of the NPPF. As the objection from Sport England has been made on a non-statutory basis, there is no requirement to refer the application to the Secretary of State on this basis.

18.0 SPECIFIC GREEN INFRASTRUCTURE, INCLUDING PROPOSED LANDSCAPING AND TREE PLANTING

Introduction

18.1 Given the extent of the application site and scale of development it is considered extensive green infrastructure will be required in order to create a sustainable form of development that will assimilate into its surroundings and create an attractive environment for residents, workers and visitors. SPD1 suggests that specific green infrastructure may include trees, hedges, green roofs, green walls, wildflower meadow, additional biodiversity or landscaping elements to a SUDS scheme, woodland/orchard and food growing space. Landscaping will be considered at reserved matters stage, nevertheless the application includes a Green Infrastructure Parameters Plan, Green Infrastructure Strategy and Landscape Design Code which set out a strategy for landscaping throughout the site.

Relevant Policy and Guidance

18.2 Policy SL5.2 of the Core Strategy states that the Carrington Strategic Location can deliver high quality green infrastructure, connect with the surrounding open countryside and protect and enhance existing sites of environmental importance. The Place Objectives for the Carrington Location include CAO7, CAO15 and CAO25 which seek to improve and enhance green and open spaces for recreational purposes and the public realm; to provide clearly defined green corridors to join the urban fabric with the surrounding greenspace assets; and to maximise opportunities for green roofs and tree planting. Policy R3 further seeks to develop an integrated network of high quality and multi-functional green infrastructure, which includes tree planting.

18.3 SPD1: Planning Obligations set out further guidance for the provision of specific green infrastructure on developments and includes a guide to levels of tree planting and alternative green infrastructure treatments that could be provided in lieu of, or in combination with, tree provision.

18.4 The NPPF states that planning decisions should aim to ensure that developments are visually attractive as a result of appropriate landscaping (Paragraph 58) and the NPPG sets out the importance of green infrastructure in delivering sustainable development and in helping to deliver the planning policies outlined in the NPPF (NPPG ID8).

Applicant's Submission

18.5 The Green Infrastructure Parameters Plan identifies the areas for retained and proposed green space across the site (Local Open Space and Natural and Semi-Natural Green Space), and a strategy for landscaping across the whole site

including reference to potential species is set out in the Green Infrastructure Strategy and Landscape Design Code. As summarised above, some tree, hedgerow and scrub removal will be required to accommodate the proposed development and vehicular access into the site. New planting is proposed to mitigate this loss and forms part of this strategy.

Assessment

- 18.6 The scheme seeks to retain existing screen planting at the site boundaries including existing trees, hedgerows and other vegetation where feasible, to soften the views of proposed residential development and screen the proposed employment units where necessary. Additional screen planting, hedgerow planting, tree and group planting, as well as areas of meadowland mixes (perennials and grasses) is proposed to screen and soften views of the built form, as well as provide visual amenity benefits.
- 18.7 For the Manchester Road frontage a large proportion of the existing vegetation alongside the road will be retained, with vegetation proposed for removal to facilitate vehicular and pedestrian access where necessary. Existing vegetation along the eastern stretch of Manchester Road will be removed to open up views between Manchester Road and the proposed development and a wide grass verge with trees and low level planting will create a gateway into the village.
- 18.8 On the eastern edge of the development along Isherwood Road the scheme seeks to provide native planting consisting of native hedgerows and hedgerow trees to align with the frontage and harmonise this boundary with the adjacent rural character.
- 18.9 Along the boundary with the A1 road to the south of the site it is proposed to formalise this route with an avenue planting scheme of formal trees set within a grassed verge, with spring and bulb planting.
- 18.10 Internally within the residential areas the hierarchy of green infrastructure will comprise avenue street tree planting within grassed verges which will be given seasonal interest through bulb planting, with residential curtilages to be defined by hedgerows and street tree planting. Within the play spaces and recreational areas, parkland tree planting will combine with shrub species.
- 18.11 Along the two utilities corridors identified within the site, underground services restrict the planting of trees or shrubs therefore linear grassland corridors are proposed.
- 18.12 For the Business Gateway, a semi-formal landscape scheme combined with existing vegetation is proposed on the east side of Manchester Road. This will be based on woodland edge planting combining native trees and shrubs. On the west side of Manchester Road the existing vegetation will largely be retained and

enhanced with tree planting to gap up where necessary, understory shrub planting and groundcover planting. Within the employment areas, tree and shrub planting is proposed.

- 18.13 In terms of the amount of tree planting and other forms of specific green infrastructure, SPD1 indicates the following as a guide: 3 trees per dwelling, 1 tree per apartment, 1 tree per 80 sq. m for industry and warehousing (B2 and B8 uses), 1 tree per 30 sq. m for offices (B1), 1 tree per 50 sq. m for retail (A1) and 1 tree per 30 sq. m for leisure and community facilities. This is over and above any tree planting to replace any trees to be removed. SPD1 also states the provision of alternative green infrastructure treatments in lieu of, or in combination with, tree provision could be provided. As matters of layout and landscaping are reserved, a specific number of trees to be planted on-site and other forms of soft landscaping is not proposed at this stage and will be assessed at reserved matters stage. An appropriate number of trees and other green infrastructure treatments will need to be included in applications and assessed at that stage. As an indication, for the amount of development proposed the above guidelines would require in the region of 2,700 new trees plus an appropriate amount to compensate for existing trees to be removed which would take the total to significantly over 3,000. The site has the potential to accommodate a significant number of new trees although at this hybrid stage the amount cannot be confirmed. Nevertheless it is considered that the overall strategy set out above is appropriate and will allow for a significant number of trees to be planted throughout the site.

Conclusion

- 18.14 The proposals outlined above provide for a site-wide landscaping strategy that takes into account the context and design principles for each part of the site. The tree planting and soft landscaping indicated along the site boundaries and frontages and internally throughout the development, as set out in the Green Infrastructure Strategy and Landscape Design Code, will ensure that the proposed built form is softened, that the development will assimilate into the existing built-form of the village and surrounding landscape, and the overall appearance of the site will be improved. Landscaping, including the number of trees to be planted, will be considered in the context of this strategy at reserved matters stage when specific details for each phase are submitted. As such the scheme is considered to be in accordance with Policies SL5, L7 and R3 of the Core Strategy and the relevant sections of the NPPF.

19.0 HERITAGE ASSETS

Introduction

Designated Heritage Assets

- 19.1 There are no designated heritage assets (listed buildings, conservation areas, scheduled ancient monuments or registered parks and gardens) within the application site boundary. In the immediate vicinity of the site there are two listed buildings; the Church of St George on Manchester Road adjacent to the site which is Grade II* and Westwood Lodge on Crampton Lane opposite the site which is Grade II. Ackers Farmhouse on Carrington Lane is the next closest listed building (Grade II) some 900m east of the site and there are a number of listed buildings in Flixton to the north east, including the Church of St Michael (Grade II*) some 1km from the site. The nearest Conservation Areas to the site are Flixton approximately 1km to the north and Ashton upon Mersey approximately 2.5km to the east.

Non-designated Heritage Assets

- 19.2 Three non-designated heritage assets and a findspot have been recorded within the application site boundary. These include the sites of a mill, smithy house and garden and a blacksmiths workshop, along with a figurine find. The site of a mill is identified from the 1841 Tithe Map which identifies a Mill Meadow next to mill dam on the site of the existing sports ground. The site of a smithy house and garden is also identified on the 1841 Tithe Map. The site of a blacksmiths workshop is identified on the 1848 map adjacent to the smithy house and garden in an area that is now undeveloped and lightly wooded. Although these buildings and uses no longer remain, there is the potential for buried archaeological remains, particularly in areas that have not subsequently been developed. The former Carrington Hall (17th Century) was also located in close proximity to the site, on the opposite side of Manchester Road.
- 19.3 There are a number of buildings in the vicinity of the site considered to be of historic and/or architectural interest. These include the Former School and Old Vicarage adjacent to the Church of St George, the Windmill Inn, the Old Chapel/Emmanuel Church, Rose Cottage and Sycamore Cottage on Manchester Road and Ivy House, 1 and 3 School Lane and The Cottage on School Lane. The Council does not maintain a formal local list, nevertheless these 19th century buildings are considered of local interest in reflecting the historic development of the settlement and as the few remaining examples of pre-20th century development. Some of the buildings are also of historic and/or architectural interest in their own right. As such they make a positive contribution to the character and appearance of the area and the proposed development should have regard to their setting.

Relevant Policy and Guidance

- 19.4 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.”

- 19.5 Policy SL5.4 of the Core Strategy states that in order for development to be acceptable it will need to protect, enhance and preserve heritage assets and their wider settings, including the listed Church of St George. The Place Objectives for Carrington include CAO26: To protect and enhance the historic character and features of historic importance. Policy R1 requires all new development to take account of surrounding building styles, landscapes and historic distinctiveness and states developers must demonstrate how the development will complement and enhance the existing features of historic significance including their wider settings. Of relevance to the application, Policy R1.5 states that developers will be required to demonstrate how their development will protect, preserve and enhance heritage assets including their wider settings.
- 19.6 The Trafford Historic Landscape Characterisation Report identified elements of the chemical works at Carrington Moss to be a good example of an Industrial sub type and the core of Carrington as a settlement of historic importance.
- 19.7 The NPPF states when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification (Paragraph 132). 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 securing its optimum viable use (Paragraph 134).
- 19.8 With regards to non-designated heritage assets, the NPPF states 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 affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset (Paragraph 135).

Applicant's Submission

- 19.9 The Cultural Heritage chapter of the ES provides an assessment of the likely effects of the proposed development in respect of known and potential heritage assets within the site and within 1km of the site. In summary this identifies the following impacts of the proposed development: -
- Construction activity may have a temporary impact upon the setting of the Church of St George and Westwood Lodge and some of the non-designated

historic buildings in the vicinity. The retention of current and new landscaping will provide some screening from and towards these buildings. In all cases this would not be a significant effect.

- The proposed development is mainly contained within ground previously severely disturbed by previous industrial development and uses on the site; this would have removed all potential for the presence of as-yet unknown archaeological remains in these areas.
- Within the undeveloped and yard areas of the site there is potential for buried archaeological remains. Investigation and mitigation measures have been agreed with GMAAS to include survey of the main areas of interest and all excavation works will be monitored to record archaeological assets that may be encountered.
- The completed development has the potential to affect the setting of the listed Church of St George and Westwood Lodge. In the case of both buildings, the ES concludes the impact would not result in substantial harm.
- The height of the buildings to the south and west of the Church of St George has been reduced to reduce the impact and proposed landscaping will provide some screening.
- The impact on Westwood Lodge can be mitigated by the retention of some current and additional landscaping alongside Manchester Road.
- The development has the potential to impact on a number of non-designated buildings of historic and/or architectural interest. The significance of these assets is considered as Low. In the case of all these buildings, the ES concludes the impact would not result in substantial harm.

19.10 The applicant's Cultural Heritage chapter is considered to comply with Paragraph 128 of the NPPF which requires an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting.

Assessment

Designated Heritage Assets

Church of St George

19.11 The Church of St George is located north east of and opposite land proposed for employment development. The Church is Grade II* listed and dates from 1757-9. The Church is a relatively modest building, built as a chapel of ease to Bowdon, constructed in Flemish bond brick with graduated stone slate roof. Its significance derives from its architectural and historic interest, in particular due to being '*outstanding as a remarkably little altered mid C18 small church which retains so many of its original fittings intact*' (extract from listing description). The Church sits within a relatively isolated and enclosed setting which contributes to its character and within a wider setting of the graveyard, the former vicarage and the school. The Church is currently redundant and in the care of the Churches Conservation Trust.

- 19.12 The application site adjoins the graveyard, with the Church itself situated approximately 42m north east of the parcel of land where employment development is proposed. The Land Use Parameters Plan identifies buildings could be positioned approximately 10-15m from the boundary which would result in a total separation distance of approximately 55m to the Church. The Illustrative Masterplan indicates buildings potentially close to the boundary. Commercial or industrial buildings on this part of the site have the potential to impact on the setting of the Church, particularly if positioned close to the boundary and large in scale. The exact relationship between buildings and the Church will depend on the siting, size, height and design of buildings, all of which will be determined at reserved matters stage although the maximum height is defined at this stage. This is proposed as a maximum 10m to ridge on the Building Heights Parameters Plan. This has been reduced from 20m originally proposed in response to concerns raised by officers regarding the potential impact of buildings on this scale affecting the setting of the church. There are trees and vegetation along the boundary which provides screening between the sites and it is proposed to retain this and provide further planting to supplement and strengthen the existing vegetation. A 10-15m wide landscape buffer is shown on the Green Infrastructure Parameters Plan within which this additional planting could be accommodated.
- 19.13 Commercial or industrial buildings are also proposed on the opposite side of Manchester Road. With regards to the impact of these buildings, the Church is set well back from the road and the intervening former school and trees obscure the building from the road. The potential extent of development shown on the Land Use Parameters Plan (and indicative siting shown on the Illustrative Masterplan) would result in a distance of over 50m retained to the Church. In terms of height the Building Height Parameters Plan show buildings would be up to 20m high. Most of the trees on the employment site along Manchester Road would be retained and supplementary planting will gap up where necessary, whilst on the Church side of the road there is a belt of trees and vegetation between the road and the Church.
- 19.14 The existing and proposed landscaping would reduce the impact of the development, nevertheless buildings up to 10m and 20m high in close proximity to the Church and effectively on three sides, would affect the currently isolated and enclosed setting of the Church. Views of the church from Manchester Road (albeit these are limited) and across the development site, would, as a consequence of the development, also take in the proposed development, including buildings of substantial scale. Nevertheless, taking into account the fact that the primary significance of the church building is contained within its fabric and very immediate setting (which would not be altered), existing and proposed screening, the distances that would be retained between proposed buildings and the Church, and buildings on the adjacent site being a maximum 10m high, it is considered the development would result in *less than substantial harm* to the significance of the designated heritage asset. There are however, degrees of

less than substantial harm and it is considered that the level of harm would be limited and at the lower end of the scale, given that no harm would arise to the most significant elements of the heritage asset.

19.15 In accordance with Paragraph 134 of the NPPF, the less than substantial harm to the significance of the designated heritage asset should be weighed against the public benefits of the proposal. Great weight has been given to the asset's conservation, particularly given that the building is listed at Grade II*. However, the employment development proposed on these parts of the site and the wider residential development would result in significant public benefits as follows (this is not considered to be an exhaustive list):-

- The Plan led presumption in favour of the proposed development.
- The development would deliver up to 725 homes on a site which is within an area designated a Strategic Location capable of delivering up to 1,560 dwellings. None of this housing has been delivered to date and the Council has not been able to meet its housing delivery targets set out in the Core Strategy. The proposals would contribute significantly towards addressing the identified housing land supply shortfall.
- A significant proportion of the proposed housing will be on previously developed land. The proposals would contribute positively to the Council's policy aspiration to maximise the use of previously developed land for housing.
- The proposed development would deliver up to 46,452 sq. m of new employment space on a site which is within an area designated a Strategic Location capable of delivering up to 75 ha of land for employment activities.
- The proposed employment and retail facilities would create approximately 1,000 net additional full-time equivalent jobs. It is estimated this level of gross employment would have an effect of contributing around £61m in GVA per annum. Significant contribution to the local and sub-regional economy.
- The proposed development would deliver off-site highway improvements to address existing highway capacity issues.
- Improvements to the cycle and pedestrian permeability of the application site itself, whilst also improving connectivity with established existing routes.
- Remediation of areas of the site identified as being affected by contamination.
- Provision of green infrastructure throughout the site.

It is considered these public benefits outweigh the limited harm to the setting of the Church.

Westwood Lodge

19.16 Westwood Lodge is a Grade II listed building on Crampton Lane on the opposite side of Manchester Road, set back from the road. The building dates from 1768 and is two storeys, constructed in rendered brick with slate roof. Originally a house it currently operates as a bed and breakfast. Its significance derives from

its architectural and historic interest and from its setting within the settlement of Carrington and the surviving historic streetscape.

- 19.17 Westwood Lodge is approximately 86m from the boundary of the application site, separated by Manchester Road, open land (the car boot site) and an existing dwelling. The part of the site opposite Westwood Lodge is currently undeveloped and open (forming the rugby club pitches); therefore the site does not currently impact on the setting of Westwood Lodge. The view from Westwood Lodge towards the site is partially screened by mature trees on the rugby club site, trees at the nearby dwelling and a hedge on the car boot site.
- 19.18 The proposed development includes buildings up to four storeys high within the Village Centre opposite Westwood Lodge, set back from Manchester Road. The potential extent of buildings as shown on the Land Use Parameters Plan (and the indicative siting on the Illustrative Masterplan) would retain a distance of over 100m between the nearest proposed building and Westwood Lodge. It is proposed to retain a large proportion of the existing vegetation that currently screens the site and implement a formal landscape alongside, including specimen tree planting. Although proposed buildings would be up to four storeys high, it is considered the separation distance and intervening features, in conjunction with retention of existing vegetation and additional landscaping alongside Manchester Road would ensure no harm to the setting of Westwood Lodge and therefore no harm to its significance.

Non-designated Heritage Assets

Archaeology

- 19.19 The non-designated heritage assets identified within the site comprise potential below ground remains in the location of former buildings and uses of land evident from historic maps and the Greater Manchester Historic Environment Record. These include the sites of a mill, smithy house and garden and blacksmiths workshop identified on Tithe Maps. A findspot (figurine) is also identified. The Cultural Heritage chapter of the ES identifies these as being of 'low' significance.
- 19.20 Large parts of the site is previously developed land that has been disturbed by previous industrial development and uses on the site, therefore previous construction and existing uses would have removed the potential for the presence of as-yet unknown archaeological remains. Within the undeveloped and yard areas of the site however, there is potential for as-yet unknown buried archaeological remains. The proposed development will require extensive groundworks to carry out further ground investigation and remediation and to provide the necessary services and infrastructure, foundations, etc. and which may result in the loss or disturbance of any buried remains. At this stage no specific harm is identified to non-designated heritage assets within the site given the presence of such remains is unknown. In order to avoid harm, a programme

of archaeological survey and excavation is proposed as mitigation, comprising field walking, geophysical survey and possible trial trenching.

- 19.21 GMAAS concur with the proposed mitigation and recommend that this can be secured through a planning condition, which is included within the recommendation. GMAAS confirm that they will monitor the implementation of the archaeological works on behalf of the Council.
- 19.22 The development therefore has the potential to harm non-designated buried heritage assets. However, it is considered by GMAAS through their suggestion of a WSI condition that the recording of these assets, if discovered, would provide sufficient mitigation against any harm. The heritage assets are currently unknown and their recording and public dissemination of the results would aid their understanding. No overall harm would therefore result.

Impact on Nearby Buildings of Historic and/or Architectural Interest

- 19.23 A number of existing buildings in the vicinity of the site are considered to be of historic and/or architectural interest (predominantly 19th Century) and constitute non-designated heritage assets. The scale and proximity of the proposed development will significantly alter the context within which some of these buildings are currently viewed.
- 19.24 This includes a small group of dwellings on School Lane and Manchester Road adjacent to the site that would effectively be enclosed by the proposed development on three sides. Ivy House (2 School Lane) on the corner of Manchester Road and School Lane are adjacent to an area of woodland that is proposed to be retained and which would ensure no adverse impact on its setting. The Cottage on School Lane is also adjacent to this area of woodland to the south east. To the south and south west of The Cottage and south of Nos. 1 and 3 School Lane two storey dwellings are proposed. The Illustrative Masterplan indicates proposed dwellings positioned some distance from these properties and where no harm would result, although this is only indicative. At reserved matters stage it can be ensured that sufficient separation distances are retained to these buildings to ensure no adverse impact on their setting.
- 19.25 The former school on Manchester Road dates from 1833 and retains its original character, although has been subject to extensions and alterations and is now in commercial use. The building is approximately 27m north east of the application site boundary, with a car park between the building and the site. Large scale commercial or industrial buildings on the adjacent site and on the opposite side of Manchester Road have the potential to impact on the setting of the building depending on their siting, size, height and design of buildings. These will be determined at reserved matters stage although a maximum height is identified at this stage as 10m on the adjacent land and 20m on the opposite side of the road. It is considered that buildings up to 10m and 20m high in close proximity to the

school would harm the setting of the building, although the existing and proposed landscaping would reduce the impact and the scale of harm would not be significant and is outweighed by the significant benefits of the development. At reserved matters stage consideration would be given to siting, appearance and landscaping to minimise the impact on the former school.

- 19.26 The Old Vicarage adjacent to the Church of St George is north and north east of the application site. Large scale commercial or industrial buildings south of the vicarage have the potential to impact on its setting, however given the separation distance, intervening land and vegetation along the boundary, it is considered there would be no harm to its setting.
- 19.27 The Windmill Inn on the north side of Manchester Road is opposite an area of woodland which is proposed to be retained and the nearest proposed buildings would be south east rather than directly opposite, set well back from the road and two storeys high. It is considered this relationship will ensure no impact on the setting of this building.
- 19.28 The Old Chapel/Emmanuel Church on the north side of Manchester Road is opposite an existing group of buildings on Manchester Road and School Lane which would stand between the building and the proposed development. The nearest proposed buildings would be south west of the Old Chapel rather than directly opposite and two storeys high. It is considered this relationship will ensure no impact on the setting of this building.
- 19.29 Rose Cottage on the north side of Manchester Road is opposite proposed two storey residential development which would be set back from the road, with a linear strip of green space including retained trees between the dwellings and the road. It is considered this would result in no harm to its setting.
- 19.30 Sycamore Cottage on the north side of Manchester Road dates from 1852 and is a modest brick-built cottage. Employment buildings proposed on the adjacent agricultural land are indicated as being up to a maximum height of 20m to ridge. The extent of building shown on the Land Use Parameters Plan could potentially result in development to within approximately 5m of the boundary, although the Illustrative Masterplan indicates a building approximately 25m from the boundary. The scale and proximity of such a building relative to Sycamore Cottage would affect its setting given the scale of such a building relative to Sycamore Cottage, however the setting of this building is already compromised by existing industrial developments in close proximity (First Carrington to the rear and Air Products directly opposite). Whilst commercial or industrial development would further harm the setting of the building it is considered the scale of this harm would not be significant and is outweighed by the significant benefits of the development. At reserved matters stage consideration would be given to siting, appearance and landscaping to minimise the impact on Sycamore Cottage.

Conclusion

19.31 Considerable importance and weight has been given to the desirability of preserving the designated heritage assets identified, including their setting. In the case of the Church of St George the proposed development would result in *less than substantial harm* to its setting, however the public benefits of the proposals are considered to outweigh this harm. In the case of Westwood Lodge the proposals are considered to result in *no harm*. As such the development is not specifically restricted by the NPPF (Paragraph 14). In the case of impacts on the non-designated heritage assets, the proposed development would result in harm to potential archaeological remains on the site and to the setting of the former school and Sycamore Cottage adjacent to the site, however the scale of this harm would not be significant, reduced by mitigation and is outweighed by the significant benefits of the development. As such the scheme is considered to be in accordance with Policies SL5 and R1 of the Core Strategy and the relevant sections of the NPPF.

20.0 NOISE AND VIBRATION

Introduction

20.1 The site is in a location exposed to existing sources of noise that have the potential to affect the proposed dwellings, principally road traffic noise on Manchester Road and noise from surrounding industrial premises. Road traffic noise dominates the noise climate during the day. The road is less busy at night but remains a significant noise source especially at the beginning and end of the night period. Traffic on Manchester Road also has potential to create vibration that would affect the proposed dwellings. Noise from industrial premises in the vicinity includes Air Products to the west of the residential part of the site and Basell to the south. Both sites operate continually for 24 hours throughout the year and generate similar noise levels day and night. Noise from Carrington Power Station and electricity transformers to the north and north west of the site are a further source of noise in the locality. The effects of noise and vibration generated by the proposed development during construction and once operational on nearby sensitive receptors has also been considered.

Relevant Policy and Guidance

20.2 Policy L5 of the Core Strategy states that where development is proposed close to existing sources of noise or vibration, developers will be required to demonstrate that it is sited and designed in such a way as to confine the impact of nuisance from these sources to acceptable levels appropriate to the proposed use concerned (L5.14). Policy L7 also requires development to be compatible with the surrounding area and not prejudice the amenity of future occupiers of the development, including by reason of noise and/or disturbance.

20.3 The NPPF advises that planning decisions should aim to avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development; and mitigate and reduce to a minimum other adverse impacts on health and quality of life arising from noise from new development, including through the use of conditions; and recognise that development will often create some noise and existing businesses wanting to develop in continuance of their business should not have unreasonable restrictions put on them because of changes in nearby land uses since they were established (Paragraph 123).

20.4 Further guidance on the assessment of noise is provided in the NPPG (Paragraph ID: 30) and states that LPAs should take account of the acoustic environment and in doing so consider:

- whether or not a significant adverse effect is occurring or likely to occur;
- whether or not an adverse effect is occurring or likely to occur; and
- whether or not a good standard of amenity can be achieved.

This would include identifying whether the overall effect of the noise exposure would be above or below the significant observed adverse effect level (SOAEL) and the lowest observed adverse effect level (LOAEL) for the given situation. The NPPG defines these as follows:

- Significant Observed Adverse Effect Level: This is the level of noise exposure above which significant adverse effects on health and quality of life occur.
- Lowest Observed Adverse Effect Level: this is the level of noise exposure above which adverse effects on health and quality of life can be detected.
- No Observed Effect Level: this is the level of noise exposure below which no effect at all on health or quality of life can be detected.

20.5 The NPPG also advises that the potential effect of a new residential development being located close to an existing business that gives rise to noise should be carefully considered. This is because existing noise levels from the business even if intermittent may be regarded as unacceptable by the new residents and subject to enforcement action. To help avoid such instances, appropriate mitigation should be considered, including optimising the sound insulation provided by the new development's building envelope.

20.6 The NPPF makes reference to the Noise Policy Statement for England (NPSE) which is also a material consideration in the assessment of noise impact. The NPSE sets out three aims in respect of environmental, neighbour and neighbourhood noise and its impact on health and quality of life:

- 1) Avoid significant adverse impacts on health and quality of life;
- 2) Mitigate and minimise adverse impacts on health and quality of life; and,
- 3) Where possible, contribute to the improvement of health and quality of life through effective management and control of noise.

20.7 The NPSE states that *"it is not possible to have a single objective noise-based measure that defines SOAELthe SOAEL is likely to be different for different*

noise sources, for different receptors and at different times” (Paragraph 2.22). It states where the impact lies somewhere between LOAEL and SOAEL it requires that all reasonable steps should be taken to mitigate and minimise adverse effects on health and quality of life (Paragraph 2.24).

- 20.8 The policies and guidance referred to above do not provide prescriptive numerical values for the assessment of noise. In the absence of criteria to cover maximum noise limits within habitable rooms and gardens, the Pollution and Licensing Section have no objection to the methodology proposed by the applicant and their use of the World Health Organisation Guidelines for Community Noise with reference to BS 8233:2014: “Guidance on sound insulation and noise reduction for buildings”. These standards are as follows: -

Activity	Location	07:00 to 23:00	23:00 to 07:00
Resting	Living room	35dB _{L_{Aeq,16hour}}	-
Dining	Dining room / area	40dB _{L_{Aeq,16hour}}	-
Sleeping	Bedroom	35dB _{L_{Aeq,16hour}}	30dB _{L_{Aeq,8hour}}
Outdoor living / amenity areas		50-55dB _{L_{Aeq,16hour}}	-

In terms of an appropriate criterion for LOAEL and SOAEL for this development in respect of transportation noise, the applicant considers the above criteria in BS 8233:2014 represents the LOAEL for this development. In terms of a SOAEL for road based noise, it is noted that the applicant’s Site Suitability Assessment has made reference to a daytime SOAEL of 66 dB_{L_{Aeq,16h}} for road traffic noise.

In terms of an appropriate criterion for LOAEL and SOAEL for residential development exposed to industrial / commercial noise on this site, the applicant has taken a sound level within dwellings with windows closed of 5dB less than the criteria derived from BS 8233:2014. The resultant values are considered to represent a LOAEL, having taken a precautionary approach to possible noise characteristics. These values are set out in the table below.

Space	Daytime (dB _{L_{Aeq,16h}})		Night-time (dB _{L_{Aeq,8h}})	
	LOAEL	SOAEL	LOAEL	SOAEL
Outdoor space (free-field)	45	60	-	-
Living rooms (windows closed)	30	40	-	-
Dining rooms (windows closed)	35	45	-	-
Bedrooms (windows closed)	30	40	25	35

The Council's Pollution and Licensing Officers consider the LOAEL and SOAEL values identified above to be both appropriate and acceptable for this development.

- 20.9 In addition to BS 8233:2014, the following British Standards are also relevant to the assessment of noise: -
- BS 4142:2014: Methods for rating and assessing industrial and commercial sound
 - BS 5228:2009 (amended 2014): Code of practice for noise and vibration control on construction and open sites

Applicant's Submission

- 20.10 The ES includes an assessment of the noise and vibration impacts during construction and operation of the proposed development, including Baseline Noise Survey, Construction Noise Assumptions, Road Traffic Noise Calculation Assumptions and Site Suitability Assessment. A Noise Parameters Plan has also been submitted identifying those parts of the site which will need to be subject to a condition requiring further noise assessment and details of mitigation at reserved matters stage.
- 20.11 The originally submitted noise survey was conducted in January and February 2016 and included attended daytime, evening and night-time measurements from 16 locations across the site. Additionally a noise logger was installed east of the Air Products site in January 2016. The survey also included short-term measurements (daytime and night-time) at a number of locations within the field adjacent to Air Products. The assessment of road traffic noise has been based upon measured and predicted traffic flow figures, as set out in the TA. Further noise monitoring was carried out over 5 weeks in June and July 2016.
- 20.12 The Site Suitability Assessment provides an assessment in noise terms of the suitability of the site for residential development, with reference to the NPPF and NPPG. The Assessment considers the baseline noise climate and provides a noise assessment with specific reference to traffic noise, Air Products, transformer and Basell noise and sets out outline mitigation measures. The Assessment notes that guidance on noise in the NPPG does not provide numerical values for the different effect levels, instead recognising that "*The subjective nature of noise means that there is not a simple relationship between noise levels and the impact on those affected. This will depend on how various factors combine in any particular situation*" (Paragraph 006). The Assessment has had regard to noise criteria within BS 8233:2014: "Guidance on Sound Insulation and Noise Reduction for Buildings" for the assessment of transportation noise and BS 4142:2014: "Method for Rating Industrial Noise Affecting Mixed Residential and Industrial Areas" for the assessment of industrial noise. The Assessment states the primary aim is to achieve noise levels in gardens of 55 dBL_{Aeq,16h} or less during the day (this level is derived from BS

8233:2014). Noise levels within buildings can be reduced further where required by appropriate façade and ventilation design.

The Assessment makes the following conclusions: -

- Consideration has been given to the NPPF, NPPG and consultation with Trafford Council. A noise survey has been conducted to identify noise sources within the local area and to evaluate the baseline noise environment. Additional long term noise monitoring was conducted at the location of closest proposed dwellings to the Air Products site for a period of 36 days from 7 June to 12 July 2016.
- Calibrated noise modelling has been employed to develop mitigation measures (noise barriers) and map noise levels across the development site (using SoundPLAN noise mapping software).
- External noise levels affecting the northern boundary of the site are elevated, commensurate with the proximity to Manchester Road. Noise of an industrial nature is prevalent to various degrees across the site and is subjectively more prominent at times and location where road traffic is subdued.
- Importantly there is a desire from the Local Authority with regards to the Manchester Road frontage to provide some housing fronting onto the road and to provide for views and glimpses into the development. This effectively precludes a noise barrier along the side of Manchester Road, necessitating that noise barriers are incorporated within the design of individual properties by way of a timber fence enhanced to achieve acoustic requirements or a brick wall.
- It has been shown that noise levels below 55dB LAeq,T cannot be guaranteed for all gardens but can be achieved for the majority of the proposed development.
- An additional long term noise measurement survey has confirmed that the noise modelling and adopted 'design' external noise levels remain robust.
- Outline noise mitigation has been developed for the building envelope to ensure that internal noise levels achieve acceptable noise levels. Calculations suggest that high specification glazing with complementary continuous mechanical extract will be necessary in certain locations.
- Therefore, subject to mitigation, the proposed development site is considered to be suitable for residential uses. Importantly the area has significant existing precedence of residential uses.
- Mitigation will need to be developed further during detailed design in response to the finalised layout of the development. Mitigation measures can be secured by a suitably worded planning condition.

20.13 In relation to Air Products the applicant has advised the design was amended (prior to submission of the application) with proposed housing located further away from the Air Products boundary than originally proposed, creating a buffer zone comprising the new Carrington Rugby Club facilities and a 6m high noise barrier on this side of the site. Since the original submission the proposed Rugby Club building has been repositioned further east than originally proposed and the

6m high acoustic barrier repositioned closer to the proposed dwellings where it would be more effective. Other mitigation measures will be designed into the scheme in relation to siting and design specification. The applicant has stated the mitigation proposed has been developed to ensure that future occupiers would not experience undue noise and disturbance as a result of the normal operation of the Air Products site. The applicant has also stated that the indicative masterplan has been designed to take into account how Air Products presently operate and ensure that they can continue to do so without being subject to unreasonable restrictions.

Assessment

Impacts of Existing Sources of Noise on the Proposed Development

20.14 The Council's Pollution and Licensing Section has advised they are satisfied with the assessment methodology carried out and contained within the applicant's submission as regard the noise and vibration concerns attributed to road traffic noise and construction site activities. The impact of industrial noise on the proposed development however has been the subject of specific concern and consideration, resulting in the revision of the original submission and a need to carry out further noise investigations. Objective and subjective assessments were therefore required to obtain the necessary evidence to demonstrate / validate the existing day and night time noise climates whilst also considering the likelihood and duration of peak impact noise events from uncontrolled medium / high pressure releases from Air Products.

Traffic Noise

20.15 The proposed housing fronting Manchester Road would be exposed to traffic noise, which dominates the noise climate during the day (less so at night) and has potential to create noise that would affect the proposed dwellings. The ES includes a full assessment of daytime and night-time road traffic noise calculated from measurements at five locations along Manchester Road. The consolidated noise map provided in the Site Suitability Assessment identifies daytime noise levels above 60 $\text{dBL}_{\text{Aeq},16\text{h}}$ to those parts of the site adjacent to Manchester Road and Isherwood Road. Noise levels reduce further into the site away from the road to below 50 $\text{dBL}_{\text{Aeq},16\text{h}}$ furthest away from the road. Night-time levels reflect this pattern but at reduced levels, with a smaller extent of the site along Manchester Road subject to noise levels above 60 $\text{dBL}_{\text{Aeq},8\text{h}}$ and noise levels reducing into the site to below 45 $\text{dBL}_{\text{Aeq},8\text{h}}$ furthest away from the road. For parts of the site the prevailing noise climate therefore exceeds BS 8233:2014 and the LOAEL referred to above, therefore in accordance with the NPPG mitigation is required to ensure acceptable noise levels.

20.16 The Parameters Plans indicate residential development would be set back from Manchester Road with open space or trees/vegetation in the areas between. The

setback distance varies but would be over 15m from the carriageway for most of the development and over 20m for significant sections. This buffer zone would provide properties along Manchester Road with some attenuation by distance although some proposed dwellings would still be exposed to traffic noise above BS8233:2014.

- 20.17 The Site Suitability Assessment acknowledges that further mitigation would be required and includes modelling for a 2.4m high acoustic barrier for the entire length of Manchester Road and Isherwood Road to show the noise reduction that could be achieved. This shows that such a barrier could reduce noise levels to below $55\text{dB}_{\text{L}_{\text{Aeq},16\text{h}}}$ (the BS 8233:2014 standard for outdoor living/amenity areas) although there would remain a number of properties adjacent to Manchester Road with noise levels in excess of this value. Where such a barrier is employed, this would provide typically $>6\text{dBA}$ attenuation at the nearest dwellings to Manchester Road and a diminishing benefit further back from the road.
- 20.18 The Site Suitability Assessment also acknowledges that a continuous noise barrier of this height along Manchester Road and Isherwood Road would not be appropriate for visual amenity reasons. Mitigation is therefore also proposed to include noise barriers within the design of individual properties and high specification glazing and mechanical ventilation in some locations to achieve acceptable noise levels in habitable rooms.
- 20.19 A proposed noise mitigation scheme is shown for the layout shown on the Illustrative Masterplan to indicate how a package of measures may be employed in relation to noise mitigation along Manchester Road. This is not submitted for approval but to demonstrate the type of mitigation necessary and includes the following measures: -
- For properties without gardens, or where the massing of the dwellings protects rear gardens, a noise barrier may not be required. Where noise barriers are required these can be incorporated as part of the usual boundary treatment, assumed to be a timber fence enhanced to achieve acoustic requirements or a solid brick, block or masonry wall.
 - The locations of noise barriers will need to respond to site massing and orientation when detailed design proposals come forward to maximise the noise attenuation achieved.
 - Where rear gardens would face directly onto Manchester Road, then a noise barrier would be required to reduce noise levels within gardens. Where the rear garden faces away from Manchester Road the required barrier attenuation would be provided by the property itself. Massing will however, need to maximise the attenuation achieved, such as employing a contiguous row of properties (such as row of terraced properties or apartment block). Gaps between properties should be minimised where practicable and desirable, with noise barriers spanning large gaps between properties where necessary to achieve the required attenuation. The detailed requirements will

be dependent on and specific to the arrangement of buildings to be determined at reserved matters stage.

- Building envelope sound insulation including glazing and ventilation as detailed in the Site Suitability Assessment.

20.20 The above outlines the potential mitigation measures that could be employed in respect of noise from Manchester Road and Isherwood Road. A specific set of mitigation proposals relating to these parts of the site cannot be determined at this stage, as layout and appearance (including design) are reserved for approval at reserved matters stage. However it is considered that the Site Suitability Assessment has demonstrated that mitigation is possible and an acceptable standard of amenity for future occupiers of the proposed dwellings adjacent to and in the vicinity of Manchester Road and Isherwood Road can be achieved, even though a limited number of houses will not achieve the 55dBLAeq,T, in their gardens as recommended in BS 8233:2014.

20.21 In view of the above it is necessary to impose a condition requiring that a site specific noise assessment and details of mitigation are submitted with each reserved matters application, where that application includes dwellings potentially affected by traffic noise (as identified on the submitted Noise Parameters Plan). This to ensure that appropriate noise mitigation is provided for each phase of the development when approval is sought for layout and appearance. This will need to include details of proposed boundary treatments, details of dwelling orientation, height, window orientation, ventilation and glazing of any proposed dwellings within the area identified on the Noise Parameters Plan. The approved measures would then need to be completed before occupation of any of the affected dwellings.

20.22 Proposed dwellings adjacent to and in the vicinity of the A1 road alongside the southern boundary of the development may also be exposed to traffic noise. The A1 road is currently a private road and barriers at each end prevent access, therefore traffic is currently limited to existing tenants based at the site and is relatively infrequent in comparison to a public road. Based on the noise monitoring carried out in locations close to the A1 road, acceptable noise levels can be achieved within houses and gardens having regard to BS 8233:2014. In the event the A1 road is opened up in the future as part of a new link road, the impact of traffic noise on dwellings within the development site would be assessed at that stage and mitigation provided as part of that scheme if necessary.

Noise from Air Products

20.23 Air Products is located on Manchester Road to the west of the proposed rugby club and residential parts of the development. The site and Air Products are separated by a strip of land which is the route of the former mineral railway line, within which there is a belt of trees. These provide a screen between the sites,

although the plant is visible from the application site above the trees. The Air Products facility has been in operation since 1968, producing air gases by liquefying, separating and distilling the components of air. A research and development facility is also located at the plant, together with distribution, fleet maintenance and customer engineering functions. The plant operates up to 24 hours a day, 365 days a year and activities that generate noise include normal plant operations and also intermittent events which can occur during periods of start-up and shut down maintenance. A summary of the type of events is provided below.

20.24 Air Products have submitted representations raising concern over the proximity of proposed residential development to their plant, specifically in relation to noise impact, public risk (COMAH), visual impact, traffic impact and impact on their current and future operations. Air Products' principal concern with regards noise is that future occupiers of the development will be exposed to noise from the plant which may lead to complaints and subsequent action that could impact on their future operations. Air Products advise that their experience in the UK and elsewhere is that residential development sited next to operations of this nature invariably gives rise to conflict, jeopardising both the health and wellbeing of the adjoining residents and the viability of Air Products' existing and future operations. They have received noise complaints in the past from the existing closest residents to the north and east, situated 500 metres away. Air Products advise that they are committed to the long-term, safe and environmentally sustainable operation of the Carrington site, which will safeguard existing jobs and support future employment in the area. This will only be possible if the surrounding land uses complement rather than conflict with Air Products' long-held operations. Air Products have recently invested significantly in the plant; planning permission being granted in 2014 for two new distillation columns, comprising an air separation column, argon purification column and associated works (Application ref. 82976/FULL/2014) and this permission has recently been implemented. Ultimately Air Products are keen to ensure that they would be 'held harmless' in the event that the application is approved and there being subsequent complaints from future occupiers regarding noise from Air Products. In order to effectively mitigate against this risk and ensure that the proposals fully comply with Policy L5.14 of the Core Strategy, Air Products consider that any housing should not be within 500m of the Air Products fence line.

20.25 The noise situation at Air Products is complex. There are different types of event that take place at the plant which generate noise of differing volumes, frequency and duration. The plant generates a continuous 'steady state' noise which occurs 24 hours a day, 7 days a week throughout the year and also infrequent impulsive noise events when certain operations at the plant take place. These events include medium and high pressure venting, shutdowns, plant defrosts, product loading and vehicle movements (described in further detail below). It is relevant to note the permission referred to above is subject to a condition which requires outdoor noise levels at the site to not exceed maximum permissible noise levels,

as identified within the Noise Impact Assessment Report that was submitted with the planning application and to carry out a commissioning noise survey to demonstrate the required levels have been met on completion of the development. The agreed permissible noise targets were set at a rating level of 10dB below the minimum background noise levels at the designated locations to cover both day and night time periods. These levels were based upon steady state noise operations, since the said acoustic report contained no reference to medium or high pressure venting noise releases. The post-completion survey has since been carried out and confirmed the requirements of the condition had been achieved and that no additional noise mitigation measures were required. The condition has recently been discharged.

20.26 The following summarises the type, frequency and duration of events that occur at Air Products which generate noise: -

Steady state noise

The plant generates a steady state continuous noise, 24 hours a day, 365 days of the year. The majority of the time the plant is running with steady state operation.

Infrequent impulsive noise

These are events that occur infrequently but at increased noise levels compared to the steady state noise. The venting events referred to emanate from a vent on the rear elevation of the main plant on the side nearest the application site, approximately 15m above ground level. These can be categorised as medium or high pressure venting events and normal plant operations.

Medium-pressure venting events: -

- Venting events - Venting may occur at any time over a 24 hour period, including at night. Typically there are 1-2 venting events per week of short duration, lasting a few minutes, but usually less than an hour.
- Shutdown events - resulting in venting for a few hours. These events typically happen several times a week and for operational reasons may happen at any time and be of an extended duration. This is typically 1-2 times per week for inventory management during periods of low demand and 2-3 times per week being more typical in winter. Venting duration is estimated at between 15mins to 2hrs.

It is these more frequent medium-pressure events (compared to the louder but less frequent high-pressure events summarised below) that Air Products consider to be the most likely source of complaints.

High-pressure venting events: -

- Plant defrosts – These are predicted to occur every 3-5 years and for a duration of up to 36 hours. Prior to the recent upgrade the plant required defrosts once or twice per year and continuous venting for 3-4 days. The recent upgrade is predicted to require less frequent events (every 3-5 years or longer) but for a prolonged duration (up to 36hrs) and which are expected to be louder than the regular plant venting. The need for plant defrosts may become more frequent as the new plant ages.
- Compander trip – At worst one event per year. No data on duration.
- Relief valve lifting – No records of previous events but remains a possibility and has resulted in complaints previously. Predicted to occur once every 2 years and typically of short duration (less than 15 minutes) but can go on for several hours.
- High pressure venting for other operational reasons – 20 liquefier restarts in the last 12 months, some of which required venting of high pressure gas. 25% of these restarts vented at high-pressure i.e. 5 events and for a period of 15 to 30 minutes.

Normal plant operations

- Normal plant operations such as product loading and tanker and vehicle movements. Air Products operates a substantial vehicle fleet from the Carrington facility with between 50 to 100 vehicles movements per day, 24 hours a day, 365 days of the year. Vehicle movements occur on the southern and eastern boundaries of the plant. Tanker venting is considered a medium pressure vent noise.

Noise Monitoring

- 20.27 The applicant has carried out noise monitoring both prior to submission (January and February 2016) and following submission (June and July 2016). In relation to Air Products the consolidated noise map provided in the Site Suitability Assessment identifies existing daytime noise levels above 60 dBL_{Aeq,16h} in the north west corner of the site where the dwellings nearest to Air Products and Manchester Road are proposed. Noise levels reduce further into the site away from these sources of noise to between 55-60 dBL_{Aeq,16h} and 50-55 dBL_{Aeq,16h}. Night-time noise levels reflect this pattern but at reduced levels, with the north west corner of the site between 55-60 dBL_{Aeq,T} and levels reducing further into the site. Noise measurements taken from within the site on the parcel of land adjacent to Air Products and in locations where housing is proposed range between 51.7L_{Aeq} to 56L_{Aeq} and 48.8L_{A90} to 54.4L_{A90} during the daytime. Night-time noise levels range between 48.9L_{Aeq} to 58.3L_{Aeq} and 47.7L_{A90} to 57.5L_{A90}. These measurements were taken during gaps in local road traffic so that industrial noise dominated over the road traffic.
- 20.28 Additionally, in response to comments received from Air Products, further long term noise monitoring was carried out during June and July 2016. This was conducted for a period of 36 days using a continuously logging sound meter at a location where the proposed housing is closest to Air Products (and set back

from Manchester Road to ensure noise from Air Products was most likely to dominate the noise climate). Measured daytime noise levels ranged from 51 to 56dB_{L_{Aeq,16h}} (average 54dB_{L_{Aeq,16h}}) and night-time levels ranged from 47 to 54dB_{L_{Aeq,8h}} (average 51dB_{L_{Aeq,8h}}).

- 20.29 The applicant's noise monitoring surveys therefore demonstrate that the prevailing noise climate is close to the maximum level recommended by BS 8233:2014 and is above the LOAEL but below SOAEL referred to above. Therefore in accordance with the NPPG, the applicant has proposed mitigation to ensure acceptable noise levels are achieved.
- 20.30 The proposed housing on the western part of the proposed development would be exposed to noise at the Air Products plant and it is acknowledged this has the potential to affect the amenity enjoyed by future occupiers of the proposed dwellings. The Land Use Parameters Plan shows that the proposed residential development would be approximately 125m from the site boundary and 142m from the Air Products boundary at its closest. The proposed Rugby Club would be situated between proposed housing and the site boundary. The distance to the main Air Products building and the vents generating the main source of noise is approximately 192m at its closest. The Illustrative Masterplan indicates an arrangement of 11 dwellings on the western edge of the residential development.
- 20.31 The noise monitoring carried out by the applicant provides an up-to-date and comprehensive survey over a reasonable period of time of the noise occurring at Air Products. In addition, to witness and assess the potential impact on the proposed development, prearranged site visits were carried out by Council Officers on the 21st July and 9th August 2016.

Mitigation

- 20.32 Mitigation is proposed in the form of a 6m high acoustic barrier erected within the site along the boundary of the residential plots at the western edge of the proposed residential area (on the eastern boundary of the proposed rugby club site). The height of the barrier has been selected to provide appreciable levels of attenuation, particularly in relation to first floor rooms. A detailed design for the barrier is not provided at this stage, however the Site Suitability Assessment suggests this would be a narrow structure such as timber, aluminium or composite noise barrier, on top of an acoustic bund. The visual impact of such a barrier could be moderated by planting. Such a barrier is predicted to provide a 4-6dBA benefit at the dwellings nearest Air Products and a diminishing benefit further into the site. It is also proposed that those dwellings most exposed to Air Products' noise would be orientated facing Air Products so their gardens would be at the rear, therefore the rear gardens would be shielded by the dwellings themselves. The Site Suitability Assessment states that a 10-15dBA attenuation could be expected between the front and rear of these dwellings, resulting in levels of 40-45dB_{L_{Aeq,16h}}.

20.33 With regards to the steady state continuous noise at Air Products, it is considered the proposed mitigation summarised above would ensure this would not prejudice the amenity of future occupiers of the development.

Concerns expressed by Air Products

20.34 The main concern which has been highlighted in the objections raised by Air Products is the plant noise generated during uncontrolled medium and high pressure venting releases to atmosphere. Air Products consider that the application contains inadequate and deficient information in that the noise measurements that have been taken are largely representative of steady state noise and do not consider the occasional noise noted above by Air Products, therefore these situations have not been factored into the assessment and mitigation. Specifically, Air Products comment that the applicant has not recorded a high pressure event which is far higher than those presented in the Baseline Noise Survey. Despite extensive noise monitoring using manned and unmanned (automatic) noise data instrumentation by the developer, as well as similar acoustic monitoring commissioned by Air Products to support their 2014 planning application and subsequent conditional approval; it has been not been possible to obtain robust evidence from Air Products to verify the incident occurrence, duration and impact of such episodes of uncontrolled pressure venting.

20.35 In relation to this issue and whether the monitoring carried out by the applicant recorded any of these events, Air Products has advised that for the 12 month period October 2015 to September 2016 there were 20 liquefier restarts after an outage of at least 24 hours and that some of these required venting of high pressure gas after the initial start of compression equipment until the gas was sufficiently dried to commence start-up of the liquefier itself. Air Products advise that of these 20 events, approximately 25% required high-pressure venting i.e. 5 events within the 12 month period. These events lasted for a period of 15 to 30 minutes each. Dates of these events have been provided by Air Products and two of these coincide with the noise monitoring period; 13 June 2016 and 5 July 2016. To date Air Products has not confirmed, or are unable to confirm, whether or not the liquefier restarts on these two specific dates required high pressure venting. In any event the noise monitoring for these dates do not show any significant increase compared to the preceding and following days.

20.36 In order to further substantiate their concerns, Air Products has carried out testing by replicating a controlled liquefier shutdown, which is a medium pressure event that can occur at any time, usually during winter months and this is also representative of any liquefier shutdowns. The results of this testing is as follows. These measurements were taken at the fence line (so don't take into account the attenuation provided by distance) and do not take into account the effect of the gabion wall proposed as mitigation:

- The noise pre-shutdown at the fence line was 67-68dB's due to the operation of a number of smaller vents during the shutdown process.

- This slowly increased as the liquefier unload routine was initialised and levels rose to 72-73db's for approximately 2-3 mins.
- The main venting event occurred and the noise reading sharply rose and spiked at 84dB for what was approximately 5 seconds.
- The noise level then dropped and started to stabilize out at 79dB and remained like that for a further 30 seconds.
- As the venting continued the noise level steadily dropped from 79dBs to the noise level of 67-68dB over a period of 1-2 mins. Noise then further reduces to steady state operation levels of 63dB(A).

20.37 In addition Air Products have provided two SoundPLAN noise plots of the frequent medium pressure vent case, with the proposed acoustic barrier in place (and extending up to Manchester Road). These measurements relate to a location within the site where the nearest housing is proposed and at elevations of 2m and 4m. In summary, the following is demonstrated: -

- With no wall at 2m presents a SPLAeq of 70 dB(A)
- With new wall at 2m presents a SPLAeq of 67 dB(A)
- With new wall at 4m presents a SPLAeq of 69 dB(A)
- The applicant's Baseline Noise Survey presents an L90 of 42-44 typical at night. An SPLAeq value of 65 is presented, with steady Air Products plant noise levels. Therefore with steady plant noise already under BS4142 the L90 is exceeded by 11 to 13dB and complaints are likely. Consider with a common MP event this increases by another 5 dB. With an HP event it increases a severe amount more (>20dB).

Air Products conclude that the effect of the wall is very modest and will not provide adequate mitigation and that the noise levels demonstrated above far exceed BS and are above SOAEL.

20.38 It is clear from the above information provided by Air Products that medium and high pressure events at the plant far exceed the ambient background levels for a limited duration whilst they occur. The combination of attenuation by distance and proposed mitigation in the form of the acoustic barrier and façade sound insulation will reduce noise levels within dwellings and gardens, although they would not have a significant effect on mitigating noise from these infrequent events. The key issue in the assessment of this potential adverse noise impact is whether the frequency and duration of these events is such that they would impact on residential amenity to such an extent that planning permission should be refused or cause a statutory nuisance which would lead to requests for action to be taken by the Council which could prejudice the business operations of Air Products.

Medium pressure events

20.39 The medium pressure venting releases, as described by Air Products, include 1-2 venting events per week of short duration (a few minutes but usually less than an hour) and 1-2 shutdown events per week or 2-3 times in winter resulting in venting for between 15 minutes to 2 hours. Both types of event can occur at any time, including at night. To assist with officers' assessment of this issue a demonstration of a medium pressure event was arranged by Air Products personnel modifying the process and controls to facilitate a venting discharge. The general agreement of the Council Officers by subjective judgement was that medium pressure releases would have minimal impact on the residents of the proposed dwellings, particularly if standard noise mitigation was incorporated into the design, as well as allowing for the attenuation provided due to the distance separation to the nearest dwellings. Assessment of these events is made difficult because no electronic data of venting release incidents has been provided by Air Products, despite request from Officers, with much reliance on a manual written log of incidents and anecdotal accounts by Air Products employees.

High pressure events

20.40 With regards to the high pressure venting releases, these are less frequent than the medium pressure releases. The information provided by Air Products suggests in the region of 6-7 high pressure events per year, most lasting between 15-30 minutes, though one type of event can go on for several hours. In addition there is a plant defrost predicted to occur every 3-5 years and for a duration of up to 36 hours. The outcome of the demonstration of a high pressure event arranged for Officers was assessed as unequivocal, in terms of the magnitude of its potential unbearable impact not only on the proposed development but the wider environs due to its amplitude. The assessment was carried out in proximity of the proposed rugby field and the site of the proposed nearest noise sensitive properties; and could be described as akin to a jet engine noise with a steady sound pressure level reading of between 93-95dB. This level of noise would without doubt have an unacceptable adverse effect on the living conditions of future residents, and as such the Council would need to have regard to such impacts as required in paragraph 123 of the NPPF where decisions should aim to avoid noise causing impacts on health and quality of life. The judgement in the decision making process however, needs to be reasonable and proportionate based upon the frequency and duration of high pressure venting episodes.

20.41 The Baseline Noise Survey has not been able to identify the incidence of high pressure venting (despite extensive monitoring), nor have Council officers been able to verify with certainty from Air Products the dates, times and duration of when activations have occurred other than comments on the typical likelihood of an activation.

The evidence therefore does not suggest that the impacts are so frequent, to cause an adverse impact upon the amenity of future residents. Incidents of

venting noise occurring during the day (16 hour) and night time (8 hour) may be 'averaged out' when determined using accepted national guidance criteria for recommended suitable internal noise levels (BS 8233:2014). Furthermore, there is no specific criteria in the British Standard to address the issue of sporadic episodes of venting noise other than a reference in the Standard that noise events should not normally exceed 45 dB $L_{Amax,f}$ more than 10 times - which is usually applied to the non-comparable incidental impact of noise due to passing trains or overhead flying aircraft. The incidence of medium and high pressure venting releases is not part of the day to day operations; and any events could be compared to the siren of an emergency vehicle, albeit they would last longer.

- 20.42 In considering evidence as to the suitability of a site, reference to the Regulatory Services complaint data base, is a useful source of risk rating the impact of the current excessive noisy activities in an area. Records of noise complaints in relation to Air Products show that 5 complaints were received in total from the year 2000 to the present day. Only one complaint referred to a venting noise release on 12/07/2001, a complaint about a noise of an explosive nature was received on 19/09/2000 as well as a complaint about a generator on 01/05/2002. The 3 complaints referred to are clearly historical dating back 15 years and more. The 2 remaining complaints were received on 09/03/2015 and 20/04/2015 and related solely to the noise generated by construction site activities attributed to the recently approved upgrading works.

Information provided by Air Products indicates there were 5 incidents that generated noise complaints directly to the Company from 01/05/2000 to 29/04/2014 over a 14 year period. For the period March 2015 to May 2016 they referred to receiving 5 notifications, 3 of which could be connected to construction site noise and coinciding with the operational activities of Carrington Power Station.

It is acknowledged that there are not many properties within the immediate vicinity of the site but for comparison, in April 2016 due to commissioning tests being carried out as part of the final phase of the new Carrington Power Station, 22 complaints from individual households were received and recorded by Regulatory Services from residents in Carrington, Flixton and Irlam (some distance from the power station itself) due the continuous noise over a number of hours from the high pressure release of steam at the Power Station.

It is important in carrying out a noise assessment that due consideration is given to the receipt of reliable and robust evidence to support the decision making process. Unfortunately, the information provided by Air Products does not appear to be sufficiently detailed and qualified to enable auditing and scrutiny of the reported incidents, such that verification cannot be readily confirmed.

In order to seek such verification of events, an Officer visited and discussed the matter with the occupants of two of the nearest noise sensitive dwellings on the

7th December 2016. Although it was clear that noise was an issue and impacted upon the enjoyment of their dwellings, the feedback from residents was that it was general site noise operations e.g. alarm systems, ground borne sources, vehicle movements; and not incidents of high pressure venting releases that caused the most concern.

As advised, the demonstration of the high pressure noise release clearly raises concern, however Pollution and Licensing advise that such incidents would, depending on their frequency and duration, result in continual and widespread noise complaints to the Council, similarly as evidenced in April 2016 due to the commissioning tests carried out at Carrington Power Station. Only two complaints have been received since the year 2000 which could reasonably be attributed to high pressure events at the Air Products site.

Noise from Basell

20.43 Basell currently operate from land within the site and south of the application site. As part of the implementation of the proposed development Basell are being consolidated into a single area to the south of the site. The Site Suitability Assessment confirms that noise measurements were taken at multiple locations in proximity to the Basell site during both the day and night periods. The consolidated noise map provided in the Site Suitability Assessment identifies daytime noise levels between 50-55 $\text{dB}_{\text{L}_{\text{Aeq},16\text{h}}}$ and 55-60 $\text{dB}_{\text{L}_{\text{Aeq},16\text{h}}}$ for the parts of the site nearest to Basell and night-time levels below 50-55 $\text{dB}_{\text{L}_{\text{Aeq},\text{T}}}$. (These noise levels are attributed to traffic and Air Products, not specifically Basell). Along the southern boundary adjacent to the existing A1 road, a 4m wide landscape barrier is proposed.

20.44 Noise measurements taken from locations within the site closest to Basell confirm that noise from operations at Basell fall within BS 8233:2014 levels. No mitigation is required.

20.45 Noise from the flare stack to the south of the application site has been identified as a potential intermittent noise source. However the Site Suitability Assessment refers to this activity as so infrequent that it should not materially inform the assessment.

Noise from retained Business Park

20.46 The Business Park is predominantly B1 office use, with some vehicle storage areas. Noise levels adjacent to the Business Park are between 50-55 $\text{dB}_{\text{L}_{\text{Aeq},16\text{h}}}$ and 55-60 $\text{dB}_{\text{L}_{\text{Aeq},16\text{h}}}$ during the daytime and 50-55 $\text{dB}_{\text{L}_{\text{Aeq},\text{T}}}$ at night-time. These uses and the vehicle movements associated with them are unlikely to result in levels of noise that would be detrimental to the occupiers of the dwellings proposed nearest these areas. Screening woodland/semi-natural landscape is proposed as a buffer between the car park and residential areas.

Noise from other sources

20.47 These include electricity transformers on the opposite side of Manchester Road and Carrington Power Station to the north west. Noise levels adjacent to Manchester Road closest to the transformers and power station are over 60 $\text{dBL}_{\text{Aeq},16\text{h}}$ during the daytime and 55-60 $\text{dBL}_{\text{Aeq},\text{T}}$ at night-time. These measurements were taken during gaps in local road traffic so that industrial noise dominated over the road traffic. These measurements confirm noise from the transformer is within BS 8233:2014 levels and no mitigation required over and above that summarised above in relation to traffic noise.

Impacts of the Proposed Development on Existing Receptors

Construction Noise

20.48 Noise during periods of demolition, site enabling works and construction has the potential to impact on occupiers of existing dwellings in the vicinity of the site and future occupiers on the development as and when dwellings are completed and later phases are under construction. Construction noise has been assessed having regard to the levels indicated in BS 5228:2009 (amended 2014): '*Code of practice for noise and vibration control on construction and open sites*'. The ES concludes that construction noise levels at all noise sensitive receptors are within the adopted significance criteria (threshold noise levels set out in the ES) and are not predicted to have a significant impact. Noise may exceed the significance criteria for short periods near to the site boundary but this has been assessed as not significant. No evening and night-time work is proposed. The ES states limited evening construction works would be possible within the significance criteria. A Construction Environmental Management Plan (CEMP) will set out how demolition and construction will be managed to ensure noise does not adversely affect existing and future residents. The requirement for a CEMP can be required by condition. A Construction Traffic Management Plan will also be prepared to manage and mitigate the effects of traffic during the construction process.

Construction Vibration

20.49 The assessment of vibration resulting from construction is based on BS 5228:2014 – *Code of practice for noise and vibration on construction and open sites – Part 2: Vibration* and criteria in BS 7385-2: 1993 *Evaluation and measurement for vibration in buildings – Part 2: Guide to damage levels from groundbourne vibration*. The ES considers the potential impacts of demolition and construction activity, including piling works and vibratory compaction for on-site roads and earthworks, and concludes construction vibration effects would not be significant. Vibration would be perceptible to some residents but can be appropriately managed if prior warning is given and is for short periods. The

measures to be included in the CEMP can include provision for such measures to ensure construction vibration does not affect existing and future residents.

Traffic Noise

20.50 The ES has considered baseline traffic flows and the 'do minimum 2026' and 'do something 2026' scenarios to assess the predicted increase in road traffic noise impacts at various locations. This assessment shows the entirety of the nearby road network experiences a 'negligible' change (an increase of less than 1dB) and therefore no specific additional mitigation measures are proposed.

Traffic Vibration

20.51 The assessment of vibration resulting from road traffic is based on the Design Manual for Roads and Bridges (Vol 11, Section 3, Part 7: HD 213/11 rev 1 (2011)). The ES notes vibration will not be increased by the proposed development, since the baseline and future impacts are defined by the same types of vehicles on the same highways and therefore no specific additional mitigation measures are proposed. No significant noise effects are predicted from road traffic once the development is complete.

Noise from Proposed Employment uses

20.52 Noise generated by the proposed employment uses on existing and proposed dwellings, which may include uses within Use Classes B2 (general industrial) and B8 (storage and distribution), is unlikely to have an adverse impact given the location of the proposed employment sites relative to the nearest dwellings and the distances retained. The ES states that the design of noise sources of a commercial/industrial nature will be conducted in accordance with adopted significance thresholds and that mitigation measures can be secured by condition. Mitigation measures identified in the ES include locating more intensive uses (i.e. B8 uses and/or those with 24 hour operations) away from the boundary with residential dwellings; location of commercial buildings to shield service yard activity from nearby dwellings; use of noise barriers where appropriate; suitable building envelope constructions to minimise noise break-out; low noise building services equipment; appropriate location and orientation of plant and equipment; and provision of additional acoustic attenuation where necessary. As the application is a hybrid and specific industrial and commercial uses/occupiers are not yet identified, details of new sources of noise from the employment development cannot be assessed at this stage. This would be considered at reserved matters stage.

Noise Impacts on Health

20.53 The NPPF advises that planning decisions should aim to avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new

development; and mitigate and reduce to a minimum other adverse impacts on health and quality of life arising from noise from new development. In the ES the applicant addresses potential impacts from noise on health and concludes that the implementation of mitigation measures will reduce effects to a 'Not significant' level.

20.54 The loudest noise impacts associated with the development will be the medium and high pressure venting events at the Air Products site. The analysis in the report above relating to these events concludes that evidence does not suggest that the impacts will be so frequent as to cause an adverse impact on the amenity of future residents. On this basis, it is considered reasonable to conclude that these noise events will not cause any significant adverse effects on the health of residents living close to the site.

Conclusion

20.55 Pollution and Licensing are satisfied with the extensive baseline noise monitoring carried out by the applicant's acoustic consultants (ARUP). This includes the reported methodology, noise criteria adopted and proposed scheme of noise mitigation, all designed to safeguard internal noise levels within the proposed dwellings and the protection of external garden areas.

20.56 It is considered that, with suitable mitigation, road traffic noise and noise and vibration from industrial uses around the site, and during construction works, can be mitigated to an acceptable degree or is of such limited frequency and duration to not cause any detriment to the amenity of future residents such that a refusal of planning permission will be justified.

20.57 The objections and issues raised by Air Products, in particular the potential operational restrictions that could arise as a result of complaints from future residents of the development are noted, but the evidence provided is not considered to be sufficiently robust to verify the incident occurrence, duration and impact of the episodes of uncontrolled pressure venting referred to in their representation. The applicant has demonstrated that the steady state noise will not adversely impact on the proposed development, and can be adequately mitigated where necessary. Whilst medium pressure events at Air Products exceed BS 8233:2014, given the combination of their relative infrequency in conjunction with their average duration the level of noise, would not have such an adverse impact on the residents of the proposed dwellings, as to justify a refusal of planning permission. Similarly, given the lack of evidence submitted by Air Products in relation to high pressure events, the infrequent nature and general short time span of their predicted occurrence again leads to the conclusion that it would also be inappropriate and unreasonable to refuse the application on the basis.

- 20.58 It is also considered that the development will not have an adverse impact on the health of future residents.
- 20.59 On this basis it is considered that the proposal is compliant with Core Strategy Policies L5, L7 and the NPPF.
- 20.60 Air Products have expressed concern to Officers in meetings about potential future action by the Council should complaints be received from future occupiers of the development in relation to noise events emanating from the Air Products site. Although no guarantee could ever be provided, it is evident that the existing reasonable operations and venting activities would not be determined as a statutory noise nuisance under the provisions of Sections 79 / 80 Environmental Protection Act, 1990; since such incidents are of limited frequency and any remedy is understood to be so prohibitively costly that Air Products would be able to demonstrate the legal defence of 'best practicable means'.

21.0 RESIDENTIAL AMENITY

Introduction

- 21.1 The impact of the proposed development on existing residential properties in the vicinity in terms of noise, traffic and air quality are considered above. This section concerns the relationship of proposed buildings in terms of privacy, visual intrusion and overshadowing of the proposed development on existing dwellings in the vicinity of the site and also the standard of amenity for future residents of the proposed development. As layout and scale are reserved for subsequent approval a detailed assessment cannot be undertaken at this stage and is not necessary, however the Illustrative Masterplan seeks to demonstrate how the site could be laid out in a manner that ensures no adverse impact on the amenity of existing dwellings and will achieve a satisfactory standard of amenity for future occupiers of the development.

Relevant Policy and Guidance

- 21.2 Policy L7 of the Core Strategy requires development to be compatible with the surrounding area and not prejudice the amenity of occupants of adjacent properties. Policy L2 also requires development to not be harmful to the amenity of the immediately surrounding area and in accordance with Policy L7.
- 21.3 The NPPF states that planning should always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings (Paragraph 17).
- 21.4 In terms of assessing distances between existing and proposed dwellings and the standard of amenity that can be achieved for existing and future residents, guidelines set out in the Council's Planning Guidelines 'New Residential Development' are relevant.

Applicant's Submission

21.5 The Land Use Parameters Plan identifies the extent of where buildings are proposed on site and the Illustrative Masterplan provides a specific layout showing an internal arrangement of buildings within the site. The Illustrative Masterplan is not submitted for approval but is intended to demonstrate that the site could in principle accommodate 725 dwellings and provide an acceptable level of amenity for existing and future residents, whilst also providing the Green Infrastructure and Movement and Access network as indicated on the Parameters Plans. The Building Heights Parameters Plan confirms that the majority of the proposed dwellings would be two storeys or two and a half storeys, with a limited number of units within buildings up to four storeys in the Village Centre and buildings up to three storeys in the north east corner of the site.

Assessment

Impact on the Amenity of Existing Dwellings

- 21.6 The proposed development would surround a small group of existing dwellings on School Lane and the south side of Manchester Road (Belmont Terrace). The Land Use Plan shows residential development proposed to the west and south of these dwellings and green space (Natural and Semi-natural green space) to the east. It is noted the layout indicated on the Illustrative Masterplan may not retain 27m to No.1 Belmont Terrace; this relationship would need to be assessed further at reserved matters stage. The Illustrative Masterplan demonstrates that dwellings proposed to the south of Belmont Terrace and School Lane are likely to achieve a comfortable relationship with the existing dwellings on School Lane.
- 21.7 Permission has also recently been granted for 5no. apartments in a three storey building to the rear of 1 Belmont Terrace. It is noted the layout indicated on the Illustrative Masterplan may not retain sufficient distance to both the rear and side elevations of the approved apartments if they are built; this relationship would need to be assessed further at reserved matters stage.
- 21.8 The proposed dwellings to the west of Ackers Lane are indicated as being two storey, with some three storey development in the north east corner of the site. A linear strip of Natural and Semi-natural green space would separate the southern part of the development and the Ackers Lane boundary. The Illustrative Masterplan demonstrates that appropriate separation distances can be retained to the dwellings on Ackers Lane.
- 21.9 The proposed dwellings on the Isherwood Road part of the site are indicated as being two storey, with a limited amount of two and a half storey at the southern end. The nature of these plots is such that it is likely the proposed dwellings

would be positioned side-on adjacent to the boundaries with existing dwellings, as indicated on the Illustrative Masterplan. Given the length of gardens to properties on Ackers Lane a distance of 15m could be achieved, however a greater distance may be desired to avoid a blank gable wall being close to the boundary and appearing overbearing from existing gardens. It is considered a suitable layout can be designed to ensure no harm to the amenity enjoyed by occupiers of dwellings on Ackers Lane. The concern raised in the representations regarding loss of views over countryside from dwellings on Ackers Lane is acknowledged, however the planning system does not seek to protect private views and provided that sufficient separation distances between dwellings are achieved to avoid visual intrusion or loss of privacy, the principle of development on this land is acceptable.

21.10 A number of proposed dwellings off Isherwood Road would also back on to existing dwellings on Ingle Nook Close to the north. It is noted the layout indicated on the Illustrative Masterplan may not retain adequate separation and therefore this relationship would need to be assessed further at reserved matters stage.

21.11 The proposed dwellings fronting Manchester Road (excluding apartments within the Village Centre) are indicated as two storey and two and a half storey. Where these would be opposite existing dwellings on the opposite side of the road a strip of Local Open Space is proposed along Manchester Road and dwellings would be set back within the site. This would allow for distances to existing dwellings well in excess of those required by the Council's Guidelines and ensure no adverse amenity impact. The retained and proposed landscaping indicated along the frontage would further screen views between properties across the road. Buildings within the Village Centre are proposed to be up to four storeys high and set back from Manchester Road, with a strip of Local Open Space (over 16m wide) to the frontage. The opposite side of Manchester Road is open land used for car boot sales and there are no residential properties directly opposite. The distance retained to the nearest dwellings on the opposite side of the road would be well in excess of the distance required by the guidelines. The proposed buildings up to three storeys in the north east corner of the site would be set back from Manchester Road and the distance to Hall Cottages on the opposite side of the road would be in excess of that required by the Council's Guidelines, ensuring no adverse impact on their amenity.

Privacy and Amenity Space Standards for Proposed Dwellings

21.12 As the layout, scale and appearance of the proposed development is reserved for subsequent approval, a full assessment of the scheme against the Council's standards for new residential development cannot be undertaken and is not necessary at this stage. There is no reason in principle to suggest that the site could not accommodate up to 725 dwellings of two and two and a half storeys (with some limited three and four storey development) whilst providing an

adequate standard of residential amenity for future occupants. This issue will be given further detailed consideration as part of reserved matters applications.

- 21.13 In relation to the retained part of the Business Park and proposed car park for the Business Park, the Green Infrastructure Parameters Plan shows a strip of Natural and Semi Natural Green Space between these areas and the proposed residential development that would provide a buffer and screening between dwellings and these commercial areas.
- 21.14 Notwithstanding the impact of noise from existing industrial uses in the vicinity of the site as discussed above, these industrial sites would also be visible from some of the proposed dwellings, particularly those on the western side of the site and at the edges of the development. These existing uses include Air Products to the west, Basell to the south west and Carrington Power Station to the north west, all of which are large scale industrial uses with tall columns, tanks and chimneys that would be visible from the site above existing and proposed boundary treatments. These structures are also lit at night. The flare stack to the south of the site would also be visible. Whilst these industrial features would be visible from proposed dwellings it is considered their siting and distance relative to the proposed development would not be intrusive to an extent that would lead to an unacceptable standard of amenity.

Conclusion

- 21.15 The Parameters Plans demonstrate that in principle, the site can be developed for the uses and quantum of development proposed without adverse impact on the amenities enjoyed by existing residential properties, and layouts to be submitted at reserved matters stage can be designed to achieve a satisfactory standard of amenity for future occupiers. Based on the Illustrative Masterplan there may be instances where the standards referred to above are not met in full, however a detailed assessment will be undertaken at reserved matters stage when layouts are submitted and at that stage it can be ensured that an acceptable level of amenity is achieved for both existing and future residents. As such the scheme is considered to be in accordance with Policy L7 of the Core Strategy and the relevant sections of the NPPF.

22.0 PUBLIC SAFETY (MAJOR ACCIDENT HAZARD SITES)

Introduction

- 22.1 The site is within a Special Health and Safety Development Control Sub-Area as identified on the Revised UDP Proposals Map and there are a number of Major Accident Hazards (MAH) within the Carrington Strategic Location. The consultation distance of three of these sites extend over parts of the application site. These sites are subject to the Control of Major Accident Hazards (COMAH) Regulations, which establishes zones around each site (inner, middle or outer) to

reduce the risks of potential major accidents associated with the handling of hazardous substances. The HSE is a statutory consultee in this case and they assess the development taking account of the sensitivity level of the development type and the zone in which the development lies. The COMAH zones for the following sites affect the application site: -

- Air Products (BR) Ltd, Manchester Road located to the west of the proposed rugby pitch and housing.
- Basell Polyolefins UK Ltd, Carrington Site, Isherwood Road located south of the site.
- Nova Chemicals Europe Ltd, Carrington Works, Isherwood Road located on the west side of Manchester Road. (Nova Chemicals are no longer located on this site, which is now part of the Saica site, and the Hazardous Substances Consent was revoked by the Council in 2011 although the HSE records still indicate a MAH at this location).

Relevant Policy and Guidance

22.2 Policy L7 of the Core Strategy requires development to be compatible with the surrounding area and not prejudice the amenity of the future occupiers of the development. Policy L5 states that where development is proposed close to existing sources of pollution, noise or vibration, developers will be required to demonstrate that it is sited and designed in such a way as to confine the impact of nuisance from these sources to acceptable levels appropriate to the proposed use concerned.

22.3 Proposal D5 of the Revised Trafford UDP states the Council will normally permit development where it is satisfied that such proposals can be satisfactorily accommodated without significant risk to the prospective occupants and users of that development. In considering such development in these areas the Council will assess proposals taking account of the following factors: -

- The number of people employed or likely to be present on the site;
- Whether those employed or present on the site are likely to be indoors or out of doors for the majority of their time on the site;
- The location, scale and means of construction of the buildings on the site.

22.4 Policy W1.13 of the Core Strategy (Hazardous Installations) relates to applications for hazardous or bad neighbour industries. Whilst not directly relevant to the application, the criteria within this policy are equally relevant to a situation where residential development is proposed near to an existing hazardous use. When considering hazardous or bad neighbour industries the Policy states the Council will only permit development where it can be demonstrated that it will not increase the risk for residents and members of the public, unless suitable measures can be agreed to mitigate risk; compromise the primary function of the employment locality or the operations of neighbouring users; compromise the potential for economic regeneration of the wider area;

bring about a significant deterioration in the quality of the environment of the surrounding areas; and be contrary to other policies in the Development Plan for Trafford.

- 22.5 In relation to public safety from major accidents, the NPPF states that planning policies should be based on up-to-date information on the location of major hazards and on the mitigation of the consequences of major accidents (paragraph 172) and that LPAs should consult the appropriate bodies when determining applications for development around major hazards (paragraph 194). Further guidance relating to handling development proposals around hazardous installations is provided with the NPPG at ID:39.

Applicant's Submission

- 22.6 The application as originally submitted included a COMAH Site Review which acknowledged the hazardous sites affecting the site and their status. In response to advice from the HSE on the application proposals as originally submitted, the proposals have been amended in order to conform to HSE advice. Plans have been submitted to show the amended scheme relative to the various COMAH zones affecting the site.

Assessment

Residential

- 22.7 The proposed residential development lies within the consultation distance of two MAH sites; Basell Polyolefins UK Ltd and Air Products (BR) Ltd. The HSE advise that, in general, significant housing should be prevented from being built in the inner zone and only a limited number of houses, at a low density, should be built in the middle zone. The limit at which HSE would not advise against permission for housing in the middle zone is 30 dwellings at a density no greater than 40 dwellings per hectare. Beyond the middle zone, HSE does not advise against the granting of planning permission for housing developments. The overall objective is to maintain the separation of incompatible development from the major hazard.
- 22.8 The Basell Polyolefins COMAH zone extends over a significant proportion of the application site. Most of the areas proposed for residential development fall within the outer zone and a maximum of 30 dwellings are proposed in the middle zone to reflect the maximum permitted by HSE advice. Within the Basell middle zone, the Revised Land Use Plan (and which is reflected on the Illustrative Masterplan) shows two parcels of residential development; an area of 0.6ha with up to 17 dwellings and an area of 0.45ha with up to 13 dwellings. No dwellings are proposed within the inner zone.
- 22.9 The Air Products COMAH zone extends over the western parts of the site and affects only a small area where residential development is proposed. A limited

number of dwellings would be within the outer zone and the remainder are outside of the COMAH zone. No dwellings are proposed within the inner or middle zones.

22.10 The HSE has taken into account the following specific circumstances and considerations in determining its advice in this case: -

- no dwelling units are proposed within the inner zones of either major hazard site;
- no dwelling units are proposed within the middle zone of Air Products Ltd;
- the development proposes that less than 30 dwelling units will be located wholly or partly within the middle zone of Basell Polyolefins, with the remainder located within the outer zones and outside the consultation distance of both major hazard sites;
- the housing density of the overall proposed residential development within the middle zone of Basell Polyolefins will be less than 40 dwelling units per hectare.

22.11 The HSE advise that the combined size of the parcels of development within, or partly within, the Basell Polyolefins outer zone and Air Products outer zone (659 dwellings) means that it is classed as sensitivity level 3 (as it is a residential development of over 30 dwellings) and as such HSE's advice would be do not advise against, as this development area lies within the outer zone. The HSE advise that the combined size of the two parcels of development in the middle zone of Basell Polyolefins is 30 dwellings at a density of 29 dwellings per hectare. This means that the HSE would not advise against this development. As the HSE's advice is that the upper limit at which HSE would not advise against housing in a middle zone is 30 dwellings at a density no greater than 40 dwellings per hectare, a condition to this effect is considered necessary.

22.12 In relation to the Air Products COMAH zone, the original representation submitted on behalf of Air Products states that adding new population to known hazard zones would represent poor planning practice and they have particular concerns around the sensitivity of the population within these zones, especially in the case of vulnerable people. The amended scheme retains a number of dwellings within the Air Products outer zone, to which the HSE does not advise against, and no dwellings within the Air Products middle or inner zones. As such the location of residential development relative to Air Products in terms of the risk posed by the major accident hazard is considered acceptable.

Village Centre

22.13 The proposed Village Centre falls within the Basell Polyolefins outer zone and includes both commercial and residential uses and buildings up to four storeys. The HSE advise that the size of the proposed residential development (36 units) is classed as sensitivity level 3 and as it lies within the outer zone, HSE's advice

would be do not advise against. With regards to the commercial elements, the HSE does not advise against commercial development in the outer zone.

Rugby Club

22.14 The proposed Rugby Club site falls within the consultation distance of the Air Products and Basell Polyolefins MAH sites. The full extent of the Rugby Club site is within the Air Products COMAH zone, predominantly in the middle zone with a small part of the site (along the boundary with Air Products) within the inner zone. The strip of land within the inner zone would include the edge of the rugby club pitches and boundary treatment/landscaping on this boundary i.e. not the main playing areas or the proposed clubhouse. The HSE confirm that the development is considered to be in the middle zone as less than 10% of the area is in the inner zone. The full extent of the Rugby Club site is also within the Basell COMAH zone, in both the middle and outer zones.

22.15 The HSE advise that if not more than 100 people gather at the facility at any one time then the HSE would not advise against the development. If more than 100 people gather at the facility at any one time, the HSE would advise against the development. The number of people likely to use the Rugby Club facility at any one time is unknown at this stage. It is considered unlikely that the number of players and spectators during matches would exceed 100, however events held at the clubhouse and/or on the pitches could potentially result in more than 100 people. In order for the HSE to not advise against the development, there would need to be a condition attached to any permission that limits the number of people that gather at the Rugby Club at any one time to no more than 100. The applicant has been advised of this requirement.

Employment

22.16 The areas where employment development is proposed falls within the consultation distance of three MAH sites; Basell Polyolefins UK Ltd, Air Products (BR) Ltd and Nova Chemicals Europe Ltd. The parcel of land on the north side of the A1 road is within the middle zone of Air Products and the parcels of land on the west side of Manchester Road and south of the A1 road straddle all three zones of Air Products. These also lie within the inner and middle zones of the pipeline. The HSE advise that in these cases the land use planning methodology straddling rule is applied to determine which zone will be used in the decision matrix. In each case there is only a small area within the inner zone which is less than 10% of the site area and more than 10% of the parcels are in the middle zone, therefore the developments are considered to be in the middle zone.

22.17 The HSE advise that if all the units are Workplaces (which is the case), then the HSE would not advise against the proposed employment development. This would apply to multiple workplace units.

22.18 The parcel of land on the southern side of the A1 at the junction with Manchester Road straddles the middle and outer zones of Air Products. As less than 10% of this parcel is in the middle zone, the development is considered to be within the outer zone. The HSE does not advise against workplaces or commercial development in the outer zone.

Play Areas

22.19 The proposed NEAP, LEAPs and LAPs fall within the middle and outer zones of Basell Polyolefins. The proposed NEAP is within the middle zone. The HSE advise they would not advise against the granting of planning permission for these facilities if no more than 100 people will be present at any one time. If more than 100 people will be present at the NEAP at any one time, HSE would advise against the development. However, the HSE have only requested that a condition be imposed in respect of the rugby club and not the NEAP. They do not provide a specific justification for this but it would be impossible to control the number of people using outside spaces within the inner or middle zones at any one time and therefore any condition would be unenforceable and therefore ultra vires. In any event, it is unlikely that the number of people using the NEAP will, in practice, exceed 100 at any one time.

22.20 There are also Major Accident Hazard pipelines in the vicinity of the site, however the HSE confirm these have no influence on this application.

Conclusion

22.21 The proposed development has taken into account the potential risks presented by Major Accident Hazard sites in the vicinity of the site in respect of the types of land uses and amount of development proposed within the consultation zones. The HSE has considered the proposed development using HSE's Land Use Methodology taking into account the installations, complexes and pipelines referred to above. The HSE does not advise, on safety grounds, against the granting of planning permission in this case. As such the Major Accident Hazard sites would not present a significant risk to future occupiers of the proposed buildings and users of the facilities, subject to a condition relating to the number of people that may gather at the proposed Rugby Club at any one time. As such the proposed development is considered to be in accordance with Policies L7, L5 and the thrust of Policy W1 of the Core Strategy, Proposal D5 of the Revised Trafford UDP and the relevant sections of the NPPF.

23.0 ENERGY AND CLIMATE CHANGE

Introduction

23.1 The need to mitigate and adapt to climate change is key to the delivery of sustainable development. The effects of the proposed development on climate

change must therefore be considered to ensure it minimises its impacts and mitigates its effects. Major development in particular should fully consider opportunities of how to reduce CO2 emissions and be energy efficient. The site is within a 'Low Carbon Growth Area' as identified in the Core Strategy.

Relevant Policy and Guidance

- 23.2 Policy SL5 states development must demonstrate high standards of sustainable urban design in accordance with Policies L5 and L7. Policy SL5 also requires the protection and enhancement of the mossland as a carbon sink to mitigate the effects of climate change. The Place Objectives for Carrington include CAO22: To ensure all new development is constructed in accordance with the latest environmental standards and CAO23: To maximise opportunities to locate low-carbon/decentralised energy facilities as part of the proposed new mixed use development.
- 23.3 Policy L5 requires new development to mitigate and reduce its impact on climate change factors and maximise its sustainability through improved environmental performance of buildings, lower carbon emissions and renewable or decentralised energy generation. It states that major built development proposals will be required to demonstrate how they will seek to minimise their contribution towards and/or mitigate their effects on climate change, in line with both national standards and local opportunities and programmes. The Policy also states development will need to demonstrate how it contributes towards reducing CO2 emissions within the Borough.
- 23.4 At L5.5 the Policy states that within Low Carbon Growth Areas (LCGA) there is potential for development to deliver a CO2 reduction target of up to 15% above current Building Regulations. This is subject to the new energy generation infrastructure and programmes in these locations being delivered within the plan period. These include opportunities for both micro-generation technologies and large scale low/zero carbon energy generating infrastructure options (known as Area Wide Options). Area Wide Options (of a scale to serve large scale development proposals) may include district heat networks, energy from waste, a combination of micro-generation technologies, biomass combined heat and power and utilising waste heat via pipeline from the Carrington power stations.
- 23.5 At L5.9 the Policy states that CO2 emissions should be reduced by applying the following hierarchy:
1. Design and construction techniques to reduce the demand for energy (for example: through the orientation of building; internal layout; and superior energy efficiency measures such as extra insulation);
 2. Technology (for example through sourcing low carbon or renewable energy generation, including any district energy network which may be accessible).

Further guidance is set out in SPD1: Planning Obligations - Technical Note 3: Climate Change – Mitigation and Adaptation.

- 23.6 The NPPF states that planning should support the transition to a low carbon future in a changing climate (Paragraph 17). Chapter 10 goes on to state that planning plays a key role in helping shape places to secure radical reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impacts of climate change, and supporting the delivery of renewable and low carbon energy and associated infrastructure. It states this is central to the economic, social and environmental dimensions of sustainable development (Paragraph 93).

Applicant's Submission

- 23.7 The application includes an Energy Statement which sets out the principles and strategy at this stage given that this is a hybrid application. Energy and carbon matters will be addressed in full at the detailed design, planning, and implementation and operational management stages of the proposed development. The Energy Statement has been updated since the original submission in response to comments made by officers that further consideration should be given to the viability of connecting to a District Heating (DH) scheme for the supply of some or all of the heating and hot water needs of the development and/or the options could be incorporated in the scheme to reduce its impact on climate change, including reduced CO2 emissions.
- 23.8 The Energy Statement makes the following conclusions: -
- The applicant's experience of the market place confirms that property purchasers demand energy efficient properties, which ensure low operating costs and low maintenance and operational technologies.
 - The applicant proposes an energy strategy that incorporates robust energy efficiency measures into the design and construction of proposed development on a phase by phase basis.
 - The development of the energy strategy requires further design development and discussions with the Council at the reserved matters stage. This will include full consideration of the impacts this will have on the overall viability and deliverability of proposed development and property market demands.

Assessment

- 23.9 The application site is within the Carrington Low Carbon Growth Area as identified in SPD1: Planning Obligations Technical Note 3: Climate Change – Mitigation and Adaptation. As set out above, the Core Strategy considers there is potential for development to deliver a CO2 reduction target of up to 15% above current Building Regulations. The Energy Statement confirms that there are various options that can be incorporated into the proposed development to meet this CO2 reduction target, however no commitment is made to a particular

technology at this stage due to further design development and discussions at reserved matter stage.

23.10 It is also acknowledged that Policy L5.6 states that the CO2 reduction target of up to 15% above current Building Regulations is subject to the new energy generation infrastructure and programmes in these locations being delivered within the plan period. The infrastructure referenced in Policy L5.6 is not currently in place and as a result there is no specific local emissions reduction target that the proposed development must adhere to at this time.

23.11 The technical analysis has identified that there are technology options that can meet the Policy requirement to deliver a CO2 reduction target of up to 15% above current Building Regulations and the following have potential: -

- Biomass boilers
- Biomass CHP
- Ground source heat pumps; and
- Waste heat from water treatment at Davyhulme

This is subject to viability, therefore the Energy Statement includes preliminary economic analysis to establish the estimated capital cost of each technology option assessed. In all cases the technology options provide heat that would need to connect to a heat network. In the case of biomass CHP there is potential for the technology to generate and provide power to meet demand in the proposed development. This confirmed that whilst there are a number of technology options that could reduce carbon to meet the requirements of Policy L5, the capital costs are significant and are likely to impact negatively on the overall viability of the proposed development

23.12 The applicant's assessment of technology options has included the potential for a District Heat Network but indicates that this is unlikely to be viable, citing high capital costs which are likely to be prohibitive, the appetite from consumers to be supplied heat from a heat network being unknown, and the fragmented nature of the phasing of the proposed development associated with the small predicted heat loads presents a significant risk to the viability of the scheme.

23.13 The position of the applicant that development of the energy strategy requires further design development and discussions with the Council at the reserved matters stage is accepted given the application is a hybrid with all matters relating to the buildings in outline only and subject to reserved matters approval. There are disadvantages in accepting this approach, since a site-wide strategy agreed at this initial stage would be a more comprehensive approach and more likely to be viable given the scale of development compared to individual phases, rather than assessing measures on a phase-by-phase basis. It would also be more cost efficient to ensure that any heat network infrastructure is designed and planned into the development at an early stage so that future infrastructure is in

place without the need to retrofit should opportunities present themselves in later phases. Nevertheless the difficulties in being able to commit to a strategy at this initial stage of bringing forward the proposed development are recognised, particularly with regards to the financial commitment required and potential impact on viability.

23.14 The Energy Statement confirms that an energy strategy is proposed that will incorporate robust energy efficiency measures into the design and construction of proposed development on a phase by phase basis. It is unclear at this stage what these measures would be and to what extent CO2 reduction would be achieved, however it is considered appropriate as a general approach at this stage. In the absence of a commitment to a particular technology or details of specific measures to be incorporated in the scheme, it is considered necessary to attach a condition to any permission requiring submission of an Energy and Carbon Reduction Strategy incorporating a Carbon Budget Statement at reserved matters stage for each phase. This will be required to set out measures to ensure the development contributes towards and/or mitigates its effects on climate change in accordance with Policies SL5 and L5. It is considered this should include 1) the proposed energy and carbon performance of the buildings in relation to national and local targets and benchmarks (this may include a BREEAM rating target for commercial premises and a BRE Home Quality Mark (HQM) target rating for residential properties, 2) details of energy efficiency features incorporated into the design of the building, 3) details of the proposed renewable energy technologies to be employed, and 4) opportunities to and viability of connecting the buildings to any district heating networks.

23.15 With regards to the reference to the reference in Policy SL5 to protect and enhance the mossland as a carbon sink, the application site lies outside the mossland (as identified within the Landscape Strategy SPG), although is within the GM Wetlands Nature Improvement Area. Neither Natural England or GMEU has raised concern regarding any potential adverse impact on the mossland. The impact of the development on the ecological importance of surrounding sites is considered in the Ecology and Nature Conservation section of this report.

Conclusion

23.16 Given the application is a hybrid with all matters of detail relating to the buildings not for approval at this stage, requiring an Energy and Carbon Reduction Strategy incorporating a Carbon Budget Statement to be submitted with each application for reserved matters is considered to be an appropriate way of addressing issues relating to carbon reduction and climate change, particularly where the energy infrastructure is not in place at the current time and risks to the viability of the scheme. The proposal is considered to comply with Policies L5 and SL5 of the adopted Core Strategy, SPD1 Technical Note 3 and the NPPF.

24.0 WASTE MANAGEMENT

Introduction

- 24.1 The scale of the proposed development is such that a significant volume of waste will be generated during the construction phase (demolition and groundworks) Proposals for the management and collection of waste once the development is operational will also need to be considered, including arrangements for bin storage and collection, and facilities for recycling.

Relevant Policy and Guidance

- 24.2 Policy L6 of the Core Strategy states the Council recognises the importance of sustainable waste management and requires all developers to adopt best practice techniques to prevent and minimise waste during the design and construction phases of development and, where necessary, produce site waste management plans. Policy L7 requires development to provide appropriate provision of (and access to) waste recycling facilities, preferably on site. The Place Objectives for Carrington include CAO24: To support the development of waste management facilities.

Applicant's Submission

- 24.3 The ES includes an assessment of the effects of waste generation during the construction phase and the operational phase of the proposed development.
- 24.4 For the construction phase the likely quantities, types and management of demolition and construction waste, including storage, collection, treatment and disposal has been considered and the impacts of the effects of these waste materials are predicted to be negligible. Mitigation measures have been identified to reduce adverse effects, including striving to re-use/recycle excavated materials onsite, or where this is not feasible re-use/recycle on other local construction projects; maximising opportunities to minimise construction waste generation; and identifying opportunities for on-site and off-site re-use of construction waste. The volumes of construction and demolition waste will be reduced by re-use of uncontaminated excavated materials on site wherever possible, or recycling through crushing and screening of excavated concrete. Waste sent to landfills will be minimised.
- 24.5 For the operational phase and the likely quantities of household and commercial waste that will be generated, the ES concludes the impacts on collection, recycling and disposal facilities are predicted to be minimal. Residential properties will need to ensure that the appropriate recycling and waste storage areas are provided to ensure household waste is segregated, transferred and stored according to the Trafford Council waste and recycling services provided by Amey.

Assessment

- 24.6 The proposed development intends to achieve a zero cut-and-fill balance with excavation waste re-used on-site. The ES states excavated material resulting from the proposed development will equate to 498,105m³, 95% of which will be retained and re-used on site and 5% will be taken off site for disposal elsewhere. The total amount of demolition waste is estimated to be approximately 60,000 tonnes, with an assumption 70% (EU standard requirement) will be retained and re-used on site and the rest taken off site for recycling, re-use elsewhere or landfill. As earthworks design is ongoing, quantities provided are indicative only and will be subject to change, however they represent a worst case basis for the purpose of environmental assessment. This approach demonstrates a commitment to re-use excavated material across the site and also to re-use demolition material (inert materials such as concrete, stone and brick), where possible and safe to do so, which would minimise the need to dispose of waste off-site.
- 24.7 The ES has demonstrated that the demolition and construction phase will be managed to ensure waste will have no adverse impacts on the environment. The Council's Waste Management Section comment that all provisions for disposal during the preparatory and construction phases have been covered. As set out elsewhere in this report, conditions will be attached to any permission requiring a CEMP and CTMP and these will also relate to the management of waste and ensure no adverse impacts on nearby residents or on the highway.
- 24.8 With regards to the operational phase, the Council's Waste Management Section comment that as developments for residential properties come into effect waste management should be approached to confirm that the provision for waste and recycling arrangements are suitable and meet the requirements the waste and recycling services to the area. These details will need to be considered further at the reserved matters stage. To ensure this a condition should be attached to any permission requiring a Waste Management Plan with the reserved matters for each phase.

Conclusion

- 24.9 The ES has demonstrated that the effects of waste generated during the construction phase have been considered and will not have adverse impacts, subject to conditions requiring a CEMP and CTMP. With regards to the operational phase, further consideration will be given to specific proposals for waste and recycling arrangements at reserved matters stage. As such the scheme is considered to be in accordance with Policies L6 and L7 of the Core Strategy and relevant guidance within the NPPF.

25.0 UTILITIES AND SERVICES

Introduction

25.1 There are various public and private utilities within and around the site including gas, electricity, water, water mains, sewers and communications. This includes pylons and overhead high voltage electrical distribution cables within the field on the western part of the site and sewage networks, water and fire mains, electricity cables, fire mains and communications networks and others within the main part of the site. The proposed development will need to have regard to these utilities and provide new utilities and connections to serve the development.

Relevant Policy and Guidance

25.2 Policy SL5.4 of the Core Strategy states in order for development to be acceptable, a contribution towards the provision of additional utility capacity will be required. Policy L7 states development must be satisfactorily served in terms of key utilities such as water, electricity, gas and telecommunications; and be satisfactorily served in terms of the foul sewer system.

25.3 The NPPF indicates that LPA's should work collaboratively with private sector bodies, utility and infrastructure providers (Paragraph 180).

Applicant's Submission

25.4 The application includes a Utility Statement which has identified existing utilities, diversions of public utility apparatus, easements and key utilities corridors and the demands on utility supplies. The Land Use Parameters Plan identifies 'no-building zones' for utility corridors within the site. These are predominantly in the western half of the main part of the site, including the BTS access road, Business Park access road, a corridor extending east-west through the Business Park, front of site along Manchester Road, along the south west boundary, and along the south and west boundary of the proposed employment site.

Assessment

25.5 The 'no-building zones' for utility corridors identified on the Land Use Parameters would protect existing utilities along these routes from development and ensure they would not need to be diverted. The utility corridors are reflected in the Parameters Plans and Illustrative Masterplan which show green corridors forming part of the green infrastructure network and/or roads over these areas. The Landscape Design Code refers to creation of new linear grassland corridors along two utilities corridors within the development where underground services restrict the planting of trees or shrubs.

- 25.6 The ES has considered two possible scenarios with regards to the pylons and overhead cables extending through the rear part of the existing field on the western part of the site: a) remaining in situ; and b) undergrounded by the statutory undertaker. The proposed development would not necessarily require their undergrounding or diversion, since the employment buildings on this part of the site are indicated as being sited towards the front part of the site only and some distance from the pylons.
- 25.7 Electricity North West (ENW) advise that the proposals could impact on their infrastructure; the development is adjacent to or could affect ENW operational land or electricity distribution assets. ENW advise that the applicant must ensure the development does not encroach over either the land or any ancillary rights of access or cable easements. If planning permission is granted the applicant should verify such details by contacting ENW and also refer to relevant guidance. ENW also advise that there are several 6.6kV distribution substations within the development area which may be affected by the plans. Adequate clearance will need to be maintained to the 132kV overhead lines which appear to pass close to the employment buildings on the west of Manchester Road. These overhead lines belong to SP Manweb and they have been consulted (no response has been received). There are also numerous ENW 132kV, 33kV, 6.6kV and LV underground cables running along the west side of Manchester Road, which may be impacted by the works required for the same employment buildings. Should there be a requirement to divert the apparatus, the cost of such a diversion would usually be borne by the applicant.
- 25.8 National Grid advise that they have apparatus in the vicinity of the site which may be affected by the development as follows: -
- Low or Medium pressure (below 2 bar) gas pipes and associated equipment. (As a result it is highly likely that there are gas services and associated apparatus in the vicinity)
 - Electricity Transmission overhead lines
 - Above ground gas sites and equipment
 - Above ground electricity sites and installations

There are also high or intermediate pressure (above 2 bar) Gas Pipelines and associated equipment in the vicinity of the Carrington Lane/Carrington Spur junction.

National Grid has not raised any specific objection to the proposed development in relation to the above apparatus. They advise that the developer must ensure they have been contacted by National Grid prior to undertaking any works within 10m of the site, refer to relevant guidance documents and maps showing the location of National Grid apparatus, and ensure any proposed works in private land do not infringe National Grid's legal rights.

- 25.9 The Utility Statement has estimated utility demands, including for electricity, gas, water and foul generation. No specific capacity issues are identified at this stage although it states the need for offsite reinforcement will be subject to the detailed layout of each of the land parcels and will need to be developed in conjunction with the incumbent utility companies. A utility strategy will identify these points of connection and the options for installing apparatus from them to the site
- 25.10 The ES states the proposed development will take its water supply from the local United Utilities mains water network. This has been compared against UU's Final Water Resources Management Plan (2015), and it has been concluded that the additional water supply use is not significant. Comments from UU on the proposals for surface water and foul water drainage are summarised in the Flood Risk and Drainage Strategy section above. In addition, UU has advised that network modelling is currently being undertaken to determine whether UU can supply the development and that if network reinforcement is required, this will be at the cost of the developer.
- 25.11 Policy SL5.4 states that a contribution towards the provision of additional utility capacity will be required, however the responses from United Utilities, the Environment Agency, Electricity North West and National Grid do not specifically refer to a requirement to provide this additional capacity through the planning process. Future phases in the Strategic Location may need to contribute towards additional utility capacity as the cumulative impact of development increases pressure on existing utilities.

Conclusion

- 25.12 The application proposals have taken into consideration the impact on existing utilities infrastructure located within the site and whether it can be satisfactorily served by key utilities, in accordance with Policies SL5 and L7 of the Core Strategy and relevant guidance within the NPPF.

26.0 EDUCATION

Introduction

- 26.1 The proposed development of up to 725 dwellings and which will comprise predominantly family housing will generate additional demand for school places in the area. If there is insufficient capacity within existing schools in the area for the increase in population then the development will generate a requirement to provide additional places at existing schools and/or the provision of new school(s).
- 26.2 Carrington does not currently benefit from a primary or secondary school. There are fifteen primary schools within an approximate two-mile radius from the site and eight secondary schools within an approximate three-mile radius from the

site. These are all within Partington and Flixton. This excludes Irlam and Cadishead which aren't readily accessible from the site.

Relevant Policy and Guidance

- 26.3 Policy SL5 of the Core Strategy identifies educational facilities as forming part of the proposed major mixed-use development in the Carrington Strategic Location (SL5.1) and that the Location can deliver school provision of a scale appropriate to support the needs of the new community (SL5.2). Policy L2 also requires all new development to be appropriately located in terms of access to existing community facilities and/or deliver complementary improvements to the social infrastructure, including schools, to ensure the sustainability of the development (L2.2). The Place Objectives for Carrington include CAO4: To provide the right conditions to support local community facilities and those of nearby Partington including education services. The implementation section of Policy SL5 further identifies the need for either on-site provision or a contribution towards off-site provision of a new 2 Form Entry Primary School, to be funded by private developer/Section 106. Since the adoption of the Core Strategy however, the Council has identified the requirement for a primary school to serve development in Carrington on the CIL Regulation 123 List.
- 26.4 The NPPF states that the Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities. It states LPA's should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. They should: give great weight to the need to create, expand or alter schools; and work with schools promoters to identify and resolve key planning issues before applications are submitted (Paragraph 72). It states where practical and particularly within large-scale developments, key facilities such as primary schools should be located within walking distance of most properties (Paragraph 38).

Applicant's Submission

- 26.5 The ES includes within the Socio-Economics chapter provides an assessment of existing provision of primary and secondary schools within a two-mile and three-mile radius from the site respectively and calculated the likely number of pupils yielded by the proposed development using the pupil yield figures given in SPD1 Planning Obligations Technical Note 5: Meeting Social Needs. Applying this method there would be demand for around 392 primary school places and 280 secondary school places for the whole development.
- 26.6 The applicant has calculated the number of spare places across primary schools within a two mile radius of the site as 163 places, therefore indicating a shortfall in the number of primary school places to accommodate pupils from the development. Although this is an adverse effect, over the long term the proposed

development would also support the on-going sustainability of local educational facilities. With regards to secondary schools, there are over 2,000 spare places within a three mile radius of the site and therefore sufficient capacity across these schools to accommodate pupils from the proposed development. The ES acknowledges that demand for additional school places, however small, will place greater pressures upon primary schools, and impose additional costs upon individual education providers.

- 26.7 The applicant is in advanced discussions with the Dean Trust regarding the delivery of future educational facilities in Carrington and the locality, whilst understanding how school pupils could benefit from the delivery of Future Carrington.

Assessment

Primary School Places

- 26.8 The ES demonstrates that there is currently some capacity (163 places) in primary schools in the surrounding area to accommodate pupils from the development. This is confirmed by the Local Education Authority (LEA) who refer to capacity in both faith schools and community/academy schools to accommodate pupils in the earlier phases. However, there is currently insufficient capacity to accommodate the required number of places generated by the full development (calculated as 392 primary school pupils). This future demand would be met by the provision of a new 2 Form Entry Primary School in Carrington, as identified on the CIL Regulation 123 List, which would occur when there is a large enough population in Carrington to sustain a primary school, when CIL funds allow, and a site has been secured.
- 26.9 It is acknowledged that, depending on how long the development takes to complete (which is indicated as 10 years), there could be an interim period before a new 2 Form Entry Primary School is built in Carrington but where the development will create a demand for primary school places that cannot be met in the area based on existing capacity. In this event a proportion of the children living within the development may have to travel further to a primary school than the recommended two miles, until such time as new school has been delivered. No mitigation is proposed in the application to address this adverse effect. Whilst this potential future situation is a concern, the Council is unable to require a financial contribution (or new school) to address any such shortfall given that a school is on the CIL Regulation 123 List. The inclusion of a school on the CIL 123 List means that this is the mechanism to deliver additional school provision required for the development.
- 26.10 Importantly the proposed development will increase the likelihood of a primary school coming forward in Carrington, due to the CIL income that it will generate and due to the population increase in the village. The proposed development on

its own would not generate sufficient pupil yield to sustain a new primary school, therefore further housing in Carrington (in accordance with the Core Strategy which commits to 1,560 residential units) would be required to create a large enough demand to justify a new school.

Secondary School Places

26.11 With regards to secondary schools, the ES demonstrates that there is sufficient capacity in the surrounding area to accommodate the development. There are currently over 2,000 spare places across secondary schools within a three mile radius, with significant capacity at Wellacre Technology Academy and at Broadoak High School, therefore the yield of 280 pupils can be accommodated.

Nursery School Places

26.12 There are no proposals for a nursery included within the application. However, there are three existing nurseries within 2 miles of the application site and nursery classes available within 20 of the 22 primary schools located within a 2 mile radius of the site. On this basis, it is not considered reasonable or appropriate to consider dedicated nursery provision for this particular development.

Conclusion

26.13 The number of new homes proposed in this application and the resulting increase in population will place demand on existing primary and secondary schools in the local area. There is some existing capacity in primary schools to accommodate pupils in the earlier phases and longer-term the demand will be satisfied by a new 2 Form Entry Primary School in Carrington, as identified on the CIL Regulation 123 List. It is acknowledged there may be an interim period where existing primary school provision cannot accommodate the demand of the full development and therefore a new school is required, however a greater additional population than that generated by the proposed development is required before this can be provided. The delivery of 1,560 residential units in Carrington (725 of which are proposed in this application) will trigger the requirement for a school. Secondary schools in the area have enough capacity to accommodate pupils from the proposed development. As such the scheme is considered to be in accordance with Policies SL5 and L2 of the Core Strategy and relevant guidance within the NPPF.

27.0 HEALTH FACILITIES

Introduction

27.1 There are currently no healthcare services available within Carrington. The nearest facilities are within Partington (Partington Health Centre) with other

facilities at Flixton, Urmston and Sale. The significant increase in population will place additional demand on health facilities/provision in the area.

- 27.2 The NHS Trafford CCG has advised there is an existing deficit of GP provision in the West Trafford Neighbourhood Locality and that Partington Health Centre has a deficit, therefore there is no GP capacity within not only the nearest practice but within the wider locality to accommodate the anticipated increase in population. It would therefore be expected that the proposed development will make provision for healthcare. Trafford Public Health also advise that health provision such as a GP centre, pharmacy, dentist and optometrist should be considered with the developer for this large development.

Relevant Policy and Guidance

- 27.3 Policy SL5 of the Core Strategy states development in the Strategic Location will include health facilities (SL5.1) and that the Location can deliver health facilities of a scale appropriate to support the needs of the new community (SL5.2). Policy L2 also requires all new development to be appropriately located in terms of access to existing community facilities and/or delivers complementary improvements to the social infrastructure, including health facilities, to ensure the sustainability of the development (L2.2). The Place Objectives for Carrington include CAO4: To provide the right conditions to support local community facilities and those of nearby Partington including health services. In terms of implementation of this requirement, Policy SL5 identifies the need for a small GP Practice and which is to be funded by NHS Trafford / private developer / Section 106.
- 27.4 The NPPF states the planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities (Paragraph 69) and makes further references to provision of health infrastructure in relation to LPA's setting out strategic priorities for the area (Paragraphs 156). The NPPG further states that LPA's should ensure that health and wellbeing, and health infrastructure are considered in planning decision making (ID:53).

Applicant's Submission

- 27.5 The ES includes within the Socio-Economics chapter an assessment of existing GP surgeries and dental practices within a three mile radius of the site, including whether the facilities are accepting new patients which is a good indication of whether there is existing capacity. There are 15 GP surgeries and 11 dental practices within this distance (excluding facilities in the Salford CCG area as these aren't readily accessible from the site).
- 27.6 The proposed development includes provision for a health centre. At this stage only limited information has been provided, other than that it will be within the

Village Centre and take up a proportion of the total 929 sq. m floorspace indicated for the retail/health units.

Assessment

- 27.7 The ES has identified that all but one of the fifteen GP surgeries assessed are currently accepting new patients, suggesting that there is some capacity locally. The ES states that a fully occupied development would increase the average patient per FTE GP list size from 1,914 to 1,945. This is lower than the average patient list per FTE GP size for Trafford of 2,179 but higher than the standard calculation of 1,800 patients to FTE GPs. The ES states this assessment suggests that local healthcare facilities should be well placed to accommodate the need arising from the residents from the proposed development. The average patient per GP list size would increase only marginally to an average list size that is higher than the standard calculation of 1,800, but lower than the average across the Trafford CCG. The ES also states that, in the long term, the residents of the proposed development would support the sustainability of local health facilities. In addition, the proposed local centre could also be an appropriate location for new healthcare facilities to serve existing and new residents. With regards to dental practitioners, baseline data indicates that of the eleven local dentists, eight are currently accepting new patients with one other accepting children only. This suggests that they have some spare capacity (although it is unclear to what extent this is the case).
- 27.8 With regards to existing healthcare facilities, the NHS Trafford CCG describe the situation differently; that there is no GP capacity within not only the nearest practice (Partington Health Centre), but within the wider locality to accommodate the anticipated increase in population resulting from the development. The proposed development would in fact worsen an already existing deficit. The site is within the West Trafford Neighbourhood Locality where there is an existing deficit of 4.9 WTE GPs. Partington Health Centre has a deficit of 0.2 WTE and is located 2.6 miles to the south (a 41 minute walk). As such it can be concluded that there is no capacity to accommodate the anticipated population from the development. The CCG therefore advise that appropriate provision for healthcare services should be part of the development, which may be in the form of buildings, capital funding or revenue funding, or a mix of all three. The response concludes that the Council should require a proportionate healthcare contribution within the completed S106, which will go towards either the rental or construction of a new healthcare facility in the vicinity to meet the needs of future residents.
- 27.9 A health centre is specifically proposed as part of the development, therefore this would address the need identified by the CCG above. Clarification has been sought from the CCG that the provision of this facility on-site will address the anticipated demand for healthcare facilities resulting from the development, rather than need to require a financial contribution through a S106 agreement. To

date the CCG has not confirmed which option is appropriate, due to the NHS carrying out a review to determine what will become their 'key delivery sites'.

27.10 As things stand the comments of the CCG confirm there is no capacity in the area to accommodate the healthcare needs of the development, and the proposed development seeks to provide a facility on-site to satisfy this demand. Therefore the proposal is considered acceptable. A condition requiring this facility to be provided and to form part of the reserved matters submission for the phase within which it is located (Phase R5) is considered necessary to ensure the development will cater for the demand for healthcare facilities that it will generate. Provision of the facilities within Phase 5 of the development should mean that the facilities come on stream when there is a significant population on site to support them. Details of the size, specification and timing of delivery would also be required at reserved matters stage.

Conclusion

27.11 The provision of a health centre within the development will meet the health needs generated by this development and support the needs of the new community. A condition is considered necessary to ensure that the health centre is provided as part of the scheme and to require further details relating to its size, specification and timing of delivery at reserved matters stage. As such the scheme complies with Policies SL5 and L2 of the Core Strategy and relevant guidance within the NPPF.

28.0 CRIME AND SECURITY

Introduction

28.1 Crime and security considerations will need to be factored into the scheme to ensure a safe and secure environment for residents, workers and visitors, and is designed to reduce opportunities for crime.

Relevant Policy and Guidance

28.2 Policy L7 of the Core Strategy states in relation to matters of security, development must demonstrate that it is designed in a way that reduces opportunities for crime; and not have an adverse impact on public safety. The Core Strategy further states as detailed in national guidance and the principles within supplementary planning guidelines: Crime and Security, all development proposals need to demonstrate that the design and layout has helped to create safe environments and reduce the potential for crime. Measures to reduce crime will include:

- The layout to be designed, so that it discourages criminal activity;
- Maximising opportunities for natural surveillance of the street; and

- Security measures such as perimeter fences that are both effective in preventing crime and attractive in design.

28.3 The NPPF states that planning decisions should aim to ensure that developments create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion (Paragraphs 58 and 69). The NPPG also states designing out crime and designing in community safety should be central to the planning and delivery of new development (ID: 26) and provides further guidance.

Applicant's Submission

28.4 The application includes a Crime Impact Statement prepared by Greater Manchester Police which provides contextual crime information and site-specific design considerations needed to develop the layout and appearance of the proposal. The Crime Impact Statement makes a number of recommendations, summarised within the assessment below. The DAS also states that the layout has been designed to reflect principles established in the Secured by Design 'Homes 2016' Manual, Police and Crime Preventions Initiatives Limited, February 2016. The specific matters that have been considered in the design parameters are summarised as follows: -

- Boundary treatments should provide clear distinction between public and private space;
- Vehicle and pedestrian routes should ensure that they are visually open and addressed by buildings;
- Communal areas such as public open space and playgrounds should be designed to allow supervision from nearby buildings and dwellings;
- Exposed boundary treatments should be robust and secure; and
- Vulnerable areas should incorporate planting strips to achieve separation and reduce the possibility of intrusion.

28.5 In the majority of residential areas the indicative layout has adopted the SBD principle that dwellings should be positioned facing each other to allow neighbours to easily view their surroundings and thus making the potential offender feel vulnerable to detection. These principles will inform a design at future reserved matters stage that should be characterised by overlooked streets, and protected, defensible gardens.

Assessment

28.6 GMP (Design for Security) has advised that the proposed development should be designed and constructed in accordance with the recommendations contained within the submitted Crime Impact Statement (CIS) and a condition should be added to reflect the SBD specification listed within the CIS. This is summarised as follows: -

- 28.7 Within the residential areas the CIS recommends the following: pedestrian and cycle routes which link to adjacent open space should be well-overlooked at their access points and set away from immediately adjacent dwellings and parking spaces; where possible, dwellings should front towards areas of open space, allowing for natural surveillance to the public realm and create active frontages; the development should be designed in such a way that resident vehicles are secured and overlooked; sufficient boundary treatment should be provided to rear and side boundaries; proposed landscaping treatment within the public realm, in front of dwellings/buildings should not impede natural surveillance or create climbing aids over any boundaries; and a successful lighting scheme should be introduced to deter and reveal any intruders whilst promoting a safer, well lit, public realm.
- 28.8 For the areas of open space, including the NEAP, LEAPs and other areas of open space, robust management should be applied to promote active use and enjoyment whilst deterring unwanted behaviour and areas should be well overlooked by surrounding dwellings and well maintained to increase the likelihood of them being legitimately used.
- 28.9 In the employment areas pedestrian links to surrounding open space should not be incorporated due to the ease of access it offers to offenders and it is highly recommended that employment areas are enclosed with a single, formalised entrance point. Car parking should be positioned in areas where they can be overlooked by routinely occupied rooms within units; effective surveillance and maximising visibility are central to safe and secure design; and landscaping features should not impede natural surveillance.
- 28.10 On the proposed rugby club site the CIS recommends that the design of the club house site is simple to avoid creation of hiding places and congregation points; the site should be enclosed with secure fencing and lockable gates; and parking should be well overlooked from the street and occupied rooms in the clubhouse.
- 28.11 As layout is a matter to be considered at reserved matters stage, a detailed assessment of the scheme against the above recommendations cannot be carried out at this stage. The DAS and Illustrative Masterplan indicate however, that in the majority of residential areas dwellings would be positioned facing each other to allow natural surveillance of properties, streets and open spaces would be overlooked and active frontages created throughout. The above recommendations of GMP (Design for Security) can be incorporated into layouts and designs submitted for approval at reserved matters stage and assessed further at that stage to ensure an acceptable form of development in respect of crime prevention. GMP (Design for Security) recommend that a condition is attached to any permission to reflect the SBD specification listed within section 4.1 of the appendices within the submitted CIS; it is considered more appropriate to attach a condition requiring applications for reserved matters to be designed in

accordance with the recommendations contained within Section 3.2 of the submitted Crime Impact Statement and the SBD specification listed within Section 4.1 of the appendices. Applications for reserved matters approval will also need to be supported by a Crime Impact Statement specific to that phase.

Conclusion

28.12 The recommendations of GMP (Design for Security) have been taken into account in the development parameters and these recommendations will inform layouts submitted for approval at reserved matters stage and considered further at that stage. Further Crime Impact Statements will be required with each application seeking approval of reserved matters relating to the specific layout and measures proposed to address the requirements for security and crime prevention. At this stage it is considered the proposed development is in accordance with Policy L7 of the Core Strategy and the relevant sections of the NPPF.

29.0 CIL, DEVELOPER CONTRIBUTIONS AND VIABILITY

29.1 As identified in the previous sections of this report, a development of this scale will create additional demand for local services, such as education and healthcare facilities, open space and sports provision and highways and public transport infrastructure.

Community Infrastructure Levy

29.2 The Council's Revised CIL Regulation 123 List (adopted December 2016) identifies specific infrastructure projects and broader infrastructure types that are needed to support future development and the delivery of the Core Strategy. This includes the following infrastructure relevant to the Carrington Strategic Location: -

Strategic transport infrastructure including:

New Link Road to and through the development site at Carrington

Significant improvements to public transport in Carrington and Partington

School facilities including:

Provision of a 2-form entry primary school in Carrington

Borough-wide expansion of secondary schools to provide additional intake places

29.3 The above infrastructure will therefore be brought forward through the CIL funding regime. In accordance with Regulation 123 of the CIL Regulations 2010 (as amended), there should be no circumstances where a developer is paying CIL and S106 for the same infrastructure in relation to the same development. The Council can still secure monies through the use of S106 agreements where

the development is deemed to be CIL liable, however, planning obligations should not provide infrastructure that is identified on the Council's CIL Regulation 123 List. The infrastructure projects identified above would therefore be expected to be funded by CIL at a future date once CIL payments have been made at reserved matters stage, rather than require contributions from the developer as part of any permission for this planning application.

- 29.4 In terms of payment of CIL, full permission is only being sought for demolition, re-contouring, new accesses and junction improvements at this stage, which themselves are not liable to CIL. The CIL regulations advise that outline planning permissions will be liable to pay CIL when the development is built and the liability is calculated at reserved matters stage. Each phase is treated as a separate development for the purpose of paying CIL. For information purposes at this stage, the following CIL rates would apply to the proposed development:

Residential - This proposal will be 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, and apartments will be liable to a CIL charge rate of £0 per square metre, in line with Trafford's CIL charging schedule and revised SPD1: Planning Obligations (2014).

Employment - Offices and industry and warehousing are liable to a CIL charge rate of £0 per square metre in line with Trafford's CIL charging schedule and revised SPD1: Planning Obligations.

Retail and health units – Retail use would fall within the category of 'all other development' which is liable to a CIL charge rate of £0 per square metre in line with Trafford's CIL charging schedule and revised SPD1: Planning Obligations. A health centre would fall into the category of 'public or institutional facility', consequently the development will be liable to a CIL charge rate of £0 per square metre in line with Trafford's CIL charging schedule and revised SPD1: Planning Obligations.

Rugby Club - This proposal is subject to the Community Infrastructure Levy (CIL) and comes under the category of 'leisure' development, consequently the development will be liable to a CIL charge rate of £10 per square metre in line with Trafford's CIL charging schedule and revised SPD1: Planning Obligations.

- 29.5 The applicant has estimated that the CIL liability for the completed residential development will be approximately £1.3m.
- 29.6 Developments that provide affordable housing can apply for relief from paying CIL on those affordable units. Subject to the relevant criteria being met, relief from paying CIL can be granted and there the CIL payments will be reduced according.

Developer Contributions and Viability

29.7 Items that are either not covered by the Community Infrastructure Levy (CIL), or are not included on the Revised CIL Regulation 123 List but which are required to make a development acceptable in planning terms (and that meet the three tests of S106) may be secured through a S106 Agreement. The following have been considered in the case of the proposed development: -

Affordable Housing

29.8 Policy L2 of the Core Strategy states in respect of all qualifying development proposals, appropriate provision should be made to meet the identified need for affordable housing. The Carrington area is identified as a “cold” market location (where a 5% contribution will normally be sought), however Policy L2 also states that in areas where the nature of the development is such that, in viability terms, it will perform differently to generic developments within a specified market location the affordable housing contribution will be determined via a site specific viability study, and will not normally exceed 40%. Given the nature of the proposed development, it is considered that it is likely to perform differently to the generic nature of existing residential development within the Carrington Location and therefore a site specific viability appraisal, carried out to an industry approved methodology, will need to be provided with the application, demonstrating the level of affordable housing to be provided through the development. However, as stated in the policy it is not expected that the level of affordable housing to be provided will exceed 40%.

29.9 The application includes a Development Viability Report that seeks to demonstrate the amount of affordable housing that would be viable and the need for the development to provide the rugby club and pitches, junction improvements on Manchester Road identified above, local resident car park and on site public open space. The Report states the following: -

- The development appraisal demonstrates that the scheme is barely viable without any affordable housing and as such there should be no extra requirements placed on this site. The site falls within an area of low value housing and this scheme is aiming to create a new market to boost local values which will in turn help to improve the local environment and perceptions of the area.
- HIMOR Group will not be developing the site themselves. A residential permission will allow them to expose the site to the residential market in the hope that they can receive competitive offers to assist them in delivering the Carrington vision. A permission without onerous requirements would allow them to take the site to market in the hope of achieving a sensible, if not excessive land value, and more importantly open the door to private investment in the Carrington Estate to create a new housing market in the

area which, in turn, will complement the surrounding areas of Partington, Flixton and Western Sale.

- With regard to CIL payments, it is recognised that whilst the CIL payment has been applied for the entire scheme it is likely that future phases of this development will in turn finance major community assets such as schools and the proposed 'A1' road to the M60. With this in mind we propose that a part CIL exemption on future phases is considered in lieu of the infrastructure contributions associated with the completed development.
- It should also be noted that in terms of s.106 contributions, HIMOR are proposing to provide a new rugby club and pitch, junction improvements on Manchester Road and the Carrington Spur, local resident car park and on site public open space.
- The report demonstrates that affordable housing provision would threaten the viability of the development. However HIMOR Group is aware of Trafford Council's affordable housing aims and proposes an intermediate starter home product provision of 5% (36 units). This provision will be delivered directly by the developer on site at a discount to market value. Though this does harm the initial viability of the development, the landowner recognises the importance of affordable housing to the local area and as such we request that the offer of a 5% provision is recognised as a reasonable contribution and ask for confirmation that the site is exempt from further s106 requirements on viability grounds.

29.10 With regards to the reference above to CIL exemption on future phases in lieu of infrastructure contributions, it will not be possible to calculate the scale of the CIL charge that applies until the point at which the final reserved matter associated with each phase of the development is approved, when it becomes a "chargeable development" in its own right. Therefore, similarly it will not be possible to calculate the level of in-kind infrastructure provision to be off-set against the CIL charge until that point.

29.11 The Viability Report has been reviewed by consultants on behalf of the Council who advise that the level of affordable housing proposed can be accepted and a higher contribution would not be viable at the present time. This is subject to any permission including a mechanism for reviewing viability throughout the period of development, as set out below.

29.12 Currently starter homes are not classified as Affordable Housing under the terms of the NPPF, but it is likely that the definition will be updated in the near future. The Housing White Paper gave a strong indication that "Starter Homes" will be treated as affordable homes through the anticipated revision to NPPF. Core Strategy Policy L2 and SPD1 require a 50/50 split between intermediate and affordable rented homes. Starter Homes would fall into the intermediate category and would therefore contribute to the provision of that element.

Given the evidence provided by the applicant in terms of the viability of the scheme, and the overall objective for the wider area, including Partington, of establishing a better balance in type and tenure of housing, it is considered that this level of provision would be appropriate in this first phase.

- 29.13 National planning guidance and guidance from the RICS both suggest that long term schemes such as the proposed development should be subject to sensitivity analysis, but also periodic re-evaluations of scheme viability to ensure affordable housing is maximised whilst also ensuring that development remains viable and deliverable. As the application relates to a substantial development which, if approved will be delivered in phases over a long period of time it would sensible to include a mechanism for reviewing viability throughout the period of development as the different phases commence and complete. This will ensure that the correct level of affordable housing at that time is sought, in line with the financial performance of the development. Any section 106 agreement should reflect this position.

Highway Improvements

- 29.14 The junction improvements proposed in the application and which are necessary to mitigate the highway impacts of the additional traffic generated by the proposed development form part of the proposed development, therefore a Grampian style condition is proposed to secure these works and at a suitable trigger point (considered in the Highways and Transportation Section). These works would be funded by the developer but carried out by the Council, therefore the contribution will be secured by a S106 agreement.

30.0 THE PLANNING BALANCE AND CONCLUSION

Status of the Development Plan

- 30.1 The Development Plan in Trafford comprises of the Trafford Core Strategy and saved policies from the Revised Trafford Unitary Development Plan (UDP). Paragraph 38(6) of the Planning and Compulsory Purchase Act 2004 requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise.
- 30.2 The Core Strategy was adopted on 25th January 2012 and therefore pre-dates the adoption of the NPPF (March 2012), albeit not significantly. Paragraph 211 of the NPPF, which sits within Annexe 1: Implementation of the document, states that, for the purposes of decision-taking, the policies in the Local Plan should not be considered out-of-date simply because they were adopted prior to the publication of the Framework.
- 30.3 Trafford is, however, unable to demonstrate that sufficient deliverable sites exist with the Borough to provide five years' worth of housing when considered against

their housing requirements, an exercise that is prescribed within Paragraph 47 of the NPPF. Current Paragraph 49 goes on to state that housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the LPA cannot demonstrate a five-year supply of deliverable housing sites. It is recognised that a 'wide' definition should be applied to the interpretation of 'relevant policies for the supply of housing', following the Court of Appeal Judgement for the conjoined appeals of *Suffolk Coastal DC v Hopkins Homes & SSCLG* and *Richborough Estates v Cheshire East BC & SSCLG (2016) EWCA Civ 168*. In giving this judgement the Court made it clear that the proper meaning of the above phrase is 'relevant policies affecting the supply of housing'. Policies may serve to form the supply of housing land either by creating it or by constraining it.

Application of the NPPF

- 30.4 Paragraph 14 of the NPPF states that the presumption in favour of sustainable development should be seen as a golden thread running through both plan-making and decision-taking. In the case of the latter, this means
- Approving development proposals that accord with the development plan without delay; and
 - Where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:
 - 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; or
 - specific policies in this Framework indicate development should be restricted.
- 30.6 A recent Court of Appeal Judgement (*Forest of Dean v SSCLG (2016) EWHC421 (Admin)*) ruled that, in instances where a proposal causes less than substantial harm to a designated heritage asset, both limbs of the last bullet-point to Paragraph 14 have to be considered. This is because Paragraphs 132 and 134 of the NPPF represent a specific policy in the Framework that indicates that development should be restricted. They state that great weight should be given to the (heritage) asset's conservation (132) and that the less than substantial harm to the significance of the designated heritage asset should be weighed against the public benefits of the proposal (134). The Forest of Dean Judgement makes it clear that the presumption in favour of development, as prescribed within the first limb of Paragraph 14, should be dis-applied until the un-weighted exercise within Paragraph 134 has first been undertaken.

Un-weighted exercise required by Paragraph 134

- 30.7 The un-weighted exercise required by Paragraph 134 of the NPPF has already been undertaken within the Heritage Assets section of this report (Paragraphs 19.14 – 19.15), however it has been repeated here for ease of reference. It is

considered that the proposed development will lead to 'less than substantial harm' to the significance of the Grade II* listed Church of St George; therefore significant public benefits are required to outweigh the identified harm to this particularly important building. The main public benefits that would be brought about by the proposals are considered to be as follows:

- The Plan led presumption in favour of the proposed development.
- The development would deliver up to 725 homes on a site which is within an area designated a Strategic Location capable of delivering up to 1,560 dwellings. None of this housing has been delivered to date and the Council has not been able to meet its housing delivery targets set out in the Core Strategy. The proposals would contribute significantly towards addressing the identified housing land supply shortfall.
- A significant proportion of the proposed housing will be on previously developed land. The proposals would contribute positively to the Council's policy aspiration to maximise the use of previously developed land for housing.
- The proposed development would deliver up to 46,452 sq. m of new employment space on a site which is within an area designated a Strategic Location capable of delivering up to 75 ha of land for employment activities.
- The proposed employment and retail facilities would create approximately 1,000 net additional full-time equivalent jobs. It is estimated this level of gross employment would have an effect of contributing around £61m in GVA per annum. Significant contribution to the local and sub-regional economy.
- The proposed development would deliver off-site highway improvements to address existing highway capacity issues.
- Improvements to the cycle and pedestrian permeability of the application site itself, whilst also improving connectivity with established existing routes.
- Remediation of areas of the site identified as being affected by contamination.
- Provision of green infrastructure throughout the site.

30.8 Great importance and weight has been given to the desirability of preserving the designated heritage asset, including its setting, in accordance with s66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and Paragraph 132 of the NPPF. However, in this instance the public benefits generated by the proposals are considered to be substantive, and sufficient to outweigh the less than substantial harm that has been identified. As such this exercise has not required refusal of the application and development is not specifically restricted by the NPPF. Therefore the test set out in the first limb of Paragraph 14 (presumption in favour of development) can be applied.

Weighted test under first limb of Paragraph 14

30.9 As the Council's development plan policies relevant to the supply of housing are out of date, it is necessary for the LPA to 'weigh-up' the proposed development using the test set out in the first limb of Paragraph 14 of the NPPF, that is that planning permission should be granted unless any adverse impacts of doing so

would significantly and demonstrably outweigh the benefits, when assessed against the policies of the Framework taken as a whole. This exercise is set out below:

Scheme Benefits

30.10 The main benefits that would be delivered by the proposed development are considered to be as follows: -

- Up to 725 homes on a site which forms part of a wider area identified as being capable of delivering up to 1,560 dwellings. None of this housing has been delivered to date and the Council has not been able to meet its housing delivery targets set out in the Core Strategy. The proposals would contribute significantly towards addressing the identified housing land supply shortfall.
- A significant proportion of the proposed housing will be on previously developed land and will contribute positively to the Council's policy aspiration to maximise the use of previously developed land for housing.
- 36 affordable dwellings (starter homes) and potentially an increased number of affordable dwellings over time subject to future reviews of viability.
- Up to 46,452 sq. m of new employment space on a site of 15ha which forms part of a wider area identified as being capable of delivering up to 75ha of land for employment activities. This will comprise a mix of employment uses and buildings of modern construction. The proposals would contribute significantly towards the Council's identified employment land supply and contribute to the local and sub-regional economy.
- The creation of approximately 1,060 new permanent jobs.
- Creation of 130 direct construction jobs per annum over 11 year build period which are considerable economic benefits.
- Additional expenditure into the local economy to support existing services in Carrington and Partington and support the viability of new services.
- Provision of new community and retail facilities as part of a new Village Centre which has the potential to create a new focal point and sense of place for Carrington.
- Improved appearance to Manchester Road and interaction between the site and the existing village.
- Provision of a new rugby pitch, training pitch and clubhouse for Carrington Rugby Club that will be a significantly better facility than the existing facilities and which will also be accessible to the wider community.
- Recreational benefits through the provision of on-site open space, footpath and cycle connections and sports facilities.
- Provision of large areas of green infrastructure throughout the site.
- Highway improvements that will mitigate the impacts of the proposed development and which would also contribute towards the resolution of existing problems on the local highway network.
- Improved cycle and pedestrian access within the site and connectivity with existing routes.

- Remediation of areas of the site identified as being affected by contamination.
- It is anticipated implementation of this scheme will act as a catalyst for further development and infrastructure, resulting in further benefits to the local economy, the creation of a sustainable community and the realisation of the aims and objectives of the Core Strategy.
- New Homes Bonus, Business Rates and Council Tax resulting from the proposed development will benefit the Borough and the local community.

Adverse Impacts

30.11 For planning permission to be refused, the adverse impacts of the proposed development must significantly and demonstrably outweigh the above benefits.

- Carrington is not currently considered to be a sustainable location due to a lack of local services and facilities (education, health, retail and other community facilities) and limited public transport.
- Some of the proposed residential development and the majority of the proposed employment development would be on greenfield land.
- Loss of existing employment land and buildings and existing employers and jobs based at the site. The development would result in a net loss in terms of employment land (but an increase in employment floorspace).
- A minor adverse, but not severe, impact on the Strategic Road Network.
- Insufficient sports provision proposed within the site in terms of site area and type of facilities for the increase in population, which has raised a non-statutory objection from Sport England.
- Potential for infrequent operations at Air Products to result in levels of noise that may impact on the amenity of future residents.
- Loss of trees, existing habitats and disturbance to wildlife including protected species.
- Less than substantial harm to a designated heritage asset (Church of St George) and harm to non-designated heritage assets.
- Additional demand on primary schools in the area without specific provision to address a potential future shortfall in places prior to a school being delivered under the CIL regime.
- Affordable housing provision would be below the 40% provision referred to in Policy L2.

Paragraph 14 Weighting Exercise

30.12 Each of the benefits and adverse impacts listed above have been described and assessed within the relevant sections of this report. Using this, a weighting exercise has been undertaken and it is considered that the adverse impacts associated with the proposed development will not significantly and demonstrably outweigh its benefits. This conclusion has been reached on the basis that the mitigation proposed by the S106 obligations and planning conditions are secured. These obligations and conditions are considered necessary to make the

development acceptable in planning terms. Therefore the proposed development is compliant with Paragraph 14 of the NPPF.

- 30.13 The application has been submitted in Hybrid form, with the main elements of the proposal part of the Outline part of the application, and is supported by an Environmental Statement and a series of Parameters Plans, which accords with the approach in the 'Rochdale Envelope' Judgement. It is considered to represent a sustainable development that has social, economic and environmental benefits and complies with the provisions of the NPPF and the overall thrust of Development Plan policy when taken as a whole. Therefore, the application is recommended for approval.

Conclusion

- 30.14 The site is allocated under Policy SL5 of the Trafford Core Strategy, as part of the Carrington Strategic Location. The Core Strategy seeks to bring forward a major mixed-use development in the Strategic Location, providing a new residential community, together with employment, educational, health and recreational facilities and which will be supported by substantial improvements to both public transport and road infrastructure. More specifically the Policy states that this Location can deliver 1,560 residential units comprising, predominantly, accommodation suitable for families. The proposed development will deliver a significant proportion of this housing commitment, none of which has been delivered to date and at a time when the Council does not have a 5 year supply.
- 30.15 The Core Strategy also seeks to deliver 75 hectares of land for employment activities. The proposed development will deliver a significant proportion of this commitment with a range of employment uses that will support the local and sub-regional economy, providing new employment opportunities and which will support the regeneration of Carrington and Partington.
- 30.16 The Core Strategy also seeks to deliver new road infrastructure to serve the development area to relieve congestion on the existing A6144 and significant improvements to public transport infrastructure by improving access to Partington, the Regional Centre and Altrincham with links to the Metrolink system. Improvements to existing junctions on Manchester Road form part of the proposed development and the Transport Assessment demonstrates that these would bring benefits to capacity on the local road network. The impact on the Strategic Road Network would not be 'severe' in NPPF terms. Improvements to public transport are identified on the CIL Regulation 123 List and will be delivered in the future as further schemes come forward in the Carrington Strategic Location.
- 30.17 The proposed development includes new community facilities, including convenience retail, health and recreational facilities to support the needs of the new community in accordance with the Core Strategy. Recreational facilities

include open space and other green spaces that exceed the Council's quantity standard, play areas and a replacement facility for Carrington Rugby Club that would be accessible to the wider community. On-site outdoor sports provision would however, be below the Council's standard to meet the demands of the increase in population and no contribution would be provided towards providing facilities elsewhere. Education provision is not provided as part of the development, however this is identified on the CIL Regulation 123 List and will be delivered in the future when the population in the Carrington Strategic Location can sustain a school.

- 30.18 The proposed development will deliver high quality green infrastructure and which connects with the surrounding open countryside and protects and enhances the existing sites of environmental importance. The impacts on the landscape and ecology are not significant and where harm has been identified appropriate mitigation is proposed and will be secured through conditions.
- 30.19 The application includes a set of Parameters Plans and supporting documents set an appropriate framework for subsequent applications for reserved matters that will enable a new community to be delivered in Carrington that is of high quality, creates a sense of place and which is appropriate to its context.
- 30.20 CIL contributions generated by the proposed development and the significant increase in population and demand for services will, together with future developments in accordance with the Core Strategy, increase the likelihood and viability of a school, other community facilities and public transport improvements coming forward in Carrington and create a sustainable community.
- 30.21 S38(6) of the Planning and Compulsory Purchase Act 2004 and S70(2) of the Town and Country Planning Act 1990 states that any determination under the Planning Acts must be made in accordance with the development plan unless material considerations indicate otherwise. Paragraph 196 of the NPPF states that the Framework is a material consideration in planning decisions. Housing policies in the development plan are 'out of date' in Paragraph 49 NPPF terms as the Council cannot demonstrate a five year supply of deliverable housing sites. The remainder of the policies in the Core Strategy are generally in compliance with the NPPF (having been adopted only a few weeks prior to its publication) and are therefore not deemed to be out of date. The proposed development complies with the key policies of the Core Strategy relevant to the location and nature of development, namely Policies SL5, L2, L4, L7, W1, R1, R2 and R5 and the Place Objectives for Carrington.
- 30.22 The assessment within this report considers the proposed development, although not meeting the aspirations of some development plan policy, particularly in relation to sports facilities, to be generally compliant with the development plan when it is read as a whole. This is on the basis that appropriate mitigation measures secured by a S106 agreement and planning conditions are

appropriately implemented. The NPPF is also an important material consideration, particularly given that housing policies in the development plan are 'out of date'. Therefore having carried out both the unweighted balancing exercise under Paragraph 134 of the NPPF and the weighted balancing exercise under Paragraph 14 of the NPPF it is considered that the adverse consequences of the development would not significantly and demonstrably outweigh the benefits. The proposals would represent a sustainable form of development which would have social, economic and environmental benefits. No other material considerations have been identified which would warrant a different view being taken. The application is therefore recommended for approval.

31.0 RECOMMENDATION:

That Members resolve that they are **MINDED TO GRANT** the application **subject to conditions** (substantially in the form below) and the determination of the application hereafter be deferred and delegated to the Head of Planning and Development to enable the completion of a legal agreement and, if necessary, the finalisation of the scope and wording of planning conditions as follows:-

A. The application will propose a satisfactory development for the site upon completion of an appropriate legal agreement(s) and such legal agreement be entered into to secure:-

- i) Affordable Housing Scheme – 5% on site provision per phase of development to include a mix of Intermediate Housing, including Starter Homes (assuming the Starter Homes Regulations come into effect) and to secure the ongoing review of scheme viability
- i. To bring Ackers Lane play area up to LEAP standard and to maintain the same.
- ii. Provision of up to 10 parking spaces on Ackers Lane for community use.
- iii. Provision of on-site green infrastructure and management.
- iv. Provision of open space and management.
- v. Provision of replacement facilities for Carrington Rugby Club, including new pitch, training area and club house (replacement pitch to be constructed and made available for use before the existing pitch is decommissioned).
- vi. Replacement Rugby facilities to be constructed to RFU Guidance Specification and Sport England design guidance and to include community use within permitted hours.
- vii. Management and maintenance by the Rugby Club (or alternative body, including a management company).
- viii. Financial Contribution towards highway improvements to Flixton Road/Isherwood Road/A6144 Manchester Road Junction (figure to be confirmed and agreed).
- ix. Financial Contribution towards highway improvements to Carrington Lane/Banky lane/A6144 Manchester Road Junction (figure to be confirmed and agreed)
- x. Travel Plan Monitoring Fee (figure to be confirmed and agreed)

B. That upon satisfactory completion of the above legal agreement, planning permission be **GRANTED** subject to the following conditions:-

Time limits

1. The commencement of the 'Full' components of the development hereby approved must be begun not later than the expiration of three (3) 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. Applications for approval of Reserved Matters for each of the phases identified on drawing number 04047 – Phasing Plan Rev I - must be made no later than expiration of the following, beginning with the date of this permission:

- 3 years for Residential Phase 1
- 3 years for Residential Phase 1a
- 5 years for Residential Phase 2
- 5 years for Residential Phase 3
- 5 years for Residential Phase 4
- 7 years for Residential Phase 5
- 10 years for Residential Phase 6
- 3 years for Employment Phase 1
- 5 years for Employment Phase 2
- 10 years for Employment Phase 3

The development in each phase, as identified on drawing number 04047 – Phasing Plan Rev I, must be begun not later than the expiration of two years from the final approval of the Reserved Matters for that phase.

Reason: To comply with the requirements of Section 92 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

Quantum of development and development parameters

3. The Outline planning permission hereby approves the following maximum quantum of development: -
 - 725 dwellings
 - 46,450 sq m of employment floorspace (gross external area) within Use Classes B1, B2 and B8
 - 929 sq m of retail and health floorspace (gross external area) within Use Classes A1 and D1

Reason: To define the development in accordance with the requirement to deliver a sustainable form of development, having regard to Policy SL5 of the Trafford Core Strategy and the National Planning Policy Framework.

4. Notwithstanding the provisions of the Town and Country Planning (Use Classes) Order 1987, (as amended) and the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) or any equivalent Order following the amendment, revocation and re-enactment thereof, no more than 5% of the total employment floorspace (gross external floor area) hereby approved shall be occupied by uses falling within Use Class B1 (a).

Reason: In the interests of protecting the health and vitality of nearby town centres as B1 (a) is defined as a main town centre use and the data used in the submitted Transport Assessment to assess the traffic impact of the proposed development, having regard to Policies SL5, W2, L4 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

5. No more than a total of 30 dwellings and at a density that does not exceed 40 dwellings per hectare shall be constructed in the middle zone of the Basell Polyolefins Ltd COMAH Zone, as indicated on drawing no 04110 – Revised Land Use Plan.

Reason: To comply with HSE advice in the interest of public safety and Policies L5 and L7 of the Trafford Core Strategy, Proposal D5 of the Revised Trafford UDP and the National Planning Policy Framework.

6. The number of people that may gather at the rugby club facility hereby approved (including the pitches, clubhouse and car park) shall not exceed 100 at any one time.

Reason: To comply with HSE advice in the interest of public safety and having regard to Core Strategy Policies L5, L7, Proposal D5 of the Revised Trafford Unitary Development Plan and the National Planning Policy Framework.

7. A minimum of 80% of the residential units hereby approved shall be delivered as accommodation suitable for family living. In determining whether a residential unit is suitable for family living regard shall be paid to particular needs in relation to the size of residential units, as identified within the Development Plan or any recognised regional / national standard that is in place at the time of any application for Reserved Matters for layout, appearance and scale but generally shall consist of properties containing three bedrooms or more and larger two bedroom units to meet a range of family circumstances.

Reason: To ensure the housing needs of the Borough are adequately met and in accordance with Policies SL5 and L2 of the Trafford Core Strategy and the National Planning Policy Framework.

Submission of details prior to Commencement of Development

8. No development shall take place within each phase until details of existing and finished site levels relative to previously agreed off-site datum points or Ordnance datum points have been submitted to and approved in writing by the Local Planning Authority. The development shall be undertaken in accordance with the approved details.

Reason: In the interests of amenity and in compliance with Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework. The condition requires the submission of these details prior to works starting on site because these details will need to be incorporated into the development at design stage.

Submission of details prior to Reserved Matters

9. Prior to the submission of the first application for Reserved Matters for the phase which includes the 'Village Heart' phase of the development (phase R5), a detailed Design Framework shall be submitted to, and approved in writing by, the Local Planning Authority for this phase. The Design Framework shall be prepared in accordance with the principles and 'defining characteristics' set out within the approved Design Principles document (Aecom: Design Principles for Planning, dated December 2016).

Reason: To ensure that the 'Village Heart' creates a high quality, locally distinctive place, appropriate to its context, having regard to Policies SL5, L2 and L7 of the Trafford Core Strategy and Paragraph 64 of the National Planning Policy Framework.

Submission of details with Reserved Matters

10. Details of the following Reserved Matters in relation to the 'Outline' element of the development hereby approved, shall be submitted to and approved in writing by the Local Planning Authority before the relevant phase of the development is implemented. The development shall be carried out in accordance with the approved details.
 - a) appearance
 - b) landscaping
 - c) layout; and
 - d) scale.

Reason: The application is granted in outline only under the provisions of Article 5 of the Town and Country Planning (Development Management Procedure) (England) Order 2015 and the details of the matters referred to in the condition have not been submitted for consideration.

11. The Reserved Matters for each phase shall comply with the development parameters outlined on the following drawings: -
 - 04036 - Land Use

- 04037 - Green Infrastructure
- 04038 - Building Height
- 04039 - Movement and Access
- 04047 - Phasing Plan
- 04124 - Noise

Reason: To clarify the permission and ensure the reserved matters for the development are consistent with the details approved at outline stage, having regard to Policies SL5, L2, L7, R1, R2, R3 and other relevant policies of the Trafford Core Strategy and the National Planning Policy Framework.

12. Any application for Reserved Matters shall be accompanied by a Statement that provides details of the following, both for the current phase and the cumulative total from any previously approved/developed phases:

- Quantum of development falling within any use class;
- Mix of residential units, including the number of which are suitable for family-living (having to Policy L2 of the Trafford Core Strategy);
- Percentage of affordable housing previously delivered / permitted and that to be delivered as part of the reserved matters application;
- Quantum of Spatial Green Infrastructure (open space) provided;
- Quantum of children's equipped play-space provided;
- Quantum of Specific Green Infrastructure provided including tree-planting and metrics of qualifying alternative treatments;
- Number of residential units occupied across the whole site at the time of submission.

Reason: To ensure that the development proceeds in accordance with Condition 3 of this permission and is in accordance with Policies SL5, L2, L7, R5 and other relevant policies of the Trafford Core Strategy and the National Planning Policy Framework.

13. Prior to the submission of any application Reserved Matters applications for layout within Phase 5 of development hereby approved, a strategy, including a timetable for implementation, for the provision of healthcare facilities shall be submitted to and approved in writing by the Local Planning Authority. The strategy shall set out an assessment of need and include consultations with relevant healthcare providers and the Council and shall demonstrate how such needs are expected to be met. Development shall proceed in accordance with the approved strategy.

Reason: To ensure that sufficient healthcare facilities are provided to support the needs of the development, having regard to Policies SL5 and L2 of the Trafford Core Strategy and the National Planning Policy Framework.

14. Any application for Reserved Matters for layout and landscaping for each phase of the development shall include a Landscape and Habitat Creation and Management

Plan. The development shall be carried out in accordance with the approved details.

Reason: To protect and enhance landscape character, biodiversity and geodiversity on the site having regard to its location and the nature of the proposed development and Policies L7, R2 and R3 of the Trafford Core Strategy and the National Planning Policy Framework.

15. Any application for Reserved Matters which includes layout and / or appearance for each phase shall be accompanied by an Energy and Carbon Reduction Strategy which shall include measures to reduce carbon dioxide emissions from the development hereby approved.

Reason: To mitigate and reduce the impact of the development on climate change in accordance with Policies SL5 and L5 of the Trafford Core Strategy and the National Planning Policy Framework.

16. Any application for Reserved Matters which includes layout for each phase shall include a Waste Strategy, which shall include details of refuse and recycling facilities for that phase of the development proposed. The approved facilities shall be made available for use prior to the first occupation of the buildings within the relevant phase and shall be retained thereafter.

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

17. Any application for reserved matters for each phase shall be designed in accordance with the recommendations contained within Section 3.2 of the submitted Crime Impact Statement and the SBD specification listed within Section 4.1 of the appendices within the submitted Crime Impact Statement. (Version A dated 23 November 2016 reference: 2016/0413/CIS/01).

Reason: To reduce the risk of crime pursuant to Policy L7 of Trafford Core Strategy and to reflect the guidance contained in the National Planning Policy Framework and Trafford Council Supplementary Planning Guidance 'Crime and Security'.

Highways

18. No more than: (a) 100 residential units, or (b) 2322sqm of B1 Office use, or (c) 9290sqm of B2/B8 uses or (d) a combination of the above, shall be occupied unless and until the 'Arup TA Layout' off-site highway works listed at (i) to (iii) below have been completed in accordance with a detailed design scheme which shall first have been submitted to and approved in writing by the Local Planning Authority:

- (i) The proposed works at the Common Lane / A6144 Manchester Road junction.
- (ii) The proposed works at the Isherwood Road / A6144 Manchester Road traffic signal junction including the provision of a bus stop lay-by.
- (iii) The proposed improvements at the Carrington Lane / A6144 Manchester Road traffic signal junction.

In the event that development proceeds in a manner whereby a combination of the development classes referred to in (a) to (c) above come forward simultaneously, a revised threshold schedule shall be submitted to and approved in writing by the Local Planning Authority before any of the buildings are occupied. Development, including the 'Arup TA Layout' off-site highway works listed at (i) to (iii) above shall proceed in accordance with the approved schedule.

Reason: To ensure that the highway impacts of the development are appropriately mitigated in the interests of highway safety and the free-flow of traffic, having regard to Core Strategy Policies SL5, L4, L7 and the National Planning Policy Framework.

19. A footway shall be provided on the western section of the A6144 Manchester Road where there are currently no footways to provide improved pedestrian access to the employment land (as identified at Section 5.2.1 of the Transport Assessment). The footways shall be constructed to a specification submitted to and approved in writing by the Local Planning Authority and prior to occupation of any building within Phase E3 as identified on drawing number 04047 - Phasing Plan Rev I.

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

20. The proposed priority junctions to serve the various development sectors from A6144 Manchester Road, set out in the Site Access drawings nos. 1 to 8 (Drawing reference CAR-ARP-ZZ-ZZ-DR-PT-1006 through to CAR-ARP-ZZ-ZZ-DR-PT-1011) shall be implemented in accordance with the approved drawings and made available for use prior to the occupation of buildings within the relevant phase of the development they are intended to serve.

Reason: To ensure that satisfactory access provision is made for the development, having regard to Core Strategy Policies L4 and L7, and the National Planning Policy Framework.

21. Applications for reserved matters which include layout shall be accompanied by details of a scheme for car parking, servicing, loading and other vehicular access arrangements to serve the relevant phase of development they relate to. The scheme as submitted shall include the number and layout of car spaces, secure motorcycle and cycle parking spaces (including accessible spaces) and the location of servicing, loading and other vehicular access areas. The scheme as approved shall be made fully available prior to the relevant phase of the

development being first brought into use and shall be retained thereafter for its intended purpose.

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.

22. The approved Travel Plan accompanying the application shall be implemented and thereafter shall continue to be implemented in accordance with the timescales specified therein; including those parts identified as being implemented pre and post occupation. The approved Travel Plan shall be monitored and reviewed in accordance with the targets within it and the results of that monitoring and review submitted to and approved in writing by the Local Planning Authority.

Reason: To reduce car travel to and from the site in the interests of sustainability and highway safety, having regard to Policies SL5, L4 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

Ground Conditions and Contamination

23. No development shall take place on any phase of the development until the additional investigation and risk assessment for that phase (as detailed within the document HIMOR (Carrington Ltd) Carrington Village Geoenvironment and Geotechnical Report ref: CAR-ARP-XX-XX-RP-CG-03000 is complete. The investigation and risk assessment shall investigate the nature and extent of contamination across that phase of the site from the identified additional sources.

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 development takes place. 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,
 - groundwater's 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 that phase of

the development (which shall include reference to a long term monitoring and maintenance and contingency plan if appropriate). The development shall thereafter be carried out in full accordance with the duly approved remediation strategy.

A verification report (which shall include reference to the long term monitoring and maintenance and contingency plan where appropriate) shall be submitted to and approved in writing by the Local Planning Authority before any of the building(s) hereby approved are first occupied.

Reason: To prevent pollution of land and the water environment and to ensure the safe development of the site in the interests of the amenity of future occupiers having regard to Core Strategy Policies L5, L7, SL5 and the National Planning Policy Framework. It is necessary for this information to be submitted and agreed prior to commencement given the need to undertake appropriate mitigation prior to the start of the construction works.

Ground Conditions and Drainage

24.No infiltration of surface water drainage into the ground where adverse concentrations of land contamination are considered known or suspected to be present shall take place on any phase of the development hereby approved unless and until a scheme which demonstrates that there will be no resultant unacceptable risk to controlled waters in relation to that phase has first been submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be carried out in accordance with the approval details.

Reason: To ensure a safe form of development which poses no unacceptable risk of pollution to controlled waters, having regard to Core Strategy Policies L5, L7, SL5 and the National Planning Policy Framework.

25.No piling or any other foundation designs using penetrative methods shall take place on any phase of the development hereby approved unless and until a scheme which demonstrates that there will be no resultant unacceptable risk to ground water in relation to that phase has first been submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be carried out in accordance with the approved details.

Reason: To ensure a safe form of development which poses no unacceptable risk of pollution to ground water, having regard to Core Strategy Policies L5, L7, SL5 and the National Planning Policy Framework.

Flood Risk and Drainage

26.Prior to works taking place on each phase of the development hereby permitted a scheme for Sustainable Urban Drainage shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall be produced in general

accordance with the drainage principles outlined in the document: “Himor (Carrington) Ltd., Carrington Village at Future Carrington, Flood Risk assessment dated 28 April 2016” and the hierarchy of drainage options set out in Paragraph 080 of the NPPG (or the prevailing guidance at the time) and shall include details for the implementation, maintenance and management of the scheme. Each phase of the development shall connect to the Sustainable Urban Drainage System. The scheme shall be implemented in accordance with the approved details prior to first occupation of each phase and shall be retained and maintained thereafter.

Reason: To prevent flooding in accordance with Core Strategy Policies L5, L7, SL5, the NPPF and NPPG. It is necessary for this information to be submitted and agreed prior to commencement given the need to install surface water drainage infrastructure at the start of the construction works.

27. Prior to work taking place on any phase or part of any phase of the development, full details of the foul drainage scheme for that phase including full details of any connections to the foul sewer network and any necessary infrastructure shall be submitted to and approved in writing by the Local Planning Authority. Foul and surface water shall drain on separate systems. The details for each phase or part of phase must be consistent with the Indicative Drainage Strategy identified on Drawing No.MCH/2012/W002 Rev: P2. No buildings shall be occupied in that phase until the approved foul drainage scheme for that phase has been completed in accordance with the approved details.

Reason: To promote sustainable development, and to manage the risk of flooding and pollution, having regard to Core Strategy Policies L5, L7, SL5, the NPPF and NPPG. It is necessary for this information to be submitted and agreed prior to commencement given the need to install foul water drainage infrastructure at the start of the construction works.

Ecology

28. No demolition works shall take place on any phase of the development hereby approved unless and until a further emergence and activity survey for bats within that phase has been conducted at a suitable time of year and by a suitably qualified person. The results of this further survey and of previous surveys must then be used to prepare a comprehensive method statement giving details of mitigation measures to be taken in relation to bats. Demolition works in relation to the relevant phase shall not take place until this method statement has been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in full accordance with the approved method statement.

Reason: In order to protect any bats that may be present on the site having regard to Policy R2 of the Trafford Core Strategy and the National Planning Policy Framework.

29. No development or works of site preparation or groundworks shall take place on any phase of the development hereby approved, unless and until a further survey for the possible presence of badgers within that phase has been carried out. If badgers are found to be present a method statement giving details of mitigation measures to be taken in relation to badgers shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in full accordance with the approved method statement.

Reason: To comply with the terms of the Protection of Badgers Act 1992 and Policy R2 of the Trafford Core Strategy and the National Planning Policy Framework. It is necessary for this information to be submitted and agreed prior to the commencement of each phase given the need to undertake appropriate mitigation prior to any works taking place on site.

30. No clearance of trees and shrubs in preparation for (or during the course of) any phase of the development hereby approved shall take place during the bird nesting season (March-July inclusive) unless an ecological survey has first 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 on that phase during the period specified above unless a mitigation strategy has first been submitted to and approved in writing by the Local Planning Authority which provides for the protection of nesting birds during the period of works on site.

Reason: In order to prevent any habitat disturbance to nesting birds in accordance with Policy R2 of the Trafford Core Strategy and the National Planning Policy Framework. It is necessary for this information to be submitted and agreed prior to the commencement of each phase given the need to undertake appropriate mitigation prior to any works taking place on site.

31. No water bodies shall be drained or removed in any phase of the development hereby approved unless and until a Method Statement has first been submitted to and approved in writing by the Local Planning Authority. The Method Statement shall include a scheme of mitigation measures to be taken to avoid possible harm to amphibians. Any waterbodies removed must be compensated for by creating new ponds. Development shall be carried out in accordance with the approved scheme of mitigation.

Reason: To protect amphibians which may be present on site, having regard to Policy R2 of the Trafford Core Strategy and the National Planning Policy Framework.

32. A Landscape and Habitat Creation and Management Plan shall be submitted with each Reserved Matters application that includes Layout. The Plan shall incorporate features into the design of the development that will enhance the landscape,

biodiversity and geodiversity value of the relevant part of the site. Development shall proceed in accordance with the approved Plan.

Reason: To protect and enhance the landscape, biodiversity and geodiversity of the site, having regard to Core Strategy Policy R2 and the National Planning Policy Framework.

Archaeology

33. Before any groundworks commence in each phase of the development hereby approved, a programme of archaeological works shall be undertaken in accordance with a Written Scheme of Investigation (WSI) which shall first be submitted to and approved in writing by the Local Planning Authority. The WSI shall cover the following:

1. A phased programme and methodology of investigation and recording as set out in section 9.7 (Mitigation) of the Environmental Assessment (HIMOR Ltd) 16 May 2016.
2. A programme for post investigation assessment to include:
 - detailed analysis of finds and site records
 - production of a final report on the significance of the heritage interest represented.
3. Deposition of the final report with the Greater Manchester Historic Environment Record.
4. Dissemination of the results commensurate with their significance.
5. Provision for archive deposition of the report and records of the site investigation.
6. Nomination of a competent person or persons/organisation to undertake the works set out within the approved WSI.

Reason: To mitigate against harm to non-designated heritage assets arising as a result of the development and to make information about any heritage interest of the site publicly accessible, in accordance with Policy R1 of the Trafford Core Strategy and of the National Planning Policy Framework.

Noise and Disturbance

34. No development shall take place in each phase, including any works of demolition, until a Construction Environmental Management Plan (CEMP) for that phase has first been submitted to and approved in writing by the Local Planning Authority. The approved CEMP shall be adhered to throughout the construction period for that phase. The CEMP shall provide for:

- i. The parking of vehicles of site operatives and visitors.
- ii. Construction site access points, loading, unloading and storage of plant and materials.

- iii. Appropriate construction traffic routes to the site.
- iv. Site compound proposals.
- v. Wheel washing facilities, including measures for keeping the highway clean.
- vi. Measures to control the emission of dirt during construction.
- vii. A scheme for recycling/disposing of waste resulting from demolition and construction works.
- viii. Hours of construction activity.
- ix. Details of lighting.
- x. A Demolition Method Statement.
- xi. The erection and maintenance of security hoardings including decorative displays and facilities for public viewing, where appropriate.
- xii. A point of contact for residents, businesses or users of PROW to report concerns about construction activity.
- xiii. A plan for the timing of any piling and vibratory compaction works and measures to publicise these works.

Reason: To ensure that appropriate details are agreed before works start on site in order 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.

35. The dust management plan contained within HIMOR (Carrington) Ltd Carrington Village at Future Carrington Environmental Statement: Volume 1, shall be adhered to throughout the course of the site development.

Reason: To prevent nuisance and disturbance to nearby residents and businesses, having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

36. Any application(s) for reserved matters for Layout or Appearance that include dwellings in any of the areas identified as '*area subject to consideration of noise in detailed siting and design, subject to planning condition*' on drawing number 04124 – Parameters Plan – Noise, shall include a noise assessment and details of proposed mitigation for dwellings within those areas. The scheme shall include boundary treatment details and details of dwelling orientation, height, window orientation, ventilation and glazing. No dwelling within these areas shall be occupied until all approved mitigation has been implemented in accordance with the approved measures and shall be maintained thereafter.

Reason: To ensure adequate noise mitigation measures are provided to protect the amenity of occupants from noise in accordance with Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

37. Prior to the first occupation of any dwelling within Phase R1 as shown on Phasing Plan Rev I and on the western edge of the development, full details of an acoustic

barrier to protect the dwellings from noise associated with the adjacent Air Products site shall be submitted to and approved in writing by the Local Planning Authority. The submitted details shall include a detailed specification for the wall (including scale drawings to confirm its length, width, height and position and the materials of construction) and timing of its construction. The wall shall be constructed prior to the first occupation of any dwelling within Phase R1 and on the western edge of the development, in accordance with the approved details and retained thereafter.

Reason: To ensure adequate noise mitigation measures are provided to protect the amenity of occupants from noise in accordance with Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

Tree Protection

38. Any Reserved Matters application seeking approval for 'layout' on any phase of the development which has existing trees within it or trees adjacent to it whose branches or root structures lie within the site shall include the following:

- i. An Arboricultural Implications Assessment detailing the health of existing trees on site in accordance with BS 5837 (Trees in relation to design, demolition and construction – recommendations, 2012) or the prevailing guidance at the time.
- ii. An Arboricultural Method Statement providing details of how any existing trees to be retained as part of the development will be protected during each part of the construction/development process.
- iii. Tree Protection Site Plan, identifying:
 - Trees for retention;
 - Trees for removal;
 - The location of protective fencing;
 - The location of ground protection;
 - Details of any special construction techniques required.

The development shall be implemented in accordance with the approved measures which shall be retained throughout the course of the development.

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

Environment

39. No external lighting shall be provided within any phase of the development hereby approved unless and until a lighting scheme for that phase has first been submitted to and approved in writing by the Local Planning Authority. Thereafter the relevant phase of the development shall only be lit in accordance with the approved scheme.

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

40. Any application for reserved matters which includes layout and / or appearance shall be accompanied by an Energy and Carbon Reduction Strategy which shall include measures to reduce carbon dioxide emissions from the development hereby approved.

Reason: To mitigate and reduce the impact of the development on climate change in accordance with Policies SL5 and L5 of the Trafford Core Strategy and the National Planning Policy Framework.

RG

APPENDIX A – GLOSSARY

AQA: Air Quality Assessment
CCG: Clinical Commissioning Group
CEMP: Construction Environmental Management Plan
CIL: Community Infrastructure Levy
COMAH: Control of Major Accident Hazards
CEMP: Construction Environmental Management Plan
DAS: Design and Access Statement
dBALeq / dBL_{Aeq}: Decibel Equivalent Continuous Level
EA: Environment Agency
EIA: Environmental Impact Assessment
ES: Environmental Statement
GI: Green Infrastructure
GMAAS: Greater Manchester Archaeological Advisory Service
GMEU: Greater Manchester Ecology Unit
GMP: Greater Manchester Police (Design for Security)
GMSF: Greater Manchester Spatial Framework
HE: Highways England
HSE: Health and Safety Executive
LAP: Local Area for Play
LCGA: Low Carbon Growth Area
LEAP: Local Equipped Area for Play
LHA: Local Highway Authority
LLFA: Lead Local Flood Authority
LOAEL: Lowest Observed Adverse Effect Level
LPA: Local Planning Authority
LVIA: Landscape and Visual Impact Assessment
MAH: Major Accident Hazards
NEAP: Neighbourhood Equipped Area for Play
NO₂: Nitrogen Dioxide
NO_x: Nitrogen Oxides
NPPF: National Planning Policy Framework
NPPG: National Planning Policy Guidance
NPSE: Noise Policy Statement for England
PM_{2.5}: Fine Particulate Matter
PM₁₀: Particulate Matter
SE: Sport England
SFRA: Strategic Flood Risk Assessment
SOAEL: Significant Observed Adverse Effect Level
SPD: Supplementary Planning Document
SPG: Supplementary Planning Guidance
SRN: Strategic Road Network
SUDS: Sustainable Drainage System
TA: Transport Assessment

TfGM: Transport for Greater Manchester

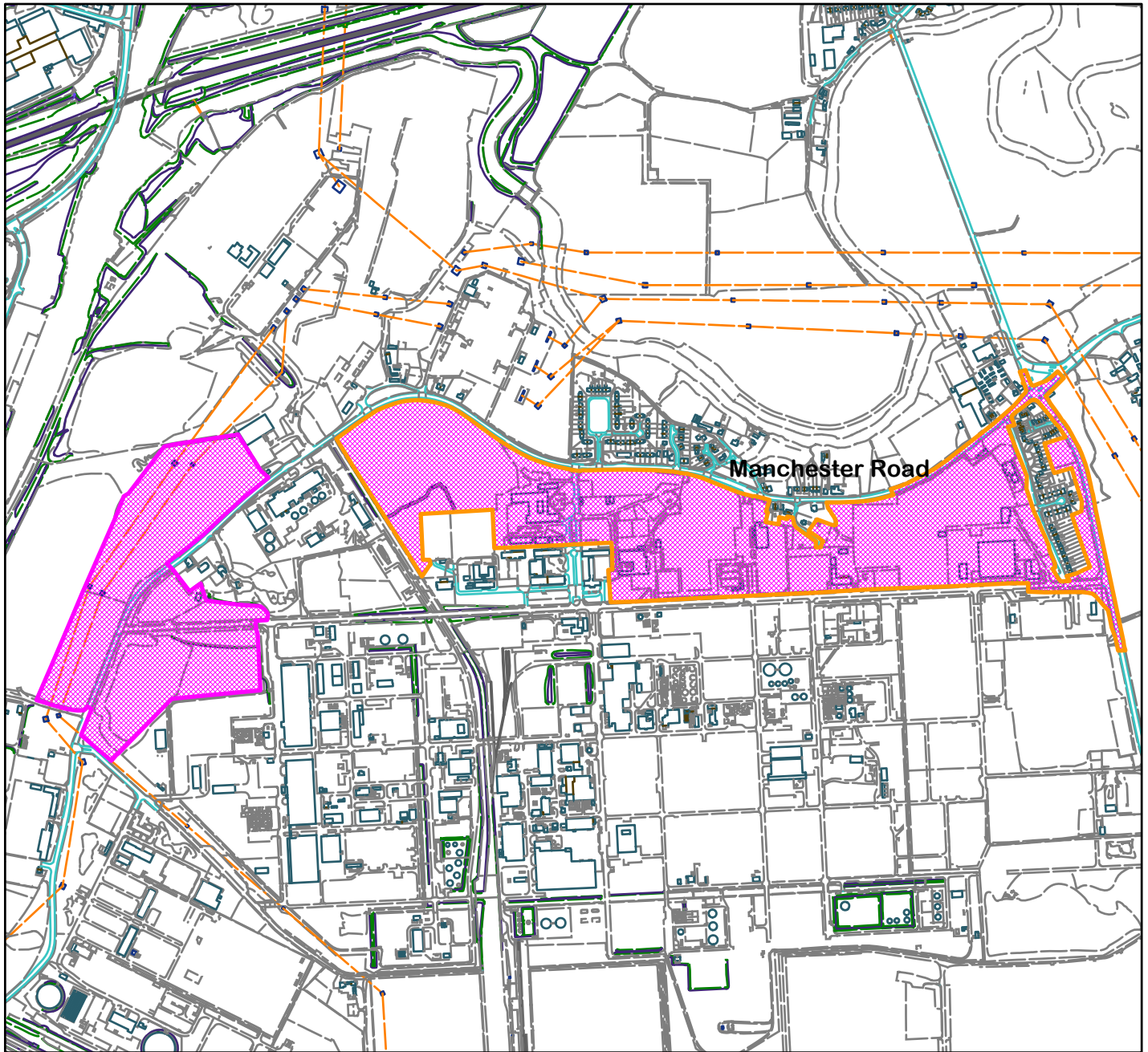
UDP: The Revised Trafford Unitary Development Plan (2006)

UU: United Utilities

WGIS: Western Gateway Infrastructure Scheme



Land known as Carrington Village on Land off Manchester Road, Carrington (site hatched on plan)



Scale: 1:12,500

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Organisation	Trafford Council
Department	Planning Service
Comments	Committee date 30/03/2017
Date	20/03/2017
MSA Number	100023172 (2012)

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.

Land Off Common Lane Including Asphodal Farm, Common Lane, Carrington, M31 4QJ

APPLICANT: HIMOR (CARRINGTON) Ltd

AGENT: Spawforths

RECOMMENDATION: MINDED TO GRANT

1.0 APPLICATION SITE

- 1.1 Carrington is located in a semi-rural location in the west of the Borough on the banks of the Manchester Ship Canal, to the north east of Partington, west of Sale and south west of Urmston. Carrington has traditionally been dominated by a long established petrochemicals works (Shell), with only a small residential community. The former Shell site occupies land south and east of Manchester Road whilst the residential areas generally follow a linear form along Manchester Road, also extending northwards where post-war and more recent housing has been built and south between Ackers Lane and Isherwood Road. These areas are surrounded by Green Belt containing a number of areas of high biodiversity value and land which is predominantly in agricultural or equestrian use.
- 1.2 The application site lies to the south of the petrochemicals works and extends to approximately 14.54 hectares. The site is generally flat and comprises two large fields currently in agricultural use (as arable farmland) and an area adjacent to the fields occupied by a small group of buildings. The site also includes the full length of Common Lane from its junction with Manchester Road. The main part of the site comprising the fields is located to the south of the former Shell petrochemicals site and at the end of Common Lane, approximately 700m from its junction with Manchester Road. The two fields are separated by an east-west aligned track which continues east of the site. On the western side of the site there are 2no. pylons and overhead power lines, crossing the site in a north-south direction. Various other utilities cross parts of the site or are in the immediate vicinity of the site. The fields are enclosed by trees along the east,

south and west sides whilst along the north side there is a hedge and lower vegetation. The fields are generally clear of trees with the exception of a linear hedgerow and tree belt on both sides of the east-west track that transects the fields. There are also a number of trees and shrub vegetation along both sides of Common Lane. Watercourses (drains) run alongside the east, south and west sides of the fields. The buildings at Asphodal Farm are located at the south eastern end of Common Lane, adjacent to the fields the subject of the application. These comprise Asphodal Farmhouse and a number of outbuildings. The farmhouse is currently occupied.

- 1.3 Access to the site is from Common Lane which is an unadopted road extending from Manchester Road in a south eastern direction up to the site. Common Lane also provides access to a concrete and fencing business (Welslot Fencing Ltd), the former Partington Gas Works site and the Basell site on the east side of Common Lane. At the end of Common Lane close to the buildings there is a palisade fence and gate that prevent further vehicular access to the general public. Pedestrian access to the side of the gate has been maintained. The first section of Common Lane from Manchester Road up to the gate is two-way and in good condition, after which the road narrows and the surface deteriorates up to the site where it becomes a track rather than a road. Parts of Common Lane are flanked by trees and shrubs. Common Lane is an adopted Public Right of Way (PROW) (Footpath No. 24) for a distance of approximately 700m from Manchester Road up to a point just before the buildings at Asphodal Farm. After this point it connects to a track along the western edge of the fields the subject of the application and a path along the north side; these are not PROW although access is not currently restricted. The site can also be accessed by tracks from Isherwood Road and Birch Road; whilst there are sections of PROW east of the site (including Footpath Nos. 9, 14, 18 and 22) there isn't a continuous PROW from Isherwood Road/Birch Road to the site. There is also a cycle route that crosses the southern part of site which forms part of a route across Carrington Moss between Partington (Heath Farm Lane) and the Trans Pennine Trail.
- 1.4 The site is within a semi-rural location, adjacent to the former Shell petrochemicals site, other existing industrial uses and also adjacent to open countryside. Partington is to the south west and Carrington is to the north and north east. Land to the north and north east of the site was previously occupied by Shell and used for petrochemical manufacturing and distribution. Land immediately to the north on part of the former Shell site is leased to Basell Polyolefins Ltd for plastics production (polypropylene and polyolefins). Significant areas of the former Shell facility are unused and have been cleared; there are large areas of hardstanding, although various buildings, gas storage tanks/structures, above ground pipelines and a flare stack remain on the site. Other industrial premises are located north east of Common Lane, including Welslot Fencing and Basell, and Saica Paper Mill is located on the opposite side of Manchester Road.

- 1.5 Land to the south and east is in agricultural use and forms part of Carrington Moss. Adjacent to the east side of the site is a disused railway line (known as the Burford Railway Line) that supplied the former Carrington Power Station. The route of the railway line exists as a path with broadleaved scattered trees on both sides. There is a field east of the former railway line and trees, beyond which is the flare stack which serves the Basell site. To the south of the site is the former Cheshire Lines Railway which lies within a belt of semi-natural broadleaved woodland. The route of the former railway line goes under a viaduct adjacent to the south west corner of the site which carries a track over.
- 1.6 The land to the west of the site forms part of the former Partington Gas Works which is now vacant (this site is also known as Voltage Park). The site retains a number of structures associated with the former gas works including buildings, two gas holders, tanks, areas of hardstanding and a man-made pond adjacent to the site boundary. The site has been subject of a planning permission in the past for employment development, which expired in 2015. A track extends north-south alongside the fields the full length of the application site, between the fields and the former Gas Works site (part of a former tramway network). To the south west is the former Partington Liquefied Natural Gas facility which is also vacant and has been cleared of buildings and other structures. Both the above sites are currently owned by National Grid and therefore may be re-developed in the future. National Grid also own land south of the site on the opposite side of the former Cheshire Lines Railway.
- 1.7 In addition to Common Lane, there are a number of PROWs in the vicinity of the site which extend across parts of Carrington Moss. These include a PROW east of the site (Footpath No. 9) and other footpaths and restricted byways which form a network of routes across open land to the east and south of the site. The Trans Pennine Trail is east and south of the site, with the nearest section approximately 2km to the east. There is also a PROW north west of the site on the opposite side of Manchester Road to the Common Lane junction (Footpath No. 7).

2.0 PROPOSAL

- 2.1 The application is for demolition of the existing buildings at Asphodal Farm and the erection of buildings providing up to 43,874 sq. m floorspace for use within Use Classes B1 (b) (Research and Development), B1 (c) (Light Industry), B2 (General Industrial) and B8 (Storage and Distribution) with ancillary offices, improvements to the existing Common Lane access, associated landscaping, pumping station(s), package treatment plant and car parking. The main elements of the proposal are as follows: -
- Demolition of the existing farmhouse and two outbuildings
 - 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
- Provision of car parking spaces and HGV and loading bays

2.2 The application is submitted in outline with details of means of access submitted for approval and all other matters (appearance, landscaping, layout and scale) reserved for subsequent approval.

2.3 Access is proposed from Manchester Road via Common Lane which forms the existing access to the site. The application includes improvements to the junction and an upgrade of the road, including provision of a combined cycle/footpath. The submission states that as part of the phased consolidation of Basell (existing tenants on HIMOR land east of Common Lane), improvement works to the junction will be undertaken as permitted development.

2.4 Although appearance, layout and scale are reserved, consideration has been given to how the layout and buildings would relate to the site and its surrounding context. The information submitted includes 4 no. parameters plans which fix the following parameters of the scheme for the reserved matters submission: Land Use, Movement and Access, Green Infrastructure, and Building Heights. These are described further and assessed within the report.

An Illustrative Masterplan has also been submitted which shows an indicative layout as to how buildings may be arranged within the site, internal road layout, areas for car parking, soft landscaping, trees to be retained and indicative siting for the pumping stations and treatment plant. This layout is indicative only and layout is reserved for consideration at the reserved matters stage.

A plan has been submitted in respect of the proposed junction improvements and other works along Common Lane. This refers to Section 38 Highway Works i.e. that the road would be adopted, however the applicant has since confirmed it is not intended to adopt Common Lane at this time.

2.5 The extent of development by land use, as indicated on the Illustrative Masterplan and Green Infrastructure Parameters Plan, is summarised as follows:-

Land Use	Area (ha)
Employment – Use Classes B1(b), B1(c), B2, B8, comprising buildings, car parking and access, circulation and servicing	10.95

Green Space, including water attenuation area	2.39
Highway Improvements	1.20
Gross Site Area	14.54

- 2.6 The following table summarises the number, size and heights of proposed buildings, as indicated on the Illustrative Masterplan and Building Heights Parameters Plan. At this stage the proportion of B1(b), B1(c), B2 and B8 use that make up this total is not specified.

No. of units	Size of individual units (sq m)	Area (sq m)	Max height (m)*
18	93	1,674	8.5
5	930	4,650	12
3	1,400	4,200	15
2	1,850	3,700	15
1	2,800	2,800	15
1	6,500	6,500	18
1	8,350	8,350	18
1	12,000	12,000	21
32		43,874	

*The Parameters Plan identifies three maximum building heights (10m, 15m and 21m) whereas this information from the DAS indicates some of the buildings may be lower than the maximum indicated for different parcels within the site.

- 2.7 This application forms part of a wider strategy by HIMOR to regenerate Carrington. A separate application for mixed-use development on approximately 50 hectares of land off Manchester Road to the north of the site has also been submitted and appears elsewhere on this agenda (ref. 88439/HYB/16). Those proposals include construction of up to 725 dwellings, 46,450 sq m employment floorspace (B1/B2/B8), 929 sq m of retail (A1)/ health (D1) floorspace, public open space, rugby club facilities and associated works, following the relocation of employment uses and this application is associated with the delivery of that relocation. It is anticipated these applications will form the first phases of this transformation and will be followed by further employment development, further residential development and a new strategic road providing significant improvement to the strategic highway network.
- 2.8 The proposed development is Schedule 2 development as defined in the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 (as amended) and the proposed development has been screened by the Council to determine whether or not an Environmental Impact Assessment is required. A Screening Opinion was issued prior to submission of the application confirming

that an Environmental Impact Assessment is not required (ref. 88041/EIASCR/16).

3.0 DEVELOPMENT PLAN

3.1 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.
- The **Greater Manchester Joint Waste Plan**, adopted 1st April 2012 now forms part of the Development Plan in Trafford and will be used alongside district-specific planning documents for the purpose of determining planning applications.
- The **Greater Manchester Joint Minerals Plan**, adopted 26th April 2013 now forms part of the Development Plan in Trafford and will be used alongside district-specific planning documents for the purpose of determining planning applications.

3.2 PRINCIPAL RELEVANT CORE STRATEGY POLICIES

SL5 – Carrington Strategic Location
L4 – Sustainable Transport and Accessibility
L5 – Climate Change
L6 – Waste
L7 - Design
L8 – Planning Obligations
W1 - Economy
R1 – Historic Environment
R2 – Natural Environment
R3 – Green Infrastructure
R4 – Green Belt, Countryside and Other Protected Open Land

3.3 PROPOSALS MAP NOTATION

- 3.3.1 The following designations affect the main part of the site, excluding the area of the existing buildings and Common Lane: -
- Protected Open Land
 - Area of Landscape Protection
 - Recreation Routes

3.3.2 The following affect only the area of the existing buildings and Common Lane: -

- Priority Area for Regeneration
- Main Industrial Area
- Sites for Reclamation

3.3.3 The following affect the whole site: -

- Improvements to the Highway Network (A6144 (M) Carrington Spur - A6144 Manchester Road link-road extension)
- Special Health and Safety Development Control Sub-Area

3.4 PRINCIPAL RELEVANT REVISED UDP POLICIES/PROPOSALS

ENV9 - Sites of Importance for Nature Conservation (affects adjoining land)

ENV10 - Wildlife Corridor (affects adjoining land)

ENV17 – Areas of Landscape Protection

ENV32 – Derelict Land Reclamation

E7 – Main Industrial Areas

E15 - Priority Regeneration Area: Carrington

OSR6 – Protected Linear Open Land (affects adjoining land)

OSR15 – Integrated Access Network for Trafford

OSR16 – Protection of Access Network

T8 – Improvements to the Highway Network (A6144 (M) Carrington Spur - A6144 Manchester Road link-road extension)

C8 - Protected Open Land

D5 - Special Health and Safety Development Control Sub-Area

TRAFFORD LOCAL PLAN: LAND ALLOCATIONS PLAN

3.5 The Trafford Local Plan: Land Allocations Plan (LAP) was originally seen as the principal means by which the objectives defined in the Core Strategy would be translated onto the ground in Trafford. However as a direct result of the decision to proceed with the Greater Manchester Spatial Framework (GMSF), see below, the Council's Executive agreed, on 25 March 2015, to a delay in the production of the LAP until such time that the production of the Greater Manchester Spatial Framework is further advanced. Therefore the draft LAP, published in January 2014 remains the most recent draft.

GREATER MANCHESTER SPATIAL FRAMEWORK

3.6 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 with a further period of consultation likely in 2017 and adoption anticipated in 2018.

NATIONAL PLANNING POLICY FRAMEWORK (NPPF)

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

NATIONAL PLANNING PRACTICE GUIDANCE (NPPG)

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

4.0 RELEVANT PLANNING HISTORY AND RELEVANT APPLICATIONS ON OTHER SITES

- 4.1 Recent applications extending over the application site or parts of the site are as follows: -

83482/HAZ/2014 – Variation of Condition 1 of Hazardous Substances Consent H/HSC/48581 for the storage of hazardous substances to allow the storage of Propylene / Propane Gas rather than Ethylene Gas in the two low pressure gas holders in Vessel Area 3 and to allow Propylene vapour at low pressure in small vessels and piping systems in Vessel Area 20. Approved 10/10/14

77583/FUL/2011 - Installation of gas supply pipeline between National Grid gas connection and proposed Trafford CCGT Power Station Associated offtake area at southern end to be enclosed by 3m high fencing and with external lighting. Approved 02/08/12 (affects Common Lane only)

H/HSC/48581 - Continuation of Hazardous Substances Consent following a change in control of part of land. Approved 06/01/00

H/HSD/48387 - Deemed hazardous substances consent for the presence of methanol and styrene. Deemed Consent 29/10/99

- 4.2 The following recent applications on adjacent and nearby sites are relevant to the application:

Basell Polyolefins Ltd, Manchester Road (land north west of the site)

87509/FUL/16 - Demolition of existing building and installation of logistics building with associated HGV and motor vehicle parking. Approved 07/04/16

Former Gas Works site, Common Lane/Manchester Road (land west and south of the site, also known as Voltage Park)

80972/VAR/2013 - Variation of Condition 7 of outline planning permission H/OUT/71194 (outline application for mixed employment development and engineering works to create a replacement wildlife habitat) to reduce the area of the site in which buildings are restricted to no more than 2 storeys in height and in which the number of occupants within a building is restricted to not more than 100. Approved 04/07/14

77645/FULL/2011 - Retention of use of site as a Soil Treatment Centre for a further temporary period of three years following the expiration of planning permission H/69250 including retention of portacabins, bund and hardstanding areas. Approved 19/01/12

H/OUT/71194 - Outline application (including details of access) for mixed employment development (use classes B1 and/or B2 and/or B8) with ancillary retail (use classes A1 and/or A3 and/or A5) and engineering works to create a replacement wildlife habitat. Approved 22/10/10

H/69250 - Use of land as a Soil Treatment Facility (involving bio-remediation and soil washing of imported soils) for temporary period of 3 years. Erection of portacabins and bund. Alterations to hardstanding areas. Approved 26/08/08

H/69238 - Engineering works required in connection with remediation of site (involving removal of soil, remediation on site and restoration of land to original ground levels). Approved 26/08/08

- 4.3 The following applications in the vicinity of the site are relevant to the consideration of the cumulative impacts of the proposed development: -

Carrington Village application on land to the north and north west of the site

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. Application currently under consideration and appears elsewhere on this agenda.

Basell Polyolefins Ltd, Manchester Road

87509/FUL/16 - Demolition of existing building and installation of logistics building with associated HGV and motor vehicle parking. Approved 07/04/16

Air Products, Manchester Road

82976/FULL/2014 - Removal of the existing air separation and heat exchanger columns and erection of two new distillation columns (55 metres high) comprising an air separation column, argon purification column and access stairway connecting the two structures and other associated equipment. Alterations to areas of hardstanding and erection of new switch room building. Approved 15/08/14

Saica Paper UK Ltd

80650/FULL/2013 - Erection of extension to existing paper reels warehouse to provide 7342sqm of additional storage space and canopy over existing yard. Formation of raised landscape mound to north of site. Approved 12/09/13

H/69865 - Development of a recycled paper mill including external raw material storage area, raw material preparation and paper making building, finished goods warehouse and loading canopy, workshops and engineering stores, electricity and steam generating plant, water treatment plant, offices and associated buildings and equipment, together with car and lorry parking and revised access to the A6144 Manchester Road. Approved 30/12/08

Carrington Power

88777/FUL/16 - Construction of a new Super Grid Transformer (SGT8) on the eastern side of the Carrington 400kV substation. Realignment of the existing boundary security fence and excavate into a slope to provide a level development platform. Approved 15/09/16

Trafford Power

88572/CIR/16 - Consultation under Electricity Act 1989 (as amended) to vary Paragraph 1 of the Section 36 Consent (Trafford reference 83364/C77/2014) to allow the construction of a 1931 megawatts Combined Cycle Gas Turbine

Generating Station, together with electrical and auxiliary equipment. Approved 29/06/16

83364/C77/2014 - Consultation under Electricity Act 1989 (as amended) to vary the Section 36 Consent (H/CIR/71257) in respect of the Trafford Power combined cycle gas turbine generating station, to allow increase in the generating capacity to 2060 megawatts, together with electrical and auxiliary equipment. Approved 22/08/14

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). Members of the Committee resolved that they were minded to grant the application on 09/03/17, subject to a S106 agreement (planning permission not yet issued).

Land off Hall Lane, Partington

78680/FULL/2012 - Residential development for erection of 122 dwellings with associated access and landscaping works. Application currently under consideration.

Trafford Waters, Urmston

85282/OUT/15 - Outline planning application for up to 3000 dwellings; 80,000sqm (GEA) of office floor-space (Use Class B1); 6,700sqm of commercial accommodation (to be used flexibly within Use Classes A1, A2, A3, A4, A5, D1 and D2); hotels (up to an overall total of 300 bedrooms); a Carehome (Use Class C2, up to 150 bed/units) and a Primary School. Construction of a pedestrian footbridge over Trafford Boulevard; provision of access roads, car parking, public realm and landscaping works and other associated development and supporting infrastructure. Details provided for access, with all other matters reserved. Members of the Committee resolved that they were minded to grant the application on 13/10/16, subject to a S106 agreement and the completion of further discussions on the phasing of transport infrastructure (planning permission not yet issued).

5.0 APPLICANT'S SUBMISSION

5.1 The following detailed reports have been submitted in support of the application and are referred to as appropriate in the report: -

- Planning Statement
- Employment Land and Premises Report

- Design and Access Statement
- Transport Assessment
- Interim Travel Plan
- Air Quality Assessment
- Preliminary Ecological Appraisal
- Bat Survey Report and Updated Bat Survey Report
- Geo-environmental and Geotechnical Report
- Heritage Statement and Historic Building Assessment
- Landscape and Visual Impact Assessment
- Flood Risk Assessment and Drainage Strategy
- Energy Statement
- COMAH Site Review
- Utilities Statement
- Tree Quality Survey and Development Implications
- Statement of Community Involvement
- Crime Impact Statement

Further information has been submitted since the original submission in response to issues raised during consideration of the originally submitted proposals and in response to the consultation responses received. These include a revised Transport Assessment, updated Bat Survey Report, Crime Impact Statement and update to the Employment Land Report.

5.2 The applicant's vision for the site is as follows: -

"HIMOR's vision for the future of Common Lane is based around the creation of a vibrant, commercially facing employment area that integrates with the surrounding commercial and industrial land uses. It is envisaged that new development will present a positive and active business environment which enhances the industrial tradition of Carrington".

"Employment development at Common Lane will provide an extension to the Business Gateway proposed on Manchester Road as part of the regeneration of Carrington Village, prompting future economic investment in the area. It will provide a diversity of new employment opportunities that will contribute to the wider Future Carrington vision of an integrated and sustainable living and working environment".

5.3 Key points in support of the proposed development are summarised as follows: -

- The application site forms part of a key regeneration and development priority for the Council and it has been identified as such for many years.
- Development of the Carrington Strategic Site has not come forward before now due to the complex nature of the physical, ownership and environmental constraints affecting the site. The applicant has undertaken a lengthy and positive masterplanning and engagement process to set out a vision for the

site within a context not only of their wider landownership but also to directly address long held Partington, Sale West and Carrington regeneration priority ambitions.

- The proposed development accords with the general thrust of the policies of the UDP and Core Strategy where the relevant policies are themselves in accordance with national policy. The proposals are also in accord with the provisions of the NPPF, with the exception of paragraph 85 which refers to the requirement to await a Local Plan Review.
- The proposals do not comply with Policy R4 of the Core Strategy and paragraph 85 of the NPPF in relation to the “Other Protected Open Land” status. An Employment Land and Premises Report has been submitted to justify the release of this safeguarded land and is summarised below.
- There is an urgent and pressing need for employment development in this part of the Borough which in turn will have a number of positive economic, social and environmental benefits.
- The proposed development will deliver up to 43,874 sq m of new employment space which will be of modern construction and high quality.
- The proposed development will create approximately 800 net additional full-time equivalent jobs. It is estimated this level of gross employment would have an effect of contributing around £45m in GVA per annum.
- The proposed development will lead to the creation of 50 direct construction jobs per annum over 5 years.
- The proposed development would assist in the delivery off-site highway infrastructure improvements to address existing highway capacity issues.
- All the potential adverse effects can be mitigated through planning conditions or a Section 106 Legal Agreement

5.4 The applicant has also submitted a response to the National Grid (NG) objection, summarised as follows: -

- The Voltage Park site has been on the market since obtaining consent in October 2010 but this has been allowed to expire and hence the site has not come forward for development. As such, there is no extant planning permission in place, nor has there been for 17 months.
- There is no evidence to support NG being in an “advanced stage of negotiation with investors/developers” and there is no evidence to support that the operational issues that led to the sale of the land being put on hold have been overcome.
- Voltage Park is constrained by infrastructure issues that have prevented it coming forward for over 6 years, despite its allocation. This confirms the difficulties in bringing this site forward to the market. As such, HIMOR consider that development on this site will not come forward in the short-medium term and there is a need to release other land such as the Common Lane application site, which is capable of being developed in the short term.
- Disagree that this application is “piecemeal”; HIMOR’s vision is to transform Carrington into an attractive and sustainable settlement to deliver long term

regeneration for the people and businesses of the area. To achieve this, HIMOR intends to deliver a critical mass of employment development (as well as additional housing) that will attract new people to live and work in Carrington. In turn, these new residents and workers will support new and improved local retail, sports and community facilities. The first phase of this vision has been launched in the form of two planning applications, the Common Lane application and the Carrington Village application. Both these applications make up the `Phase One` masterplan for Future Carrington. The proposals in the Carrington Village and Common Lane applications reflect this vision for Future Carrington.

- 5.5 The applicant has undertaken an extensive programme of pre-application consultation with stakeholders and the local community, which was designed and organised in line with the Council's Statement of Community Involvement. Full details are provided within a Statement of Community Involvement. In summary the consultation exercise has included consultation through a variety of channels, drop-in session for existing tenants, two stakeholder workshops (February 2016) to gain feedback, Information Day (February 2016) and a transport drop-in session (June 2016) to outline proposed and future highway improvements. Throughout this process the community have been able to review progress on the Future Carrington website and post comments. Few comments were received specific to the Common Lane proposals. There was general support for new employment spaces and job creation. The feedback received has helped shaped the masterplan and the scheme has responded to the consultation with a variety of transport improvements including junction improvements and public transport upgrades on Manchester Road to help improve capacity and accommodate commercial vehicles to and from the site.

6.0 CONSULTATIONS

Carrington Parish Council – No comments received

Electricity North West – No comments received

Environment Agency - No objection in principle but make a number of comments regarding potential risks to controlled waters from land contamination. Permission should only be granted subject to conditions requiring a scheme to dispose of surface water, remediation strategy, verification report, and remediation strategy for any contamination not previously identified.

Greater Manchester Archaeological Advisory Service – The archaeological interest is not of national significance and therefore can be removed by development as long as it is recorded properly. The buildings have local historic interest and should be recorded through an archaeological building survey prior to demolition. The archaeological potential in the fields is not defined at this stage and can only be understood through a programme of archaeological evaluation. Recommend that a scheme of works should

be secured by condition, requiring the implementation of a programme of archaeological works undertaken in accordance with a Written Scheme of Investigation (WSI).

Greater Manchester Cycling Campaign – No comments received

Greater Manchester Ecology Unit - No objections on nature conservation grounds, subject to conditions requiring a method statement for bat and barn owl mitigation, a lighting design strategy for biodiversity, mitigation measures in relation to nesting birds, and an invasive non-native species protocol. Since bats have been found on the site a licence may be required from Natural England before any work can commence that may disturb bats and the three tests must be satisfied before planning permission is granted.

Greater Manchester Fire Authority – No comments received

Greater Manchester Pedestrian Association – No comments received

Greater Manchester Police (Design for Security) – No comments received to date

HSE – Do not advise against the development on safety grounds, provided that there would be no more than 100 occupants in any building. This response is a result of the HSE's automated planning advice 'Web App'. The 'Web App' has also been used to determine the HSE's advice in the event that any buildings would have more than 100 occupants; this advised that the HSE should be contacted directly, however at the time of preparing this report this advice has not been received.

Highways England – No objection and no conditions recommended although HE consider that the proposals (in conjunction with the proposed development at Carrington Village) would have an adverse impact on the Strategic Road Network and that infrastructure to mitigate the impact on the motorway should be considered. However, they do not consider that there was a strong enough case or sufficient evidence to recommend the refusal of the planning application on the grounds that the impact of the development on the SRN was severe. Further comments summarised in the Highways and Transportation section of this report.

LLFA – The site shall be treated as though it was located within a Critical Drainage Area and as such the peak discharge rate of storm water from the development shall be constrained in accordance with the limits indicated in the Guidance Document to the Manchester City, Salford City and Trafford Councils Level 2 Hybrid Strategic Flood Risk Assessment. Conditions are recommended requiring full details of the proposals to meet the requirements of the Guidance and details of the implementation, maintenance and management of the sustainable drainage scheme.

LHA – No objection subject to conditions. Comments are summarised in the Highways and Transportation and Public Rights of Way sections of this report.

Manchester City Council – No comments received

National Grid – National Grid has apparatus in the vicinity of the site and the response includes a number of requirements for the developer before carrying out any works, relating to their responsibilities and obligations.

Natural England – No comments to make on the application. Advise that this lack of comment does not imply there are no impacts on the natural environment, but only that the application is not likely to result in significant impacts on statutory designated nature conservation sites or landscapes. It is for the LPA to determine whether or not this application is consistent with national and local policies on the natural environment.

Network Rail – No comments received

Partington Parish Council – No comments. Correspondence from the Parish Council advises that as the site is within Carrington Parish it's not strictly within their remit.

Peak and Northern Footpaths Society – Any permission should include a condition that there must be no obstruction of any public right of way. Should a temporary or permanent obstruction be unavoidable, then no development should take place until a Diversion Order has been confirmed and the diversion route, with a satisfactory surface and adequate width and way marking, is available for public use.

A separate response from the Peak and Northern Footpaths Society Inspector in Trafford has also been received which states the following: There seems little justification in developing "Other Protected Open Land" when the applicant owns considerable brownfield land which is expected to become available in due course; Carrington Moss is served by a network of tracks to which there has been public access for several decades including on the site; the Illustrative Masterplan does not appear to retain the track crossing the site; loss of amenity resulting from replacement of open fields with development; and any approval should include conditions relating to retention of current public access to the area, mitigation of any loss of amenity in these areas and the continued availability of the restricted byway along Common Lane both during and on completion of any works.

Pollution and Licensing – No objection subject to conditions, summarised as follows: -
Air Quality – Construction management plan, to include details of all mitigation measures and monitoring to be undertaken to ensure dust from the site does not cause a nuisance.

Contaminated Land – Investigation and risk assessment, remediation strategy and verification report required in order to prevent pollution of the water environment and to ensure the safe development of the site.

Nuisance – Limit on maximum noise level from all fixed plant and machinery associated with the development.

Ramblers Association - The Ramblers Association's Group in Trafford advise that the site includes the whole of Public Right of Way (PROW), Road Used as a Public Path

(RUPP), Carrington 24 and that the following categories of user are permitted to use Common Lane: users on foot, users on horse-back or leading a horse, users in or on a non-mechanically propelled vehicle e.g. horse drawn carriage and cyclists. It is surprising to see no explanation of how mechanised vehicle access will be provided along Common Lane and that the application form states there will be no diversions/extinguishments or creation of rights of way. Ramblers would seek to have the current RUPP access rights preserved on Carr 24.

Salford City Council – No objections

TfGM – In summary TfGM are satisfied with the scope and methodology of the TA submitted in support of the application. TfGM also make comments relating to the following: limited details provided which discuss how each development phase will be connected and no masterplan produced; no provision for substantial improvements to public transport; need to ensure at reserved matters stage that the pedestrian and cycling environment is designed to be safe, convenient and attractive; need to make alternative provision for loss of a cycle route through the site; and need for a Travel Plan including what this should include and how it should be implemented. Further comments summarised in the Highways and Transportation section of this report.

Tree Officer - Comments incorporated in the report

United Utilities – Note that a final decision on the approach to foul water drainage has not yet been determined and a number of options are presented in the Flood Risk Assessment and Drainage Strategy. Comment that the inclusion of five pumping stations is not considered to be a sustainable approach to development and therefore strongly recommend that a revised approach is prepared or secured through planning conditions which minimises the number of pumping stations. Recommend conditions requiring details of foul water drainage arrangements and to minimise the need for pumping; surface water drainage scheme based wholly on sustainable drainage principles; and a drainage management and maintenance plan for the lifetime of the development.

Warrington Borough Council – No comments received

Waste Management – No comments received

7.0 REPRESENTATIONS

7.1 **Interested Parties** – 6 letters received, including comments submitted on behalf of the north group members of the Cheshire Wildlife Trust. This total includes comments made by the Peak and Northern Footpaths Society Inspector in Trafford (which are summarised above) which have also been submitted as a Trafford resident.

A further 2 letters have been received in relation to the applicant's intention to prevent public access along the Isherwood Road/Birch Road route past the MUFC training ground. The applicant has since confirmed that this is no longer proposed and it is not material to the consideration of this planning application.

The comments made in the representations are summarised as follows: -

- There is no mention in the application of Welslot Fencing Ltd or their access road/current parking arrangement or current vehicle movements. This must be taken into account as Welslot have controlled processes on site. Welslot have no issue with the development but their current business activity must not be compromised or overlooked.
- Cheshire Wildlife Trust note the need for further bat, barn owl and badger surveys.
- Cheshire Wildlife Trust comment the use of preferably native species (or if not, at least wildlife friendly species) as proposed in the Ecological Appraisal and Green Infrastructure Strategy would be supported. The use of wildflower meadows at side of the water attenuation pond is also supported.
- Concern that the proposed development uses agricultural land / Other Protected Open Land all of which is a diminishing resource. The applicant has a considerable holding of brownfield land at the former chemical site which might be best used for this purpose.
- If approved there should be due regard that the route is a Public Right of Way to Carrington Moss for members of the public. Any improvements should consider the resurfacing material used for access paths i.e. "cycle" paths or multi user paths which should be of such material that will not cause horses to slip when ridden on. Tarmac is too slippery for shod horses and could result in falls and injury to both horse and rider.
- Essar Oil (UK) Ltd advise that the Stanlow to Carrington Multiple Pipeline Easement, including Major Accident Hazard Pipelines runs through the development site and that the Deed of grant does not allow for any development in the Pipeline easement. Request that the developer contact Essar Oil prior to any excavations/works.
- The proposals do not accord with the Development Plan. They are contrary to the allocation of the site as Protected Open Land (amongst other matters).
- The Voltage Park site is suitable and available to accommodate in the order of 800,000 – 1,000,000 sq. ft. of industrial and warehouse floorspace. Voltage Park is more attractive to the market than the application site, having an extensive main road frontage, a direct point of access onto Manchester Road, and flexibility due to its extensive scale. Therefore, the proposals would not deliver any of the promised economic benefits, certainly not in the short term, as the occupiers would go to Voltage Park prior to the application site. Therefore there is no justification for a departure from the Development Plan.
- Granting planning permission for this speculative application with little prospect of short term delivery is more likely to have negative implications for

economic investment in the local area by artificially absorbing theoretical capacity on the local highway network.

- Object to the applicant's intention to prevent public access along the Isherwood Road/Birch Road route past the MUFC training ground. This route is used by a number of doctors and other hospital staff at Trafford Hospital who cycle to work and between Trafford and Altrincham hospitals. The availability of this route is referred to in the Interim Travel Plan and TA submitted with the application, indicating it is a TfGM off road cycle way. This is a valuable element of the cycling infrastructure in Greater Manchester and closure of this route seems completely unnecessary and does not follow the supporting information provided in the application.

OBSERVATIONS

8.0 PRINCIPLE OF DEVELOPMENT

Context and Relevant Planning Policy

- 8.1 The former Shell petrochemicals site is a significant area of previously developed land, a substantial amount of which has been vacant since Shell vacated the site. The wider Carrington Strategic site, which includes the former Shell plant and surrounding agricultural land, extends to approximately 670 hectares. It is one of the largest previously developed sites in the Greater Manchester Region and has been identified as a significant opportunity for development. It represents one of the largest single ownership development opportunities within Greater Manchester and has the potential to make a significant contribution towards the housing and employment requirements of Trafford and the Region. The application site comprises 14.5 ha of this land and comprises agricultural land south of the former Shell site, as well as the buildings at Asphodal Farm and the full length of Common Lane.

Trafford Core Strategy

- 8.2 The Core Strategy identifies Carrington as a key strategic location (Policy SL5); the extent of which is shown on the Draft Land Allocations Plan (LAP): Policies Map 2014. Although the LAP is on hold whilst the Greater Manchester Spatial Framework is advanced, the Policies Map is the most up-to-date map that defines the extent of the Carrington Strategic Location. The application site is within the Strategic Location as shown on the Draft LAP. The site is also designated as Protected Open Land on the Local Plan Policies Map which the Core Strategy states will be protected from development and may be required to meet development needs beyond the Plan period.

Protected Open Land

- 8.3 Policy R4.7 of the Core Strategy identifies two areas of open land that will be protected from development.

The Council will protect the following areas of open land (that are not included within the Green Belt) from development:

- (a) Land in Warburton (immediately to the south of Partington); and
(b) Land south of Shell, Carrington.**

The application site is within the 'Land south of Shell, Carrington' area. The Core Strategy states this land may be required to meet development needs beyond the Plan period i.e. beyond 2026, therefore will be protected from all but limited essential development in order to make a contribution to meeting future, as yet, unquantified needs. This will reduce the need for the Council to consider alterations to the Green Belt boundary to accommodate the future allocation of land for development in the Borough. It states that until such time that a strategic review of the Green Belt takes place the land is being protected for potential economic development.

- 8.4 Policy R4.8 sets out the circumstances where development on this land will be permitted which are as follows: -

Development on this land will only be permitted where it is:

- (a) Required in connection with agriculture or forestry; or
(b) Proposed for agricultural diversification in accordance with national guidance and other Policies in the Development Plan for Trafford; and
(c) Would not prejudice the future use of the land.**

None of the above are applicable to the proposed development; the proposal is not required in connection with agriculture or forestry; is not agricultural diversification; and it would prejudice the future use of the land.

Applicant's Submission

- 8.5 In support of the proposal the applicant has stated they are in discussion with their key tenant (Basell) about a consolidation package of their activities but this will be in two phases and hence the majority of the previously developed land envisaged within the Core Strategy for employment uses will not be available for several years. The applicant is therefore bringing forward the land off Common Lane to meet both policy and market requirements earlier than the Core Strategy envisaged. The applicant has also referred to other key delivery constraints such as COMAH zones, ground conditions and leasehold ownership issues which

means that the majority of the previously developed land envisaged to come forward in the Core Strategy will not be available for several years.

8.6 The applicant has stated there is an urgent shortfall in the occupier demand for modern mid-sized industrial premises currently needed in Trafford which cannot currently be met elsewhere. In support of the proposal, the applicant has undertaken an Employment Land Review in relation to the need for the application site to be brought forward for employment development, which is summarised in an Employment Land and Premises Report (dated June 2016). The key findings are summarised as follows: -

- The current availability of premises in Trafford is 128,477m². The average annual take up over the last 5 years equates to 52,685m² per annum.
- There is currently a lack of available premises in the mid-size range 1,858.06 m² to 9,290.30 m² (20,000sq ft – 100,000 sq ft) whilst last year's take up across the Borough is over 40% higher than the 5 year average annual take up.
- There is currently only 2.44 years supply of premises based on historic take up.
- The Carrington Strategic location includes an employment land allocation of 75.4 hectares. The overall land availability in Carrington has been reduced by 51.25 hectares for major developments at the Carrington Power Station and Saica Paper Mill. The overall employment land availability within the Strategic Location has been reduced to 23.75ha.
- Two of the key sites in the remaining land allocation are constrained and not readily available for development and it will be a number of years before development can commence. Voltage Park and the former Shell Petrochemical site are constrained by infrastructure issues that will prevent development occurring in the short to medium term, hence the need to release other land including the application site. The planning permission for Voltage Park has lapsed which confirms the difficulties in bringing this site forward to the market despite the demand.
- There is now a significant shortage of supply of Grade A new / modern logistics and industrial space in all locations in the North West across all size ranges.
- Post-recession there has been a positive change in attitude from investors and occupiers alike. There is now real momentum returning to the industrial and wider property sector with speculative development now occurring in the north west. Institutional funds have looked for opportunities to invest capital and benefit from the consequential rental growth as occupiers have returned to the market.
- Release of the safeguarded land at Common Lane can address the current lack of supply, capture current occupier demand and accelerate an employment led economic regeneration of this key strategic location.

8.7 Since the original submission, the Carrington Village application has been amended which has resulted in some of the existing employment premises on Carrington Business Park originally proposed to be removed now being retained. The applicant has provided the following update to the Employment Land Report in response to this change: -

- This has resulted in the retention of 'B1' office space of 52,277 sq ft, of which 38,222 sq ft is currently occupied. Therefore, the net retention of vacant office space is 14,055 sq ft. The revised scheme has also resulted in a retention of workshop space of 18,770 sq ft, of which 16,039 sq ft, is occupied. Therefore, the net retention of vacant workshop supply is 2,731 sq ft.
- The quantum of retained space and, more particularly, vacant accommodation is insignificant in terms of the overall supply and demand dynamic within the Borough and therefore does not have any material effect on the employment land/premises availability position in respect of the proposed application. In addition, the condition of both the retained office and workshop premises are inferior to competing locations. Therefore, the retention of this small amount of floorspace does not impact upon the evident shortfall of good quality employment land and premises in Trafford Borough.
- The retention of this space does not materially affect the overall supply and demand dynamic within the area and, accordingly, does not affect our conclusions in respect of the planning application in terms of planning policy for employment development and safeguarded land.

8.8 The applicant has also stated the following in support of the proposed development:-

- The site is a strategic location of national and regional importance to the Logistics market where there is a shortage of large deliverable logistics sites with high pent up demand;
- The site has excellent provision of power and utilities and hence can accommodate Energy industries and those requiring high energy needs such as Data Centres;
- The scale of the opportunity to create a mixed Logistics, Advanced Manufacturing Park is significant which will allow flexible plots and delivery packages to meet market requirements whilst providing a range of employment opportunities within the Borough.
- Within this context the application site brings forward a range of B1 (b), B1 (c), B2 and B8 uses, meets district wide needs and also supports the regeneration of Carrington as a whole.

8.9 The applicant considers the Employment Land Assessment sets out a compelling case of exceptional need which would justify the criteria set out in Proposal C8 of the Revised UDP. With regards to Policy R4 of the Core Strategy it is acknowledged the proposals are non-compliant with this policy, however since its adoption there has been a significant shortage of supply of Grade A new/modern

logistics and industrial space. The proposals will deliver up to 43,874 sq m of B1 (b), B1 (c), B2 and B8 employment space of modern construction to meet the needs of small and medium sized business occupiers from whom there is evident demand. The Planning Statement concludes the overriding and urgent need for employment development within this part of Trafford, the resulting economic benefits of creating approximately 800 net additional full-time equivalent jobs with an effect of contributing around £45m in GVA per annum, outweighs non-compliance with this singular Core Strategy policy and aspect of the Framework.

Assessment

- 8.10 The Trafford Core Strategy sets out an overall employment land target of 190 ha to be delivered between 2008 and 2026, of this Carrington should deliver 75 ha. The Core Strategy makes it clear in Policy W1 that much of this land will become available through the recycling of existing employment land, however not all will come forward in this way. Since the adoption of the Core Strategy it has become clear that much of the brownfield land within Carrington has more complex issues than originally thought and therefore employment land take up rates are unlikely to be as anticipated in the Core Strategy. In addition to the reclamation issues on the wider site, the applicant has outlined the complex nature of existing leaseholds on the wider brownfield site which has impacted on delivery rates and will continue to have an impact on the availability of sites over the coming years.
- 8.11 Between 2008 and 2016 the Core Strategy anticipated that 25 ha of employment land would be developed in the Carrington Strategic Location. Whilst it is acknowledged that almost 22 ha of economic development has taken place in Carrington since 2008, much of this development is associated with a small number of large developments – a new paper mill and a new power station, and therefore it is not necessarily reflective of the likely rate of development over the next five years. The Core Strategy identifies that a further 25 ha will be developed over the next five years and similarly a further 25 ha should be developed between 2021 and 2026. Employment land monitoring data and evidence provided by the applicant, indicates that there are now few sites which are readily available in Carrington.
- 8.12 Employment land monitoring data identifies the former Shell Chemicals Works as potential land for employment development, within a major mixed use redevelopment of the wider location. Although it was only ever assumed that a proportion of that land would become available over the plan period, evidence provided by the applicant now indicates that it will not be possible to bring forward as much of that land as originally anticipated within the current plan period, i.e. up to 2026.
- 8.13 In addition to the former chemicals' site, the employment land monitoring data identifies two additional sites as having potential for economic development. These two sites were formerly operational National Grid sites, both of which have

now been decommissioned and both are approximately 28 ha in size. Although the land at Broadway, south of the disused railway line, is identified in the employment land data, it is known that alternative uses are being considered for all or part of the site, therefore there are no guarantees that this site would come forward in totality for economic use.

- 8.14 The other remaining site (Voltage Park) lies adjacent to the application site. Its owner considers that the site is preferable to the application site and therefore it is suggested that development will not proceed on the application site as anticipated. Furthermore, the owner of Voltage Park considers that should approval be granted in respect of this current application, it could result in future development on their site being found unacceptable, given that too much employment land would exist in Carrington for the existing highway network. Voltage Park had the benefit of an extant planning permission until 2015. That permission lapsed and no application has been received, to date, to renew it. Whilst it is acknowledged that it is a brownfield site, with a prominent frontage onto Manchester Road, the fact that it is not in possession of a valid permission means that the site cannot currently be considered as immediately available to meet the employment land targets identified in the Core Strategy.
- 8.15 Carrington has long been identified by the Council as a priority regeneration area, with the potential to create large numbers of jobs and reduce levels of deprivation in Carrington and neighbouring areas. The complex nature of the former petrochemical plant has caused significant delays in realising this long standing objective. This site offers the opportunity to deliver over 14 ha of attractive, readily available new employment land in the short to medium term which would create significant job creation in a priority area for regeneration. Given the lack of alternative, readily available sites, it is considered that this level of employment land, together with the employment land proposed in the Carrington Village application will enable a long standing regeneration proposal to be implemented in line with the phasing set out in the Core Strategy.

Carrington Strategic Location

- 8.16 The Core Strategy identifies Carrington as a key strategic location; the extent of which is shown on the Draft Land Allocations Plan (LAP): Policies Map 2014. Although the LAP is on hold whilst the GMSF is advanced, the Policies Map associated with that Plan provides the best indication in relation to the extent of the Carrington Strategic Location. All the land the subject of this application is within the Strategic Location as shown on the Draft LAP. The Core Strategy states the location offers the opportunity to reduce the isolation of both Carrington and Partington by creating a substantial new mixed use sustainable community on large tracts of former industrial brownfield land. The Core Strategy identifies a number of Place Objectives and a site specific policy (Policy SL5) to guide new development in this location, summarised as follows:

8.17 The Core Strategy identifies 26 Place Objectives for the Carrington Strategic Location. The overarching objective is to create a high quality, sustainable residential development as part of high quality mixed use redevelopment scheme (CAO1) that will maximise the re-use of previously developed/derelict land (CAO3, CAO8); support and improve local community facilities (CAO4, CAO6, CAO15); boost the local economy and provide employment opportunities (CAO5, CAO9, CAO10); and secure transport improvements (CAO11, CAO18, CAO19). The Place Objectives are referred to where relevant in this report.

8.18 Policy SL5 of the Core Strategy states that: -

A major mixed-use development will be delivered in this Location, providing a new residential community, together with employment, educational, health and recreational facilities. This will be supported by substantial improvements to both public transport and road infrastructure.

More specifically it states at Policy SL5.2 that the Council considers that this Location can deliver:

- **1,560 residential units comprising, predominantly, accommodation suitable for families;**
- **75 hectares of land for employment activities;**
- **New road infrastructure to serve the development area to relieve congestion on the existing A6144;**
- **Significant improvements to public transport infrastructure by improving access to Partington, the Regional Centre and Altrincham with links to the Metrolink system;**
- **Community facilities including convenience retail, school provision, health and recreational facilities of a scale appropriate to support the needs of the new community; and**
- **High quality green infrastructure within the new community and connects with the surrounding open countryside and protects and enhances the existing sites of environmental importance.**

8.19 Policy SL5.4 identifies a number of specific requirements in order for development in this Location to be acceptable. These are considered within the report where relevant.

8.20 Policy W1 of the Core Strategy also identifies Carrington as one of the places where employment uses will be focussed (W1.3). At W1.7 it states that Carrington has significant potential to accommodate large-scale employment development, particularly for general industrial, storage and distribution uses and office development, in order to complement the offer in Trafford Park.

8.21 The proposals include up to 46,874 sq. m of employment development on approximately 14.5 ha of land. A range of employment uses are proposed to

include Use Classes B1(b) (Research and Development), B1(c) (Light Industry), B2 (General Industrial) and B8 (Storage and Distribution). Whilst permission isn't sought for specific buildings at this stage, the Illustrative Masterplan indicates 32 units could be accommodated on the site and a wide range of sizes is indicated, ranging from 93 sq. m (18 no. units) up to individual units of 6,500 sq. m, 8,350 sq. m and 12,000 sq. m. This range of uses and size of buildings proposed would provide premises to suit a variety of business needs. The applicant has indicated the proposed employment floorspace will create 800 jobs (net additional full-time equivalent jobs) and contribute around £45m GVA per annum. Furthermore the proposed development would lead to the creation of 50 direct construction jobs per annum over a 5 year build period and the number of employees based at the site would also result in spending that will support the local economy including the sustainability of existing shops and services in Carrington and Partington. This proposed scale and mix of employment development would make a significant contribution to meeting District wide employment needs, support the local and sub-regional economy, create a significant number of jobs and make a positive contribution towards the regeneration of Carrington and Partington.

- 8.22 Employment development in this location is consistent with Policy SL5 and will contribute towards delivering the objectives and requirements of the Core Strategy to deliver major mixed-use development in Carrington, including 75 hectares of land for employment activities as set out in the Policy.

Loss of Agricultural Land

- 8.23 The site comprises predominantly agricultural land at the western edge of Carrington Moss which is suitable for agriculture and indeed is currently in productive agricultural (arable) use. Policy R4 of the Core Strategy states that the Council will protect existing agricultural land as an important resource for Trafford's local economy (R4.5) and that the Council will seek to protect the Borough's richest soils located south of Carrington Moss (Settled Sandlands) for agricultural purposes. The NPPG states that the NPPF expects LPAs to take into account the economic and other benefits of the best and most versatile agricultural land. It states this is particularly important in plan making when decisions are made on which land should be allocated for development. Where significant development of agricultural land is demonstrated to be necessary, LPAs should seek to use areas of poorer quality land in preference to that of a higher quality. The Agricultural Land Classification (ALC) system provides a method for assessing the quality of farmland to assist in decision making. The best and most versatile land is defined as Grades 1, 2 and 3a (NPPG ID: 8, Paragraph: 026).
- 8.24 The agricultural land affected by the proposed development is not within either of the areas identified in Policy R4. With regards to the ALC, the Natural England NW Region ALC map appears to show the site within an area classed as being predominantly in urban use and adjacent to Grade 2 agricultural land.

Clarification on the status of the land has been sought from Natural England who advise that they hold no detailed ALC survey information for the development site but confirm that the published 1:250,000 series Provisional ALC map shows the site lying within an area shown as urban. On this basis the agricultural land that would be lost to development is not identified as being high quality. Natural England also advise however, that this map is designed to give an indication of land quality at a strategic level.

Safeguarded Highway Route

8.25 A safeguarded highway route is identified on the Policies Map and extends through the site and along Common Lane. Proposal T8 of the Revised UDP identifies a A6144 (M) Carrington Spur - A6144 Manchester Road link-road extension and states the route is safeguarded by Proposal E15 from any development that would prejudice construction works. The proposed development would prejudice the route indicated and would therefore be contrary to this policy. The alignment indicated on the Policies Map dates back to indicative masterplanning work which was prepared to support the Revised Trafford UDP (2006). Since that time the new owners of the site have undertaken new masterplanning work, in conjunction with the LHA, TfGM and HE. The outcome of this high level masterplanning is that it is now considered more appropriate for the link road to follow the alignment of the former Estate (A1) Road. Therefore, in this respect, it is considered that the Policies' Map is outdated and no weight should be afforded to it in this respect.

9.0 LAYOUT, DESIGN AND IMPACT ON THE CHARACTER AND APPEARANCE OF THE AREA

9.1 The application is submitted in outline with matters of layout, scale, appearance and landscaping reserved for subsequent approval. As such the application does not include a specific layout for approval or details of the design and appearance of buildings. Nevertheless consideration has been given to how layout and buildings can respond to the opportunities and constraints of the site and ensure the amount of development proposed can be accommodated in a manner that will deliver a high quality design and meet the requirements of Policies SL5, L7 and other relevant policies of the Development Plan and guidance in the NPPF. The information submitted includes 4no. parameters plans as follows which would fix the parameters of the scheme for the reserved matters submission: -

- Land Use – This identifies the extent of areas proposed for employment development, areas of open space and the primary access road. This provides an over-arching spatial framework that will help to structure and distribute the amount and extent of development. This fixes the extent of development.

- Movement and Access – This identifies the primary vehicular access (Common Lane) and secondary and tertiary routes within the site. The internal road layout is indicative only and the final layout will be determined at reserved matters stage.
- Green Infrastructure - This identifies the location and extent of open space proposed within the site (primarily along the site boundaries) and a potential water attenuation area at the southern end of the site. Up to 2.39ha of green space will be provided within the development. A plan outlining a Green Infrastructure Strategy has also been submitted which indicates in more detail Green Infrastructure across the site, identifying existing woodland to be retained and proposed areas of soft landscaping within the site, including the types of planting for different areas.
- Building Heights – This identifies maximum building heights across the site and which will inform the subsequent reserved matters application(s). Buildings within Parcel A (the site of the existing Asphodal Farm buildings) would have a maximum ridge height of 10m, Parcels B, C and D on the northern half of the site would have a maximum ridge height of 15m and Parcels E, F and G on the southern side of the site would have a maximum ridge height of 21m.

9.2 The DAS explains the concepts and rationale for the scheme. It states the vision for the future of the site is for a contemporary, high quality new employment location. An Illustrative Masterplan has been submitted setting out how buildings may be arranged within the site, road layout, car parking, areas of soft landscaping, trees to be retained and indicative siting for the pumping stations and treatment plant. This demonstrates one potential solution as to how the site could be developed with the quantum of development proposed and which adheres to the above parameters plans. The main masterplan components are summarised as follows: -

- Common Lane will provide the main point of access to the site. It incorporates a combined cycle/footpath to provide alternate means of access for employees who will work within the scheme;
- Employment development and associated landscape treatment provides definition to the site and help to create a sense of place;
- Development will meet the required standards for infrastructure and follow car parking standards identified in SPD3;
- The existing farm buildings and associated farm land will be demolished and transformed into small workshop units;
- Retention of existing woodland where possible will be used to create soft edges along the site; planting of new trees will be considered where possible. This will help to enhance the landscape character and ecological value of the site; and contribute to the overall sustainability of the development;

- A potential attenuation pond will be created to the south of the site. This approach is in accordance with the overall drainage scheme strategy and further supports ecology/diversity.

Layout

- 9.3 As an outline application with layout reserved for subsequent approval, a layout is not submitted for approval however the Parameters Plans and Illustrative Masterplan seek to demonstrate how the site could accommodate the quantum of development proposed. The Illustrative Masterplan is informed by the Movement and Access, Green Infrastructure and Building Height Parameters Plans summarised below and indicates the position and footprint of proposed buildings, internal road network servicing the site from Common Lane, areas for car parking and turning adjacent to each building, areas of soft landscaping and swales corridors.
- 9.4 The Illustrative Masterplan indicates a number of smaller units (93 sq. m) located on the existing site of Asphodal Farm on the approach into the site where the farmhouse and outbuildings currently stand and larger units on the existing fields, served by an internal road network extending into the site from Common Lane. On the existing fields the layout indicates units of between 930 sq. m and 2,800 sq. m at the northern end of the site and three larger units at the southern end of the site of 6,500 sq. m, 8,350 sq. m and 12,000 sq. m.
- 9.5 Although this plan is illustrative it demonstrates, in conjunction with the development parameters set out on the Parameters Plans summarised below, that the amount of development proposed can be accommodated on the site with sufficient provision for car parking, access, servicing /manoeuvring, adequate spacing between buildings and landscaping and retention of trees around the perimeter of the site. The necessary infrastructure referred to in the submission, including pumping stations and treatment plant can also be accommodated within the site where indicated and with suitable screening where necessary to ensure no adverse visual impact.
- 9.6 Key principles in relation to frontages are set out in the DAS including that frontages within the site will address the primary access road alignment throughout the development; areas of green infrastructure will occupy particularly prominent points within the development; and a landscaped buffer to the east of the site towards neighbouring agricultural land. The DAS states that the scheme will include the formation of a 'gateway' entrance into the site along Common Lane from Manchester Road.

Movement and Access

- 9.7 The Movement and Access Parameters Plan identifies Common Lane as the site access and an internal road network within the site extending from the end of

Common Lane. This comprises an extension of the road into the site which would then connect to a secondary route, off which a number of tertiary routes would be provided. A combined cycle/footpath will be provided along Common Lane to enable access for employees on foot from Manchester Road and to and from bus stops on Manchester Road and cycle access from Manchester Road. Common Lane will be retained as a Public Right of Way up to the site (implications for the PROW are considered in the Public Rights of Way section of this report). In terms of connectivity to the surrounding green space and countryside, as required by Policy SL5, opportunities are limited given the site is surrounded by private land. In addition to Common Lane as a PROW the Illustrative Masterplan indicates “public green space” around the perimeter of the site suggesting that the existing paths and tracks around the field will continue to serve as routes that the public can access.

Green Infrastructure

- 9.8 The Green Infrastructure Parameters Plan identifies the location and extent of open space proposed within the development. Up to 2.39ha of green space will be provided, comprising linear areas of open space along the north, east and west boundaries of the existing fields and a potential water attenuation area at the southern end of the site. Existing tree groups within these areas will be retained where possible and will provide the foundation for a green infrastructure network which will provide areas of ecological habitat and serve as visual buffers to the agricultural land to the east and south.
- 9.9 Detailed proposals for green infrastructure and landscaping would be considered at the subsequent reserved matters stage, however consideration has been given to a strategy for the site and a Green Infrastructure Strategy has been submitted. This sets out in further detail where vegetation will be retained and the extent and type of soft landscaping works that could be implemented. In summary this confirms the majority of the existing boundary vegetation will be retained and soft landscaping will be provided within the site to complement the built form. The soft landscaping proposals are set out through a hierarchy of landscape elements, comprising new avenue tree planting, new native woodland edge tree planting, seasonal bulb planting, wildflower meadow seeding and planting to the proposed water attenuation area. With regards to green infrastructure the DAS states that the site has the potential to deliver much more than a ‘typical’ employment development, therefore it is anticipated the details to be submitted at reserved matters stage would be high quality.
- 9.10 It is considered the areas for landscaping at the edges of the site and internally will ensure the built form is softened and the development will, as far as is possible, assimilate into its surroundings as well as create an attractive environment for future businesses and support ecology on the site. Details of landscaping will need to be submitted at reserved matters stage, however the parameters set out on the Green Infrastructure Parameters Plan set a suitable

framework to ensure the proposed development can be successfully integrate with the surrounding area.

Building Height

- 9.11 Whilst matters of appearance and layout are reserved, the applicant has indicated the potential siting, size/footprint and height of buildings across the site. The Building Heights Parameters Plan identifies maximum building heights across the site and which will inform the subsequent reserved matters application(s). This sets out an intention to increase height from north to south. Buildings within parcel A (the site of the existing Asphodal Farm buildings) would have a maximum ridge height of 10m, parcels B, C and D on the northern half of the site would have a maximum ridge height of 15m and parcels E, F and G on the southern side of the site would have a maximum ridge height of 21m.
- 9.12 This approach to building heights is considered acceptable having regard to the types of uses proposed, which necessitates buildings of the heights proposed, and given there are no immediately adjacent buildings that would otherwise form a context for the development. An assessment of the visual impact of the development in the landscape and from visual receptors in the locality is provided in the Landscape and Visual Impact section of this report.

Conclusion

- 9.13 The Parameters Plans and supporting DAS and Illustrative Masterplan demonstrate that the site can accommodate the quantum of development proposed and set an appropriate framework for the submission of further details at reserved matters stage. Details of the appearance, layout, scale and landscaping of the proposed development will be considered in the context of these plans and documents and will ensure the proposed development creates a high quality employment site that is appropriate to its context. As such the proposed development is in accordance with Policies SL5, W1 and L7 of the Core Strategy and the relevant sections of the NPPF.

10.0 HIGHWAYS AND TRANSPORTATION

- 10.1 Access to the site is from Common Lane which extends for some 750m from its junction with Manchester Road. Access from both directions is solely from Manchester Road and Carrington Lane (A6144) which extends from Junction 8 of the M60 (via Carrington Spur) and Sale to the east and Partington and beyond to the south west. The A6144 Manchester Road and Carrington Lane is a busy A road and congested at peak times as a result of the volume of through traffic between Partington, Lymm and beyond south west of Carrington, and the M60 and Sale to the east. There are also a number of existing businesses based in Carrington.

- 10.2 Existing traffic problems through Carrington are attributed to the volume of traffic using the road (through traffic and to a lesser extent local traffic), the lack of alternative routes, junction constraints and capacity issues on the M60. Common Lane is an unadopted road which is two-way at the junction with Manchester Road but becomes single width and a poor standard towards the site and would be unsuitable for the anticipated traffic flows associated with the development, therefore upgrading of the road will be necessary.
- 10.3 References to Part WGIS and Full WGIS within this chapter refer to the Western Gateway Infrastructure Scheme. Implementation of WGIS will be split into two stages. Part WGIS is currently under construction and involves connecting the A57 in Salford with Trafford Park, via a new bridge over the Manchester Ship Canal. Improvements to Junctions 10 and 11 of the M60 and Bridgewater Circle on Trafford Boulevard are also underway. Full WGIS involves works to the M60 and the closure of some slip roads. Elements of Part WGIS will subsequently be linked to Junctions 10 and 11 of the M60. The overarching aim of the WGIS scheme is to facilitate development within the 'Western Gateway' Area's strategic development sites by increasing road capacity.
- 10.4 It is widely acknowledged that traffic conditions on the strategic road network at peak times, and particularly between J8 and J13 of the M60, are very congested. As a result, various initiatives are in place to attempt to ameliorate this congestion. The Manchester Smart Motorway project is introducing hard shoulder running between J8 of the M60 and J20 of the M62, with construction now at an advanced stage. A strategic study looking at the Manchester North-West Quadrant was commissioned by the Department for Transport in 2014 to explore options for improving the transport network between junctions 8 and 18 of the M60. The Council's Core Strategy and CIL Regulation 123 list identify various infrastructure improvements to improve capacity on the strategic road network and enable development to proceed. An application for funding for the proposed A1 link road to and through the Carrington site has been submitted to the Department of Transport.
- 10.5 The Draft Greater Manchester Spatial Framework refers to a new link road proposed in GMSF from the M60 around New Carrington and over the Manchester Ship Canal to the M62. This further highlights the longer term intention to deliver significant new road infrastructure to support the amount of development proposed in the Carrington area; should the GMSF proposals progress.

Relevant Policy and Guidance

- 10.6 Policy SL5.1 of the Core Strategy states that development in the Carrington Strategic Location will be supported by substantial improvements to both public transport and road infrastructure. Policy SL5.2 states that the Location can deliver:

- New road infrastructure to serve the development area to relieve congestion on the existing A6144.
- Significant improvements to public transport infrastructure by improving access to Partington, the Regional Centre and Altrincham with links to the Metrolink system.

The Development Requirements identified in Policy SL5.4 state that in order for development to be acceptable it will require contributions towards schemes to mitigate the impact of traffic generated by the development on the Strategic, Primary and Local Road Networks; these include public transport and highway infrastructure schemes.

- 10.7 The Place Objectives further identify the need to reduce the physical isolation of Carrington and include the following: CAO18: To secure significant improvements to the public transport infrastructure, including connecting Carrington with the rest of Trafford and beyond; CAO19: To secure improvements to the transport infrastructure including linkages to the motorway network; CAO20: To secure improvements and use of pedestrian and cycling facilities along routes such as the Trans Pennine Trail; and CAO21: To investigate opportunities to link this part of Trafford directly with Salford.
- 10.8 The following relevant transport infrastructure requirements are identified on the CIL Regulation 123 list:-
- New Link Road to and through the development site at Carrington;
 - Western Gateway Infrastructure Scheme (WGIS);
 - Significant improvements to public transport in Carrington and Partington.
- 10.9 Policies L4 and L7 of the Core Strategy set out further requirements in relation to transport and accessibility. In summary Policy L4 states that the Council will promote the development and maintenance of a sustainable integrated transport network that is accessible and offers a choice of modes of travel to all sectors of the local community and visitors to the Borough. This includes by ensuring that, as appropriate, development proposals within less sustainable locations throughout the Borough, including sites within the Strategic Location of Carrington will deliver, or significantly contribute towards the delivery of, measures to secure infrastructure and services that will improve access to more sustainable transport choices.
- 10.10 With regards to the pedestrian and cycling network Policy L4.4 states developers should demonstrate how their development will contribute towards these connections and deliver quality cycle and walking infrastructure where appropriate. Policies L4.6 to L4.9 seek to ensure that the Strategic, Primary and Local Road Networks are protected and maintained to ensure that they operate in a safe, efficient and environmentally sustainable manner, including securing appropriate infrastructure improvements / mitigation measures at an appropriate

time. Policy L7 states that development must incorporate vehicular access and egress which is satisfactorily located and laid out having regard to the need for highway safety; provide sufficient off-street car and cycle parking, manoeuvring and operational space; and provide sufficient manoeuvring and operational space for service vehicles.

10.11 The NPPF states that all developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment and that decisions should take account of whether the opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure; safe and suitable access to the site can be achieved for all people; and improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe (Paragraph 32). Decisions should ensure developments that generate significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised (Paragraph 34).

10.12 The NPPF further states (Paragraph 35) that developments should be located and designed where practical to:

- accommodate the efficient delivery of goods and supplies;
- give priority to pedestrian and cycle movements, and have access to high quality public transport facilities;
- create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians, avoiding street clutter and where appropriate establishing home zones;
- incorporate facilities for charging plug-in and other ultra-low emission vehicles; and
- consider the needs of people with disabilities by all modes of transport

Applicant's Submission

10.13 The application is supported by a Transport Assessment (TA) which considers the transport and highways implications of the proposed development. Extensive traffic modelling has been undertaken to assess the predicted impact of the proposed development on the local highway network at the following junctions (agreed with the Council): -

- Flixton Road/Isherwood Road/A6144 Manchester Road;
- Carrington Lane/Banky Lane/A6144 Manchester Road;
- Common Lane/A6144 Manchester Road;
- Trafford Energy Park Access/A6144 Manchester Road; and
- Air Products Access/A6144 Manchester Road

Additionally, each of the nine proposed site access junctions along Manchester Road proposed in the Carrington Village application has been assessed.

10.14 Improvements to the following junctions proposed as part of the Carrington Village application have been included as part of the TA to mitigate the potential impact of both proposed developments on Manchester Road and provide an overall improvement in highway capacity: -

- A6144 Manchester Road/Flixton Road/Isherwood Road
- A6144 Carrington Lane/Carrington Spur/Banky Lane

10.15 The impact on the M60 motorway has also been assessed. The extent of this assessment relates to the extent of Highway England's traffic model for this part of the network, namely Junction 8 to Junction 13 of the M60.

10.16 The conclusions of the TA in terms of the impact of traffic generated by the proposed development is as follows: -

- Extensive traffic modelling has been undertaken. Following consultation with the Council and TfGM, it was agreed that the Carrington Village development should be included in the 'do something' scenario only, to assess the cumulative impacts of the Land of Common Lane and Carrington Village developments when compared to the 'do minimum' scenario. Using traffic generated by both developments, modelling has been undertaken at a number of surrounding junctions, in addition to site access junctions proposed as part of the Carrington Village development.
- The assessments demonstrate that highway improvement schemes proposed as part of the Carrington Village development will appropriately mitigate the impacts of traffic generated by the proposed development. Further sensitivity tests have been undertaken at the request of TfGM to consider the effect of suppressed demand on the local highway network. The proposed mitigation measures have been demonstrated to provide some benefit when compared to a 'do minimum' scenario even when considering this additional suppressed demand.
- Where there are existing congestion issues, the proposed works will provide some limited relief to the extent that the junction will operate at a marginally improved level compared to the base scenario.
- In a wider context, it is considered that congestion issues on the SRN may have impacts on the highway network surrounding the proposed development. A strategic study looking at the Manchester North-West Quadrant, was commissioned in December 2014 by the Department for Transport (DfT). Its primary aim is to explore options for improving the transport network between junctions 8 and 18 of the M60, part of the SRN. These improvements, in addition to Smart Motorway highway schemes currently being implemented on the SRN, are likely to have benefits for the highway network serving the Land off Common Lane development.

- Following consultation between HIMOR, Arup and Highways England (and their consultants Mouchel), the requirement for modelling assessments to be undertaken was identified, in order to quantify the cumulative impacts of the Land off Common Lane and Carrington Village site traffic on the M60. This modelling exercise was undertaken by Mouchel using an existing M60 West Vissim model. Results from these assessments demonstrate that increases in travel time as a result of the development are negligible in the AM and PM peak hours in the 'Opening Year' scenario. Results, for the 'Future Year' scenario demonstrate that, where there are increases in travel times, these increases represent a small increase as a percentage i.e. no change in the AM peak period and 2% during the PM peak period. It is therefore concluded that the development would not have any significant adverse effects on the SRN.
- Overall, it is concluded that the impacts of Proposed Development traffic can be accommodated and that the Proposed Development is therefore acceptable in transport terms.
- The proposed development will increase the size of employment areas in the Carrington area, which may increase the demand for bus services and create an additional market for bus operators leading to additional services.

Assessment

Methodology:

10.17 The methodology underpinning the Transport Assessment and the extent of the network for assessment for both the highway capacity and highway safety analysis is considered to be acceptable to, and has been agreed with, the LHA, TfGM (Transport for Greater Manchester) and HE (Highways England). The network included the following junctions:

- Common Lane / A6144 Manchester Road, (a priority junction serving the site access)
- Air Products Access / A6144 Manchester Road (priority)
- Trafford Energy Park / A6144 Manchester Road (priority)
- Flixton Road / Isherwood Road / A6144 Manchester Road (signals)
- Carrington Lane / Banky Lane / A6144 Manchester Road (signals)

10.18 The priority junctions were assessed using JUNCTIONS 8 traffic modelling software whilst the signalled junctions were assessed using LINSIG. Both software packages are the industry standard for assessment of these types of junction and their use is therefore considered appropriate by the LHA.

10.19 The assessment of the priority junctions used a series of existing traffic surveys to establish baseline conditions for a 2016 base year for analysis. The traffic surveys also revealed the AM Peak for commuter traffic to occur between 08:00 - 09:00 and the evening PM Peak between 16:45 – 17:45.

- All of the priority junctions studied within the base year testing showed sufficient capacity levels being maintained and that the junctions were operating satisfactorily.
- The modelling of the signal controlled junctions using surveyed traffic count data revealed that there was a suppressed demand being generated and that not all the traffic wishing to pass through the junctions was being represented in the modelling.

10.20 Therefore, to provide a satisfactory assessment of the existing capacity at the signal controlled junctions on A6144 Manchester Road, it was agreed that additional traffic should be added to the recorded flows to make up the shortfall in vehicles which are unable to pass through the junctions due to upstream congestion.

10.21 The resultant traffic demand for use in the assessment was subsequently produced through combining the upstream queuing traffic which was then proportionally added to the turning traffic movements recorded at the junctions.

10.22 The assessment of the two signal controlled junctions showed that the Flixton Road / Isherwood Road / A6144 Manchester Road intersection, and the Carrington Lane / Banky Lane / A6144 Manchester Road junction were operating beyond their theoretical capacity and experiencing queuing and delays, particularly for eastbound traffic movements.

10.23 The baseline assessment therefore confirmed that any significant additional traffic entering the network would likely result in further junction saturation, delays and capacity impacts at the Isherwood Road / A6144 Manchester Road intersection and at the Carrington Lane / Banky Lane / A6144 Manchester Road junction.

Accident Analysis:

10.24 The reported personal injury data for a five year period between 1st December 2010 and 30th November 2015 has been assessed within the submitted Transport Assessment and there are no significant clusters or underlying trends which would point to contributing factors within the study area to indicate any concerns within the existing highway network.

Trip Generation:

10.25 The development traffic associated with the proposed Common Lane Industrial Estate was calculated through interrogation of the TRICS database; this database contains a collection of National traffic surveys of different development types which can be used for calculating person and vehicle trips. To correlate with the peak periods on the local network identified by the traffic surveys, the

AM Peak was taken as 08:00 to 09:00 and the PM Peak as 17:00 to 18:00; TRICS databases do not contain data specifically for 16:45 – 17:45. The category 'B2 INDUSTRIAL ESTATE' was selected in the interrogation to represent the proposed development at Common Lane.

The TRICS database provided the below trip generation in vehicle numbers:

AM Peak	Arrive	Depart	Totals
		166	81
PM Peak	36	165	201

Trip Distribution:

10.26 The 2011 Journey to Work Census data was used to identify the distribution pattern of employee commuter traffic movements on the network associated with the development and the existing turning movements at the Carrington Business Park, (which exits onto A6144 Manchester Road) also used to inform the distribution of HGV traffic movements. The whole development traffic distribution onto the network was then applied using an assumed route choice to/from the various origins to the proposed Common Lane Industrial Estate destination..

10.27 The below table shows the percentage of development traffic applied to the various routes.

	Description of Route	Percentage of traffic
Route 1	To J8 M60	50%
Route 2	To Partington and M6	32%
Route 3	To Sale	11%
Route 4	To Flixton	7%

Committed Developments

10.28 The following developments have been considered in the Transport Assessment as 'committed developments' i.e. the traffic generated from these developments forms the baseline model from which an assessment of the traffic impacts of this development then takes place.

- Trafford Power Station, Manchester Road, Carrington;
- Carrington Power Station, Manchester Road, Carrington ;

- Lock Lane, Partington (residential development);
- Land at Carrington Village (725 dwellings, up to 46,450sqm of B1 / B2 / B8 and up to 929sqm of A1 retail / D1 health);
- Basell Consolidation, Common Lane, Carrington;
- Trafford Waters, Urmston (residential / office / commercial development).

Effectively, by including the Carrington Village development as a committed development, the cumulative impact of both developments on the network could be calculated. For the purposes of the modelling of the strategic road network, both Carrington developments were put into the model to understand the overall effect.

Impact on Strategic Road Network

10.29 A significant proportion, 50%, of the traffic generated by the proposed development is likely to access the M60 at Junction 8. Therefore, and in response to comments made by Highways England on the originally submitted TA, modelling of the M60 has been undertaken to assess the impact of traffic generated by the development on the Strategic Road Network (SRN). The impact generated by the development has further been tested on the SRN using the M60 West VISSIM model. This method of assessment was confirmed as acceptable by Highways England and is therefore accepted by the LHA.

10.30 The VISSIM model encompasses the M60 between Junction 8-13 and includes analysis of the morning and evening peak periods together with the proposals for the Western Gateway Infrastructure Scheme (WGIS). The WGIS scheme is to be implemented in two phases, 'Part WGIS' and 'Full WGIS' with both schemes being assessed for any impacts from the development proposals. The VISSIM model includes four hour segments for both the AM and PM periods i.e. 06:00-10:00 and 15:00-19:00. For the purposes of the assessment in the Transport Assessment the analysis was refined to focus on an individual peak hour within each of these periods (08:00-09:00 and 17:00- 18:00).

10.31 The traffic generation from the development was subsequently assessed against the model outputs provided by Highways England which included the following variables:

- Travel Time Routes (i.e. to assess journey times);
- Forecast Traffic Flows (i.e. to assess the increase in traffic flows);
- Network Performance Parameters (i.e. to assess parameters such as delay, latent demand, total travel time etc); and
- Queue Length Results (i.e. to assess the impact on queue lengths).

10.32 A number of scenarios were also identified by Highways England as being necessary to enable comprehensive testing of the M60 including:-

- an opening year 'Do Minimum 1' with Part WGIS and Committed Development (DM1);
- an opening year 'Do Something 1' with Part WGIS, Committed Development and both Carrington developments (DS1);
- a future year 'Do Minimum 2' with the Full WGIS scheme and Committed Development (DM2);
- a future year 'Do Something 2' with the Full WGIS schemes, Committed Development and both Carrington developments (DS2).

10.33 For the purposes of the SRN modelling Carrington Village was excluded from the committed developments but both that scheme and that subject of this application were put into the model to understand the cumulative impact of both developments.

Highways England consultation response

10.34 The statutory formal recommendation contained within the consultation response from Highways England offers no objection to the proposals and does not seek to recommend any planning conditions.

10.35 However, the consultation response states that modelling carried out by consultants on behalf of Highways England concludes that there would be a significant impact on the operation of the strategic road network as a result of the Carrington development, summarised as follows: -

- A worsening of the congestion on the M60 clockwise, with the travel time between J8 – J13 predicted to increase to 8 minutes (7am – 8am) and 14 minutes (8am – 9am) in the morning peak period. To put this into context, the current average evening peak clockwise travel time through the network is approximately 13 minutes (4pm – 5pm), ranging from a minimum journey time of 9 minutes to a maximum of 18 minutes, demonstrating the unreliability of the network in operation. Between 5pm - 6pm this unreliability is more pronounced; the average journey time is 14 minutes, with a minimum journey time of 6 minutes and a maximum of 24 minutes. The consequence of the phased development is that network operation in the morning (8am – 9am) peak period becomes similar to that in the evening peak period, which is recognised as experiencing severe congestion.
- A worsening of the severe congestion on the M60 clockwise, with the travel time between J8 – J13 predicted to be 23 minutes (4pm – 5pm) and 37 minutes (5pm – 6pm) in the evening peak period. To put this into context, the current average evening peak clockwise travel time through the network is approximately 13 minutes (4pm – 5pm), ranging from a minimum journey time of 9 minutes to a maximum of 18 minutes, demonstrating the unreliability of the network in operation. Between 5pm - 6pm this unreliability is more pronounced; the average journey time is 14 minutes, with a minimum journey

time of 6 minutes and a maximum of 24 minutes. The consequence of the phased development is that network operation in the morning (8am – 9am) peak period becomes similar to that in the evening peak period, which is recognised as experiencing severe congestion.

- The consequence of the level of predicted delay on the motorway will be to adversely affect network resilience and journey time reliability, as is evident in the evening peak modelled scenarios where instability in the model results in a lack of model convergence, which reflects the real world instability in resilience.
- A further consequence of this level of predicted delay will be to displace traffic onto the local highway network; the volume and scale of local highway affected is currently unforeseen, as this would require assessment in a strategic model such as that held by TfGM (HFAS), as this model has a much wider geographic scope in terms of local highway network coverage.
- A worsening of the severe congestion would bring into question the sustainability of the development.

10.36 Based on the above, HE are advised by their consultants that a case could be made that, due to the adverse impact of the severe congestion experienced on the M60 Motorway under the development proposals, there is a need for infrastructure to mitigate the impact on the motorway and refer to Policy SL5 of the Core Strategy and its supporting text which seeks to deliver contributions to schemes to mitigate the impact of traffic generated by development in the Carrington Strategic Location. HE is of the view that a future scheme to mitigate the impact of traffic generated by the development on the Strategic, Primary and Local Road Networks will need to be delivered. They express their disappointment that the need for infrastructure is not being considered or assessed at this stage as part of a masterplanned approach for the Carrington strategic allocation to ensure a holistic and sustainable approach to infrastructure provision.

10.37 HE also refer to their obligation to 'support local and national economic growth and regeneration'. Whilst HE state that they are disappointed that the need for infrastructure is not being considered at this stage, they do not conclude that they should make formal recommendations that would frustrate the determination of this and the Carrington Village application. They take the view that despite there being significant traffic impacts on the strategic road network as a result of the Carrington applications, there wasn't a strong enough case or sufficient evidence to recommend refusal on the grounds that the impact of the development on the strategic road network was severe. As such, they conclude that they offer no objection to the schemes.

Severity of impact

- 10.38 Paragraph 32 of the NPPF states that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.
- 10.39 Highways England do not believe there is a strong enough case or sufficient evidence to recommend refusal of the application on the grounds that the impact of the development on the strategic highway network would be severe. However, it is not considered that Highways England have demonstrated that there would be an impact on the road network arising from these proposals which could be considered significant. The evidence suggests that the impacts would not be 'severe' in NPPF terms rather than there being insufficient evidence to suggest they would not be. It is apparent that there are a number of misconceptions from Highways England in respect of the baseline conditions against which the impact on the network from this development should be tested and compared against.
- 10.40 In their consultation response (although not in the modelling which underpins it) Highways England seek to compare *current* journey times (i.e. conditions on the SRN *now*) with the journey times predicted by the DS1 (opening year) and DS2 (future year) models. This is flawed. The correct comparison is between DM1 (Committed Developments and Part WGIS) and DS1 (adding the Carrington developments to DM1) or between DM2 (Full WGIS and Committed Developments) and DS2 (adding the Carrington developments to DM2). If traffic conditions on the M60 worsen from the current situation when modelling either DM scenario, this should not affect the consideration of the impact of the Carrington developments as it should be the difference between the DM and DS scenarios which is considered when assessing whether an impact is severe. It is apparent, and understandable given their role in the management of the SRN, that Highways England are concerned that traffic conditions on the M60 will continue to worsen even with Part WGIS in place. Their consideration of the acceptability of this application as a statutory consultee under the Planning Acts should however be based on the specific impact on the network arising from the proposals and not future traffic conditions arising which are unrelated to this development.
- 10.41 Highways England also seek to compare existing PM journey times with future AM journey times and do not provide any baseline figures for AM journey times in their consultation response; despite the fact these were assessed and included in the modelling. Again, this is a flawed approach. The comparisons should only be made between journey times within the same particular time period.
- 10.42 HE also raise concerns about the impact of other schemes on the operation of the highway network. Other than Trafford Waters, which was included in the modelling, none of the other schemes of concern to HE are committed developments. They are therefore not part of the consideration of the impact of

the Carrington applications. HE needs to respond to these schemes appropriately as they come forward as planning applications.

Opening Year results (comparing DS1 to DM1)

- 10.43 The opening year results shows that any forecast increase in travel times are marginal, following the build-out of the Carrington Village and Common Lane developments and with Part WGIS and other Committed Developments in place.
- 10.44 During the AM peak period (08:00 – 09:00), the largest increase in travel time, of 11 seconds, is forecast on the M60 South to North (J7 – J14 clockwise). This represents a 1% increase in travel times along this route. The average change in travel times, across all the predetermined travel routes within the model, is an increase of 1 second.
- 10.45 During the PM peak period (17:00 – 18:00), there are only marginal increases in travel times. The average change in travel times, across all the pre-determined travel routes within the model, is a reduction of 7 seconds, representing an average reduction of 2%.
- 10.46 It is acknowledged that outside of the AM peak period, and for shorter sections of the motorway, there may be slightly greater impacts. For example, when travelling between J8 and J13 clockwise, an increase in journey time of 1 minute 13 seconds is expected between 16:00 and 17:00; a 4.4% increase. This is offset however, by reductions in journey times at other times of the day. Between 17:00 and 18:00, also between J8 and J13, a reduction in journey time of 43 seconds is expected.
- 10.47 Nevertheless, when comparing the DS1 and DM1 scenarios, when taken individually and cumulatively any increases in journey times in the opening year scenario are not so significant that they could be considered a 'severe' impact in NPPF terms.
- 10.48 It should also be noted that the Carrington developments, both the subject of this application, and the Carrington Village application elsewhere on the agenda, have been combined when the journey time impacts have been calculated. The individual impact of the Common Lane development (i.e. this application), will be less.

Future Year results (comparing DS2 to DM2)

- 10.49 The future year results also demonstrate a marginal increase in journey times on the M60 arising from the Carrington developments.

- 10.50 In the AM Peak (08:00 – 09:00) the largest increase in travel time, of 18 seconds, is forecast on the M60 Junction 8 to Junction 9 Clockwise. This represents a 16% increase in travel times along this route.
- 10.51 The average change in travel times, across all the pre-determined travel routes within the model, is an increase of 1 second.
- 10.52 During the PM peak (17:00 – 18:00), the largest increase in travel time, of 65 seconds, is forecast on the M60 South to North (J7 – J14 clockwise). This represents a 3% increase in journey times along this route. On the M60 Junction 8 to Junction 9 clockwise route, an increase is forecast of 44 seconds, which represents an increase of 6%.
- 10.53 The average change in travel times, across all the pre-determined travel routes within the model, is an increase of 11 seconds, representing an average increase of 2%.
- 10.54 Nevertheless, when comparing the DS2 and DM2 scenarios, when taken individually and cumulatively any increases in journey times in the future year scenario are not so significant that they could be considered a ‘severe’ impact in NPPF terms.
- 10.55 It should also be noted that the Carrington developments, both the subject of this application, and the Carrington Village application elsewhere on the agenda, have been combined when the journey time impacts have been calculated. The individual impact of the Common Lane development (i.e. this application), will be less.

Infrastructure

- 10.56 Highways England consider that the Council’s Core Strategy policies indicate that mitigation is required for development at Carrington. They consider it disappointing that the need for infrastructure is not being considered or assessed at this stage as part of a masterplanned approach for the Carrington Strategic Location. The Core Strategy does identify a need for infrastructure improvements in order to bring the Carrington Strategic Location forward. Policy SL5 of the Core Strategy specifically refers to development in the Carrington Strategic Location being supported by ‘*substantial improvements to road infrastructure*’ and ‘*new road infrastructure to serve the development area to relieve congestion on the existing A6144*’. The Implementation section of the policy further refers to a ‘*Carrington Link Road to the Development Site*’.
- 10.57 However, the Core Strategy policies relate to the entirety of the Strategic Location and not only to the development subject of this application. The Strategic Location seeks to bring forward 1560 residential units and 75ha of land for employment activities. This application, combined with the Carrington Village

application, would bring forward 27.13ha of employment land, together with 725 residential units at Carrington Village. There remains capacity for 765 residential units and a further 48ha of employment land within the Strategic Location. These applications do not therefore represent the full quantum of development envisaged by the Strategic Location allocation. The infrastructure requirements for the developments, and for this particular planning application, should therefore be considered on their own merits when assessed against the impact of the proposals.

- 10.58 A link road to bypass the A6144 through Carrington is not proposed as part of this application and the applicant's Transport Assessment and the analysis of the severity of the impact above demonstrate that this is not necessary to mitigate the impacts of the amount of development proposed in this application. [N.B. Subsequent applications for development in the Carrington Strategic Location will be assessed cumulatively with the Common Lane development if approved (and any other committed developments) and may at that time demonstrate that there is a requirement for new road infrastructure in the form of a new link road].
- 10.59 Additionally, since the adoption of the Core Strategy in 2012, the Council has adopted its CIL Charging Schedule (2014) and Regulation 123 list (revised 2017). A number of infrastructure requirements are identified on the Regulation 123 list which would mitigate against highways impacts from development; i.e. WGIS, a new link road to and through the development at Carrington and significant public transport improvements in Partington and Carrington. It is not possible to require a separate contribution through a S106 agreement for infrastructure improvements which are intended to be brought forward by CIL as this would 'double dipping' and the CIL 123 list should be considered to be the expression of and effectively have superseded the Core Strategy policies requiring specific infrastructure projects now on the CIL 123 list to be brought forward through S106 or other developer contributions.
- 10.60 The inclusion of these infrastructure improvements on the CIL 123 list should also be taken as the Council's clear recognition that mitigation of the effects on the M60 of the quantum of overall development envisaged by the Core Strategy (not just the Carrington Strategic Location) is required.
- 10.61 The development would also make S106 contributions to individual infrastructure improvements on the primary and local road network (and which are not identified on the CIL 123 list), in order to mitigate against the impact of the development on this part of the road network. This mitigation is described in more detail below.

Network Spreading

- 10.62 Highways England's consultation response also stated that as a consequence of the impact of the development on the strategic road network traffic would be

displaced onto the local road network (network spreading) and that the volume and scale of local highway affected is currently unforeseen. The Local Highway Authority acknowledge HE's concern however they also consider that the proposed highway improvements proposed at the Carrington Spur junction and at Isherwood Road by the developer will assist with accommodating the Common Lane development and help to distribute traffic impact through the local network and reduce network spreading. This will also assist in minimising any impacts on the strategic route network, as by easing congestion on the local network will help to make the latter routes a more attractive option for drivers.

- 10.63 The LHA therefore do not believe that the impact of the development would be 'severe' in NPPF terms on either the strategic, primary or local road networks and they raise no objection to the proposals.

Impact on Local Road Network

- 10.64 The committed developments listed above in Paragraph 10.28 were also included in the modelling of the impact of the development on the local road network. The resultant flows were then combined with the baseline traffic flows and the traffic assessment models re-run. New priority access junctions associated with the committed developments and the existing Carrington Business Park access were also included in the modelling to provide a robust assessment of the future highway impacts on the network that would be generated with the Common Lane development in place, (to a forecast horizon year of 2026). It was also agreed that the flows used for the future year modelling would have no traffic growth applied as it was considered that the committed developments would account for all the traffic growth on the local network during this time.

- 10.65 The analysis as to how the junctions perform with the addition of the Common Lane development are drawn from comparisons to the queue lengths forming at the junction indicated as "Queue" for modelled priority junctions and "Ratio of flow to capacity" (RFC) at the junction. It is generally accepted that a priority junction that is operating at less than 0.85 is operating within capacity. For traffic signal junctions reference is made to the "Mean Maximum Queue" (MMQ) and, the "Degree of Saturation" (DoS) at the junction. This refers to the operational level of capacity at the junction. A DoS level of 95% or above would indicate that the junction is reaching its theoretical capacity. MMQ is measured in pcus (passenger car units) which is a means of enabling different types of vehicle to be assessed in a consistent manner by representing how much 'space' a vehicle takes up on a road e.g. a car is 1, a bus or HGV 2 and a motor cycle is 0.4.

A6144 Manchester Road / Common Lane junction

- 10.66 The table below shows the A6144 Manchester Road / Common Lane Junction operating in 2026 without the development, followed by the table showing the

results with the development traffic added and including the proposed junction improvements.

2026 Future Assessment of the A6144 Manchester Road / Common Lane Junction without Common Lane Development

Approach	Movement	AM Existing		PM Existing	
		RFC	Queue (pcu)	RFC	Queue (pcu)
Common Lane	Left	0.03	0	0.02	0
Common Lane	Right	0.07	0	0.07	0
A6144 NB	Ahead Right	0.07	0	0.07	0

10.67 The results show that the A6144 Manchester Road / Common Lane junction is forecast to operate well within its capacity during both the AM and PM peak periods. During the AM peak, the maximum RFC 0.07 is forecast at the Common Lane right turn and on A6144 Manchester eastbound approach with no queuing forecast.

10.68 During the PM period, the maximum RFC of 0.07 is also forecast at the Common Lane right turn and on A6144 Manchester eastbound approach with no queuing forecast.

10.69 The model results for the proposed A6144 Manchester Road / Common Lane Junction, including junction improvements and the traffic generated by the Common Lane development are set out in the below table for comparison;

2026 Future Assessment of the A6144 Manchester Road / Common Lane Junction with the Common Lane Development and Proposed Junction Improvements

Approach	Movement	AM Proposed		PM Proposed		Development Impact (MMQ)	
		RFC	Queue (pcu)	RFC	Queue (pcu)	AM	PM
Common Lane	Left	0.11	0	0.22	0	0	0
Common Lane	Right	0.47	1	0.68	2	1	2
A6144 NB	Ahead Right	0.49	3	0.07	0	3	0

10.70 The results show that with the proposed modifications to the A6144 Manchester Road / Common Lane junction is also forecast to operate within its capacity with the development during both the AM and PM peak periods. During the AM peak, the maximum RFC 0.49 is forecast on A6144 Manchester eastbound approach with queues of 3pcus forecast. The forecast RFC for right turn from Common Lane is 0.47 and a queue of 1pcu forecast.

10.71 During the PM period, the maximum RFC of 0.68 is forecast at the Common Lane right turn with queues of 2pcus forecast.

Isherwood Road / A6144 Manchester Road / Flixton Road junction

10.72 The results to the modelling carried out at Isherwood Road / A6144 Manchester Road / Flixton Road junction are set out in the following tables. The tables show the junction operating in 2026 without the development, followed by the table showing the results with the development traffic added and including the proposed junction improvements.

2026 Future Assessment of the Isherwood Road / A6144 Manchester Road / Flixton Road Junction without Common Lane Development

Lane Nos.	Lane Description	Movement	AM Existing		PM Existing	
			DoS (%)	MMQ (pcu)	DoS (%)	MMQ (pcu)
1/1 1/2	A6144 WB	Left Ahead	64% 67%	27	57% 57%	20
2/1 2/2	Isherwood Road	Ahead Left Right	37% 37%	2	42% 35%	2
3/1 3/2	Flixton Road SB	Right Left	115% 115%	74	104% 104%	30
4/1 4/2	A6144 EB	Left Right Ahead	115% 115%	147	104% 104%	70
5/1	Flixton Road NB	Ahead	37%	0	33%	0
8/1	A6144	Ahead	5%	2	11%	1
8/2	A6144 EB	Ahead	53%	1	57%	1
10/1 10/2	A6144 WB	Ahead	110% 116%	52	102% 102%	34

10.73 The results show that the junction is forecast to operate in excess of its capacity during both the AM and PM peak periods. During the AM peak, the maximum DoS of 115% is forecast at the A6144 Manchester eastbound approach. Queuing is forecast to be approximately 150pcus.

- 10.74 During the PM period, the maximum DoS of 104% is forecast at the A6144 Manchester eastbound approach. Maximum queuing of approximately 70pcus is also forecast at the A6144 Manchester eastbound approach.
- 10.75 The model results for the Proposed Isherwood Road / A6144 Manchester Road / Flixton Road junction, including junction improvements and the traffic generated by the Common Lane development are set out in the below table for comparison;

2026 Future Assessment of the Isherwood Road / A6144 Manchester Road Junction with the Common Lane Development and Proposed Junction Improvements

Lane Nos.	Lane Description	Movement	AM Proposed		PM Proposed		Development Impact (MMQ)	
			DoS (%)	MMQ (pcu)	DoS (%)	MMQ (pcu)	AM	PM
1/1 +1/2	A6144 WB	Left Ahead	6% 75%	0 31	3% 68%	0 26	5	6
2/1 + 2/2	Isherwood Road	Ahead Left Right	39% 39%	2	47% 47%	2	0	0
3/1 +3/2	Flixton Road SB	Right Left	112% 112%	65	97% 97%	20	-10	-10
4/1 +4/2	A6144 EB	Left Right Ahead	111% 111%	168	100% 100%	57	21	-13
5/1	Flixton Road NB	Ahead	38%	0	36%	0	0	0
8/1	A6144	Ahead	19%	2	27%	1	0	0
8/2	A6144 EB	Ahead	69%	1	73%	1	1	1
10/1 + 10/2	A6144 WB	Ahead	70% 70%	18	59% 59%	14	1	1
10/3	A6144 WB	Ahead	110%	30	98%	20	-3	-1

- 10.76 The maximum DoS is forecast to be 112% and 100% at the Flixton Road and A6144 Manchester Road EB approaches during the AM and PM peak periods respectively. The results demonstrate there are clear benefits the scheme is forecast to deliver when compared to the 2026 assessment, with reductions in queuing and improved capacity at the junction.
- 10.77 The increase in vehicular capacity provided by the scheme is forecast to benefit existing road users. It is therefore considered that the proposed mitigation scheme fully addresses the impact of the Common Lane proposals, including the impact from any suppressed demand on A6144 Manchester Road.

Carrington Lane / A6144 Manchester Road / Banky Lane junction

10.78 The results to the modelling carried out at the Carrington Lane / A6144 Manchester Road / Banky Lane junction are set out in the following tables. The tables show the junction operating in 2026 without the development, followed by the table showing the results with the development traffic added and including the proposed junction improvements.

2026 Future Assessment of the Carrington Lane / Banky Lane / A6144 Manchester Road Junction without the Common Lane Development

Lane Nos.	Lane Description	Movement	AM Existing		PM Existing	
			DoS (%)	MMQ (pcu)	DoS (%)	MMQ (pcu)
1/1 +1/2	A6144 WB	Right Left Ahead	91% 91%	20	112% 112%	129
2/1	Banky Lane	Ahead Right Left	0%	0	0%	0
3/1	Carrington Lane	Left	43%	8	55%	10
3/2	Carrington Lane	Ahead Right	92%	20	106%	28
4/1 + 4/2	A6144 EB	Left Right Ahead	94% 94%	23	111% 111%	67

10.79 The results show that the junction is forecast to operate in excess of its capacity during both the AM and PM peak periods. During the AM peak period, the A6144 Manchester Road eastbound approach has a DoS of 94% and a corresponding queue of 23pcus.

10.80 During the PM period, the maximum DoS of 112% is forecast at the A6144 Manchester westbound approach and a DoS of 111% at the A6144 Manchester Road eastbound approach. Maximum queuing of approximately 130pcus is forecast at the A6144 Manchester Road westbound approach.

2026 Future Assessment of the Carrington Lane / Banky Lane / A6144 Manchester Road Junction with the Common Lane Development and Junction Improvements

Lane Nos.	Lane Description	Movement	AM Proposed		PM Proposed		Development Impact (MMQ)	
			DoS (%)	MMQ (pcu)	DoS (%)	MMQ (pcu)	AM	PM
1/1 +1/2	A6144 WB	Right Left Ahead	100% 93%	29	107% 107%	109	7	-23
2/1	Banky Lane	Ahead Right Left	0%	0	0%	0	0	0
3/1	Carrington Lane	Left	47%	9	56%	11	1	0
3/2	Carrington Lane	Ahead Right	98%	25	106%	28	3	-8
4/1 + 4/2	A6144 EB	Left Right Ahead	99% 99%	36	86% 105%	31	13	-43

10.81 The results indicate that measures to improve vehicle capacity at the Carrington Lane/Banky Lane/A6144 Manchester Road junction are sufficient and are therefore forecast to reduce the impact of the Common Lane development on the junction.

10.82 During the AM peak period, the maximum DoS is forecast to be 100% at the A6144 Manchester Road westbound approach, with a corresponding queue of approximately 30pcus. At the A6144 Manchester Road eastbound approach, a maximum DOS is forecast to be 99% with a corresponding queue of approximately 35pcus.

10.83 During the PM peak, the maximum DoS is forecast to be 107% at the A6144 Manchester Road westbound approach, with a corresponding queue of approximately 110pcus. There are benefits that the improvement scheme is forecast to deliver when compared to the 2026 assessment, with reductions in queuing during the PM peak period. The increase in vehicular capacity provided by the scheme is also forecast to benefit existing road users. It is therefore considered that the proposed mitigation scheme sufficiently addresses the impact of the Common Lane proposals, even considering the effects of any suppressed demand on the network.

10.84 The Local Highway Authority raises no objection to the proposals and is in agreement that the junction modelling for the future year assessments demonstrates that the key junctions on A6144 Manchester Road at Isherwood Road Crossroads and at the Carrington Lane / Banky Lane intersection will operate with no additional traffic impacts with the proposed junction improvements in place.

Mitigation: Proposed Junction Improvements

Common Lane/ A6144 Manchester Road

- 10.85 It is proposed to slightly widen the junction bell mouth with improvements to the kerb radii to help traffic turning in from A6144 Manchester Road (North). The existing splitter island is also removed from Common Lane and a new traffic island with illuminated bollards set at the junction mouth.
- 10.86 The improvements are designed to accommodate the swept paths of HGVs and increase the capacity of the junction and are considered appropriate and acceptable by the LHA.

Isherwood Road / A6144 Manchester Road / Flixton Road

- 10.87 The traffic modelling results for the Isherwood Road / A6144 Manchester Road / Flixton Road junction indicate that it is forecast to operate with increased levels of queuing during each peak period. A junction improvement scheme has been identified to address the level of queuing and congestion at this junction. An overview of the improvements is provided below and will include:-
- Widening on the westbound approach on the A6144. The widening is proposed to extend back from the second stopline at the junction and beyond the first set of traffic lights to increase capacity;
 - Widening on the eastbound approach on the A6144 to increase the length over which two lanes of traffic can form, this will also help to reduce the queue lengths forming at the junction; and
 - The provision of a bus lay-by (on the A6144 westbound) to resolve issues of traffic blocking back through the junction when a Bus is present at the Bus stop.

- 10.88 The LHA is satisfied that the proposed junction improvements will increase capacity at the junction and this is confirmed within the results to the 'proposed junction' modelling showing reductions in the queue lengths and improved capacity of traffic through the junction.

Carrington Lane / A6144 Manchester Road / Banky Lane

- 10.89 Concerning the Carrington Lane / Banky Lane / A6144 Manchester Road junction, the modelling results demonstrate that the junction is also forecast to operate in excess of its capacity during both the AM and PM peak periods.
- 10.90 A junction improvement scheme is therefore required to mitigate the increase in vehicular trips generated by the development. An overview of the modifications proposed is provided below and will include:-

- The two lanes on the existing westbound approach from Carrington Spur are proposed to be extended by re-aligning road markings. Highway widening is not proposed as part of this element of the scheme; and
- The two lanes on the eastbound approach from Carrington Lane would be extended back to increase storage at the junction. This may require widening the existing highway which will be determined during the detailed design of the off-site highway works.

10.91 Both of the above improvements are designed to improve capacity and reduce delays at the junction. The LHA is satisfied that the proposed mitigation at the junction is satisfactory and is in agreement that the traffic modelling of the amended junction demonstrates benefits in the PM peak.

Grampian Condition

10.92 The LHA considers that a Grampian planning condition which requires the agreed highway improvements to be implemented prior to the occupation of any of the development hereby permitted is an appropriate means of securing the proposed highway improvements. The appropriate developer contribution will be brought forward through the S106 agreement in order for the LHA to carry out the works. Separate agreements under S278 of the Highways Act are also required.

Public Transport

10.93 Existing accessibility to public transport in the vicinity of the site is limited to bus services; there are bus stops on Manchester Road close to the junction of Common Lane and Manchester Road providing half hourly services between the following destinations: -

- Trafford Centre-Flixton-Partington-Altrincham (service 247)
- Partington-Urmston-Stretford-Manchester (253 and 255)
- Partington-Ashton upon Mersey-Sale-Sale Moor (260)

There is also a Partington Local Link door-to-door minibus service which provides a service between Carrington and key local employment centres. The nearest railway station to the site is Flixton and the nearest Metrolink stops are beyond acceptable walking distances to serve the development, although there is potential that some workers may use these modes of transport in conjunction with cycling or bus travel.

10.94 Core Strategy Policy SL5.1 states that the Carrington Strategic Location can deliver significant improvements to public transport infrastructure by improving access to Partington, the Regional Centre and Altrincham with links to the Metrolink system. The Development Requirements identified in Policy SL5.4 state that in order for development to be acceptable it will require contributions towards schemes to mitigate the impact of traffic generated by the development on the Strategic, Primary and Local Road Networks; these include public

transport and highway infrastructure schemes. The need for 'Significant improvements to public transport in Carrington and Partington' is also identified on the CIL Regulation 123 List.

- 10.95 Both the LHA and TfGM highlight concern with regards to the availability of public transport to serve the proposed development and the lack of provision within the application for "*substantial improvements to public transport*" despite this being a requirement in the Core Strategy. Although the majority of the development is within 400m of a bus stop and therefore in accordance with the recommendations set out in the Institute of Highways & Transportation guidance with regards to walking distances; the development is considered not to be adequately served by Public Transport due to the current frequency of services operating along A6144 Manchester Road. A half hourly service to either Altrincham; the Trafford Centre; or Manchester is not considered to represent an attractive alternative to commuting by car or to accessing the site by car for employees. The proposed development will increase the size of employment areas in the Carrington area, which may increase the demand for bus services, but this is not guaranteed.
- 10.96 Whilst future employees of the proposed development will therefore have some access to a choice of travel mode, without further incentives or service improvements, the choice of public transport services on offer are unlikely to significantly reduce the amount of car travel generated by this development.
- 10.97 In terms of the requirement of Policy SL5 to deliver significant improvements to public transport infrastructure in this location to support development, it is acknowledged the application does not include any specific proposals to secure this. However, importantly in relation to this issue, and since the adoption of the Core Strategy, the need for significant improvements to public transport is now identified on the CIL Regulation 123 List and this is the mechanism by which such improvements should be provided. Where infrastructure is included in the CIL Regulation 123 List there is no requirement for a financial contribution from individual development proposals to contribute towards this infrastructure. As such, the significant improvements to public transport infrastructure required by Policy SL5 would be delivered by CIL at a future date and it is considered that this is the appropriate means of delivering these improvements.
- 10.98 TfGM also advise that it is important to protect the existing rail corridor (former Broadheath to Irlam rail alignment) to future proof the potential of an extension to the light rail network, as set out in Policy L4.9 of the Trafford Core Strategy. This proposal would not have any impact on that rail corridor, which is outside the site.

Travel Plan

- 10.99 The application includes an Interim Travel Plan which outlines a variety of measures that could be implemented in order to improve accessibility to the

proposed development by non-car modes of transport, encouraging sustainable travel for employees and visitors to the site. The LHA consider the targets and measures set out in the submitted Travel Plan to be appropriate. The appointment by the developer of a Travel Plan Co-ordinator to manage the Travel Plan and the proposed timescales for its implementation and the provision of employee surveys and monitoring information are also considered acceptable to the LHA and will ensure that the development maintains appropriate future sustainability. A condition regarding the Travel Plan is therefore required to be attached to any planning approval. TfGM also advise it is important to influence travel patterns at the beginning of occupation and therefore it is encouraging that the application is accompanied by an Interim Travel Plan. If the Travel Plan is to be successful, it will be dependent on establishing a culture of sustainable travel behaviour at the outset, rather than on changing already established travel practices. The success of the Travel Plan measures will depend on their effective delivery and commitment from the occupiers and therefore robust arrangements for the implementation and running of the Travel Plan need to be included in the Framework Travel Plan. These include:

- a travel plan budget and resources for the implementation and day to day management of travel plan measures;
- appropriate management structures;
- detailed time frames for the delivery;
- a marketing and communication strategy;
- handover arrangements for the travel plan or its components when the developer's responsibility ceases; and
- initial targets before first surveys are conducted

Pedestrian and Cycle Access

10.100 Regarding access to the site by bicycle it is proposed that a shared footway/cycleway is installed alongside the northern carriageway to Common Lane. The LHA notes that this arrangement is not designed to highway adoption standards and as such, the proposed works together with Common Lane will remain unadopted and the maintenance liability will therefore remain as the responsibility of the developer and/or landowner/owner of the subsoil.

10.101 There is an existing cycle route through the southern half of the site linking to Heath Farm Lane, Partington to Isherwood Road which is not shown on the indicative layout. The LHA recommend that this track and access through the site is maintained to assist with permeability and access to the development from the east. The developer should therefore either maintain the cycle track in its current alignment, or open a suitably diverted section of the cycle track at this location for the public to use. A planning condition setting out a requirement for this track to either be retained or replaced with a suitable alternative is included within the recommendation.

10.102 TfGM comment that at any subsequent reserved matters stage; in order to maximise the benefits of the site's location in relation to active travel, it should be ensured that the pedestrian (and cycling) environment is designed to be as safe, convenient and attractive as possible, so as not to discourage people from accessing the site on foot / by bicycle. This should be applied both throughout the site layout, and also between the site and existing active travel networks.

Proposed Site Access and Improvements to Common Lane

10.103 Approval is sought for improvements to Common Lane, as detailed on the plans submitted with the application. As stated above, Common Lane is not of suitable standard to cater for the anticipated traffic flows associated with the proposed development, therefore upgrading of the road will be necessary. Part of the road will need to be widened and re-surfaced to accommodate the type and volume of traffic anticipated. The submission states that as part of the phased consolidation of Basell being undertaken in conjunction with the Carrington Village application, improvement works to the junction will be undertaken as permitted development. These works include increase to the radii at the junction to ease the movement of large goods vehicles; removal of trees at the site access to improve visibility for right-turning vehicles exiting Common Lane; removal of the central refuge island; and resurfacing and modifications to Common Lane. The submission states these works will be in place and constructed prior to the construction and occupation of the proposed development and can be secured by an appropriate condition.

10.104 A footpath exists on the south west side of Common Lane for part of its length from Manchester Road and this is to be retained. The proposals include a footpath on the north east side of Common Lane from Manchester Road up to the site which will improve pedestrian links between Manchester Road and the proposed development for those who would travel by bus or walk from Partington or Carrington. Implications for Common Lane as a Public Right of Way are considered in the section below.

Car Parking, Cycle and Motorcycle Parking

10.105 The TA confirms that the proposed parking provision for the development will be in-line with the relevant parking standards, although the exact number of spaces cannot be confirmed at this stage as this is dependent on the mix of B1, B2 and B8 uses. This is considered appropriate and therefore accepted by the LHA

Conclusion

10.106 The impact of the development on the strategic, primary and local road network has been carefully considered. The scope and methodology of the applicant's Transport Assessment has been agreed by the LHA, Highways

England and TfGM. It includes all relevant committed developments and has included sensitivity testing to take into account suppressed demand on the network as a result of existing capacity issues. The Transport Assessment demonstrates that there would not be a significant impact on the Strategic Road Network and, with the various junction improvements proposed, would bring benefits to capacity on the local road network. The impact of the development would not therefore be 'severe' in NPPF terms.

10.107 The concerns of Highways England are acknowledged, although it is noted that they do not raise any objection to the proposals and do not suggest that any conditions should be imposed, nor do they consider there is sufficient evidence to demonstrate that the impact of the development would be 'severe' in NPPF terms. It is considered that their assessment of the impact of the development has not been taken from the correct baseline and is not comparing like with like. When correctly comparing the DS scenarios with the DM scenarios, although there are some minor increases in journey times on the M60, the modelling does not demonstrate any significant or severe impact on the strategic road network. There is no requirement for infrastructure mitigation on the strategic road network arising out of these proposals, and in any event various measures, including the A1 link road, are identified in the Council's CIL 123 list.

10.108 The comments of TfGM in respect of public transport improvements are also noted. However, public transport improvements in the Carrington and Partington areas are included on the Council's CIL 123 list. This is the appropriate mechanism by which they should be delivered. Improved cycle and pedestrian access to, through and beyond the site can be delivered through the relevant reserved matters applications and planning conditions.

10.109 The Local Highways Authority raise no objection to the development. The highways and infrastructure implications of this development are in accordance with the relevant policy in the Core Strategy, particularly SL5. A number of strategic infrastructure projects to mitigate against highways impacts from the Carrington Strategic Location, listed in Core Strategy Policy SL5 as to be brought forward through S106 or other developer contributions, are now identified on the Revised CIL Regulation 123 list. Therefore the Revised CIL Regulation 123 list should be considered as the Council's most up to date expression of the proposed method of funding these infrastructure projects and it has therefore effectively superseded the Core Strategy policies requiring specific infrastructure projects to be brought forward through S106 or other developer contributions. Where they are not on the Regulation 123 list, the applicant is proposing an appropriate scheme of mitigation works to various junctions associated with the Carrington Village development to be secured by a Grampian condition. The proposals are also in accordance with Paragraph 32 of the NPPF as improvements can be undertaken within the transport network that cost effectively limit the significant impacts of development and as a result the residual cumulative impacts of development are not severe.

11.0 AIR QUALITY

- 11.1 The proposed development has the potential to impact on local air quality, both during the construction phase and the operational phase. The construction phase is likely to result in dust from demolition and construction and vehicle emissions from the traffic generated to and from the site during this phase. The operational phase will result in an increase in traffic in the vicinity of the site and has the potential to alter annual mean levels of carbon dioxide at nearby sensitive receptors and also on the development site, therefore the effect of vehicle emissions on both existing and future residents also needs to be assessed. Parts of Manchester Road, particularly around the Isherwood Road junction, is within an Air Quality Management Area (AQMA) declared by the Council due to levels of nitrogen dioxide (NO₂) pollution.
- 11.2 The application includes an Air Quality Assessment (AQA) which has assessed the impact of the development on air quality, both during the construction phase and its operation. A review of the current legislation and planning policy has been undertaken, along with a baseline assessment describing the current air quality conditions in the vicinity of the proposed development and an assessment of air quality impacts associated with traffic generated by the scheme.
- 11.3 The construction effects have been assessed using the qualitative approach described in the latest IAQM guidance and it was concluded that with appropriate mitigation measures there is likely to be a low risk for significant effects to dust soiling and human health from the dust-generating activities on site. Air quality modelling has been carried out using the ADMS-Roads dispersion modelling software for the traffic emissions in the vicinity of the proposed development. NO₂ and PM₁₀ concentrations were predicted at existing receptors as well as future receptors across the area. This showed that all impacts on air quality pollutant concentrations as a result of the scheme will be negligible to slight adverse at existing sensitive receptors. Concentrations are predicted to meet the air quality objectives at all existing receptors and at the proposed site location and therefore future site users will not be exposed to poor air quality. Following IAQM/EPUK guidance the impact of the proposed development is judged to be not significant. Additionally, the results indicate that there are no breaches of the local planning guidance for air quality. The AQA concludes that the operation of the proposed development on air quality is considered of minor significance in the planning process.
- 11.4 The Council's Pollution and Licensing Section has assessed the AQA and note this shows that all impacts on air quality pollutant concentrations as a result of the scheme to be negligible to slight adverse at existing sensitive receptors. Concentrations are predicted to meet the air quality objectives at all existing receptors and at the proposed site location. This means that future site users will not be exposed to poor air quality. The concentrations of NO₂ and PM₁₀ are

predicted to be well below the air quality objectives, even with worst case assumptions for future emissions. A condition requiring a Construction Management Plan to be submitted for approval prior to any demolition/construction works on site is recommended, which should include details of all mitigation measures and monitoring to be undertaken, to ensure that dust from the site does not cause a nuisance.

12.0 GROUND CONDITIONS AND CONTAMINATION

- 12.1 The majority of the site is in agricultural use and has not been previously developed, however the site has had contaminated historical use including disposal of sewage waste, tramways (running east to west in the south of the site) and access tracks (still present). Historically Carrington Moss, including the site, was used for the disposal of sewage waste ('nightsoil') which provides a thin surface cover over a layer of peat. There is also potential for significant off-site sources of contamination to have affected the groundwater on the application site, including the adjacent former Petrochemical Site and the former Partington gasworks with associated former lagoon/reservoir. The Environment Agency advise that the site is in a sensitive location with respect to controlled waters.
- 12.2 A Geo-environmental and Geo-technical Report has been submitted which includes an assessment of risks to human health and controlled waters from potentially contaminated soil or water. Further ground investigation is recommended to obtain additional soil and groundwater samples to meet UK best practice guidelines for investigation of brownfield sites, to supplement the existing data to strengthen the risk assessments, and to inform detailed design. Following this a remediation strategy and detailed design of earthworks, foundations, gas protection measures etc. will be made available at the reserved matters stage. The remediation strategy will need to consider mitigation of risks resulting from construction. The report concludes that subject to additional investigation works, remediation strategy and detailed design of earthworks which will inform any necessary mitigation, the site is suitable for the proposed use.
- 12.3 The Council's Pollution and Licensing Section has reviewed the submitted report. and raise no objections subject to conditions requiring an investigation and risk assessment (in addition to the assessment provided with the application) to be submitted and approved prior to commencement of development and a verification report to be submitted and approved prior to occupation of any part of the development.
- 12.4 The Environment Agency considers that planning permission should only be granted subject to conditions requiring approval of a scheme to dispose of surface water; a remediation strategy to deal with the risks associated with contamination of the site; verification report; and a remediation strategy to deal with any contamination not previously identified.

13.0 FLOOD RISK AND DRAINAGE STRATEGY

13.1 The site lies within Flood Zone 1 on the Environment Agency Flood Map which is categorised as an area with a low probability of flooding (areas where there is less than a 0.1 per cent (1 in 1000) chance of flooding occurring each year). The site is not within the Critical Drainage Area identified in the Manchester, Salford and Trafford Level 2 Hybrid Strategic Flood Risk Assessment. The SFRA notes there is a significant residual risk of flooding from the Manchester Ship Canal at Carrington and Partington Canalside. The SFRA also identifies the site area as having a potential risk of groundwater flooding. Parts of the site are identified as having low susceptibility to surface water flooding and small areas of the site are identified as having an intermediate or high susceptibility to surface water flooding. The application includes a Flood Risk Assessment and Drainage Strategy which conclude the proposals can be brought forward without detriment to adjacent site areas in terms of worsening of flood risk or increasing surface water runoff and that the proposed drainage design incorporates the use of SuDS where practical and surface water will be managed based on the hierarchy set out in the NPPG.

Flood Risk and Surface Water

- 13.2 The site is within Flood Zone 1 and therefore is not within a high flood risk area and the proposed development and types of land use are acceptable in principle. In addition, as one of the Strategic Locations identified in the Core Strategy, the location has been subject, firstly to a sequential test and, secondly, where necessary, to an exceptions test, as required by national guidance on Flood Risk. This information has been used to assist in determining the suitability of different forms of development, and the range of measures which are required to ensure that new development is protected from flooding and it does not increase flood risk elsewhere. Whilst the Carrington Strategic Location includes land within Flood Zones 2 and 3, the application site is entirely within Flood Zone 1.
- 13.3 The Drainage Strategy confirms that the proposed surface water discharge rate will be restricted to Greenfield Runoff Rates for the main part of the site in accordance with the requirements of the Manchester City, Salford City and Trafford Council's Level 2 Hybrid SFRA. For Common Lane which is a brownfield site, the proposed runoff will achieve a 30% reduction compared to existing flows.
- 13.4 It is proposed that drainage catchments will, where possible, follow the existing site catchments and their outfall routes to a watercourse (Sinderland Brook south of the site). The main site will be drained by a series of swales that will lead to a large attenuation pond at the southern end of the site.
- 13.5 The LLFA comment that the site should be treated as though it was located within a Critical Drainage Area and as such the peak discharge rate of storm

water from the development shall be constrained in accordance with the limits indicated in the Guidance Document to the Manchester City, Salford City and Trafford Councils Level 2 Hybrid Strategic Flood Risk Assessment. The LLFA recommend conditions requiring full details of the proposals to meet the requirements of the Guidance and details of the implementation, maintenance and management of the sustainable drainage scheme.

- 13.6 The Environment Agency has raised no objection in principle to the proposed development and recommend a condition. United Utilities (UU) has advised they are currently in positive discussions with the applicant regarding the approach to drainage at the wider Carrington site with a view to identifying the best approach to foul and surface water drainage. They also recommend a condition requiring a surface water drainage scheme, based wholly on sustainable drainage principles, and a further condition requiring a drainage management and maintenance plan for the lifetime of the development.
- 13.7 The Drainage Strategy states that a private management company shall be employed to maintain the surface water drainage system of swales and SuDS in un-adopted areas and that the Council shall be responsible for the maintenance of highway drainage and roadside swales that serve the highway only. The LHA has advised that they will accept adopted highway drainage only and that private drainage cannot be discharged into highway drainage. This matter need not impact on the determination of the planning application but would need to be addressed with the LLFA post decision.

Foul Drainage

- 13.8 Foul water generated from the site is proposed to be treated by an on-site package treatment plant (indicated as being located at the southern end of the site) and ultimately discharging to Sinderland Brook.
- 13.9 UU advise they are currently in discussions with the applicant and a final decision on the approach to foul water drainage has not yet been determined. UU advise that the inclusion of 5no. on-site pumping stations shown on the Illustrative Masterplan would not be a sustainable approach to development and therefore strongly recommends that a revised approach is prepared or secured through planning conditions which minimise the number of pumping stations. UU recommend a condition requiring details of foul water drainage arrangements to be submitted and approved prior to commencement of development, in addition to the above conditions.

14.0 ECOLOGY AND NATURE CONSERVATION

Impacts on Designated Sites of Ecological and Nature Conservation Value

- 14.1 No part of the application site is within an area designated for its ecological or nature conservation value (including Special Area of Conservation, Site of

Special Scientific Interest, Site of Nature Conservation Interest or Site of Biological Importance), nor is any part of the site directly adjacent to any such sites. The site is situated in the north west corner of Carrington Moss which is a large area of peat bog used for farming and contains several nature reserves (none of which relate to the application site). Land adjacent to the southern edge of the site is within a Wildlife Corridor as designated on the RUDP Proposals Map.

- 14.2 The closest statutory designated site is Brookheys Covert SSSI approximately 1km south east of the site. The closest international statutory designated sites are the Manchester Mosses SAC (which also includes Holcroft Moss SSSI) approximately 3.8km from the Common Lane junction with Manchester Road and 4.5km from the main part of the site and Rixton Clay Pits SSSI and SAC approximately 4.5km south west of the site. The distance between the application site and statutory designated sites and a lack of interconnection between them means that an Appropriate Assessment under the Conservation of Habitats and Species Regulations 2010 (as amended) is not required.
- 14.3 The Preliminary Ecological Appraisal states based on the results of the desk and field studies it is considered that the habitats on site are unlikely to support any of the qualifying features for which the above areas are designated. In addition there are no known pollution pathways between the proposed development and this site. Consequently the proposed development will not have a direct or indirect impact on any of the statutory designations in the local area. Natural England has been consulted on the proposals and advise that the application is not likely to result in significant impacts on statutory designated nature conservation sites.
- 14.4 There are a number of SBIs in the vicinity of the site, the nearest of which are Broadoak Wood SBI (Grade C) approximately 370m south west of the site and Reedbed by Ship Canal Sidings SBI (Grade C) on the opposite side of Manchester Road which is approximately 530m west of the main part of the site and 300m from Common Lane at its closest. There are a further five SBIs within 1km of the site. The Preliminary Ecological Appraisal states that taking into account the distance of these sites from the proposed development site, it is considered there would not be any pollution or impact pathways between them.

Impacts on Habitats within the Site

- 14.5 A Phase 1 Habitat Survey was carried out in February 2016 which identifies all habitats on the site. This includes areas of woodland and scrub around the margins that provide valuable habitat to breeding birds. The proposals include retention of the majority of this existing boundary vegetation and this is indicated in the Green Infrastructure Strategy. The development will result in the loss of species-poor hedgerows which extend across the centre of the site; this loss of habitat will be mitigated for through the planting of a replacement hedgerow

located further south. Mitigation proposals in respect of breeding birds and barn owls are summarised below. The arable land that forms the main area of the site is not identified as being of significant ecological importance.

Protected Species

- 14.6 A desk survey and site surveys have been undertaken to determine the presence of any sensitive or protected species/habitats present on site or within the local area and are summarised within the Preliminary Ecological Appraisal. This concludes that subject to further survey work where necessary and mitigation, it is not anticipated that there will be any significant ecological constraints to the proposed development. A further Bat Survey Report was submitted during the application following additional bat surveys being carried out in the appropriate season.

Bats

- 14.7 All species of bat and their roosts are protected under UK and European legislation and are a material consideration when determining planning applications. An external bat roost suitability assessment was undertaken in February 2016 and dusk emergence and dawn return surveys were undertaken between May and August 2016. The Bat Survey Report identifies that the three buildings on site have moderate to high suitability for roosting bats and the nocturnal surveys confirm that bats are roosting in two of the buildings. A tree on site was also assessed to have moderate bat roost potential although the survey did not record any bats roosting in this tree.
- 14.8 A licence from Natural England will be required prior to demolition of the two buildings identified as bat roosting sites. Proposed mitigation includes demolition of the buildings being timed to avoid the bat hibernation period. To mitigate for the loss of the roosting site within the buildings a mix of bat boxes will be erected within the trees along the southern boundary of the site along a disused rail line. This will provide common bat species with a suitable roosting site, throughout their annual lifecycle. The development will also retain habitat linkages along the boundaries of the site, albeit that these features will be impacted by increased light levels at night. The hedgerow which currently extends through the centre of the site will be reinstated further south, adjacent to an area identified as a potential site for a detention basin. The use of swales and above ground detention basins would enhance the value of the site for foraging bats. Lighting on site will be positioned so that it is focused onto the ground rather than on to the surrounding vegetation.
- 14.9 Since bats have been found on the site then under the terms of the Habitats Directive and the Conservation of Habitats and Species Regulations 2010 (as amended), which enacts the Directive into the UK, a licence may be required from Natural England to derogate the terms of this legislation before any work

can commence that may disturb bats. Before a licence can be granted three tests must be satisfied. These are:

- i) That the development is “in the interest of public health and public safety, or for other imperative reasons of overriding public interest, including those of a social or economic nature and beneficial consequence of primary importance for the environment”;
- ii) That there is “no satisfactory alternative”;
- iii) That the derogation is “not detrimental to the maintenance of the populations of the species concerned at a favourable conservation status in their natural range”.

In considering planning applications that may affect European Protected Species, LPA's are bound by Regulation 9(1) and 9(5) of the Conservation of Habitats and Species Regulations 2010 to have regard to the Habitats Directive when exercising their function. Government Circular 05/06 gives guidance to local authorities on how these issues should be considered. All three tests must be satisfied before planning permission is granted on a site. During the licence application process Natural England will ask the LPA for evidence that the above three tests were properly considered during the determination of the planning application.

14.10 With regards to the first test, it is considered the current shortfall in available employment land and the significant economic benefits of the proposed development, including the creation of approximately 800 jobs, are of overriding public interest. The workforce population will also support the sustainability of services in Partington and Carrington. Collectively these would deliver significant social, economic and environmental benefits.

14.11 With regards to the second test that there is “no satisfactory alternative”, for the reasons set out above it is considered there are no available alternative sites on this scale that could deliver an equivalent volume of employment development and deliver the same, significant economic benefits at this time to Carrington. The fact that Voltage Park is not in possession of a valid permission means that the site can no longer be considered as immediately available to meet the employment land targets identified in the Core Strategy. The alternative, in the absence of there being a site that could deliver the same benefits, would be for the development not to proceed, or for the development to be limited to areas that would not impact on bats. Neither scenario is considered would maximise the potential of this allocated site for employment development and in a holistic manner. The fact that the application site is specifically allocated for development in the Core Strategy is also a significant consideration.

- 14.12 With regards to the third test, GMEU note that the roosts found are small and of a relatively common bat species. Compensation for any possible disturbance to bats will be straightforward.
- 14.13 GMEU recommend a condition requiring a method statement for bat and barn owl mitigation to be submitted and approved prior to commencement of development. In addition a lighting design strategy for biodiversity prior to occupation is recommended.

Breeding Birds and Barn Owls

- 14.14 All nesting birds, their eggs and young are specially protected under the terms of the Wildlife and Countryside Act 1981 (as amended). An inspection of the barn identified to hold nesting or roosting barn owl was undertaken in March 2016. Woodland and scrub around the margins of the site provide valuable habitat to breeding birds. These areas are to be retained and enhanced where possible and protected from direct impacts. The Preliminary Ecological Appraisal advises that vegetation clearance and building demolition should be completed outside the bird nesting season (March to August inclusive). Alternatively, a nesting bird survey can be carried out and vegetation clearance/building demolition can be undertaken within the nesting season if the survey confirms the absence of nesting birds. The Appraisal also recommends that boundary features should be supplemented with additional plantings to mitigate for the loss of bird nesting habitat.
- 14.15 GMEU note that during the bat survey evidence of nesting birds was recorded in/on two of the buildings. Recommendations have been made in the Bat Survey Report for appropriate migration measures and GMEU advise that these should be required by condition. As the works will involve the loss of a swallow nesting site, GMEU also recommend that replacement nesting features be provided in the form of a specialist nest box appropriately located.
- 14.16 One of the barns proposed to be demolished was found to contain a single barn owl pellet. The Preliminary Ecological Appraisal recommends that a barn owl survey must be undertaken one week prior to the commencement of works. If barn owl were found to be nesting in the building, a licence from Natural England will be necessary prior to demolition. It also recommends two barn owl boxes should be erected to compensate for the loss of a resting site. Additionally, an area of rough grassland or wild bird crop should be planted to mitigate for the loss of valuable foraging resource. GMEU advise that the condition referred to above (method statement for bat and barn owl mitigation) should be sufficient to address this issue.

Badgers

14.17 Badgers are specially protected under the terms of the protection of Badgers Act 1992. No badger setts were found on site, however it is considered that habitat on site may provide suitable foraging resource and opportunities to construct setts. As badgers are a highly mobile species, the Preliminary Ecological Appraisal recommends as a precautionary measure that at least two months prior to works on site, the site (and 30m boundary buffer) is re-surveyed to ensure badgers have not occupied these areas. GMEU recommend that an informative be included on any permission, advising the applicant that as badgers are a highly mobile species, further checks should be undertaken as recommended in the Appraisal.

Other Species

14.18 No waterbodies suitable for great crested newts to breed were identified on site or within the vicinity of the site (within 250m). Therefore, no further survey works are recommended. It was also determined that there is a low potential for common reptiles along the field margins of the site and as these are to be retained impacts should be limited. Contractors will be briefed of the low potential for reptiles on site and appropriate measures to be implemented as necessary.

Biodiversity Enhancement

14.19 Although the development would change the nature of the site from greenfield to commercial and industrial use and result in the loss of areas of habitat, the proposed development would provide opportunities to enhance biodiversity. In addition to the retention of the majority of the existing boundary vegetation and a replacement hedgerow referred to above, additional trees and areas of soft landscaping will be planted within the site and boundary features along the eastern and northern boundary of the site and Common Lane will be enhanced where possible. Planting within the site will include new avenue tree planting, new native woodland edge tree planting, seasonal bulb planting, wildflower meadow seeding and planting to the proposed water attenuation area. The Preliminary Ecological Appraisal also states there is the potential to enhance the site by 1) the manipulation of profiles on site to create south facing embankments which can be seeded with species rich grassland and (2) through the development of green infrastructure e.g. swales. Subject to appropriate selection of species and layout these proposals will benefit wildlife and support biodiversity.

Invasive Species

14.20 Himalayan balsam is present on site, but the extent of contamination could not be accurately mapped as the survey was undertaken outside of the plant's growing season. Therefore, it is recommended that a survey is undertaken

between May to August to map the presence of the species. This information will then be used to guide the production of an invasive weeds management plan. GMEU recommend a condition be attached to any permission requiring submission and approval of an invasive non-native species protocol, detailing the containment, control and removal of Himalayan balsam on site.

15.0 LANDSCAPE AND VISUAL IMPACT

- 15.1 There are no statutory designations relating to the significance of the landscape affecting the application site and the site is not designated on the RUDP Policies Map for its landscape value. The site is within the Mersey Valley National Character Area (NCA 60), as defined by Natural England. The site is within an Area of Landscape Protection on the Adopted Policies Map and which is identified as being within the 'Mossland' Landscape Character Type in the Council's Landscape Strategy SPG and under Proposal ENV17 of the Revised Trafford UDP. Land to the east and south of the application site is also within the Area of Landscape Protection and the Mossland Character Area. Further south is the Settled Sandlands Landscape Character Type and to the west is the Urban River Valley Landscape Character Type.
- 15.2 The closest visual receptors include users of Common Lane which is a Definitive Public Right of Way, other Public Rights of Way in the vicinity of the site include a footpath to the east extending north-south (Carrington No. 9) and permissive routes along the access tracks within the site and in the vicinity of the site. Further east is the Trans Pennine Trail. The site is well enclosed on all sides by trees and vegetation, therefore views into and out of the site are restricted.

Landscape Visual Assessment (LVIA)

- 15.3 A Landscape Visual Impact Assessment (LVIA) has been undertaken and considers the impact of the scheme on the landscape and its visual impact from surrounding receptors. The LVIA has been carried out in line with the current Landscape Institute Guidelines for Landscape and Visual Impact Assessment.
- 15.4 The LVIA notes the site comprises an area of arable land on largely flat ground, containing no rare or notable landscape features, adjacent to the existing industrial edge of Carrington. The site is detached from the wider landscape by the considerable screening afforded by the surrounding vegetation. Overall, it is considered that there is nothing associated with the site that makes this landscape more than ordinary and it is therefore valued no higher than of 'Low - Local Importance'.
- 15.5 The development would not result in the loss of any rare or unique features. The loss of arable land and a short section of hedgerow will be limited in scale compared to the wider Landscape Character Type.

- 15.6 The physical impact of 43,874 sq. m of buildings, indicated as potentially up to 32 buildings on the Illustrative Masterplan and some buildings up to 20m high, would be significant and alter the present open appearance of the land. Buildings of this height would be visible from Common Lane and other PROW in the vicinity of the site and from the adjacent tracks and fields, although the trees around the perimeter of the site will soften the visual impact and screen long distance views.
- 15.7 The context within which buildings would be viewed however, includes existing industrial development and vacant developed land to the north and west whilst to the east and south the land is agricultural. To the north of the site there are buildings and structures associated with the Basell site, which includes a number of buildings and tall industrial features (tanks) and to the west the former gas works site includes buildings, gas storage tanks and other structures. To the west and south west the former LNG site is previously developed land that has been cleared and is likely to be re-developed in the future. This adjoining industrial context makes the development not out of keeping with the urban edge location, although it is acknowledged that the built form will encroach beyond existing boundaries into the countryside
- 15.8 The most significant visual effects would be to Common Lane and the on-site access tracks, from where the development will be visually prominent. Whilst this would alter the recreational experience for users of these routes, this would be limited to relatively short sections and mitigated by the trees enclosing the site. Nevertheless it would be seen in the context of surrounding industrial land which, whilst partly cleared of buildings and structures, still retains a number of tall features, for example the existing flare stack at Basell.
- 15.9 The LVIA concludes that overall the perception or distinctiveness of the wider Landscape Character Type would not be compromised. Mitigation has been incorporated into the design in the form of a network of internal green infrastructure features, including soft landscaping throughout the internal layout, soft landscaping to an area of public open space to the south of the built area and the planting up of a water attenuation pond. The visual effects of the development beyond the site would be limited due to the screening afforded by the existing site boundary vegetation, in particular the woodland vegetation associated with the disused railway lines to the south and east.
- 15.10 It is considered that the proposed development would not have such an adverse impact on any identified area of landscape character or sensitive receptor as to warrant a refusal of planning permission. The proposals therefore comply with development plan and national planning policy and relevant guidance.

16.0 IMPACT ON TREES AND HEDGEROWS AND PROPOSED SPECIFIC GREEN INFRASTRUCTURE, INCLUDING LANDSCAPING AND TREE PLANTING

- 16.1 There are trees and hedgerows within and surrounding the site, most of which are to be retained although a hedgerow crossing the site would need to be removed. There are no Tree Preservation Orders on the site. The application includes a Tree Quality Survey & Development Implications report which has surveyed trees on the site and assessed the potential impact of the proposed development.
- 16.2 The proposed development will require some tree removal and hedgerow and scrub clearance to accommodate development. The Tree Loss Plan within the submitted report indicates that the proposed tree removals are confined to the edges of the access road and the central area of the main site. Most of the existing trees on the periphery of the site would be retained and complemented by new tree planting, the proposed siting of which is shown on the Tree Loss Plan. Given that the layout is reserved for subsequent approval, and the Illustrative Masterplan is indicative at this stage, future applications for reserved matters should include the following documents/information so that the exact impact of the development on existing trees within or adjacent to the site can be assessed: -
- Arboricultural Implications Assessment
 - Arboricultural Method Statement
 - Tree Protection Plan
- 16.3 Details of landscaping will be considered at reserved matters stage, however a Green Infrastructure Strategy has been submitted which outlines retention of the majority of existing boundary vegetation/woodland around the site and a strategy for how soft landscaping can be provided throughout the site and complement the built form. The soft landscaping proposals are set out through a hierarchy of landscape elements, comprising new avenue tree planting alongside internal roads, new native woodland edge tree planting, seasonal bulb planting, wildflower meadow seeding, SUDS planting where swales are proposed and wetland planting within the proposed water attenuation area. Indicative species are detailed on the Green Infrastructure Strategy plan. As landscaping is a matter reserved for subsequent approval full details will need to be submitted at reserved matters stage, however this demonstrates that an acceptable scheme can be brought forward which maintains the important features on the site and which will soften the built-form and provide an attractive setting for the development.

17.0 PUBLIC RIGHTS OF WAY

- 17.1 Common Lane is a Definitive Right of Way (footpath no 24) which has the status of restricted byway, extending from Manchester Road for a length of approximately 700m up to a point just before the buildings at Asphodal Farm. It

continues into the field the subject of the application and connects to a path that runs along the northern edge of the site and a track along the western edge. These extend around the perimeter of the site and there is also a track that crosses the site. These link to a network of routes on Carrington Moss, known as 'Rides', some of which are PROW. There are no PROW through the site after Common Lane; the path and tracks extending through the site are currently permissive routes. Common Lane is used by walkers, cyclists and horse-riders to access Carrington Moss and it is clear from the representations that the permissive routes through the site are also used by the general public.

- 17.2 Policy R3.1 states that the Council working with local communities, developers and partners, will develop an integrated network of high quality and multi-functional green infrastructure that will create appropriate access for a wide range of users to enjoy the countryside, including improved linkages to formal and informal recreation opportunities and at Policy R3.2 states at a strategic level this network will include public rights of way including cycle-ways, footpaths and bridleways and other recreational routes. The NPPF states that planning policies should protect and enhance public rights of way and access. It states local authorities should seek opportunities to provide better facilities for users, for example by adding links to existing rights of way networks including National Trails (Paragraph 75).
- 17.3 The proposals do not seek to alter Common Lane as a Definitive Right of Way, which will be retained for its existing length and a combined cycle/footpath is to be provided on both sides of the road from Manchester Road up to the site. The LHA advise it would be usual, when considering potential revisions to an existing right of way that are necessary to accommodate development, to avoid incorporating definitive paths into estate roads wherever possible. However, given the nature, construction and use of Common Lane for over 40 years it would be considered unreasonable for the LHA not to accept the use of Common Lane as an estate road in this instance.
- 17.4 It is acknowledged that currently only limited vehicular traffic uses Common Lane and the proposals would result in a significant increase in the number of vehicles travelling the full length of Common Lane, including HGVs. Therefore whilst the PROW will be retained, the character of the route is likely to change to that of a more formal access road with a significant increase in the volume of traffic. Any loss of amenity to PROW users must be balanced against the benefits of development. Importantly the proposals do not seek to alter the status of the road as a PROW and the provision of a shared footway/cycleway to the north eastern side of Common Lane will improve pedestrian and cycle access. This would keep pedestrians and cyclists separate from vehicular traffic and reduce potential conflict between users. Horse-riders however, would need to share the road with vehicular traffic. The LHA comment that the footpath/cycleway arrangement is not designed to highway adoption standards and as such this will remain unadopted, nevertheless this would still provide a separate and safe route for

pedestrians and cyclists. A scheme of signage can be secured by condition to alert drivers of the potential to encounter horse riders, cyclists and pedestrians.

- 17.5 With regards to the paths and tracks that extend around the existing fields and can be reached from Common Lane (but which are not recorded as definitive PROW), the Illustrative Masterplan indicates 'proposed public green space' where these routes are located. The applicant has also confirmed that, that once the site is developed, it will not be gated off and there will be access into the site and from there onto the Moss. The Illustrative Masterplan indicates that the track which crosses the southern half of the site (the cycle track referred to above) would not be retained. As stated above, it is recommended that this track and access through the site is maintained in its current alignment or suitably diverted if necessary and a condition to this effect is recommended.
- 17.6 A minor, but important legal issue is that it appears that when Common Lane was surfaced, before 1977, the entrance off Manchester Road was realigned. However, Carrington 24 (the footpath) was not diverted at this time. An overlay of the original and current line of Common Lane confirms this. The developer will therefore be required to maintain access to footpath no.24 or apply for a legal order to close the short section of footpath affected by the development proposals. This is a separate matter and not material to the consideration of the planning application.

18.0 IMPACT ON HERITAGE ASSETS

- 18.1 There are no designated heritage assets within or adjacent to the application site. The nearest designated heritage asset is the Grade II* listed Church of St George which is some 860m to the north west of the main part of the site and 445m from the junction of Common Lane with Manchester Road. The distance that would be retained between any buildings on the site and the Church is considered sufficient distance so as to ensure no adverse impact on the setting of this listed building. There are no other listed buildings and no conservation areas in the vicinity of the site.
- 18.2 The proposed development will require demolition of all existing buildings on the site and construction within the field has the potential to disturb buried remains if present. The buildings are not listed, nor identified on a local list of non-designated heritage assets. The NPPF states that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. It states in weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset (Paragraph 135).
- 18.3 The farmhouse dates from between 1875 and 1910 and is of red brick construction with pitched slate roof and brick chimney stacks. To the rear of the

farmhouse is a series of outbuildings which include two brick buildings; a single storey red brick building with pitched slate roof and brick chimney and a building in a state of disrepair which has no roof and parts of the walls have collapsed. There is also a timber clad barn with pitched slate roof within the curtilage of the farmhouse. Outbuildings in the same position as those currently on site are also evident on the 1910 OS map and are therefore assumed to be contemporary with the farmhouse although the timber clad barn may be later in date. It is understood the farm was built at the time of the transition of Carrington Moss from unenclosed peat bog to productive agricultural land in the late nineteenth century.

- 18.4 The application includes a Heritage Statement and Historic Building Assessment which describes the property as a surviving example of a later 19th Century and early 20th Century farm complex that is of local heritage significance. It states the farmhouse retains a measure of evidential and historical value although is one of a large number of surviving examples in the wider Trafford Borough and is not regionally rare. The Heritage Statement notes that the farmhouse retains a measure of evidential and historical value, principally in that the surviving fabric is representative of the local vernacular architectural tradition and also in its continued association with the agricultural exploitation of the fields adjacent to the site. The farmhouse and to a lesser extent the brick building immediately behind are considered to have local historic interest and therefore constitute non-designated heritage assets. The Heritage Statement goes on to state however, that Asphodal Farm is one of a large number of surviving examples in the wider Trafford Borough and is not in any sense regionally rare. GMAAS advise that the buildings have local historic interest and should be recorded through an archaeological building survey prior to demolition.
- 18.5 In terms of the requirement of NPPF Paragraph 135 to carry out a balanced judgement having regard to the scale of any harm or loss and the significance of the heritage asset, the proposed demolition of all existing buildings, resulting in their permanent loss amounts to substantial harm to their significance. It is considered however, that the significance of the buildings is limited and is outweighed by the significant benefits of the development. As such the scheme is considered to be in accordance with Policies SL5 and R1 of the Core Strategy and the relevant sections of the NPPF.
- 18.6 The fields forming the substantive part of the site are currently used for agriculture. Prior to this Carrington Moss, including the site, was used for the disposal of Manchester's sewage waste ('nightsoil'). Although the site has undergone disturbance from agricultural activities, there remains some potential for archaeological evidence and paleoenvironmental remains sealed within and below the surviving peat layers. At this stage no specific harm is identified to potential remains given the presence of such remains is unknown, however in the event of being present the proposed development may result in their loss or disturbance as a result of groundworks and construction. In order to mitigate this

impact a number of measures have been agreed with the Greater Manchester County Archaeologist regarding further mitigation or investigation.

- 18.7 GMAAS concur with the recommendations set out in the Heritage Statement. It is accepted that the archaeological interest is not of national significance and therefore can be removed by development as long as it is recorded properly. GMAAS comment the archaeological potential is not defined at this stage and can only be understood through a programme of archaeological evaluation. This should take the form of geophysical survey followed by trial trenching which should be targeted on geophysical anomalies but also provide a good coverage of the available area. Dependent on the results of the evaluation, further more detailed archaeological investigation and recording may be required. A programme of palaeo-environmental assessment will be undertaken, which might lead to more detailed analysis and radio-carbon dating. In order to secure archaeological interests, GMAAS recommend that a scheme of works should be secured by condition, requiring the implementation of a programme of archaeological works and which shall be undertaken in accordance with a Written Scheme of Investigation (WSI) submitted to and approved by the LPA. GMAAS will monitor the implementation of the archaeological works on behalf of the Council.
- 18.8 The development therefore has the potential to harm non-designated buried heritage assets. However, it is considered by GMAAS through their suggestion of a WSI condition that the recording of these assets, if discovered, would provide sufficient mitigation against any harm. The heritage assets are currently unknown and their recording and public dissemination of the results would aid their understanding. No overall harm would therefore result.

19.0 IMPACT ON RESIDENTIAL AMENITY

- 19.1 There are no existing residential properties in close proximity to the site (other than the existing farmhouse proposed to be demolished as part of the development). The nearest residential properties are in Partington to the west and south west of the site, with the closest properties on Broadway approximately 710m to the west. The former Partington Gas Works and Partington Liquefied Natural Gas sites are located between the application site and these dwellings and a dense area of woodland. Given the distance and intervening land it is considered any potential disturbance from future industrial uses such as noise, odour, or risk from hazardous uses would not be detrimental to the amenity of these properties. Further consideration of potential impacts on these properties would be carried out at reserved matters stage when further details of the development are submitted for approval.
- 19.2 The impact of the proposed development in terms of additional traffic and on air quality would potentially impact surrounding populated areas, however considered against the existing baseline these impacts are not considered detrimental to amenity.

19.3 The Council's Pollution and Licensing Section has considered the proposed development in terms of its potential to generate noise and recommend a condition requiring that the rating level (LAeq,T) from all fixed plant and machinery associated with the development, when operating simultaneously, shall not exceed the background noise level (LA90,T) at any time when measured at the nearest noise sensitive premises (location to be agreed with the LPA.) Noise measurements and assessments should be compliant with BS 4142:2014 "*Rating industrial noise affecting mixed residential and industrial areas*".

20.0 PUBLIC SAFETY (MAJOR ACCIDENT HAZARD SITES)

20.1 There are a number of Major Accident Hazards (MAH) within the Carrington Strategic Location and the consultation distance of three sites extend over parts of the application site. These sites are subject to the Control of Major Accident Hazards (COMAH) Regulations and zones are established around each site to safeguard public safety. The site is within a Special Health and Safety Development Control Sub-Area as identified on the RUDP Proposals Map. The COMAH zones for the following sites affect the application site: -

- Basell Polyolefins UK Ltd, Carrington Site, Isherwood Road located to the north. The COMAH zone extends over the majority of the application site.
- National Grid Gas PLC, Partington Holder Station, Common Lane located west of the site. The COMAH zone extends over a small part of the site where the existing Asphodal Farm buildings are located (National Grid no longer operate from this site although the MAH still exists).
- Nova Chemicals Europe Ltd, Carrington Works, Isherwood Road located north east of the site. The COMAH zone extends over the top portion of the site (Nova Chemicals are no longer located on this site although the MAH still exists).

20.2 Parts of the site are also within the consultation distance for the following major hazard pipelines: -

- National Grid Gas 4 Feeder Warburton/Partington extends into the part of the site where the existing buildings at Asphodal Farm are located
- Essar Oil (UK) Ltd Stanlow-Carrington Pipeline extends through the western side of the site
- National Grid Gas Partington/Stockport extends along the southern edge of the site
- National Grid Gas Partington/Turnmoss Road extends through the southern part of the site

20.3 Consultation with the HSE has been undertaken via the HSE's planning advice web app which advises that the HSE 'Do Not Advise Against'. This advice relates

to there being less than 100 occupants in any building and no buildings with 3 or more occupied storeys.

- 20.4 The HSE has been contacted directly with regards to their advice in the event that any building would have more than 100 occupants, however at the time of preparing this report this advice has not been received. Any further comments from the HSE will be provided in the Additional Information Report. Until such time as any further advice is received (or in the event that this advice would be to 'advise against' the development), it will be necessary to attach a condition to any permission limiting the occupancy of any building to no more than 100 people. In the event that the HSE would advise against the development due to more than 100 occupants in any building, they have been asked to advise whether this restriction should apply to the whole site or just the parts of the site that are within the inner COMAH zones (or the inner and middle COMAH zones). In this event a suitable condition could be drafted to limit occupancy of buildings to the more sensitive parts of the site only.
- 20.5 The HSE advise that the site is within the consultation distance of a major hazard pipeline and that the Council should consider contacting the pipeline operators before determination. These are National Grid and Essar Oil (UK) Ltd and both have been consulted on the proposals.
- 20.6 National Grid advise that they have apparatus in the vicinity which may be affected by the proposed development as follows: -
- High or Intermediate pressure (above 2 bar) Gas Pipelines and associated equipment.
 - Low or Medium pressure (below 2 bar) gas pipes and associated equipment. As a result it is highly likely that there are gas services and associated apparatus in the vicinity.
 - Above ground gas sites and equipment.

National Grid provide a number of recommendations that the developer must note before carrying out any works, relating to their responsibilities and obligations. The developer will need to contact National Grid prior to carrying out any works and refer to the guidance provided.

- 20.7 Essar Oil (UK) Ltd comment that the Stanlow to Carrington Multiple pipeline Easement, including Major Accident Hazard Pipelines, runs through the proposed development site and that the Deed of grant does not allow for any development in the Pipeline easement. In the event of planning permission being granted. Essar Oil request that the developer contacts them prior to any excavations/works.

21.0 ENERGY AND CLIMATE CHANGE

- 21.1 The need to mitigate and adapt to climate change is key to the delivery of sustainable development. The effects of the proposed development on climate change must therefore be considered to ensure it minimises its impacts and mitigates its effects. Major development in particular should fully consider opportunities of how to reduce CO2 emissions and be energy efficient. The application site is not within the Low Carbon Growth Area (LCGA) identified for Carrington in Policy L5 and the accompanying SPD. Outside LCGAs Policy L5 seeks to achieve a reduction in CO2 emissions of up to 5% above current Building Regulations.
- 21.2 The application includes an Energy Statement that has considered the estimated electricity consumption and carbon emissions of the proposed development and the options for renewable and low carbon technology. In summary this states that an energy strategy is proposed that incorporates robust energy efficiency measures into the design and construction of proposed development on a phase by phase basis. The analysis shows that there are a range of options that could be applied to achieve carbon reduction objectives as part of the development. These options include building integrated and distributed energy covering solar photovoltaics, solar thermal, air source heat pumps and district heating. The analysis also shows that at this early stage it is premature to determine if any options will be viable options for reducing carbon across the proposed development. Consequently, the development of the energy strategy requires further design development and discussions with the Council at the reserved matters stage. This will include full consideration of the impacts this will have on the overall viability and deliverability of proposed development and market demands.
- 21.3 The information provided to date confirms there are various options to address the requirements of Policy L5 and mitigate and reduce the impact of the development on climate change, but that it is premature to commit to specific measures at this outline stage. This is accepted given the application is in outline with no details at this stage with detailed specifications for buildings and the types of employment uses (within the Use Classes applied for) not known at this stage. It is considered that a condition should be attached to any permission requiring submission of an Energy and Carbon Reduction Strategy at reserved matters stage setting out measures to ensure the development contributes towards and/or mitigates its effects on climate change in accordance with Policies SL5 and L5. It is considered this should include 1) the proposed energy and carbon performance of the buildings in relation to national and local targets and benchmarks, 2) details of energy efficiency features incorporated into the design of the building, 3) details of the proposed renewable energy technologies to be employed, and 4) opportunities to and viability of connecting the buildings to any district heating networks.

22.0 UTILITIES AND SERVICES

- 22.1 There are a number of existing services routes within the site and in the vicinity, predominantly to the western edge of the site. These include gas mains, electricity (pylons and overhead power line), water, foul water, surface water and communications. A Utility Statement is submitted with the application which sets out the key utility diversions required to accommodate the proposed development and identifies existing utility easements that need to remain.
- 22.2 The Utility Statement states that the capacity of existing utility networks in the area to supply the proposed development with water, gas and electricity has been assessed in order to identify any potential reinforcement works required to existing infrastructure. The Statement concludes that these services will connect via new apparatus installed in Common Lane, back to the existing networks within Manchester Road. Exact connection points and the need for off-site reinforcement will be subject to the detailed design stage and hence will be addressed at the reserved matters stage.
- 22.3 National Grid's comments on the application in respect of gas pipelines and other apparatus are summarised in the Public Safety section above.
- 22.4 Electricity North West has not provided any comment on the application. It is understood from discussions that this lack of comment can be taken as they have no objection in principle to the proposed development. There are overhead power lines and 2no. pylons across the western side of the fields; the design rationale has taken into account two possible assessment scenarios with respect to the existing pylons and overhead cables: a) remaining in situ; and b) undergrounded by the statutory undertaker. These are not shown on the Parameters Plans although are shown on the Illustrative Masterplan. It is clear that the power line and pylons can be retained and the development would not necessitate these having to be laid underground.
- 22.5 United Utilities comments on the drainage strategy and necessary infrastructure and connections to the network are summarised in the Flood Risk and Drainage Strategy section above and further comments are set out in the UU response.

23.0 WASTE STRATEGY

- 23.1 No details are provided at this stage regarding the management and disposal of waste resulting from demolition, groundworks and construction or proposals for waste management and collection for the completed development. A Construction Environmental Management Plan is secured by condition and requires details of the management of waste arising from the construction process. For waste and recycling arrangements for the completed development it is considered these matters can be dealt with at reserved matters stage. To

ensure this a condition is included within the recommendation requiring a Waste Management Plan with the reserved matters.

24.0 CRIME AND SECURITY

24.1 The application includes a Crime Impact Statement. The DAS also includes a section on Security and Crime Prevention and states that the layout has been designed to reflect principles established in the Secured by Design 'Commercial Developments 2015' Manual, Police and Crime Preventions Initiatives Limited, 2015. The specific matters that have been considered in the design parameters are summarised as follows: -

- Boundary treatments should provide clear distinction between public and private space;
- Vehicle and pedestrian routes should ensure that they are visually open and addressed by buildings;
- Communal areas should be designed to allow supervision from nearby buildings;
- Exposed boundary treatments should be robust and secure; and
- Vulnerable areas should incorporate planting strips to achieve separation and reduce the possibility of intrusion.

24.2 GM Police (Design for Security) comments have not been received to date, however the Crime Impact Statement has been produced by GMP and states the proposed development is generally supported at this stage. It states there are a number of concerns that should be addressed when developing further, more detailed, plans for the site and these include: perimeter security; pedestrian and vehicular access; lighting to Common Lane; the creation of a defined footpath on Common Lane; and vehicle and bicycle parking.

24.3 As layout and landscaping are to be considered at reserved matters stage, a detailed assessment of the scheme against the above recommendations cannot be carried out at this stage. It is considered that the recommendations made by GMP can be incorporated into the design of the scheme and then assessed at reserved matters stage.

25.0 CIL / DEVELOPER CONTRIBUTIONS

25.1 The Council's Revised CIL Regulation 123 List (adopted December 2016) identifies specific infrastructure projects and broader infrastructure types that are needed to support future development and the delivery of the Core Strategy. This includes the following infrastructure relevant to the Carrington Strategic Location: -

Strategic transport infrastructure including:

***Western Gateway Infrastructure Scheme
New Link Road to and through the development site at Carrington
Significant improvements to public transport in Carrington and Partington***

- 25.2 The above infrastructure will therefore be brought forward through the CIL funding regime. In accordance with Regulation 123 of the CIL Regulations 2010 (as amended), there should be no circumstances where a developer is paying CIL and S106 for the same infrastructure in relation to the same development. The Council can still secure monies through the use of S106 agreements where the development is deemed to be CIL liable, however, planning obligations should not provide infrastructure that is identified on the Council's CIL Regulation 123 List. The infrastructure projects identified above would therefore be expected to be funded by CIL at a future date once CIL payments have been made at reserved matters stage, rather than require contributions from the developer as part of any permission for this planning application.
- 25.3 Trafford's CIL Charging Schedule sets out that offices and industry and warehousing are liable to a CIL charge rate of £0 per square metre.

26.0 CONCLUSION AND PLANNING BALANCE

- 26.1 This proposal is an outline planning application for the demolition of existing buildings at Asphodal Farm and the erection of buildings providing up to 43,874sqm of floorspace for uses in B1(b) Research and Development; B1(c) Light Industry, B2 (General Industrial) and B8 (Storage and Distribution). Access is being applied for at this stage with all other matters reserved for subsequent approval.
- 26.2 S38(6) of the Planning and Compulsory Purchase Act 2004 states that applications for planning permission should be determined in accordance with the development plan unless material considerations indicate otherwise. The proposed development does not comply with Policy R4 of the Core Strategy (Protected Open Land) in that it is premature to develop this area of Protected Open Land prior to previously developed land within the Carrington Strategic Location.
- 26.3 Paragraph 14 of the National Planning Policy Framework states that where a development plan is absent, silent or out of date, planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits (the 'planning balance') or where specific policies in the Framework indicate development should be restricted.
- 26.4 The Core Strategy policies for the control and phasing of employment land in the Carrington Strategic Location are considered to be out of date in that they do not reflect current likely delivery within the plan period. The applicant has adequately demonstrated that the future unquantified need beyond the plan period referred

to in Policy R4.7 is in fact required now and that there is a lack of alternative, readily available sites in the Strategic Location. The land is protected *for* economic development beyond the plan period, rather than *from* development. Paragraph 14 of the NPPF is therefore engaged. There are no policies within the Framework which indicate development should be restricted on this site.

26.5 The scheme would bring forward the following benefits:-

- the application site offers the opportunity to deliver over 14 ha of attractive, readily available new employment land in the short to medium term which would create significant job creation (c. 800 jobs) in a priority area for regeneration;
- this level of employment land, together with the employment land proposed in the Carrington Village application will enable a long standing regeneration proposal to be implemented in line with the phasing set out in the Core Strategy.
- the development would provide accessible jobs for existing communities to support these communities and further their wellbeing.
- the proposed development would make a significant contribution to the overarching policy objectives of the Carrington Strategic Location and to the local and sub-regional economy.
- the development would contribute to the supply of large deliverable logistics sites where there is a significant demand;
- new open space, footpaths and cycleways;
- remediation of contaminated land;
- additional tree planting.

26.6 The development would have a minor impact on the strategic highway network with some increases in journey times on the M60 but these impacts are not considered to be significant or 'severe' in NPPF terms. The impact of the proposals on the primary and local highway network can be adequately mitigated through a number of junction improvements secured by a Grampian condition. Wider infrastructure improvements, including to public transport, will be secured by CIL.

26.7 All other development impacts are considered to be neutral, with the imposition of suitable planning conditions for mitigation where necessary.

26.8 The benefits of the development are therefore substantial and weigh very much in favour of the development. They significantly and demonstrably outweigh the adverse consequences of releasing land prior to a time envisaged by the Core Strategy and the minor impacts experienced on the strategic highway network. Even were Policy R4 not considered to be out of date, it is considered that the benefits of the development are such that they in themselves comprise the material considerations which would warrant a departure from development plan policy, in accordance with S38(6) of the Act.

26.9 The application is therefore recommended for approval.

RECOMMENDATION:

That Members resolve that they are **MINDED TO GRANT** the application **subject to conditions** (substantially in the form below) and the determination of the application hereafter be deferred and delegated to the Head of Planning and Development to enable, if necessary, the finalisation of the scope and wording of planning conditions.

Conditions

1. Application for approval of reserved matters must be made not later than the expiration of three years beginning with the date of this permission and the development must be begun not later than whichever is the later of the following dates: (a) The expiration of three years from the date of this permission; or (b) The expiration of two years from the final approval of the reserved matters, or in the case of approval on different dates, the final approval of the last such matter to be approved.

Reason: To comply with the requirements of Section 92 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. The approval of the Local Planning Authority shall be sought in respect of the following matters before the development first takes place - the appearance; landscaping; layout; and scale.

Reason: The application is granted in outline only under the provisions of Article 5 of the Town and Country Planning (Development Management Procedure) (England) Order 2015 and the details of the matters referred to in the condition have not been submitted for consideration.

3. The reserved matters shall comply with the development parameters outlined on the following drawings: -
 - 04041 - Land Use
 - 04042 - Green Infrastructure
 - 04043 - Building Heights
 - 04044 - Movement and Access

Reason: To clarify the permission and to ensure that the reserved matters for the development are consistent with the details approved at outline stage in the interests of visual amenity, highway safety and the free flow of traffic, having regard to Policies SL5, L4, L7, R1, R2, R3 and R4 of the Trafford Core Strategy and the National Planning Policy Framework.

4. Applications for reserved matters which include layout shall be accompanied by details of a scheme for car parking, servicing, loading and other vehicular access arrangements to serve the development hereby approved. The scheme as submitted shall include the number and layout of car, motorcycle and cycle parking spaces (including accessible spaces) and the location of servicing, loading and other vehicular access areas. The scheme as approved shall be made fully available prior to the development being first brought into use and shall be retained thereafter for its intended purpose.

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.

5. The existing off-road cycle track which bisects the southern half of the application site and links Isherwood Road with Heath Farm Lane shall be retained in its current alignment, or an alternative publically accessible cycle route through the site shall be provided, with details submitted with any reserved matters application which would require its diversion.

Reason: To ensure that the site is accessible by a variety of transport modes and to promote active travel in accordance with Policy L4 of the Trafford Core Strategy and the National Planning Policy Framework.

6. No development approved by this permission shall be first occupied unless and until the 'Arup TA Layout' off-site highway works listed at (i) to (iii) below have been completed in accordance with a detailed design scheme which shall first have been submitted to and approved in writing by the Local Planning Authority:
 - (i) The proposed works at the Common Lane / A6144 Manchester Road junction.
 - (ii) The proposed works at the Isherwood Road / A6144 Manchester Road traffic signal junction including the provision of a bus stop lay-by.
 - (iii) The proposed improvements at the Carrington Lane / A6144 Manchester Road traffic signal junction.

Reason: To ensure the highway impacts of the development are appropriately mitigated in the interests of highway safety and the free flow of traffic in accordance with Policies SL5, L4 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

7. The number of people that may gather in any building hereby approved shall not exceed 100 at any one time.

Reason: To comply with HSE advice in the interest of public safety and having regard to Policies L5, L7, Proposal D5 of the Revised Trafford Unitary Development Plan and the National Planning Policy Framework.

8. The approved Travel Plan accompanying the application shall be implemented and thereafter shall continue to be implemented in accordance with the timescales specified therein; including those parts identified as being implemented pre and post occupation. The approved Travel Plan shall be monitored and reviewed in accordance with the targets within it and the results of that monitoring and review submitted to and approved in writing by the Local Planning Authority.

Reason: To reduce car travel to and from the site in the interests of sustainability and highway safety, having regard to Policies SL5, L4 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

9. No development hereby approved shall be first occupied until the access to the site from Common Lane has been constructed in accordance with the approved plan (ref. 234639-00 CAR-ARP-ZZ-ZZ-DR-CH-00018 P01.1) and made available for use for its intended purpose.

Reason: To ensure satisfactory access to the site by vehicular traffic in the interests of highway safety and the free flow of traffic and in accordance with Policies SL5, L4 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

10. No development hereby approved shall be first occupied until full details of the works to upgrade Common Lane to a standard suitable for use by HGV traffic have been submitted to and approved in writing by the Local Planning Authority, the works have been implemented in full accordance with the approved details and the roadway has been made available for use for its intended purpose.

Reason: To ensure satisfactory access to the site by vehicular traffic in the interests of highway safety and the free flow of traffic and in accordance with Policies SL5, L4 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

11. No development hereby approved shall be first occupied until full details of the works to provide a footpath on the north east side of Common Lane from Manchester Road have been submitted to and approved in writing by the Local Planning Authority, the works have been implemented in full accordance with the approved details and the footpath has been made available for use for its intended purpose.

Reason: To ensure satisfactory access to the site by pedestrian traffic in the interests of highway safety and active travel and in accordance with Policies SL5, L4 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

12. Any application for reserved matters which includes layout and / or appearance shall be accompanied by an Energy and Carbon Reduction Strategy which shall include

measures to reduce carbon dioxide emissions from the development hereby approved.

Reason: To mitigate and reduce the impact of the development on climate change in accordance with Policies SL5 and L5 of the Trafford Core Strategy and the National Planning Policy Framework.

13. Any application for reserved matters seeking approval for 'layout' on a site which has existing trees within it or trees adjacent to it whose branches or root structures lie within the site shall include the following:

(i) An Arboricultural Implications Assessment detailing the health of existing trees on site in accordance with BS:5837 (Trees in relation to design, demolition and construction – recommendations, 2012) or the prevailing guidance at the time.

(ii) An Arboricultural Method Statement providing details of how any existing trees to be retained as part of the development will be protected during each part of the construction/development process.

(iii) Tree Protection Site Plan, identifying:

- Trees for retention;
- Trees for removal;
- The location of protective fencing;
- The location of ground protection;
- Details of any special construction techniques required.

The development shall be implemented in accordance with the approved measures which shall be retained throughout the course of the development.

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

14. Any application for reserved matters shall be accompanied by a Construction Environmental Management Plan. The approved Statement shall be adhered to throughout the demolition and construction period. The Statement shall provide for:

- i. the parking of vehicles of site operatives and visitors
- ii. loading and unloading of plant and materials
- iii. storage of plant and materials used in constructing the development
- iv. the erection and maintenance of security 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 demolition and construction
- vii. a scheme for recycling/disposing of waste resulting from demolition and construction works.

viii. hours of construction activity.

Reason: To ensure that appropriate details are agreed before works start on site and 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.

15. No development shall take place on any phase of the development until the additional investigation and risk assessment for that phase (as detailed within the document HIMOR (Carrington) Ltd Land off Common Lane, Carrington Geo-environmental and Geotechnical Report CAR-ARP-XX-XX-RP-CG-04000 Issue 3 17 June 2016) is complete. The investigation and risk assessment shall investigate the nature and extent of contamination across that phase of the site from the identified additional sources.

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 development takes place. 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,
- groundwater's 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 that phase of the development (which shall include reference to a long term monitoring and maintenance and contingency plan if appropriate). The development shall thereafter be carried out in full accordance with the duly approved remediation strategy.

A verification report (which shall include reference to the long term monitoring and maintenance and contingency plan where appropriate) shall be submitted to and approved in writing by the Local Planning Authority before any of the building(s) hereby approved are first occupied.

Reason: To prevent pollution of land and the water environment and to ensure the safe development of the site in the interests of the amenity of future occupiers having regard to Core Strategy Policies L5, L7, SL5 and the National Planning Policy Framework. It is necessary for this information to be submitted and agreed prior to

commencement given the need to undertake appropriate mitigation prior to the start of the construction works.

16. Any application for reserved matters which includes layout shall be accompanied by a scheme for Sustainable Urban Drainage to serve the development. The scheme shall be produced in general accordance with the Himor (Carrington) Limited Land off Common Lane, Carrington Flood Risk Assessment and Drainage Strategy Issue 2 20 June 2016, and the hierarchy of drainage options set out in Paragraph 080 of the NPPG (or the prevailing guidance at the time) and shall include details for the implementation, maintenance and management of the scheme. Each phase of the development shall connect to the Sustainable Urban Drainage System. The scheme shall be implemented in accordance with the approved details prior to first occupation of each phase and shall be retained and maintained thereafter.

Reason: It is necessary for this information to be submitted and agreed prior to commencement given the need to install surface water drainage infrastructure at the start of the construction works and to prevent flooding in accordance with Core Strategy Policies L5, L7, SL5, the NPPF and NPPG.

17. Any application for reserved matters which includes layout shall be accompanied by full details of the foul drainage scheme to serve the development including full details of any connections to the foul sewer network and any necessary infrastructure. Foul and surface water shall drain on separate systems and the foul water system shall minimise the need for pumping. The details must be consistent with the 'Himor (Carrington) Limited Land off Common Lane, Carrington Flood Risk Assessment and Drainage Strategy Issue 2 20 June 2016' (with the exception of the reference to pumping foul waste). No part of any building subject of any subsequent reserved matters approval shall be occupied until the approved foul drainage scheme for that phase has been completed in accordance with the approved details.

Reason: To promote sustainable development, and to manage the risk of flooding and pollution, having regard to Core Strategy Policies L5, L7, SL5, the NPPF and NPPG. It is necessary for this information to be submitted and agreed prior to commencement given the need to install foul water drainage infrastructure at the start of the construction works.

18. No clearance of trees and shrubs in preparation for (or during the course of) development shall take place during the bird nesting season (March-July inclusive) unless an ecological survey has been submitted to and approved in writing by the Local Planning Authority to establish whether the site is utilised for bird nesting. Should the survey reveal the presence of any nesting species, then no development shall take place during the period specified above unless a mitigation strategy has first been submitted to and approved in writing by the Local Planning Authority which provides for the protection of nesting birds during the period of works on site.

Reason: In order to prevent any habitat disturbance to nesting birds having regard to Policy R2 of the Trafford Core Strategy and the National Planning Policy Framework. A pre-commencement condition is required as any works carried out on site, even at a preparatory stage, have the potential to affect nesting birds.

19. No development shall take place (including any demolition, groundworks or site clearance) until a method statement for bat and barn owl mitigation has been submitted to and approved in writing by the Local Planning Authority. The content of the method statement shall include the:

- a) Purpose and objectives for the proposed works;
- b) Detailed design(s) and/or working method(s) necessary to achieve stated objectives (including location and type of replacement roosts and barn owl boxes);
- c) Extent and location of proposed works shown on appropriate scale maps and plans;
- d) Timetable for implementation, demonstrating that works are aligned with the proposed phasing of construction;
- e) Persons responsible for implementing the works;
- f) Initial aftercare and long-term maintenance;

The works shall be carried out strictly in accordance with the approved details and shall be retained in that manner thereafter.

Reason: In order to prevent harm to protected species that may be present on the site having regard to Policy R2 of the Trafford Core Strategy and the National Planning Policy Framework. A pre-commencement condition is required as any works carried out on site, even at a preparatory stage, have the potential to affect protected species.

20. No development shall take place until a scheme for a replacement nesting feature for swallows has been submitted to and approved in writing by the Local Planning Authority, which shall include a timescale for its provision. The scheme shall be implemented in accordance with the approved details and retained for its intended purpose thereafter.

Reason: In order to prevent harm to protected species that may be present on the site having regard to Policy R2 of the Trafford Core Strategy and the National Planning Policy Framework. A pre-commencement condition is required as any works carried out on site, even at a preparatory stage, have the potential to affect protected species.

21. Any application for reserved matters for layout, scale or appearance shall be accompanied by a lighting design strategy for bats. The strategy shall:

- a) identify those areas/features on site that are particularly sensitive for bats and that are likely to cause disturbance in or around their breeding sites and resting places or along important routes used to access key areas of their territory, for example, for foraging; and
- b) show how and where external lighting will be installed (through the provision of appropriate lighting contour plans and technical specifications) so that it can be clearly demonstrated that areas to be lit will not disturb or prevent the above species using their territory or having access to their breeding sites and resting places.

All external lighting shall be installed in accordance with the specifications and locations set out in the strategy, and these shall be maintained thereafter in accordance with the strategy. No other external lighting shall be installed anywhere on the site.

Reason: In order to prevent harm to protected species that may be present on the site having regard to Policy R2 of the Trafford Core Strategy and the National Planning Policy Framework.

22. No development shall take place (including works of site clearance and preparation) until a scheme for the control of non-native invasive species has been submitted to and approved in writing by the Local Planning Authority, detailing the containment, control and removal of Himalayan Balsam from the site. The scheme shall proceed in accordance with the approved details and any timescales therein.

Reason: To prevent the spread of invasive species and in accordance with Policy R2 of the Trafford Core Strategy and the National Planning Policy Framework.

23. The rating level (LA_{eq,T}) from all fixed plant and machinery associated with the development, when operating simultaneously, shall not exceed the background noise level (LA_{90,T}) at any time when measured at the nearest noise sensitive premises (location to be agreed with the Local Planning Authority.) Noise measurements and assessments should be compliant with BS 4142:2014 "Rating industrial noise affecting mixed residential and industrial areas".

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

24. A programme of archaeological works is to be undertaken in accordance with a Written Scheme of Investigation (WSI) which has first been submitted to and approved in writing by the Local Planning Authority. The WSI shall cover the following:

1. A phased programme and methodology of investigation and recording to include:
 - a historic building survey (Historic England Level 2) including a watching brief during demolition
 - evaluation using geophysical survey and trial trenching

- palaeo-environmental assessment and, if appropriate, more detailed analysis
 - dependent on the above, more detailed, targeted archaeological excavation and recording.
2. A programme for post investigation assessment to include:
 - detailed analysis of finds and site records
 - production of a final report on the significance of the heritage interest represented.
 3. Deposition of the final report with the Greater Manchester Historic Environment Record.
 4. Dissemination of the results commensurate with their significance.
 5. Provision for archive deposition of the report and records of the site investigation.
 6. Nomination of a competent person or persons/organisation to undertake the works set out within the approved WSI.

Reason: To mitigate against harm to non-designated heritage assets arising as a result of the development and to make information about any heritage interest of the site publicly accessible, in accordance with Policy R1 of the Trafford Core Strategy and of the National Planning Policy Framework.

25. Any application for reserved matters shall be accompanied by a Crime Impact Statement for that part of the development. The Statement shall demonstrate how Secured by Design principles and specifications will be incorporated into the design of the development to prevent crime and enhance community safety. Thereafter development shall proceed in accordance with the approved details, which shall be retained thereafter.

Reason: To ensure that appropriate details are incorporated into the design stage of the development, 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.

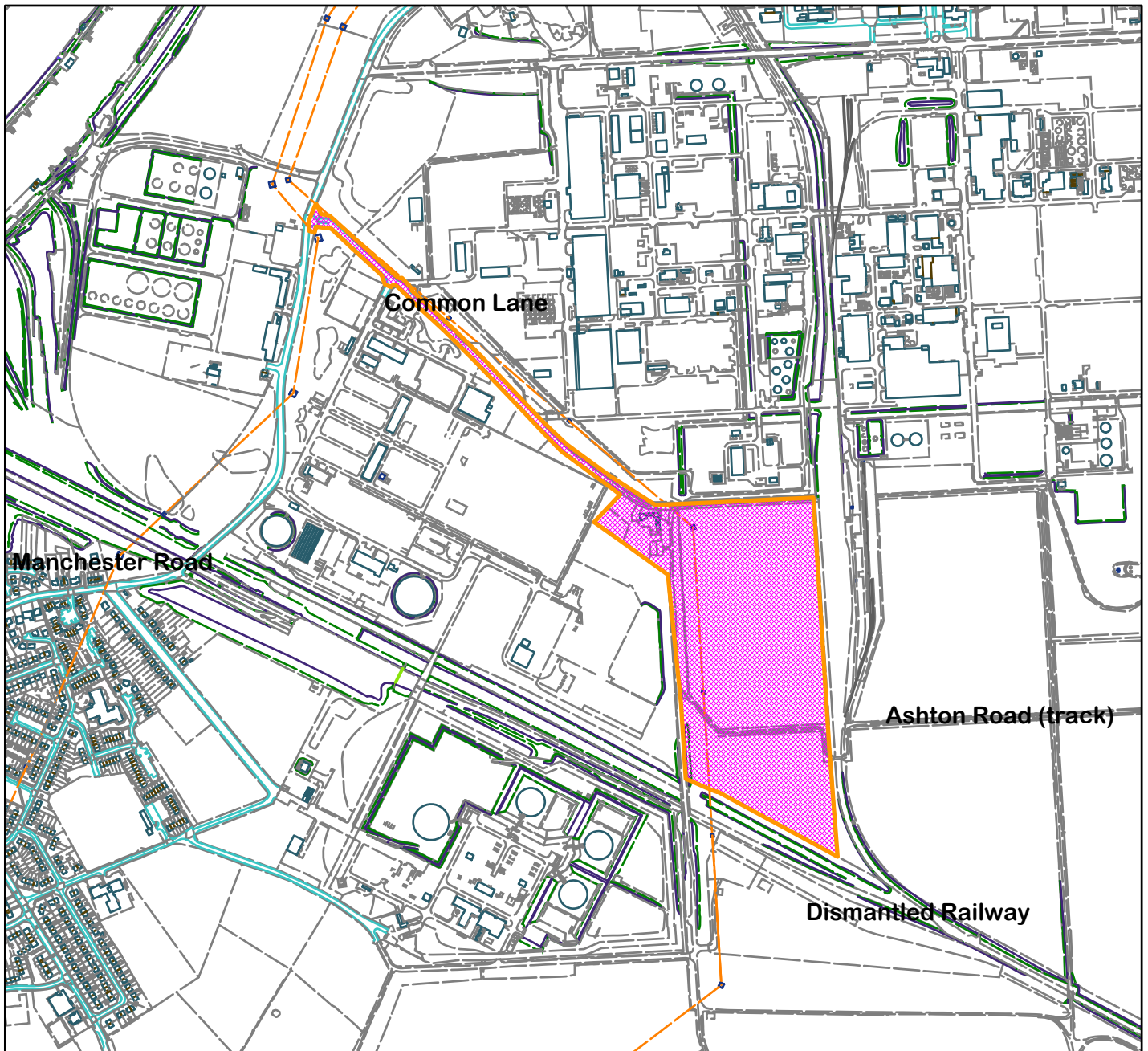
26. Any application for reserved matters which includes layout shall be accompanied by a waste management strategy. This shall include details of waste disposal, recycling and refuse storage. Development shall be carried out in accordance with the approved details and retained for its intended purpose thereafter.

Reason: To ensure that the waste and refuse arising from the development is satisfactory accommodated in accordance with Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

RG



Land off Common Lane incl Asphodal Farm, Common Lane, Carrington (site hatched on plan)



Scale: 1:10,000

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Organisation	Trafford Council
Department	Planning Service
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