

**WARD:** Bowdon

**94357/FUL/18**

**DEPARTURE:** No

**Demolition of existing dwelling house and erection of a pair of semi-detached dwellings with associated drive and landscaping.**

31 Eyebrook Road, Bowdon, WA14 3LH

**APPLICANT:** Distillation Equipment company Ltd

**AGENT:** Create It Studio Architects

**RECOMMENDATION: GRANT**

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**This application has been called in to be determined at Committee by Councillor Sean Anstee and 7 letters of objection have been received.**

**SITE**

The application site comprises a detached two storey dwelling situated on the north side of Eyebrook Road with garage and car port set back from the house. The existing property is of modern design however currently sits empty and the building and site are in a dilapidated state.

The site adjoins a public footpath to the eastern boundary and the boundary treatment comprises part hedge, part fence and part of the brick wall of the outbuildings associated with the main dwelling.

The surrounding area is residential in character and consists primarily of large detached dwellings in large plots.

**PROPOSAL**

Permission is sought for demolition of the existing house and erection of a pair of semi-detached dwellings together with the creation of a new vehicular access/driveway and associated landscaping.

**VALUE ADDED:-** Revised plans have been received which reduce the overall height and massing of the development, replace windows with high level windows and increase the height of the screening to the roof terrace on the side elevations to reduce impact on the amenity of neighbouring dwellings as well as improve the relationship of the development with the wider streetscene. Revised soft landscaping plans have also been received which increase the areas of soft landscaping to the front of the site and minor revisions have been made to the chimney design.

## **DEVELOPMENT PLAN**

**For the purpose of this application the Development Plan in Trafford comprises:**

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

### **PRINCIPAL RELEVANT CORE STRATEGY POLICIES**

- L1 – Land for New Homes
- L2 – Meeting Housing Needs
- L4 – Sustainable Transport & Accessibility
- L5 – Climate Change
- L7 – Design
- L8 – Planning Obligations

### **PROPOSALS MAP NOTATION**

None

### **PRINCIPAL RELEVANT REVISED UDP POLICIES/PROPOSALS**

PG1: New Residential Development (2004)

### **NATIONAL PLANNING POLICY FRAMEWORK (NPPF)**

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

### **NATIONAL PLANNING PRACTICE GUIDANCE (NPPG)**

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.

### **GREATER MANCHESTER SPATIAL FRAMEWORK**

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

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

## **RELEVANT PLANNING HISTORY**

92679/FUL/18 – Demolition of existing dwelling house and erection of two replacement dwelling houses with creation of new vehicular access and associated parking and landscaping.

Approved with conditions 18 December 2017

91442/FUL/17 – Demolition of existing dwelling house and erection of two replacement houses with creation of new vehicular accesses and associated parking and landscaping.

Refused 19<sup>th</sup> July 2017 for the following reasons:

1. The proposed development by virtue of the siting, footprint, scale, excessive height, and massing would constitute overdevelopment of the site which would be out of keeping with the character of the area and constitutes a development which is cramped and incongruous. As such the proposal is contrary to Policy L7 of the Trafford Core Strategy and the Council's approved planning guidelines 'New Residential Development.'
2. The proposed development by reason of its siting, footprint, excessive height, massing, and design in close proximity to the common boundary with the adjacent property, 29 Eyebrook Road, would give rise to an unacceptable level of overshadowing and an overbearing impact to the detriment of the amenity that the adjacent occupants could reasonably expect to enjoy. As such the proposal is contrary to Policy L7 of the Trafford Core Strategy, adopted relevant Supplementary Documents and advice contained within the National Planning Policy Framework.

90614/FUL/17 – Demolition of existing dwelling house and erection of two replacement dwelling houses with creation of new vehicular access and associated landscaping.

Application withdrawn 20 March 2017

89105/FUL/16 – Demolition of existing dwelling house and erection of two replacement dwelling houses with creation of new vehicular access and associated landscaping.

Application withdrawn 15 November 2016

77876/O/2011 – Outline application for erection of three storey dwelling.

Refused 20 March 2012

## **APPLICANT'S SUBMISSION**

The following documents have been submitted as part of this application:

- Design and Access Statement
- Bat Survey
- Planning Statement

## **CONSULTATIONS**

**Local Highway Authority (LHA) – No objection**

**Highways (Public Right of Way) -** A definitive right of way, footpath no 16, Bowdon runs along the eastern side of this development.

The proposed development does not appear to narrow the definitive right of way, nevertheless the type and location of boundary treatment adjacent to the PRow should be considered. Details of proposed boundary treatment should be submitted for comment by the PRow team.

The right of way should remain open for public use during construction if possible. Should it be necessary for safety reasons for the applicant to seek temporary closure or diversion of the path during the construction of the works, a Temporary Traffic Regulation Order is required.

The developer should put measures in place to ensure the surface of the right of way is not damaged by the development, and should damage occur carry out repairs to the satisfaction of the LHA.

**Lead Local Flood Authority –** It is considered that the proposed works will not cause flood risk to the development or the surrounding area, the application is therefore satisfactory for approval subject to the drainage scheme being submitted as part of any conditions.

**United Utilities –** A condition is recommended requiring separate foul and surface water drainage.

**Pollution and Licensing (Contaminated Land) –** No conditions required

**Greater Manchester Ecology Unit –** Whilst it is noted that the building can be demolished without the need for further survey effort, it is of note that bats are mobile in their habits and they can turn up in the most unlikely places. If bats or signs of bats are found at any time during works, then work should cease immediately and advice sought from Natural England or a suitably qualified bat worker. An informative to this effect is recommended.

It is unclear from the information submitted with the application if there will be any loss or works to trees and scrub on the site. A condition is therefore recommended

forbidding the removal of or works to hedgerows, trees or shrubs to take place during the main bird breeding season.

## **REPRESENTATIONS**

A total of 7 letters of objection have been received (letters from 5 different addresses, 1 letter with no given address and a letter from Cllr Sean Anstee). The main points raised are summarised below:

- Currently no houses on Eyebrook Road routinely park their cars on the road. On-street parking on either side would lead to congestion with large vehicles such as bin collectors unable to get past;
- On-street parking would create inconvenience to dwelling opposite when entering and exiting their own driveway;
- Semi-detached dwellings are out of character;
- Impact on bats;
- Applicant has applied for a self-build exemption; not possible for one person to inhabit 2 no. 4 bedroom houses;
- Impact the value of neighbouring properties;
- Create an unacceptable precedent;
- Overdevelopment of the site;
- Out of keeping with the character of the road;
- The number of cars bound to be associated with such a development would permanently spill out onto the road;
- Overlooking of the rear garden of 29 Eyebrook Road and properties on Blueberry Road from the proposed first and second-floor rear facing balconies;
- Streetscene is required showing the ridge line of the proposed dwellings in comparison to the adjacent properties;

## **OBSERVATIONS**

### **PRINCIPLE OF DEVELOPMENT**

1. S38(6) of the Planning and Compensation Act 1991 states that planning applications should be determined in accordance with the development plan unless material considerations indicate otherwise.
2. The NPPF is a material consideration in planning decisions, and as the Government's expression of planning policy and how this should be applied, should be given significant weight in the decision making process.
3. Paragraph 11 of the NPPF indicates that plans and decisions should apply a presumption in favour of sustainable development. Bullet point d) of paragraph 11 indicates that where there are no relevant development plan policies or the policies which are most important for determining the application are out of date planning permission should be granted unless:

- i. The application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
  - ii. Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.
4. Policies controlling the supply of housing are considered to be 'most important' for determining this application when considering the application against NPPF Paragraph 11. The Council does not, at present, have a five year supply of immediately available housing land and thus these development plan policies are 'out of date' in NPPF terms. Paragraph 11(d) of the NPPF is therefore engaged. This states that permission should be granted unless the application of policies in the Framework provides a clear reason for refusing permission or the adverse impacts of granting consent significantly and demonstrably outweigh the benefits when assessed against the Framework as a whole.
5. Policy L1 of the Core Strategy seeks to release sufficient land to accommodate a minimum 12,210 new dwellings (net of clearance) over the plan period up to 2026. Policy L1 is out of date in so far as the calculation of housing need should be based on the more up to date 2014 'Local Housing Need' figures. Using the 2014 LHN calculations, this is 1,335 net homes per annum required. Given Trafford's historic under delivery of housing a 20% buffer is used within the calculation. Moreover, with the introduction of the Government's own figures for housing need, albeit these are yet to be confirmed, the 2019 assessment is now likely to be far in excess of the figures set out in the Core Strategy.
6. Regular monitoring has revealed that the rate of building is failing to meet the housing land target and the latest monitoring (based on 2014 LHN) suggests that the Council's has a housing land supply of 2.6 years. Additionally, the Council is required to demonstrate how many new homes it is actually delivering in the Government's Housing Delivery Test, introduced in November 2018. Therefore, there exists a significant need to not only meet the level of housing land supply identified within Policy L1 of the Core Strategy, but to meet the more up to date LHN figure and also to make up for a historic shortfall in housing completions. A first stage calculation undertaken by the Government (released in February 2019) suggested that, across Trafford 47% of homes have been delivered when compared with the number of homes required over the last three year period.
7. The use of the Government's housing requirement for Trafford represents a transitional arrangement until the GMSF is in place. The GMSF is an overarching spatial plan aimed at delivering growth and prosperity across Greater Manchester. It will set out a broad framework for the development of Greater Manchester over the next two decades, and this will include the amount of new development that should come forward for residential and employment purposes across the ten authority areas. A further consultation draft of the GMSF has recently been published, with the public consultation

ending on the 18<sup>th</sup> March 2019. Again, this takes an ambitious approach to growth, in line with the NPPF, including providing for a minimum of 201,000 new homes throughout Greater Manchester. In giving a disaggregated (draft) figure for Trafford, a minimum requirement of 19,280 new homes is identified over the plan period (from 2018 to 2037). This equates to an average annual requirement of 1,015, which similarly represents a significant uplift relative to the Core Strategy's position. It is accepted, however, that the figures in the GMSF have yet to be ratified and as such the higher Government-provided figure is presently in force. Upon its adoption, the agreed minimum target set out in the GMSF will be carried through to the new Trafford Local Plan. Clearly, the Government's interim target and the draft GMSF target are both far in excess of that set out in the Core Strategy, and thus it is unequivocal that the required five year supply based upon these new targets is not in place.

8. 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 proposed development achieves many of the aspirations which the Plan policies seek to deliver. Specifically, the proposal contributes towards meeting the Council's housing land targets and housing need identified in Core Strategy Policies L1 and L2 in that the scheme will deliver an additional 2 no. family sized units on a brownfield site. Significant weight is given to the contribution to housing land supply, even though this would be limited.
9. Policies L4 and L7 are considered to be up to date for the purposes of the determination of this application.
10. The main considerations for the proposal relate to the design and impact on the street scene and character of the surrounding area, residential amenity and parking and highways.

#### BACKGROUND

11. Permission was granted under planning permission 92679/FUL/17 for the demolition of the existing dwelling house and erection of two replacement dwellings. This development took the form of a pair of semi-detached dwellings with accommodation over three storeys.
12. The principle of semi-detached dwellings has therefore previously been accepted on this site.

#### DESIGN AND IMPACT ON THE STREET SCENE

13. Policy L7 of the Trafford Core Strategy states that *'In relation to matters of design, development must:*
  - *Be appropriate in its context;*
  - *Make best use of opportunities to improve the character and quality of an area;*
  - *Enhance the street scene or character of the area by appropriately addressing scale, density, height, massing, layout, elevation treatment, materials, hard and soft landscaping works and boundary treatment'*

14. Under para.2.4 of PG1: New Residential Development, the guidance acknowledges the role of infill development in providing a valuable contribution towards the supply of new housing however reiterates that the resulting plot sizes and frontages should be sympathetic to the character of the area and satisfactorily relatable to neighbouring properties.
15. Paragraph 2.4 states that “Development of small vacant sites or the retention of buildings and construction of new dwellings within their garden areas are all possible forms of development. Whilst the Council acknowledges that the development of smaller urban sites with small scale housing or flat developments makes a valuable contribution towards the supply of new housing in the Borough, the way in which the new buildings relate to the existing will be of paramount importance. This type of development will not be accepted at the expense of the amenity of the surrounding properties or the character of the surrounding area. The resulting plot sizes and frontages should, therefore, be sympathetic to the character of the area as well as being satisfactorily related to each other and the street scene. Both the new property and the retained dwelling should comply with the standards set out in these guidelines.”
16. Paragraph 124 of the NPPF states that *“The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work, and helps make development acceptable to communities”*. Paragraph 130 states that *“Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents.”*
17. Paragraph 127 of NPPF advises that “planning policies and decisions should ensure that developments:
  - a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
  - b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
  - c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
  - d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;



e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and

f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

18. The surrounding area consists primarily of 2-2.5 storey detached dwellings. There is a mix of architectural styles. There has been significant extension and redevelopment of properties to the east of the site, with ridge lines increasing and space between buildings decreasing. Nevertheless, there is a degree of space between the existing building and the neighbouring properties and it is considered that this should be maintained, rather than allowing the developers to replicate the poorer examples within the wider streetscene.

19. Paragraphs 10.1 to 10.2 of PG1 advise that:

*“Development should complement the characteristics of the surrounding area. Heights to eaves and to ridge are both important, as is the effect of the overall massing.*

*A building on an infill site that is taller than nearby properties may be over-dominant and out-of-place. It is therefore advisable to consider providing buildings of similar heights to those nearby. If a taller building is to be allowed it will normally need significantly more space around it than would a lower building for it to be properly assimilated in the area. On small infill sites in an area of regular development, any new development significantly higher or lower than the nearby properties is likely to be refused.”*

20. There are no semi-detached properties in close proximity to the site. There is no prominent design style within the area with a lot of recently developed plots. The proposed building is considered to be appropriate to the character of the surrounding area. It should be also be acknowledged that a pair of semi-detached dwellings have already been approved at this site with an extant permission, which is a fall-back position. This is a material consideration which should be given significant weight and the main considerations in this application therefore relate to any change in design, scale and height of the proposed development over the previously approved scheme.

21. The proposal would result in a pair of three storey semi-detached dwellings in a comparatively narrow plot. The approved scheme would result in a building with a distance of approximately 2.4 metres and 2.8 metres to the east and west boundaries respectively. The proposed scheme would result in a distance of between 2.25 metres (front) and 2.5 metres (rear) to the east boundary and 4.3 metres (front) and 3.8 metres (rear) to the west boundary.

22. In terms of the building line, the proposal has been brought forward from the approved scheme and sits forward of the existing dwelling. The proposed building sits roughly in line with the property to the west and further forward than the property to the east. It is considered to be in accordance with the general building line to Eyebrook Road.
23. The existing property is approximately 6.5m to the top of the roof (7.2m to the parapet). Number 29 measures approximately 8.5m to the ridge height and number 33 measures approximately 7.2m to the ridge height. The approved dwelling would have a maximum height of approximately 8.8m and the proposed scheme would have an approved height of approximately 9.8m to the ridge. The proposal would therefore be higher than both the adjacent dwellings and the approved scheme. The proposal achieves 3 storeys and as such results in additional bulk at two storey level. Nevertheless, the proposal is considered to be in keeping with the wider street scene and the character of the area more generally. The agent has submitted a streetscene that includes properties 27 Eyebrook Road to 45 Eyebrook Road and overall the proposal is considered to be of a scale, height and massing that is appropriate to the site and in keeping with the streetscene and in particular recent developments in the surrounding area.
24. The proposed building is considered to be of an attractive contemporary design, appropriate to the character of the surrounding area. A condition is required to ensure that the proposed materials are appropriate to the character of the area.
25. The proposal is therefore considered to be in accordance with Policy L7 of the Core Strategy and is considered to be appropriate to the character of the surrounding area.

## **RESIDENTIAL AMENITY**

26. Policy L7 of the Core Strategy requires new development to be compatible with the surrounding area and not prejudice the amenity of future occupiers of the development and/or occupants of adjacent properties.
27. The Council's adopted SPD4 on new residential development sets out more detailed guidance, particularly the requirement to retain distances of 15m between buildings with a main elevation facing a two storey blank gable, 21m across public highways, 27m across private gardens where there is major facing windows and 10.5m to the rear garden boundaries from main windows. 3m should be added to these measurements where dwellings are three storey or higher.

### **Impact on 33 Eyebrook Road**

28. 33 Eyebrook Road is located to the east of the application site and is separated from the site by a public footpath with boundary screening to each adjacent side. The overall distance between the proposed dwellings and the neighbouring property is approximately 5.2m. The proposed single storey element of the proposed dwelling would extend approximately 11.7m beyond the rear of 33 Eyebrook Road and the proposed two storey element would extend approximately 6.2m beyond the rear of the

neighbouring dwelling. The part of number 33 closest to the application site is single storey. Taking into consideration the separation distance between the proposed building and the main part of the neighbouring property, it is considered that there would be no undue overshadowing or overbearing impact.

29. The windows in the side elevation of the property closest to 33 Eyebrook Road serve a dining room, and lounge/family room at ground floor and ensuite, WC and gym at first floor. Revised plans have replaced the gym window with a high level window, set 1.7m above the internal floor level and rooflights are to be 1.8m above the internal floor levels. Subject to a condition requiring the remaining windows to be fitted with obscure glazing and restricted opening, it is considered that there would be no undue loss of privacy or overlooking.
30. A roof terrace is proposed over the ground floor rear projection. Revised plans have raised the height of the screen on the side boundary to 1.8m in height and it is therefore considered that there would be no amenity issue from the terrace.

#### **Impact on 29 Eyebrook Road**

31. Permission was refused under application 91442/FUL/17 on the grounds of having a detrimental impact on the amenity of number 29 Eyebrook Road by virtue of overshadowing and being overbearing as a result on the proximity to the common boundary, the height and design. This was subsequently addressed under application 92679/FUL/17 by reducing the projection beyond the rear of this property.
32. No.29 Eyebrook Road is sited to the west of the application site. This neighbouring property is a dormer bungalow with 2 no. clear glazed windows in the ground floor side facing elevation. The boundary screening between the properties comprises a panel fence. Plans submitted with an application relating to this property, indicate that the windows serve a garage and lobby and are therefore not habitable rooms.
33. The total separation distance between the proposed new dwelling and the side of 29 Eyebrook Road is approximately 5.7m and therefore further away from the approved scheme. The proposed new dwelling would project approximately 4.5m beyond the rear of no.29 at full three storey height. Whilst the proposed building projects beyond the rear of the adjacent dwelling, taking into consideration the distance between the properties, it is considered that the proposal would not have an overbearing impact and would not result in any unacceptable overshadowing to the rear of the property in accordance with Policy L7. The proposed extension now projects an acceptable distance beyond the rear of the adjacent dwelling and as such is no longer considered to be overbearing.
34. The windows in the side elevation of the property closest to 33 Eyebrook Road serve a dining room, and lounge/family room at ground floor and ensuite, WC and gym at first floor. Revised plans have replaced the gym window with a high level window, set 1.7m above the internal floor level and rooflights are to be 1.8m above the internal floor levels. Subject to a condition requiring the remaining windows to be fitted with obscure

glazing and restricted opening, it is considered that there would be no undue loss of privacy or overlooking.

35. A roof terrace is proposed over the ground floor rear projection. Revised plans have raised the height of the screen on the side boundary to 1.8m in height and it is therefore considered that there would be no amenity issue from the terrace. A suitably worded condition is recommended to require the provision of an opaque privacy screen to the side of the second floor balcony.

### **Impact on 18 and 20 Blueberry Road**

36. The neighbouring properties on Blueberry Road are located to the rear (north) of the site. The ground floor element of the scheme (with terrace over) is approximately 16m from the rear boundary at the closest point. The first and second floors are approximately 21.1 metres from the rear boundary and approximately 50 metres to facing windows in the neighbouring properties.
37. The guidelines set out in section 11 of PG1 advice in relation to privacy advise that for new two storey dwellings, the minimum distance between dwellings which have major facing windows is 21 metres across public highways and 27 metres across private gardens. Where three storey dwellings are proposed, the minimum distances are increased by 3 metres over the above figures.
38. The proposal therefore exceeds guidelines for distances to boundaries and window-to-window distances. As such, there would not be any undue overlooking or loss of privacy to these properties from the new dwelling.

### **Impact on 48 and 50 Eyebrook Road**

39. 48 and 50 Eyebrook Road are located on the opposite side of Eyebrook Road, to the south of the site. The distance between the properties exceeds the guidelines set out in PG1 and it is considered that there would be no undue overlooking or loss of privacy.

### **Conclusion**

40. It is considered that the proposal would have an acceptable relationship with the neighbouring properties in accordance with Policy L7.

### **HIGHWAYS AND PARKING**

41. Policy L7 states that in relation to matters of functionality, development must:
- Incorporate vehicular access and egress which is satisfactorily located and laid out having regard to the need for highway safety;
  - Provide sufficient off-street car and cycle parking, manoeuvring and operation space;
42. The Local Highway Authority has been consulted and raise no objection on highway grounds.

#### Appropriateness of Access

43. The existing vehicle access into the eastern side of the site from Eyebrook Road is to remain to serve one of the dwellings and a new vehicle crossover required to serve the western unit. This arrangement is considered appropriate.

#### Servicing Arrangements

44. Refuse and servicing vehicles are able to access the dwellings from the Eyebrook Road carriageway and are unchanged by the proposals, other than attending at the additional unit.

#### Car Parking, including disabled provision

45. SPD3: Parking Standards and Design for Trafford states that for a 4+bedroom dwelling in this area, three off-street car parking spaces is the maximum standard.
46. There is considered sufficient capacity to park three vehicles within the private curtilage of each dwelling, in line with SPD3.

#### Summary

47. The proposal is considered acceptable on parking and highway grounds

#### ECOLOGY

48. The bat survey carried out and submitted as part of the application is dated 29<sup>th</sup> September 2016. This survey was submitted with earlier application 91442/FUL/17 and 92679/FUL/17. GMEU considered that the building can be demolished without the need for further survey effort, however an informative is recommended, stating that works should cease and advice sought from Natural England if bats or signs of bats are found at any time during works.

#### DEVELOPER CONTRIBUTIONS

49. This proposal is subject to the Community Infrastructure Levy (CIL) and is located in the 'hot zone' for residential development, consequently private market houses will be liable to a CIL charge rate of £80 per square metre, in line with Trafford's CIL charging schedule and revised SPD1: Planning Obligations (2014).
50. In accordance with Policy L8 of the Trafford Core Strategy and revised SPD1: Planning Obligations (2014) it is necessary to provide an element of specific green infrastructure. In order to secure this, a landscaping condition will be attached to make specific reference to the need to provide additional trees on site as part of the landscaping proposals.

#### PLANNING BALANCE AND CONCLUSION

51. The development plan policies which are 'most important' for determining this application, those relating to housing land supply, are out of date. Paragraph 11(d) of the NPPF is therefore engaged and should be taken into account as an important material consideration.

52. In NPPF terms there is no clear reason for refusing the development proposed. Paragraph 11(d)(ii) of the NPPF is therefore engaged.

53. The key benefits of the proposal are the delivery of an additional family dwelling. All other detailed matters have been assessed, including visual amenity and design, highway safety and amenity of neighbouring properties as well as future occupants. These have been found to be acceptable, with, where appropriate, specific mitigation secured by planning condition. All relevant planning issues have been considered and representations and consultation responses taken into account in concluding that the proposal comprises of an appropriate form of development for the site. The adverse impacts of the scheme do not significantly and demonstrably outweigh the benefits. The application is therefore recommended for approval.

### **RECOMMENDATION:**

**GRANT** subject to the following conditions:-

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

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

2. The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers A1145-A-G200-E-00 Rev G, A1145-A-G200\_E-01 Rev G, A1145-A-G200-E-02 Rev F, A1145-A-G200-P-00 Rev G, A1145-A-G200-P-01 Rev E, A1145-A-G200-P-02 Rev E, A1145-A-G200-P-03 Rev I, A1145-A-G200-P-04 Rev F, A1145-A-G200-S-01 and OD-1B-074-AFFL-C6060SHS300150

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

3. No development involving the use of materials to be used in the construction of the external surfaces of the building hereby permitted shall take place until details of the materials have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: To ensure satisfactory external appearance in the interests of visual amenity, having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

4. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any equivalent Order following the amendment, re-enactment or revocation thereof) upon first installation the first floor ensuite and WC windows in the side facing elevations shall be fitted with, to a height of no less than

1.7m above finished floor level, non-opening lights and textured glass which obscuration level is no less than Level 3 of the Pilkington Glass scale (or equivalent) in accordance with details to be submitted to and approved in writing by the Local Planning Authority and retained as such thereafter.

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

5.a) Notwithstanding the details shown on the approved plans, the development hereby permitted shall not be occupied until full details of both hard and soft landscaping works have been submitted to and approved in writing by the Local Planning Authority. The details shall include the formation of any banks, terraces or other earthworks, hard surfaced areas and materials, planting plans, specifications and schedules (including planting size, species and numbers/densities), existing plants / trees to be retained and a scheme for the timing / phasing of implementation works.

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

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

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

6. No part of the development shall be occupied until details of the type, siting, design and materials to be used in the construction of boundaries, screens or retaining walls have been submitted to and approved in writing by the Local Planning Authority and the approved structures have been erected in accordance with the approved details. The structures shall thereafter be retained.

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

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

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

8. The development hereby permitted shall not be brought into use until the means of access and the areas for the movement, loading, unloading and parking of vehicles have been provided, constructed and surfaced in complete accordance with the plans hereby approved.

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

9. The car parking spaces to be provided shall be kept available for the parking of motor vehicles at all times.

Reason: To ensure adequate off street parking provision is retained and thereby avoid the harm to amenity, safety or convenience caused by on street parking, having regard to Policies L4 and L7 of the Trafford Core Strategy and Supplementary Planning Document3: Parking Standards and Design and the National Planning Policy Framework.

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

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

11. No development shall take place unless and until details of the full detailed drainage design and all relevant documents to limit the proposed peak discharge rate of storm water from the development to meet the requirements of the Council's Level 2 Hybrid Strategic Flood Risk Assessment (SFRA) have been submitted to and approved in writing by the Local Planning Authority. The development shall not be brought into use until such works, as approved, are implemented in full and they shall be retained and maintained to a standard capable of limiting the peak discharge rate as set out in the SFRA and FRA thereafter.

Reason: To prevent the risk of flooding by ensuring the satisfactory storage of/disposal of surface water from the site in accordance with Policies L4, L7 and L5 of the Trafford Core Strategy and the National Planning Policy Framework. The condition requires the submission of information prior to works starting on site because the approved details will need to be incorporated into the development at design stage.

13. The roof terrace and second floor balcony hereby approved shall not be brought into use unless and until an opaque screen to the side boundaries measuring no less than 1.8m in height has been erected in accordance with the plans hereby approved which shall be retained as such thereafter.



Reason: In the interests of residential amenity, having regard to Core Strategy Policy L7 and NPPF.

14. No clearance of trees and shrubs in preparation for (or during the course of) development shall take place during the bird nesting season (March-July inclusive) unless an ecological survey has been submitted to and approved in writing by the Local Planning Authority to establish whether the site is utilised for bird nesting. Should the survey reveal the presence of any nesting species, then no development shall take place during the period specified above unless a mitigation strategy has first been submitted to and approved in writing by the Local Planning Authority which provides for the protection of nesting birds during the period of works on site. The mitigation strategy shall be implemented as approved.

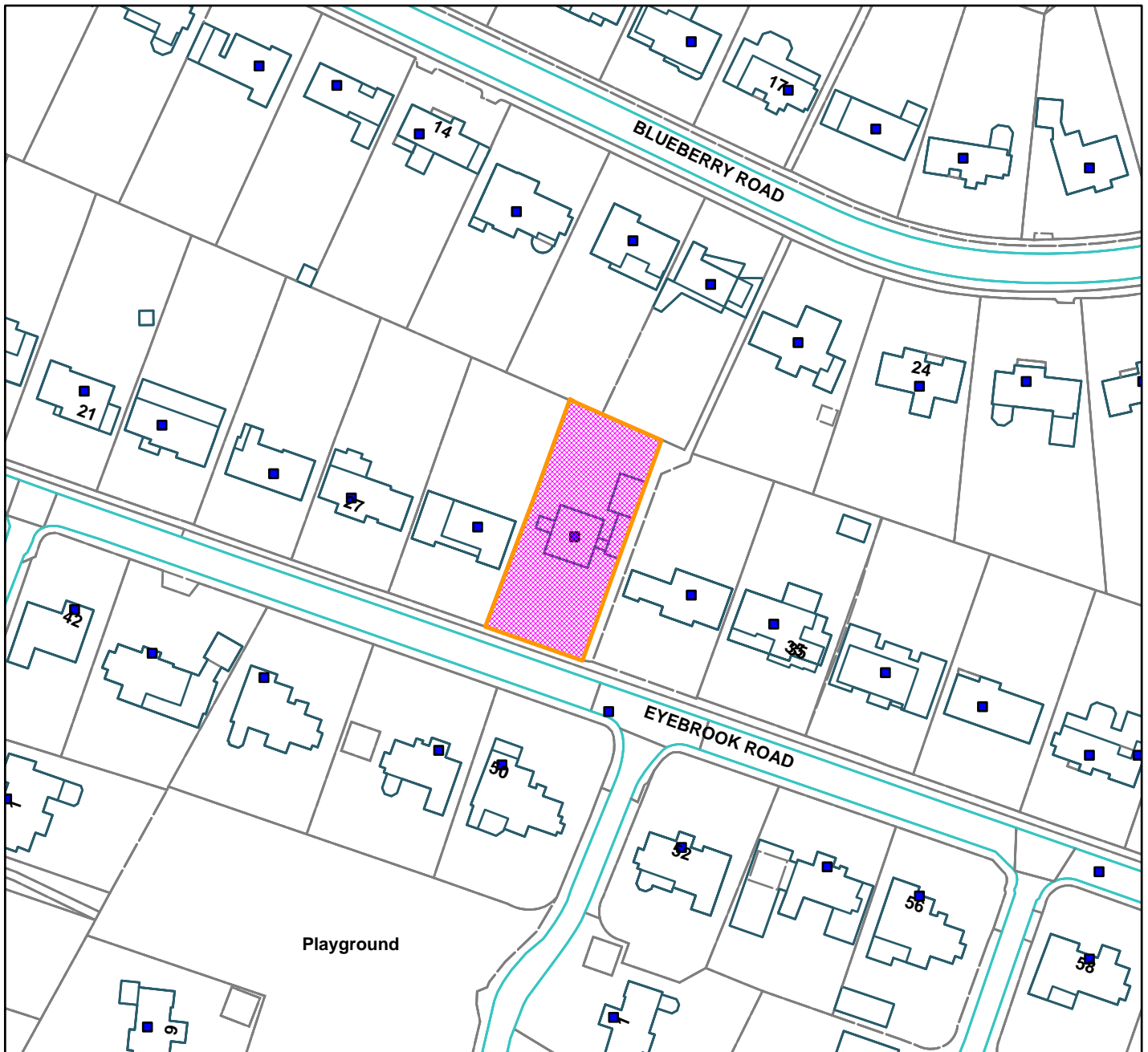
Reason: In order to prevent any habitat disturbance to nesting birds having regard to Policy R2 of the Trafford Core Strategy and the National Planning Policy Framework.

JE

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31 Eyebrook Road, Bowdon, WA14 3LH



Scale: 1:1,250

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Organisation	Trafford Council
Department	Planning Service
Comments	Committee Date: 11/04/2019
Date	01/04/2019
MSA Number	100023172 (2012)

**Hybrid application comprising: - a) Application for full planning permission for the clearance and remediation of the existing site and the erection of 148 dwellings with access from Broadway and associated works including the provision of internal estate roads, parking and turning circle, landscape works (including provision of public open space, tree clearance/replacement/woodland management and ecological management), electrical sub-station, and sustainable urban drainage works; and, b) Application for outline planning permission for the erection of up to 452 dwellings with access from Broadway and associated works including the provision of internal estate roads and parking, landscape works (including provision of public open space, tree clearance/replacement/woodland management and ecological management), electrical sub-stations, and sustainable urban drainage works drainage principles.**

Land At Heath Farm Lane, Partington, Manchester, M31 4EH

**APPLICANT:** Heath Farm Lane LLP, National Grid Twenty Eight Limited and National Grid Property Holdings Limited

**AGENT:** Barton Willmore

**RECOMMENDATION: MINDED TO GRANT SUBJECT TO LEGAL AGREEMENT**

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## **SITE**

The application site is located to the east of Partington and east of Manchester Road (A6144), adjacent to existing residential properties and the former Warrington to Stockport railway line which extends alongside the north east boundary of the site. The site comprises three parcels of land off Broadway and Heath Farm Lane and extends to 29 hectares.

The main area of the site (22.9ha) comprises the former National Grid Liquefied Natural Gas (LNG) Storage Facility located at the end of Broadway. Prior to its use as a LNG production and storage depot, Partington Gas Works was established on the site in 1929. The site was decommissioned in 2011/12 and all above-ground structures have since been removed. These included four large LNG storage tanks and various

buildings and structures. Some remediation on the site has also previously carried out. The site now comprises large areas of hardstanding and roads, vegetation (rough grassland), trees, earth mounding and a former reservoir. The site is generally level. Two underground gas pipelines extend through the western part of the site. Vehicle access is at the end of Broadway and also from Heath Farm Lane approximately 340m from its junction with Moss View Road. Heath Farm Lane is restricted to vehicles after this point and accessible to pedestrians/cycles only. The site is enclosed by security fencing and established boundary landscaping and generally well screened by woodland to the north, east and west, whilst from Moss View Road and parts of Heath Farm Lane there are open views into the site.

The site also includes two parcels of land adjacent to Broadway. The land on the north east side of Broadway comprises semi-natural broadleaved woodland (3.8ha) whilst the land on the south west side of the road comprises an area of scrubland and mature trees (2.5ha).

The site adjoins a residential area to the west that includes semi-detached houses along Broadway and terraced housing on Moss View Road, Bridge Close and Albinson Walk.

To the north the disused railway line extends along an embankment which has dense woodland and scrub along its full length, beyond which is a National Grid former gas works site, known as Voltage Park. There is a concrete retaining wall to the embankment along part of this boundary and a tunnel under the railway connecting the site to the Voltage Park site. Land further to the north and north east is predominantly industrial and forms part of the former Shell Carrington site, much of which is currently vacant.

To the south and east is open countryside including agricultural land and woodland. Land on the opposite side of Heath Farm Lane is predominantly open farmland and Broadoak Wood. There are also allotments adjacent to the south western corner of the site and a stables and grazing land along Heath Farm Lane. To the east of the site is a track (Sinderland Road/Townsend Farm Lane) which connects to Common Lane to the north and Sinderland Lane to the south. Land to the east and south forms part of Carrington Moss, with land predominantly in agricultural use and retains an open, rural character. Land to the south and further east is within the Green Belt.

## **PROPOSAL**

Permission is sought for residential development of the site with up to 600 dwellings. The application is submitted as a hybrid, seeking full planning permission for 148 dwellings in Phases 1 and 2 and outline planning permission for up to 452 dwellings in subsequent phases, summarised as follows: -

- Full planning permission for the clearance and remediation of the existing site and the erection of 148 dwellings with access from Broadway and associated

works including the provision of internal estate roads, parking and turning circle, landscape works (including provision of public open space, tree clearance/replacement/woodland management and ecological management), electrical sub-station, and sustainable urban drainage works. Phase 1 relates to the parcel of land on the south west side of Broadway and comprises 80 dwellings and Phase 2 to the western side of the former LNG site comprises 68 dwellings. The proposed dwellings are all two storey, with one block of three storey apartments in Phase 1. Within these phases there would be 45 x 2-bed units, 70 x 3-bed units and 33 x 4-bed units. The woodland on the north east side of Broadway is to be retained with selective thinning and understorey planting carried out and will be subsequently managed. A footpath through the woods is also proposed (exact route to be confirmed).

- Outline planning permission for the erection of up to 452 dwellings on the main part of the site with access from Broadway and associated works including the provision of internal estate roads and parking, landscape works (including provision of public open space, tree clearance/replacement/woodland management and ecological management), electrical sub-stations, and sustainable urban drainage works and drainage principles. Details of means of access are submitted for approval whilst details relating to appearance, layout, scale and landscaping are reserved for subsequent approval. Seven phases beyond Phases 1 and 2 above are indicated, with development generally following a west-east construction strategy. These phases will comprise predominantly two storey dwellings, with some buildings up to two and a half and three storeys at key locations.

Across the full scheme the proposed development will include one to five bedroom dwellings that will predominantly comprise detached and semi-detached dwellings and also some apartments and short terraces. The density of the proposed development (excluding the areas of public open space) varies between 35 and 41 dwellings per hectare. The development will initially provide 100 affordable homes, with 74 of the dwellings in Phases 1 and 2 to be provided as affordable homes (50 in Phase 1 and 24 in Phase 2) and a further 26 affordable homes provided across the remainder of the development.

Amended plans and further information has been submitted in response to comments made by officers and issues raised in consultation responses. These include amendments to house types and layouts in Phases 1 and 2, further information relating to highways modelling and proposed mitigation in response to comments made by the LHA, TfGM and Highways England, further information in relation to ecological issues including updated Ecology and Nature Conservation chapter in the ES, further information relating to education provision, and further Viability Assessments.

The proposed development is Schedule 2 development under the Town and Country Planning (Environmental Impact Assessment) Regulations 2017, falling within the scope of Part 10 (b) of Schedule 2, 'Urban development projects'. The site is not located within

a 'sensitive area' as defined at 2 (1) of the Regulations, however it would exceed the thresholds and criteria set out in column two of Schedule 2, comprising more than 150 dwellings and an overall area that exceeds 5 hectares. As such, the application is accompanied by an Environmental Statement (ES) that has assessed the likely significant effects of the proposed development during construction and operation, and sets out mitigation where necessary. A scoping opinion was issued by the Council in May 2017 to agree the scope and level of detail of the information to be provided in the ES (ref. 90968/EIASCO/17). The Secretary of State has been notified of the application and ES in accordance with the EIA Regulations and in response has advised they have no comments to make.

The total floorspace of the proposed development would be approximately 59,191 m<sup>2</sup>. (comprising 12,739 m<sup>2</sup> floorspace in Phases 1 and 2 and up to 46,452 m<sup>2</sup> floorspace in the later phases).

## **DEVELOPMENT PLAN**

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

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

## **PRINCIPAL RELEVANT CORE STRATEGY POLICIES**

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

### **PROPOSALS MAP NOTATION**

Priority Areas for Regeneration

Main Industrial Areas (main part of site only)

Sites of Importance for Nature Conservation (along north east boundary of site)

Wildlife Corridors (land on north east side of Broadway and along north east boundary of site)

Protection of Landscape Character (land on north east side of Broadway only)

Protected Linear Open Land (land on both sides of Broadway and south west corner of main part of site)

New Open Space / Outdoor Recreation Proposals (land on both sides of Broadway)

Special Health and Safety Development Control Sub Areas

### **PRINCIPAL RELEVANT REVISED UDP POLICIES/PROPOSALS**

H11 - Priority Regeneration Area: Partington

ENV9 - Sites of Importance for Nature Conservation

ENV10 – Wildlife Corridors

ENV17 - Protection of Landscape Character

E7 – Main Industrial Areas

OSR6 - Protected Linear Open Land

OSR7 - Improvement and Provision of Informal Recreation and Children’s Play Space

OSR12 - Country Parks and Informal Recreation Areas

D5 - Special Health and Safety Development Control Sub Areas

### **SUPPLEMENTARY PLANNING GUIDANCE/DOCUMENTS**

SPD1: Planning Obligations

SPD3: Parking Standards and Design

PG1: New Residential Development

PG30: Landscape Strategy

### **GREATER MANCHESTER SPATIAL FRAMEWORK**

The Greater Manchester Spatial Framework is a joint Development Plan Document being produced by each of the ten Greater Manchester districts and, once adopted, will be the overarching development plan for all ten districts, setting the framework for individual district local plans. The first consultation draft of the GMSF was published on 31 October 2016 and a further period of consultation on the revised draft ended on 18 March 2019. A Draft Plan will be published for consultation in Autumn 2019 before it is submitted to the Secretary of State for independent examination. The site is within the proposed ‘New Carrington’ allocation (GM Allocation 45) identified for significant residential and employment development and associated infrastructure. The weight to be given to the GMSF as a material consideration will normally be limited given that it is currently at an early stage of the adoption process. Where it is considered that a different approach should be taken, this will be specifically identified in the report. If the

GMSF is not referenced in the report, it is either not relevant, or carries so little weight in this particular case that it can be disregarded.

### **NATIONAL PLANNING POLICY FRAMEWORK (NPPF)**

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

### **NATIONAL PLANNING PRACTICE GUIDANCE (NPPG)**

DCLG published the National Planning Practice Guidance on 6 March 2014, although has since been subject to a number of updates, the most recent of which was made on 15 March 2019. The NPPG will be referred to as appropriate in the report.

### **RELEVANT PLANNING HISTORY**

The most recent previous applications on the application site are as follows: -

**86060/FUL/15** - Full planning application for engineering works and site remediation including; the removal of bunds (raised mounds), treatment of contaminated material and levelling of site in preparation for future development. Approved 02/10/15

**85555/DEM/15** - Demolition of existing 4 no. small vacant buildings Consultation under Schedule 2, Part 11 of the Town and Country Planning (General Permitted Development) (England) Order 2015. Approved 02/06/15

**77895/FULL/2011** - Demolition and clearance of all above ground buildings and structures. Approved 24/04/12

Recent planning applications in the vicinity of the application site and applications that are relevant to the consideration of the cumulative impacts of the proposed development are as follows: -

#### **Land off Manchester Road, Carrington (Carrington Village)**

**94670/RES/18** - Approval of reserved matters (appearance, landscaping, layout and scale), pursuant to planning permission 88439/HYB/16 for the erection of 277 dwellings with associated formal and informal public open space, landscaping, electric substation and pumping station. Approved 18/12/18

**94601/RES/18** - Approval of reserved matters (appearance, landscaping, layout and scale), pursuant to planning permission 88439/HYB/16 for the erection of six buildings for use within Use Classes B1b (Research and Development)/ B1c (Light Industrial)/ B2 (General Industrial)/ B8 (Storage or Distribution) comprising 218,884 sq ft (20,335 sq m), with ancillary offices, associated car parking, landscaping, and two electrical substations. Approved 17/09/18



**88439/HYB/16** – Hybrid application comprising: -

a) Application for full planning permission for the demolition of existing buildings and structures, re-contouring of the site to form development platforms, new access(s) off Manchester Road to serve residential, employment, retail/health development and new emergency access(s) off the A1 private road to serve employment development, improvements to the A6144 Manchester Road/Flixton Road/Isherwood Road junction and the A6144 Carrington Lane/Carrington Spur/Banky Lane junction;

b) Application for outline planning permission for the construction of up to 725 dwellings, erection of up to 46,450sq m employment floorspace (Use Classes B1/B2/B8), erection of up to 929 sq m of retail (Use Class A1)/ health (Use Class D1) floorspace, creation of public open space, rugby pitch relocation along with new training pitch, erection of replacement rugby clubhouse, replacement car park for retained parts of Carrington Business Park, drainage principles, landscaping and ecological works, noise mitigation measures, electrical sub stations, pumping stations, car parking and vehicle, cycle and pedestrian circulation.

Approved 25/08/17

#### Land off Common Lane, Carrington

**88779/OUT/16** – Outline application for demolition of the existing farmhouse and two agricultural buildings, erection of buildings for use within Use Classes B1 (b) (Research and Development), B1 (c) (Light Industry), B2 (General Industrial) and B8 (Storage and Distribution), up to 43,874 sq. m, with ancillary offices, improvements to existing Common Lane access, associated landscaping, pumping station(s), package treatment plant and car parking. Approval sought for access with all other matters reserved. Approved 05/05/17

#### 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 11 January 2018 (and 09 March 2017), subject to a S106 agreement. Planning permission has not yet been granted.

**H/OUT/68617** - Outline application (including details of access) for residential development of up to 550 dwellings; associated footpath, landscaping and ecological works. Approved 30/07/10

#### Land off Hall Lane, Partington

**78680/FULL/2012** - Residential development for erection of 122 dwellings with associated access and landscaping works. Members of the Committee resolved that

they were minded to grant the application on 12 July 2012, subject to a S106 agreement. Planning permission has not yet been granted.

#### Former Gas Works site / Voltage Park, Manchester Road, Carrington

**97261/FUL/19** – Erection of five buildings for use within Use Classes B1c (Light Industrial) / B2 (General Industrial) / B8 (Storage & Distribution) comprising 62,442 sq m GIA to provide flexible employment purposes with ancillary offices, car parking, landscaping, service yard areas, ancillary uses and associated external works and operational development including remediation and ground levelling works.

**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 (now expired)

**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

#### 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

Trafford Waters, Land between the Manchester Ship Canal and Trafford Boulevard / Old Barton Road, 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. Approved 20/12/18

\* The Trafford Waters development is considered relevant in relation to the cumulative effects on the Strategic Road Network (M60) and air quality only.

**APPLICANT'S SUBMISSION**

The following detailed reports and assessments have been submitted in support of the application and are referred to as appropriate in the report:

- Planning and Affordable Housing Statement
- Design and Access Statement
- Green Infrastructure Strategy
- Economic Benefits Statement
- Statement of Community Involvement
- Transport Assessment (and two subsequent Technical Notes to TfGM and Highways England)
- Interim Travel Plan
- Geoenvironmental Appraisal
- Preliminary Appraisal Report (Desk Study)
- Flood Risk Assessment and Drainage Strategy
- Desk Based Ecology Assessment
- Ecological Assessment Report
- Bat Survey 2018
- Arboricultural Impact Assessment
- Environmental Noise Assessment
- Archaeology and Cultural Heritage Impact Assessment
- Carbon Reduction and Energy Statement
- Crime Impact Assessment
- COMAH Site Review
- Waste Management Strategy
- Utility Report
- Viability Assessment

The Environmental Statement includes the following environmental topics: -

- Population and Health
- Ecology and Nature Conservation
- Landscape and Visual Effects
- Traffic and Transport
- Air Quality
- Noise and Vibration
- Land Contamination

The application includes a Masterplan which comprises the detailed layout for the full element of the application and an indicative layout and key principles for the outline application. A series of Parameters Plans including Storey Heights, Land Use, Phasing and Movement Framework are also submitted to define the parameters of the overall scheme.

Key points from the Planning Statement in support of the proposed development are summarised as follows: -

- The proposed development is entirely compatible with the Council's aspirations for the regeneration of Partington, a Priority Regeneration Area, and is also in line with the development aspirations for the Carrington Strategic Location.
- The proposed development is compatible with the policies of the Development Plan when read as a whole.
- The policies of the Development Plan for the supply of housing are considered to be out of date by virtue of the Council being unable to demonstrate a 5 year supply of deliverable housing land. As such, the tilted balance in favour of sustainable development is triggered and requires development to be approved unless any adverse impacts outweigh the benefits of doing so (subject to no policies within the NPPF restricting development).
- There are overriding benefits of the proposed development in all economic, social and environmental dimensions of sustainable development. Additional weight can be afforded to the delivery of affordable housing which exceeds the Council's expectations for Partington.
- There are no technical matters that would lead to any adverse impacts in economic, social or environmental terms that have not been robustly assessed, minimised and mitigated against. There are no residual adverse impacts foreseen from the proposed development that can be considered to outweigh the overwhelming economic, social and environmental benefits of scheme.
- With reference to the provisions of S.38(6) of the Planning and Compulsory Purchase Act 2004, the proposed development is considered to be in accordance with the provisions of the Development Plan and other material considerations.

The Design and Access Statement states that the ethos of the design is to: create a sustainable residential development that supports the existing community and respects the positive features of the site; create a legible and attractive place with a sense of

identity; create a high quality living environment; and provide a well-planned layout and the creation of pleasant and well-designed streets and spaces.

Consultation with the community prior to submission included two public exhibitions hosted by the applicant in association with the Positive Partington Partnership and meetings with Partington and Carrington Parish Councils. In summary the consultation showed there is support for new housing at the site, although concerns were raised regarding how local infrastructure including highways, education and health impacts will be dealt with.

## **CONSULTATIONS**

**Carrington Parish Council** – No comments received.

**Education Admissions** – Advise that for the Partington (school place planning) Planning Area there is a shortfall of places in reception classes in every year up to and including 2022. The DfE provide Basic Need funding for the shortfall, however the level of funding never actually reflects the cost of providing the places. Education acknowledge that although the development will create additional demand for school places, a S106 contribution from the developer cannot be secured since education (expansion of existing primary schools and a new primary school in Carrington) is on the Council's CIL Regulation 123 List.

**Electricity North West** – No comments received

**Environment Agency** - No objection in principle subject to conditions to ensure the proposed development does not pose an unacceptable risk to the environment, including a remediation strategy and verification report to deal with the risks associated with contamination and conditions in relation to piling and infiltration. These conditions are recommended for both the full and outline elements of the application.

**Greater Manchester Archaeological Advisory Service** – GMAAS are satisfied that the submitted Archaeology and Cultural Impact Assessment meets the requirements set out in the NPPF. The only heritage asset identified where some form of mitigating action may be required is the paleo-environmental potential that may survive in deposits associated with Carrington Moss. GMAAS recommends a condition requiring the implementation of a programme of archaeological works and which shall be undertaken in accordance with a Written Scheme of Investigation (WSI).

**Greater Manchester Cycling Campaign** – No comments received

**GMEU** – There are a number of ecological issues associated with development both in terms of direct habitat loss, construction impacts and long term management issues. Recommend that the Landscape and Habitat Management Plan includes management of the retained woodland and a condition to require a Landscape and Ecological Management Plan (a LEMP has since been submitted and which is considered

acceptable by GMEU). Site clearance works including trees and scrub must be outside of the main bird breeding season. Measures outlined in the ES to protect ecological receptors/mitigate impacts during construction should apply to all phases and a condition requiring a CEMP is recommended. Recommend a condition requiring a lighting design strategy for biodiversity to avoid any adverse effects on bats and other wildlife. Further comments are included in the Ecology and Nature Conservation section of this report.

**Greater Manchester Fire Authority** – No comments received

**Greater Manchester Pedestrian Association** – No comments received

**GMP (Design for Security)** – Recommend a condition which reflects the recommendations made within the submitted Crime Impact Statement.

**HSE** – Do Not Advise Against, consequently HSE does not advise on safety grounds against the granting of planning permission in this case (Advice generated using the HSE's Web App, which is the correct procedure for obtaining HSE comments for a development such as this).

**Highways England** – No objection. A number of issues were raised by HE to the originally submitted Transport Assessment and further information has since been received. HE advise that whilst there are some issues with the Transport Assessment, it was determined that this application in isolation would not cause a severe impact to the Strategic Road Network.

**Housing Strategy and Growth Team** – No objections. Comments incorporated within the report.

**LLFA** - It is considered that the proposed works will not cause flood risk to the development or the surrounding area. Conditions are recommended to require a sustainable surface water drainage scheme including maintenance and management plan for the site.

**LHA** – No objections. The proposed improvement at the Manchester Road/Flixton junction will allow some 250 dwellings to come forward. Beyond 250 dwellings a further improvement is required and the developer will need to secure further improvement at the junction, or the Carrington Relief Road will need to be completed. The proposed access arrangements for Phases 1 and 2 are acceptable and the roads can accommodate refuse vehicles. A number of plots fall short of the parking standard, however the shortfall will not cause a highway safety issue. Secure and covered cycle parking is required for plots without garages. Conditions are required to secure a Travel Plan, improvements to Moss View Road and Broadway fronting site, emergency access through Heath Farm Lane and removal of permitted development rights to convert integral garages. Obligations are required to secure a contribution for the Manchester Road/Flixton Road junction and to secure a further improvement beyond 250 dwellings.

**NHS Trafford Clinical Commissioning Group** – No objections. Given the pace of the development and the small numbers of dwellings a year and the proportionate increases in population, the two practices in Partington will be able to manage the population increase between them.

**National Grid** - No objection. Advise that the proposal is in close proximity to a High-Pressure Gas Pipeline and an easement strip will be required. Cadent Gas advise that there is apparatus in the vicinity of the proposed works which may be affected and the response sets out the responsibilities and obligations for the developer before undertaking any works near to these sites.

**Natural England** – No objection and consider the proposed development will not have significant adverse impacts on statutorily protected sites or landscapes. The response includes advice on other natural environment issues including SSSI Impact Risk Zones; opportunities to protect and enhance locally valued landscapes; standing advice on protected species; opportunities to secure a net gain for nature and local communities and to follow the mitigation hierarchy set out in the NPPF; incorporate measures to improve access and recreation; and duty to conserving biodiversity including restoration or enhancement to a population or habitat.

**Network Rail** - The site is adjacent to the former Woodley junction to Partington railway, which is still owned by Network Rail and should be treated as if it were an operational asset onto which Network Rail could deploy personnel and machines. In order to protect the potential reopening of the line the development will need to be constructed under the same asset protection provisions as an operational railway line. Detailed requirements for carrying out works on site, boundary treatments, piling, etc. are set out in the response to ensure no adverse impact on the Network Rail asset.

**Partington Parish Council** – No comments received

**Peak and Northern Footpaths Society** - Request a condition to the effect that once each phase of the development has been completed, and at all other times where possible, the boundaries of the site remain open, and where boundary structures are deemed necessary or highly desirable there should be provision of gaps and/or gates at frequent intervals to facilitate pedestrian movements on and off, and across the site, in the direction of the facilities in Partington and Carrington Moss and beyond.

**Pollution and Licensing (Air Quality)** – No objections and comment that all relevant criteria have been considered. Employment of ‘Best Practice’ guidelines will ensure that dust and particulate matter will not be an issue during construction. The mitigation measures reflect procedures described within IAQM guidance. Recommend a condition requiring a Construction Environmental Management Plan for each phase of the development. Once the development has been completed the effects associated with NO<sub>2</sub> and PM<sub>10</sub> emissions from road traffic are not considered to be significant and the site is considered suitable for residential use, and no mitigation is required. The cumulative impact has been deemed to be negligible and therefore not significant.

**Pollution and Licensing (Contaminated Land)** – The submitted report has identified contamination and ground gas on site and remediation requirements have been outlined. A Materials Management Plan will be required to supplement the Remediation Strategy and a ground gas risk assessment report following completion of the ground gas monitoring programme will confirm the ground gas risk Characteristic Situation and necessary protection measures. Conditions are recommended to require an investigation and risk assessment prior to commencement; assessment of the potential risks; an appraisal of remedial options where unacceptable risks identified; remediation strategy for the site; and a verification report demonstrating completion of works in the remediation strategy.

**Pollution and Licensing (Nuisance)** – No objection on the grounds of noise nuisance, provided that the mitigation measures described within the Environmental Noise Assessment ‘Acoustic Design Statement’ are incorporated. Conditions recommended to require a validation report (post construction) to describe the mitigation measures incorporated within each unit and a Construction Environmental Management Plan to minimise the impact of noise and vibration during the construction period. With regards to the potential reopening of the disused railway line, the applicant’s assessment and recommended mitigation measures are considered acceptable.

**Ramblers Association** – No comments received

**Scottish Power Manweb** – No comments received

**Sport England** – The additional population will generate additional demand for sports facilities and the development should contribute towards meeting demand through provision of on-site facilities and/or providing additional capacity off-site. The level and nature of any provision should be informed by the Council’s Sports Evidence Base, including the Playing Pitch Strategy. Indicative costs for providing additional outdoor and indoor sport facilities have been provided. No objection but request further information is submitted in relation to details of any off site outdoor sport and indoor sport enhancements/new provision to meet the additional demand.

**Strategic Planning** – Comments incorporated within the report.

**Trafford Public Health** – No comments received

**TfGM** – With regards highways impact, a number of issues were raised relating to the modelling in the Transport Assessment and further information has since been received. To ensure the development can be supported on the existing highway network suitable mitigation needs to be introduced to coordinate with the build out schedule. TfGM provisionally accept the Flixton Road junction improvement as sufficient mitigation for the development, subject to improvement to the indicative scheme provided by the applicant. TfGM accepts that an acceptable design would be achievable subject to the use of third party land. With regards site accessibility, bus services are currently limited and note the central road has been designed to accommodate bus services. TfGM



suggest the funding of any future bus diversion be required by condition if possible. The pedestrian and cycling environment should be designed to be as safe, attractive and convenient as possible. Recommend a condition requiring the further development, implementation and monitoring of a full Travel Plan.

**Tree Officer** – No objections. Comment that the substantial tree removal within Phase 1 would ordinarily be a concern, however it is not of high value nor has it been classed as woodland and there is substantial mitigation proposed for this loss. The area of Phase 2 and the outline application currently has little tree cover and the proposed tree planting and landscaping in this area would be very welcome. The tree loss will be mitigated for as long as the new trees are of good quality and establish well. There should be a robust landscape management plan detailing this. There is a good opportunity to include the planting of large species of trees in the large open space areas. The landscape proposals are acceptable but it is recommended that hornbeams are also included.

**United Utilities** – No objection subject to conditions requiring foul and surface water to be drained on separate systems and a surface water drainage scheme based on the hierarchy of drainage options in the NPPG. No surface water shall discharge to the public combined sewerage system either directly or indirectly.

**Waste Management** – No comments received at time of preparing this report.

## **REPRESENTATIONS**

**Neighbours** – 10 letters of objection and 1 letter of support received, summarised as follows: -

### Transport Infrastructure and Traffic

- Transport infrastructure is poor, over-stressed and inadequate. The A6144 is the only access to and from Partington and constantly congested at peak times. Taking into account heavy good vehicles from the Paper Mill and Carrington Business Park the high volume of traffic is becoming untenable and current congestion makes local routes challenging, even for experienced cyclists.
- Additional traffic congestion during rush hour on the A6144, B5158, B5159 and the Carrington Spur. The road network cannot sustain an increase in traffic.
- Another road is needed in and out of Partington to support better public transport, more local facilities, supermarkets and GP surgeries.
- Increased potential for road traffic accidents and air pollution.
- Disruption along the Carrington Spur causing traffic jams, more wear and tear on the roads and potentially more road traffic accidents.
- Other developments in the area will also put pressure on these routes.
- Poor traffic free links and connectivity to surrounding towns and other sites and developments proposed for Carrington and Partington. The application needs to provide traffic-free links across Carrington Moss to surrounding towns. Residents

should have the option of protected cycleways through the former Shell estate between the site and Carrington. There are existing links beneath the railway to facilitate this.

- Residents and visitors will travel by car due to the lack of traffic free links and no planned additional local shops or other amenities.
- Manchester Road has been closed numerous times in excess of an hour due to accidents, causing cancellation of bus services and diversions.
- It is unrealistic to expect that a majority of residents will ride bikes.

#### Public Transport

- Inadequate public transport. The only public transport is a minimal and unreliable bus service. Public transport will be insufficient during peak hours and the additional residents will overload existing bus services very quickly.
- Additional public transport needs are not considered in this application.

#### Local Facilities

- There are limited facilities available in Partington - GP surgeries and other health facilities, schools, employment and welfare support are over-stretched. Insufficient infrastructure and amenities to accommodate a further 600 homes.
- Not enough schools in the area to cope with additional children.
- Increased strain on the local doctor's surgery. An appointment at the current practice takes two weeks.
- No provision made for GP's, additional schools or nurseries, additional local shops or other amenities.
- No planned additional local shops or other amenities so residents will probably travel by car. One Tesco Direct is insufficient for the additional volume of people, which will mean journeys to other shopping areas.
- Other proposed developments in the area will further overload public services and add to the stretched facilities available.

#### Impact on Mossland, Local Wildlife and Bird Species

- The development adjoins Carrington Moss, a natural habitat that hosts considerable wildlife including declining bird species and bats. The Moss provides a green space of valuable moss land and natural reserve. This area is under considerable threat, having already been subject to industrial over-development.
- The site contains woodland and vegetation that are important habitats for local wildlife and birds. The mature hedgerows provide valuable habitat for a range of wildlife and allow movement/dispersal through the site to the wider countryside. The site also showed potential to accommodate ground nesting birds.
- Severe impact on local populations of wildlife, birds and bats, including declining bird species, with increasing light, noise and disturbance to their natural habitats. There will be considerable impacts due to extensive human activities and devastating impact on their breeding habitats and ability to survive.
- If birds and other wildlife are moved from one site due to development, they may be moved again because of another development.

- The Walkover Habitat Assessment survey was undertaken outside of the optimum survey season for vegetation which should not be acceptable to support a planning application.
- The bat study is largely specious and incomplete, with no data presented during the summer months when they are most active.
- A commitment should be secured to ensure the woodland will be retained, maintained and enhanced, along with the green infrastructure set out in the proposals.
- A sensitive lighting scheme should be adopted along the woodland edge habitat and the derelict railway to avoid potential light spill onto the canopy or associated scrub. Where lighting is unavoidable, the restrictions set out should apply.
- No indication on the impact on owls and buzzards that nest in the environs.
- No consideration of the cumulative impact of all the developments on and around the Carrington Moss area.

#### Contamination and Health Risks

- Parts of the site are highly contaminated with many hazardous materials, including cyanide, asbestos, hydrocarbons, numerous gas emissions and heavy metals.
- Risk to construction workers and future residents. The submissions seek long-term monitoring of the volatile nature of the site, warning of dangers to workmen. This is a serious level of contamination; how will prospective residents be informed and comforted about the health risks in the area?
- The risk is surely sufficient reason to decline planning permission.
- Harmful impacts to the community should the decontamination exercise fail.
- Question the risk to current residents and the allotments due to contaminated dust caused by construction work.
- A metre or two of debris on top will not de-contaminate the site. Contaminants cannot be sealed by a curtain wall: there is no impermeable base and no way of creating one: substances have already leached beyond known depths.
- The HSE App 'advised against' permission [Nb. this is incorrect; the HSE 'do not advise against' the proposed development].
- Piling is proposed into peat and sand beds holding major petroleum and liquified gas pipes.
- The submission for waste disposal and remediation can only guess the amount of contaminants to be removed to a special site with no guarantees.
- Water from the site could be contaminated and impact local wildlife.

#### Air Quality

- Air pollution is already dangerously high and will be exacerbated by the development.
- Increased traffic congestion and exhaust fume pollution will increase CO<sub>2</sub>, NO<sub>x</sub>, Hydrocarbons and Soot particles in Parts per Million and will impact on the health of the local population.

## Flooding

- Parts of the site are at a high or medium risk of surface water flooding. The land is low lying, poorly drained and subject to flooding and standing water.
- Carrington Moss is subject to flooding on a regular basis, with standing water in fields and on footpaths.
- Building on the site is likely to exacerbate existing problems in surrounding areas as more water will need to be accommodated. This could be contaminated water and impact on local wildlife.

## Layout Issues

- The roundabout at the estate entrance will restrict pedestrian movement.
- Driveways should not open onto the main road and should be via side streets as they are a hazard for cyclists and pedestrians.
- Pedestrian tracks appear too narrow for cycling and take winding routes so people will just walk over the grass.
- There should be continuous footways at junctions.
- There are no car parks so excess vehicles will park on the footway and force pedestrians to walk on the carriageway.

## Other Issues

- Levels of 'affordable' housing are rarely realised in practice.
- Increase in noise pollution.
- The crime survey indicates this is a low crime area yet uses evidence of criminal activity as a reason to build on the land.
- Brownfield sites for homes exist in the Manchester region.
- Builders/additional vehicles on Moss View Road and Broadway will add to disruption.
- Question if homes would be aimed at people on lower income or those on higher incomes.
- The development will only benefit the applicants and disadvantage the rest of the Borough.
- Suggested alternative is clean the whole site and create a dedicated centre for the development of standards of remediation; for discovering the processes for getting rid of modern plastic with the petrochemical fractioning process from which hydrocarbons and polymers have come; and for the restoration of the mass of Carrington peat bog as a carbon capture resource.

## Positive aspects of the development and comments in support:

- Tree retention, management and enhancement: large areas of woodland will be retained, maintained and improved. Tree planting will support foraging and provide roosting potential, flowering plants and shrubs will encourage insect diversity, the habitat buffer around the site boundaries will provide an acoustic and visual barrier and wildlife corridor.
- Installation of six bat boxes to enhance opportunities available to roosting bats.

- Routes and pathways through the woodlands will be agreed through consultation with a qualified arboriculturalist.
- 74 affordable units in Phase 1 and 2 will help those currently struggling to buy a house. The Rent to Buy option has given hope to people wanting to own a home. If the homes really are 'affordable homes' then this is what is needed.
- Re-use of brownfield land (although this is highly contaminated).
- Access to roads and congestion is not a valid point to not build homes for people.
- The doctors will not struggle with extra patients. Many people may not want to change doctor or register at the existing practice.

**Friends of Carrington Moss** – Object for the following reasons and which are incorporated in the summary of objections above:

- Impact on local wildlife and bird species
- Traffic congestion
- Air pollution
- Inadequate public transport and lack of traffic free links
- Site contamination
- Flood risk
- Public services

Friends of Carrington Moss recognise that there are positive aspects to the development but object as there has been no consideration of the cumulative impact of all the developments on and around the Carrington Moss area. This will particularly impact bird and wildlife populations as, if they are moved from one site due to a development, they may be moved again because of another development. There will also be considerable impacts due to extensive human activities. This will have a devastating impact on their breeding and ability to survive.

**Cheshire Wildlife Trust** – The recommended Sensitive Lighting Strategy, Invasive Non-native Species Strategy and Monitoring Strategy are requested under planning conditions. The reasonable avoidance measures recommended for species such as hedgehogs and birds should also be applied. However, there remain a number of serious concerns that should be addressed before determination, summarised as follows: -

- The ES fails to take into account the likely impact on Section 41/red listed lapwing and skylark as a result of loss of breeding habitat. Incomplete surveys may have underestimated the impacts. Compensation should be provided for loss of ground nesting bird habitat.
- Loss of lowland broadleaved woodland and native hedgerow. The development should be amended to incorporate these priority habitats. Only if there is an overriding need for development should these habitats be lost and the mitigation hierarchy followed and the habitats compensated for. The developer should demonstrate a measureable net gain in biodiversity.
- No assessment for water voles was undertaken. Avoidance/mitigation measures must be incorporated into the design to mitigate potential impacts if present.

- Surveys for common lizard and slow worm should be undertaken and mitigation/avoidance measures implemented if present.
- Measures to protect Broadoak SBI and priority woodland habitat should include a 10m non-developable buffer and further measures. A management plan for both Broadoak SBI and the onsite woodland will need to be implemented.

**Essar Oil (UK) Ltd** – Note the COMAH Site Review states that all development will be located outside the Inner and Middle consultations zones of the Major Accident Hazard Pipeline and concludes the HSE would recommend ‘Don’t advise against’ if the houses are limited to the outer zones. Essar Oil (UK) Ltd would therefore have no specific comment to make provided the location of built development remains out-with the Inner and Middle consultation zones as shown on the submitted Masterplan.

## **OBSERVATIONS**

### PRINCIPLE OF DEVELOPMENT

1. S38(6) of the Planning and Compensation Act 1991 states that planning applications should be determined in accordance with the development plan unless material considerations indicate otherwise. The NPPF at Paragraphs 2 and 47 reinforces this requirement and at Paragraph 12 states that the presumption in favour of sustainable development does not change the statutory status of the development plan as a starting point for decision making, and that where a planning application conflicts with an **up to date** (emphasis added) development plan, permission should not normally be granted.
2. The Council’s Core Strategy was adopted in January 2012, prior to the publication of the 2012 NPPF, but drafted to be in compliance with it. It remains broadly compliant with much of the policy in the 2018 NPPF, particularly where that policy is not substantially changed from the 2012 version. It is acknowledged that some policies, including those controlling the supply of housing are out of date, not least because of the Borough’s lack of a five year housing land supply. However, other relevant policies remain up to date and can be given full weight in the determination of this application. Whether a Core Strategy policy is considered to be up to date or out of date is identified in each of the relevant sections of this report and appropriate weight given to it.
3. The NPPF is a material consideration in planning decisions, and as the Government’s expression of planning policy and how this should be applied, should be given significant weight in the decision making process.
4. Paragraph 11 d) of the NPPF indicates that where there are no relevant development plan policies, or the policies which are most important for determining the application are out of date planning permission should be granted unless:

- i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
  - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.
5. Policies controlling the supply of housing (L1 and L2) and those relating to the Carrington Strategic Location (SL5), the Partington Priority Regeneration Area (L3) and sustainable transport and accessibility (L4) are considered to be 'most important' for determining this application when considering the application against NPPF Paragraph 11 as they impact upon the principle of the development. The Council does not, at present, have a five year supply of immediately available housing land and thus Policies L1 and L2 of the Core Strategy are 'out of date' in NPPF terms. Policy SL5 of the Core Strategy is considered to be up to date in respect of the Council's expectations for the delivery of development in the Carrington Strategic Location and Policy L3 is up to date in that the requirements for development in Partington to support its regeneration remain valid. Although Policies SL5 and L3 both include specific housing numbers, as they are minimum numbers and not a target, and the housing figures are one part of policies with a number of overarching aims, the inclusion of housing numbers does not render the policies out-of-date. Both policies are considered to be compliant with the NPPF and significant weight should be afforded to them. Policy L4 is considered to be out-of-date as the NPPF sets a higher bar than the policy to demonstrate that a development would have an adverse impact on the road network.
6. With regards Paragraph 11(d)(i) of the NPPF, analysis later in this report demonstrates that there are no protective policies in the NPPF, including those relating to habitats sites, heritage assets and areas at risk of flooding, which provide a clear reason for refusing the development proposed. Paragraph 11(d)(ii) of the NPPF is therefore engaged, i.e. planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole.

### Trafford Core Strategy

7. The Core Strategy identifies the following key issues facing Partington:
  - Secure a revitalised shopping centre;
  - Widen the housing offer;
  - Reduce its physical isolation through the delivery of improved transport links;
  - Quality and accessibility of recreation opportunities, including those for young people; and

- Opportunities offered by the Manchester Ship Canal for increased sustainable transportation.
8. The most relevant Place Objectives for Partington set out in the Core Strategy include: to provide an appropriate level of new residential development to tackle population decline and achieve sustainable growth; to maximise the potential of vacant and derelict sites for housing; to establish a better balance in type and tenure of housing in the area; to provide the right conditions to attract and retain economically mobile people to the area; to protect, improve and enhance the quality and accessibility of biodiversity and green spaces; to secure improved public transport linkages from Partington to the Regional Centre, Altrincham and Trafford Park; and to secure improved highway links.

#### Partington Priority Regeneration Area

9. The application site is within the Partington Priority Regeneration Area identified in Policy L3 of the Core Strategy and shown on the Adopted Policies Map 2013. Policy L3 states that within Regeneration Areas the Council will support appropriate developments that will reduce inequalities, secure regeneration benefits; create truly sustainable communities; and make positive contributions to achieving the Plan's Strategic Objectives and relevant Place Objectives. It states within Partington, development and redevelopment will be supported which will provide or contribute to the provision of approximately 850 units of new residential accommodation, suitable for families; a redeveloped local shopping centre; and improvements to open space and amenity areas in terms of quality and access, including the provision of a 'green loop' to connect existing areas of green space to create an accessible, attractive route for walking and cycling around Partington (Nb. The proposed 'green loop' is included as part of the development proposals for 550 dwellings on land at Lock Lane. The route includes Broadway and Moss View Road although does not extend into the application site and the proposed development would not compromise the implementation of this initiative in the future).
10. The proposed development will contribute towards the regeneration of Partington and is acceptable in principle having regard to Policy L3. It will secure the remediation and re-use of a previously developed site and deliver a substantial number of new homes in a range of types, size and tenure, including affordable housing. The appearance of the site will be improved with new homes, open space and landscaping and a safer environment created. The increased population and potential spending will also support and help sustain facilities in Partington including the redeveloped local centre.
11. It is noted that Policy L3 of the Core Strategy refers to 850 residential units to be provided in Partington. Although the site is within Partington this site is part of the Carrington Strategic Location and forms part of a wider area identified as being able to deliver 1,560 residential units in the plan period.



## Carrington Strategic Location

12. The application site is also within the Carrington Strategic Location as identified in the Core Strategy under Policy SL5; the extent of which is shown on the Land Allocations Plan (LAP) Draft Policies Map 2014. Although the LAP is on hold whilst the GMSF 2019 is advanced, the Policies Map associated with that Plan provides the best indication of 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. Carrington is identified as a key strategic location within the Borough that 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.
13. Policy SL5 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. The Policy states 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.
14. The proposed development will contribute towards a major mixed-use development being delivered in the Strategic Location and is acceptable in principle having regard to Policy SL5. It will deliver a significant number of new homes, recreational facilities in the form of open space and play facilities, and high quality green infrastructure which connects with the surrounding open countryside. The requirement for new road infrastructure is considered elsewhere in this report but it is proposed that the development will be tied into the delivery of new road infrastructure, or alternatively be required to provide its own mitigation. Policy SL5 identifies a number of specific requirements in order for development in this Location to be acceptable and these are considered within the relevant sections of the report.

15. Policy SL5 states that the site specific implications of this proposal will be detailed and identified in the Carrington Area Action Plan and 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 Land Allocations Plan (see below).

#### Protected Linear Open Land and New Open Space/Outdoor Recreation Designation

16. The two parcels of land on Broadway are designated on the Policies Map as both 'Protected Linear Open Land' and 'New Open Space/Outdoor Recreation Proposals'. Land on the south west corner of the main part of the site is also 'Protected Linear Open Land'. The land on the north east side of Broadway is to be retained as woodland and the land on the south west corner of the site is proposed as open space, however the proposed housing on most of the land on the south west side of Broadway (Phase 1) will conflict with these designations. This land was specifically identified as having potential to provide new informal recreation and children's play space, however, no proposals were brought forward to achieve this policy aim, which was not carried forward into the Core Strategy under Policy R5, which was linked to more recent evidence such as the 2009 Open Space Assessment of Need and the 2010 Greenspace Strategy. Policies R2, R3 and R5 of the Core Strategy apply to these parcels of land in that they form part of Trafford's network of natural environment, green infrastructure and open space assets. However, the land south west of Broadway was not included in the more recent evidence bases referred to as the land was inaccessible, which also applies to the woodland site to the north east of Broadway. Therefore, the retention, improvement and accessibility of the woodland on the north east side of Broadway, along with the provision of new areas of public open space, children's play facilities and new green infrastructure features in the form of new woodland, new tree planting, orchard creation, wildflower meadow and wetland creation will result in a scheme that achieves acceptable mitigation and overall net gain for biodiversity, green infrastructure and open space both quantitatively and qualitatively, in compliance with Policies R2, R3 and R5 as well as NPPF paragraphs 97 (open space), 170, 174 and 175 (biodiversity). Policy L3 of the Core Strategy also states that the release of greenfield land for development will only be allowed where it can be demonstrated that it will make significant contributions to the regeneration priorities for Partington and will not have a significant adverse impact on the ecological value of the land. These requirements are considered elsewhere in this report, however in summary it is considered that the contribution that housing on this land would make to the regeneration priorities for Partington, and the ecological impact of development on this land in conjunction with the mitigation proposed across the wider site, satisfy this requirement of Policy L3.

## Revised Trafford Unitary Development Plan

17. The Revised UDP has mostly been superseded by the Core Strategy and the rest of the Revised UDP policies will be replaced by the Trafford Local Plan. However, until such time as the Revised UDP policies are fully replaced, after the adoption of the Land Allocations Plan, the relevant policies will still be used to determine planning applications.
18. The main part of the site was identified as a Main Industrial Area in the Revised UDP. The subsequently adopted Core Strategy and the Draft LAP Policies Map identify the site as part of the Carrington Strategic Location and Policy SL5 of the Core Strategy identifies the area for both residential and employment development. This scheme would therefore contribute towards the delivery of residential development as set out in Policy SL5. Policy W1 of the Core Strategy relating to employment sites is relevant insofar as the proposed development is for a non-employment use in one of the locations identified in Policy W1.3 where employment uses will be focussed (Carrington), however Policy SL5 identifies Carrington for both residential and employment development. It is therefore considered the loss of the site for employment purposes does not need to be addressed in this case. It is also relevant to take into account that much of the Carrington Strategic Location is subject to restrictions on residential development due to COMAH zones around industrial sites, so the Heath Farm Lane site represents one of a limited number of opportunities for residential development.

## Draft Land Allocations Plan

19. The Draft Land Allocations Plan (LAP) is at a very early stage in its preparation and has been put on hold, pending the production of the Greater Manchester Strategic Framework, therefore has limited material weight in the determination of this application. Although the LAP has not been adopted and is currently on hold, this remains the most recent statement of policy published by the Council (2014) in respect of this site.
20. Policy RE1 concerns the Partington Priority Regeneration Area and states that the Council will support development proposals which deliver new homes, community facilities and transportation improvements where they meet the regeneration objectives set out in the Core Strategy and Policy L3, those of the Trafford Partnership and where they are in accordance with relevant policies of the Trafford Local Plan and national guidance.
21. Policy CAR1 concerns the Carrington Strategic Location and states the Council will grant planning permission for residential, employment, and community facilities, including convenience retail, educational, health and recreational facilities. Proposals will be required to 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 Policy R4. It states the residential

development will comprise a minimum of 1,560 residential units, with an indicative 80% target proportion being delivered on brownfield land.

## GMSF

22. The site is within the proposed 'New Carrington' allocation in the Draft GMSF 2019 which covers an extensive area including that identified in Policy SL5 of the Core Strategy and further land around the existing communities of Carrington, Partington and Sale West. Policies GM-Strat 11 and GM Allocation 45 of the Draft GMSF 2019 identify New Carrington to accommodate around 6,100 dwellings and 410,000 sq m of employment floorspace over the period 2018-2037. It states major investment in public transport and highway infrastructure, such as the Carrington Relief Road, improvements to Junction 8 of the M60 and public transport corridors will need to be delivered to support the development of New Carrington. The proposal is consistent with the Draft GMSF 2019, comprising a significant volume of housing within the proposed allocation. The infrastructure requirements are considered elsewhere in this report.

## Housing Land Supply

23. The NPPF places great emphasis on the need to plan for and deliver new housing throughout the UK. The Government's current target is for 300,000 homes to be constructed each year to help address the growing housing crisis. Local planning authorities are required to support the Government's objective of significantly boosting the supply of homes. With reference to paragraph 59 of the NPPF, this means ensuring that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed, and that land with permission is developed without unnecessary delay. Within the Core Strategy, the first Strategic Objective - SO1 - recognises the importance of promoting sufficient housing across the Borough to meet Trafford's needs.

24. Policy L1 of the Core Strategy seeks to ensure that an adequate range of sites is made available across the Borough to allow a variety of types of housing, including accommodation that is affordable by all sectors of the local community, to be provided, subject to the capacity of the urban area and infrastructure to accommodate the development and the need to protect the environment. The Policy seeks to release sufficient land to accommodate a minimum 12,210 new dwellings (net of clearance) over the plan period up to 2026. The Carrington Strategic Location is a key location in meeting this identified housing need in Trafford.

25. Policy L1 is out of date in so far as the calculation of housing need should be based on the more up to date 2014 'Local Housing Need' figures. Using the 2014 LHN calculations, this is 1,335 net homes per annum required. Given Trafford's historic under delivery of housing a 20% buffer is used within the calculation.

Moreover, with the introduction of the Government's own figures for housing need, albeit these are yet to be confirmed, the 2019 assessment is now likely to be far in excess of the figures set out in the Core Strategy.

26. Regular monitoring has revealed that the rate of building is failing to meet the housing land target and the latest monitoring (based on 2014 LHN) suggests that the Council's supply is 2.6 years. Additionally, the Council is required to demonstrate how many new homes it is actually delivering in the Government's Housing Delivery Test, introduced in November 2018. Therefore, there exists a significant need to not only meet the level of housing land supply identified within Policy L1 of the Core Strategy, but to meet the more up to date LHN figure and also to make up for a historic shortfall in housing completions. A first stage calculation undertaken by the Government (released in February 2019) suggested that, across Trafford 47% of homes have been delivered when compared with the number of homes required over the last three year period.
27. The absence of a continuing supply and a shortfall in the delivery of housing has significant consequences in terms of the Council's ability to contribute towards the government's aim of significantly boosting the supply of housing. Significant weight should therefore be afforded in the determination of this 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.
28. Policy SL5 of the Core Strategy indicates that the Carrington Strategic Location can deliver 1,560 residential units between 2011 and 2026, with the phasing as follows:

	2008/9 – 2010/11	2011/12 – 2015/16	2016/7 – 2020/1	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 Strategic Location by 2015/16 and a further 600 dwellings between 2016/17 and 2020/21. None of this housing has been delivered to date, although planning permission has been granted for up to 725 dwellings at Carrington Village (Nb. the residential developments off Lock Lane and Hall Lane which are approved subject to S106 agreement are not in the Strategic Location and therefore do not form part of the 1,560 dwellings to be delivered). The Carrington Strategic Location has therefore significantly under-delivered against the above 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 to maintain a supply of housing to meet the identified need, and as such there is a clear need for this housing to be delivered. This proposal would contribute an

additional 600 dwellings to the Carrington Strategic Location area and make a significant contribution to the Council's housing land supply.

## Housing Mix

29. The NPPF at paragraph 61 requires local planning authorities to plan for an appropriate mix of housing to meet the needs of its population and to contribute to the achievement of balanced and sustainable communities. This approach is supported by Policy L2 of the Core Strategy, which refers to the need to ensure that a range of house types, tenures and sizes are provided. The Policy indicates that the proposed mix of dwelling types and sizes should contribute to meeting the housing needs of the Borough as set out in the Council's Housing Strategy and Housing Market Assessment. Policy L2 sets out that the Council will seek to achieve a target split of 70:30; small:large (3+ beds) with 50% of the "small" homes being accommodation suitable for families.
30. For this specific location, Policy L3 states that development should improve the housing mix, type and tenure across Partington as a whole, whilst Policy SL5 states that approximately 80% of the housing to be provided in the Carrington Strategic Location should be made up of 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.
31. Phases 1 and 2 provide for 45 x 2-bed units, 70 x 3-bed units and 33 x 4-bed units. This equates to a small:large split of 30:70 and a significantly higher proportion of large units than the target set out in Policy L2, however this is entirely appropriate for this location, where Policy SL5 requires approximately 80% of new housing in the Strategic Location to be family accommodation. This requirement takes precedence in this specific location and the overall Borough-wide target of 70:30 is not considered an applicable split for this specific site. Furthermore a high proportion of family housing in this location will mitigate against the housing mix being brought forward in the north of the Borough which tends to have a higher proportion of small units, therefore the proposed mix will assist the Council in achieving the overall target set out in Policy L2. The proposed housing mix in Phases 1 and 2 would provide 85% family accommodation (comprising the 3 and 4-bed units and 50% of the 2-bed units in accordance with Policy L2.4) and therefore complies with the requirement of Policy SL5 for 'approximately 80%' to be family accommodation. The applicant has further advised that these phases have been designed to best reflect the demands of the market, both in terms of open market and affordable housing sales. The mix of dwellings has been chosen to prime the site and enable the development to be delivered quickly, helping to fund the remediation of the site and the delivery of a high quality development. The mix of dwelling sizes is considered appropriate given the emphasis of Policy SL5 to deliver predominantly family accommodation and the requirement of Policy L3 to

improve the housing mix, type and tenure across Partington. Overall the mix of units will provide for a range of new homes predominantly suitable for families and some smaller households and is considered appropriate for this location.

32. The mix of units proposed in the outline phase is not known at this stage although the application confirms this will include units within the range of 1 to 5 bed units. To ensure that at least 80% of the units to be provided in the outline phases meet the requirement in Policy SL5 to be made up of family accommodation, a condition to this effect is recommended.

### Affordable Housing

33. 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. In order to meet the identified affordable housing need within the Borough, the Council will seek to achieve, through this policy, a target split of 60:40 market:affordable housing. The Borough is significantly underperforming against the 40% affordable homes target when compared to anticipated delivery at this stage in the plan period.
34. Policy L2 states in respect of all qualifying development proposals, appropriate provision should be made to meet the identified need for affordable housing and Policy SL5 requires the provision of affordable housing in accordance with Policy L2. The Partington area is identified as a “cold” market location where Policy L2 states under normal market conditions a 5% affordable housing contribution will be sought. In November 2018, a recommendation of officers to accept a shift to ‘good market conditions’ for the purposes of negotiating affordable housing and applying Policy L2 and SPD1 was accepted by the Planning and Development Management Committee. This has the effect that a 10% affordable housing contribution is now sought in “cold” market locations. Policy L2 goes on to explain however, that in areas where the nature of the development is such that, in viability terms, it will perform differently to generic developments within a specific market location the affordable housing contribution will be determined via a site specific viability study, and will not normally exceed 40%. SPD1 also states this will apply in the case of most of the strategic locations (paragraph 3.14).
35. It is considered that this proposed scheme, given its scale and nature, would perform differently from other ‘generic’ established housing developments in this area. The site is part of a wider strategic location identified for significant new residential development and is also considered to be a different type of development to that generically found in Partington at the time of the Economic Viability Study, due to its nature and scale. Therefore the extent of any affordable housing contribution associated with this scheme will be determined by a site specific viability study, up to 40% of the overall number of units provided on site, i.e. 240 units. This is consistent with the approach taken with the recent

Carrington Village application (approved in August 2017) which is in the same geographical and housing market area.

36. Paragraph 64 of the NPPF states that where major development involving the provision of housing is proposed, planning policies and decisions should expect at least 10% of the homes to be available for affordable home ownership, unless this would exceed the level of affordable housing required in the area, or significantly prejudice the ability to meet the identified affordable housing needs of specific groups. The NPPF identifies a number of exemptions to this 10% requirement, none of which are relevant to the proposed development.
37. The submission confirms that 100 affordable homes will be delivered which equates to 16.7% of the development. This includes 74 units within Phases 1 and 2 (50% of the total in these phases), with 50 affordable units in Phase 1 and 24 affordable units in Phase 2. A further 26 affordable units would be delivered across the remainder of the development. The applicant has also confirmed that the site may deliver further affordable housing in excess of the 100 units subject to viability testing as future phases are delivered. An assessment of this proposed level of affordable housing is considered further in the Developer Contributions and Viability section of this report.
38. The 74 affordable units proposed in Phases 1 and 2 will comprise 50 Shared Ownership units and 24 Rent to Buy units. These will include 2, 3 and 4-bed units. The 26 affordable units to be delivered in a later phase are indicated at this stage as 20 Shared Ownership units and 6 Rent to Buy units. Policy L2 of the Core Strategy sets out that for affordable housing the expected method of delivery will be on site; at least 50% of the affordable housing provision will be required to be accommodation suitable for families; the affordable housing element should reflect the overall mix of unit types on the site; and a split of 50:50 in the affordable housing units to be provided between intermediate (commonly shared ownership) and social/affordable rented housing units, unless exceptional circumstances can be demonstrated as set out in the Planning Obligations SPD. The proposed affordable units comply with the criteria in Policy L2 with the exception that it does not propose a 50:50 split between intermediate and social/affordable rented units. In this case however, the Bucklow St Martin's Ward already comprises a high percentage of social and affordable housing when compared to other wards within the borough (40.1% in Bucklow St Martin's Ward) and it is considered that for this site intermediate housing (Shared Ownership and Rent to Buy) would be preferred to try and re-balance the housing offer in the area.



## Phasing and Delivery

39. 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 (although it is acknowledged reserved matters have been approved for 277 dwellings at Carrington Village and development on that site is likely to commence soon). There is therefore an immediate need to deliver the proposed housing. However, due to the scale of development it will need to be delivered in phases and over a sustained period of time. The submission anticipated that Phases 1 and 2 are expected to be constructed between January 2019 to July 2022 and Phases 3 to 9 between March 2022 to December 2029, with development generally following a west-east construction strategy. This proposed rate of development is slower than that originally anticipated in the Core Strategy, nevertheless it will make a significant contribution to meeting Trafford's housing delivery shortfall and is therefore welcomed.

## Density

40. Policy L3 of the Core Strategy states that development within Partington should be built at a density that will safeguard an appropriate level of high quality, accessible open amenity space. The NPPF states that planning decisions should support development that makes efficient use of land (paragraph 122) and that where there is an existing or anticipated shortage of land for meeting identified housing needs, it is especially important that decisions avoid homes being built at low densities, and ensure that developments make optimal use of the potential of each site (paragraph 123).

41. The Draft LAP proposed geographically variable density rates. In "cold" market areas including Partington, it states an indicative development density assumption of 40 dwellings per hectare will be applied to new housing sites. The Draft GMSF 2019 Policy GM-H4 states that new housing development should be delivered at a density appropriate to the location, reflecting the relative accessibility of the site by walking, cycling and public transport, in accordance with minimum densities set out for different areas. This site falls within 'All other locations' where the minimum net density should be 35 dwellings per hectare.

42. The submission states that the net density varies through the site but will generally comprise a density of between 35 and 41 dwellings per hectare. Based on the gross area of residential development only i.e. excluding the areas of open space, the overall density is 34.5 dwellings per hectare. 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. As the density is in line with that proposed in the GMSF 2019 for this location, it is considered that

approval of the development would not prejudice the delivery of the GMSF 2019 or the housing numbers envisaged.

### Sustainable Location

43. The NPPF requires that housing applications should be considered in the context of the presumption in favour of sustainable development and Policy L2 of the Core Strategy requires development to be appropriately located in terms of access to existing community facilities to ensure the sustainability of the development. Facilities and amenities in Partington include shops, health practices, pharmacy, community centre, library, primary schools, secondary school, leisure facilities at Partington Sports Village, playing fields, allotments and places of worship. The recently redeveloped Partington Local Centre includes a Tesco Express and other retail units. The site is within walking and cycling distance of a number of these facilities and amenities. There are bus stops on Manchester Road and Moss Lane within walking distance of the site providing services to other town centres and a wider range of facilities. It is considered that the site is well-located relative to facilities within Partington.
44. It is also recognised however, that Partington itself has poor links to other centres, limited transport infrastructure and that some existing local services and facilities, including the schools and health facilities, may not be able to accommodate the additional population of the proposed development resulting in a need to travel to other centres. These matters are considered elsewhere in the report, however without the infrastructure referred to in Policy SL5 and L3 to support this and other development in Partington and the Carrington Strategic Location, Partington itself is not considered to be a sustainable location.

### Use of Previously Developed Land

45. The application site comprises a significant area of previously developed land and two areas of greenfield land. Policy L1 states that an indicative 80% target proportion of new housing provision to use brownfield land and buildings over the Plan period has been set. The policy identifies previously developed land and sustainable urban area green-field land that can be shown to contribute significantly to the achievement of the regeneration priorities set out in Policy L3 as being released to achieve this target. The NPPF states that planning decisions should give substantial weight to the value of using suitable brownfield land within settlements for homes and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land (paragraph 118 c) and promote and support the development of under-utilised land, especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively (paragraph 118 d).

46. The main part of the application site is vacant, under-utilised and previously developed land. The site was until relatively recently occupied by gas holders, buildings and other structures. Large areas of hardstanding remain. Although this part of the site also includes some areas of greenfield land, these areas are generally on the periphery and are limited relative to the areas of hardstanding. Whilst there are no longer any buildings or structures on the land, it is considered the site constitutes previously developed land as defined within Annex 2 the NPPF. The proposed development will contribute towards the 80% target of new housing provision to use brownfield land as set out in Policy L1.
47. The site also includes two areas of greenfield land on Broadway and residential development is proposed on one of these parcels of land. The NPPF doesn't presume against development on greenfield land, only that priority/emphasis is given to the use of previously developed land. The importance of this area of the site in terms of ecology and loss of trees is considered elsewhere in this report.

#### Conclusion on Principle of Development

48. Having regard to the above policies and the NPPF, residential development in this location and in the form of predominantly family housing is acceptable in principle and will contribute towards the delivery of the Council's objectives for this key strategic location and the regeneration of Partington. Furthermore the proposed development will make a significant contribution to the supply of land for new housing and addressing the significant shortfall identified above. Determination of the application in broad accordance with the Core Strategy would not undermine the delivery of the GMSF 2019, since the proposals are consistent with the Draft GMSF 2019 proposals for the wider location.

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

49. Policy L7 of the Core Strategy requires development to be appropriate in its context; make best use of opportunities to improve the character and quality of an area; enhance the street scene or character of the area by appropriately addressing scale, density, height, massing, layout, elevation treatment, materials, hard and soft landscaping works, boundary treatment; and make appropriate provision for open space in accordance with Policy R5. Policy L7 also requires development not to prejudice the amenity of future occupiers of the development by reason of being overbearing, overshadowing, overlooking, visual intrusion, noise and/or disturbance. Policy SL5 requires development in the Carrington Strategic Location to demonstrate high standards of sustainable urban design in accordance with Policies L5 and L7 and the justification to the policy further refers to providing high quality family accommodation.
50. Policy L7 is considered to be compliant with the NPPF and therefore up to date as it comprises the local expression of the NPPF's emphasis on good design

and, together with associated SPDs, the Borough's design code. It can therefore be given full weight in the decision making process. Policy R5 is up to date in that it seeks to ensure that residents have access to an appropriate range of green spaces and other recreational facilities to aid their health and well-being.

51. The NPPF also emphasises the importance of achieving well-designed places and states the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. It states that good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Paragraph 127 sets out that planning decisions should ensure developments are visually attractive as a result of good architecture, layout and appropriate and effective landscaping; sympathetic to the surrounding built environment and landscape setting; establish a strong sense of place; optimise the potential of the site; and create places that are safe, inclusive and accessible and with a high standard of amenity.
52. The application is supported by a Masterplan, Parameter Plans (Storey Heights, Land Use, Phasing and Movement Framework), Design and Access Statement and Green Infrastructure Strategy that set out the overall approach to developing the site. The overall layout is influenced by the two pipelines extending through the site and associated 'no-build zones' and also the proposed access points from the existing highway. The no-build zones provide an opportunity for open space to be provided in these areas. Key features of the overall layout include large areas of accessible open space; a primary route through the main site which will be tree-lined and with a roundabout at a key junction; pedestrian and cycle routes; and landscape buffers to the edges of the main site. Dwellings will front onto highways and onto existing and proposed areas of open space or woodland where adjacent to these areas.
53. The Design and Access Statement states it is intended to create a number of character areas to break up the development and give opportunity for high quality design throughout. Phases 1 and 2 are identified as two character areas and four further character areas are identified for the outline phases of the development. The Design and Access Statement notes that there is no clear or definitive style of housing in Partington and the approach will be to create areas of character that add to the diverse nature of the settlement and positively contribute to the area.

### Phase 1

54. On the land on the south west side of Broadway, 80 dwellings are proposed with access from Broadway. A mix of semi-detached (50), terraced (16) and detached dwellings (8) are proposed and a block of 6 apartments. The layout comprises semi-detached dwellings fronting Broadway which would continue the rhythm of development along Broadway from its junction with Manchester Road, with pairs

of dwellings of similar width and gaps to the sides. These dwellings would be set further forward than existing dwellings along Broadway, although still set back 4m from the road which is considered would have acceptable impact in the street scene. Parking is provided to the side or rear of these dwellings, allowing for small front gardens.

55. An area of open space is proposed on the corner of Broadway and Moss View Road and a smaller area of open space is proposed adjacent to Bridge Close. These will break up the built form and soften the edges of the development in the street scene and help this phase integrate into its surroundings.
56. The internal layout is based on a T-shaped road layout with semi-detached, terraced and detached dwellings fronting the road and gardens or parking to the front. Trees are proposed in some of the front gardens and parking is to the front, side or rear of dwellings. The proposed block of apartments is positioned opposite the access into the site where it would form a focal point on entering the site.
57. Dwellings within Phase 1 would all be two storey with the exception of the proposed apartments which would be three storey. Surrounding development on Broadway and to the rear on Bridge Close and Albinson Walk is two storey (with the exception of part of Elkin Court which is three storey) and two storey dwellings would be a similar height and in keeping with this existing scale and character.
58. The proposed dwellings within Phase 1 are a contemporary design which the Planning Statement describes as '*a contemporary interpretation of the properties along Broadway; using a mix of traditional materials found in the local area with modern fenestration*'. The dwellings would be of brick construction with two red brick types across the phase and gabled roofs in plain concrete tiles in two colours (brown and black). Features throughout this phase include projecting vertical sections of aluminium (anthracite grey) to link ground and first floor windows on the front elevation, brick chimneys to some dwellings, grey window frames and window reveals of 100mm and flat roof canopies to the front. The window surrounds will provide a contrast with the brick and help create a distinctive character to this phase. The quality of the materials is important to ensuring a high quality scheme and a condition requiring submission and approval of samples is necessary to ensure the texture, colour and quality of all materials are appropriate and deliver a high quality scheme. The design of the apartments has been amended in response to concerns raised by officers over the originally submitted proposal, principally in terms of the fenestration and increased depth of window reveals, and this is now considered acceptable. The quality of the materials is important in ensuring a high quality scheme and a condition requiring submission and approval of samples is necessary to ensure the texture, colour and quality of all materials are appropriate and deliver a high quality scheme.

59. Native hedgerows and 1.2m high railings are proposed to the front of dwellings along Broadway and between the proposed dwellings and the open space on the corner of Broadway and Moss View Road. The open space would be enclosed by a hedge along Broadway and 1.2m high metal railings on the Moss View Road side and part of the boundary with the proposed housing. Boundary treatments within the site include 1.8m high brick walls where gardens of dwellings are alongside a road and timber fences between gardens. The proposed boundary treatments are considered acceptable, subject to approval of detailed specifications for the hedgerows and materials which can be required by condition.
60. The scheme includes a number of parking courts to reduce the amount of frontage parking that would otherwise be prominent within the development. The layout and design of the parking courts has been amended to improve their appearance and increase the likelihood they will be used by residents in preference to parking on-street. The amendments include the arrangement of spaces, increased soft landscaping within these areas (trees, ornamental shrub and herbaceous planting, specimen shrubs and climbing plants), and different types of block paving to parking bays and shared surfaces to avoid large expanses of tarmac. Block paving is also proposed to block paving to parking bays to the front of dwellings.
61. In terms of assessing distances between proposed dwellings and the standard of amenity that can be achieved for future residents, the Council's Planning Guidelines 'New Residential Development' (PG1), recommend that new two storey dwellings which have major facing windows should retain 21m across public highways and 27m across private gardens, 10.5m to rear garden boundaries and 15m between a main elevation facing a two storey blank gable. Distances between proposed dwellings are generally less than these guidelines, although not significantly and not to an extent where the shortfall is so significant that it would result in unacceptable levels of privacy, outlook or overshadowing for future occupiers. As this is an entirely new build scheme it is considered that some flexibility can be applied for 'within site' relationships, as future occupiers would be aware of separation distances before moving into their respective dwellings. Furthermore the Planning Guidelines acknowledge that a rigid adherence to spacing standards can stifle creativity in design and result in uniformity of development. The Guidelines state that the Council is looking to encourage imaginative design solutions and in doing so it accepts the need for a flexible approach to privacy distances between buildings within a development site, where good design or the particular circumstances of the site allow this. The NPPF also states that authorities should take a flexible approach in applying policies or guidance relating to daylight and sunlight, where they would otherwise inhibit making efficient use of a site (as long as the resulting scheme would provide acceptable living standards). Having regard to the above it is considered

that the proposal would provide a satisfactory level of amenity for future occupiers of dwellings.

62. With regards to the provision of amenity space, the Planning Guidelines state that estates of houses could have a range of garden space sizes, which helps provide variety to the layout, subject to each house having a reasonable minimum and the average being acceptable and appropriate to the area. As a guideline they state around 80 sq. m of garden space will normally be acceptable for 3 bedroom semi-detached houses in an area of similar properties and that smaller houses such as small terraced properties may be acceptable with somewhat less. Garden sizes vary across the site depending on dwelling and plot size. A high proportion of dwellings that have 3 or 4 bedrooms have gardens of 80 sq. m or larger and those with smaller gardens and those for the 2-bed dwellings are still of a size that is considered proportionate to the dwelling and will provide adequate private space for their occupants. The proposed apartments would have a communal area of private amenity space to the rear of the building which is considered of sufficient size for 6 units. Having regard to the above it is considered that the private amenity space to be provided is acceptable.

## Phase 2

63. Phase 2 is to comprise 68 dwellings at the end of Broadway in a linear arrangement extending south west-north east and with access from Broadway in the same position as the existing site access. A mix of semi-detached (36), detached (26) and terraced dwellings (6) is proposed. The layout comprises detached and semi-detached dwellings at the entrance fronting Moss View Road and alongside the retained woodland on the north east side of Broadway. The positioning of dwellings either side of the main entrance would 'frame' the entrance into the site on approach from Broadway, whilst on approach from Moss View Road dwellings along this edge of the development would be orientated facing this direction. Dwellings are proposed fronting the roads, generally set back with small front gardens and parking to the front and sides and have been orientated to face the open spaces and woodland to provide active frontages and overlooking of these areas. Where dwellings occupy a position on the corner of two roads they have been carefully designed to include windows/doors in both outward facing elevations to avoid otherwise blank elevations in prominent locations.
64. A triangular area of open space is proposed on the front part of the site alongside Moss View Road and Heath Farm Lane and which will comprise open space, play area (LEAP), community orchard and a footpath linking the development to Moss View Road. To the east of Phase 2 a substantial area of open space is proposed (referred to as 'Western Green Space Corridor') which will include large open areas of wildflower meadow and amenity grass, wetland areas, groups of native woodland/structure planting, footpaths crossing the space and a

play area (LEAP). These areas of open space will break up the built form and soften the edges of the development along Moss View Road and Heath Farm Lane and contribute to creating a sense of place to the development.

65. The main access into the site through Phase 2 includes dwellings facing the road and a verge with footways on both sides separated from the road by a grass verge within which tree and bulb planting is proposed. This continues through the Western Green Space Corridor and into the remainder of the site forming a tree-lined boulevard connecting the residential areas and green space corridors and a distinctive feature of the development.
66. All dwellings proposed in this phase would be two storey which is considered appropriate; the nearest dwellings would be those proposed in Phase 1 which are two storey and existing dwellings on Moss View Road which are also two storey. In this context two storey dwellings would be of similar height and in keeping with the scale and character of surrounding development and appropriate to their edge of settlement/semi-rural location.
67. The approach to Phase 2 is to create a different character to that in Phase 1. The proposed dwellings are a more traditional vernacular and which the planning statement describes as *'more rural in style as development moves into the site and away from existing properties along Broadway; our proposals aim to achieve a 'cottage' development'*. The dwellings would be of brick construction with two types of red brick across the phase and gabled roofs in two types of red concrete tile (plain and Double Roman profile). Two of the dwellings alongside the main access would be rendered to the outward facing elevations. Features throughout this phase include brick chimneys, brick headers to windows, eaves detailing, quoins, windows set within reveals, and decorative gables over some porches. A condition requiring submission and approval of samples of materials is necessary should planning permission be granted to ensure the texture, colour and quality of the bricks, roof tiles and all other materials are appropriate and deliver a high quality scheme.
68. At the entrance to Phase 2, the three existing substantial brick piers to the former gas works site entrance are to be retained and repositioned and a brick wall with railings to a height of 2.3m would be erected either side of the piers. This will provide an imposing entrance feature yet retain views into the site by virtue of the railings. The boundary to Moss View Road will comprise a native hedgerow to property boundaries and 1.2m high metal railings between the proposed open space and Moss View Road. On the Heath Farm Lane side of the site there would be 1.2m high metal railings alongside the Moss View Open Space, hedgerows and a section of brick wall between dwellings and Heath Farm Lane, and a 0.45m high knee rail alongside the Western Green Space. Boundary treatments within the site include native hedges and some 1.8m high brick walls where gardens of dwellings are alongside a road and timber fences between gardens. The proposed boundary treatments are considered acceptable, subject



to approval of detailed specifications for the hedgerows and materials which can be required by condition.

69. Parking is provided to the front or side of dwellings. Where a continuous length of frontage parking was originally proposed this has been amended with the re-arrangement of spaces, increase in the amount of soft landscaping within these areas, use of block paving to some parking bays and at the head of cul-de-sacs/shared driveways, all helping to reduce the impact of large expanses of tarmac.
70. The separation distances between facing windows and gardens throughout this phase are generally below those set out in the Council's Planning Guidelines, however as set out in paragraph 61 above this is not to an extent where the shortfall is so significant that it would result in unacceptable levels of privacy, outlook or overshadowing for future occupiers. Similarly, with regards private amenity space, a high proportion of the proposed 3 or 4 bedroom dwellings have gardens of 80 sq. m or larger and those with smaller gardens and those for the 2-bed dwellings are still of a size that is considered proportionate to the dwelling and will provide adequate private space for their occupants.

### Phases 3 to 9

71. The area of the site for which outline permission is sought comprises the remainder of the former LNG site beyond Phase 2 and the 'Western Green Space Corridor'. Outline permission is sought for up to 452 dwellings across 7 phases, with details of access submitted for approval and details of layout, scale, appearance and landscaping reserved for subsequent approval. Nevertheless the Parameters Plans and Masterplan set out a framework and indicative layout for this part of the site to show how it could be developed and can accommodate the quantum of development proposed. The Land Use Parameters Plan identifies the extent of areas of development and areas of open space, and the other Parameters Plans set out the road and pedestrian route network and maximum building heights.
72. The Masterplan and Parameters Plans show the primary access road from Broadway would continue into this phase as a tree lined boulevard with a roundabout at the entry point into this phase. A series of secondary roads off the main access would serve the parcels of development either side of the main access. A large area of open space is proposed between the areas of development and will include play areas (NEAP and LAP) landscaping and footpaths. This will break up the built form and contribute towards creating a sense of place.
73. The Design and Access Statement and Masterplan indicate that larger dwellings would front onto the roundabout in the form of a crescent, with parking for these dwellings to the rear. Other principles set out in the Design and Access

Statement and Masterplan for specific areas within the outline phase are: dwellings would front on to areas of open space and play areas; private drives adjacent to the open space will reduce traffic speeds and ensure positive frontages; buildings positioned to frame routes through the development; pedestrian routes through greenspace; and a landscape feature proposed at the termination of the boulevard through the site to create variety and interest.

74. Dwellings within these phases would be two to three storeys, with areas shown on the Storey Heights Parameters Plan where dwellings would be two storey only and up to 9.5m high; up to two and a half storey and up to 10.5m high; and up to three storey and up to 12.5m high. Dwellings on the southern and eastern edges of the site would be two storey only and the central parts of the site are identified for dwellings of two to three storeys. The Design and Access Statement states there would be an emphasis on using taller buildings to create focal points along central vehicle routes and at important junctions or areas. The variation in height across the site (in conjunction with appearance) can assist in creating varied street scenes and allows for taller buildings in prominent locations to create focal points, which will contribute towards creating a place of interest and help avoid uniformity across the site.
75. The design and appearance of buildings will be considered at reserved matters stage, nevertheless the Design and Access Statement confirms that the approach will be to create different character areas and includes examples of potential character types that could be employed, including that the “contemporary” or “cottage” character for Phases 1 and 2 could be an option. These are indicative only and specific character types are not proposed at this stage. Different character areas will help to establish a distinctive place rather than a continuous estate of similar house types throughout.
76. Although details of boundary treatments to the outline phase is a matter for reserved matters, the Masterplan and Green Infrastructure Strategy indicate a wide landscape buffer the full length of the eastern edge of the site, to include open space, wildflower meadow areas and native tree and woodland edge species planting. To the Heath Farm Lane boundary there will be a landscape buffer comprising native tree and hedgerow planting. These will give a soft edge to the development and an appropriate transition between the built-form of the development and the adjoining open countryside.
77. As the layout, scale and appearance of Phases 3 to 9 is reserved for subsequent approval, a full assessment of the scheme against the Council’s guidelines for separation distances between proposed dwellings 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 452 dwellings of two to three storeys whilst providing an adequate standard of residential amenity for future occupants. This will be given further detailed consideration as part of reserved matters applications.

## OPEN SPACE AND GREEN INFRASTRUCTURE

78. Sufficient provision for open space, recreation and play areas will be necessary for the health and well-being of future residents and as important elements in creating an attractive environment. 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 requires all development to contribute on an appropriate scale to the provision of the standards set out in the policy either by way of on-site provision, off site provision or by way of a financial contribution towards improving quantity or quality of provision. Policy L7 also requires development to make appropriate provision for open space in accordance with Policy R5. Policy R3 further seeks to develop an integrated network of high quality and multi-functional green infrastructure, which includes tree planting. SPD1: Planning Obligations states large residential developments of approximately 100 units or that provide homes for 300 people or more will need to provide new open space as part of the site design. Policy R5 is up to date in that it seeks to ensure that residents have access to an appropriate range of green spaces and other recreational facilities to aid their health and well-being and Policy R3 is also considered to be compliant with the NPPF and therefore up to date in that it promotes the creation, enhancement and maintenance of green infrastructure.
79. Policy SL5 states that the Carrington Strategic Location can deliver recreational facilities of a scale appropriate to support the needs of the new community; and high quality green infrastructure within the new community that connects with the surrounding open countryside and protects and enhances the existing sites of environmental importance.
80. The NPPF also states that planning decisions should plan positively for the provision of open space (paragraph 92) and that access to high quality open spaces is important for the health and well-being of communities (paragraph 96). The NPPF states that planning decisions should ensure that developments are visually attractive as a result of appropriate and effective landscaping (paragraph 127) and the NPPG sets out the importance of green infrastructure in delivering sustainable development.
81. For the purposes of assessing whether or not the proposals for open space, play areas and other forms of green infrastructure comply with the standards in Policy R5, the residential capacity of the proposed development has been calculated in accordance with SPD1 (for the outline phases where the mix of housing isn't known at this stage, the MHCLG average household size projections for the year 2029 have been used). The total population of the development will be approximately 1,393 residents.

82. The application includes a Green Infrastructure Strategy that sets out the approach to open space, landscaping and green infrastructure across the site. It states redevelopment of the site offers an opportunity for the creation of high quality and managed network of open spaces, providing amenity value, informal recreation and children's play facilities for the benefit of new residents and the wider community. A total of 11.11 ha of green infrastructure would be provided across the site, including two substantial Green Space Corridors within the main area of the site and areas of open space adjacent to Moss View Road. One of these corridors is the area where residential development is restricted due to a gas pipeline extending through the site. Within these areas the proposals include retention of existing mature vegetation features where possible and the implementation of native woodland, tree and hedgerow planting, and wildflower seeding as mitigation for vegetation and habitat losses on site.

### Local Open Space

83. Based on the standard in Policy R5 of 1.35 hectares per 1000 population, the proposed development requires 1.88ha of open space. The requirement for Phases 1 and 2 is 0.48ha and for the later phases the requirement is 1.4ha. The proposed layout provides a total of 7.03ha of public open space. This includes the following principal areas of open space in Phases 1 and 2: -

- 'Bridge Close Green' in Phase 1. Total area approximately 819 sq m and includes amenity grass, bulb planting, tree planting and footpaths to provide links between the development and Bridge Close.
- 'Moss View Open Space' in Phase 1. Total area approximately 3,767 sq m and includes predominantly amenity grass with areas of bulb planting and ornamental shrub and herbaceous planting, tree planting, mixed native hedgerow and two footpaths through the space to provide links between the development and Moss View Road and to the remainder of the development.
- 'Moss View Open Space' in Phase 2. Total area approximately 5,309 sq m and includes a LEAP, community orchard of fruit trees, areas of amenity grass and wildflower meadow including native bulbs, bulb planting, ornamental shrub and herbaceous planting, tree planting, mixed native hedgerow and footpaths through the space to provide links between the development and Moss View Road and to Heath Farm Lane.
- 'Western Green Space Corridor' between Phase 2 and the outline phases. Total area approximately 36,853 sq m and features a LEAP, large areas of wildflower meadow and native bulbs, amenity grass, groups of native woodland/structure planting, wetland areas (attenuation ponds), individual trees, tree and bulb planting alongside the access road, mixed native hedgerows to the boundaries on each side and footpaths crossing the area at various points. This area will be included in the delivery of Phase 2.

84. For the outline phases of development the Masterplan indicates two principal areas: a green corridor in the centre of these phases extending north-south and

an area alongside the eastern edge of the site and extending into the site including a 'landscaped belvedere feature'. These areas extend to approximately 23,574 sq m.

85. In quantitative terms the amount of open space proposed within the development complies with and indeed significantly exceeds the standard in Policy R5 and will provide a range of spaces for informal recreation and play, both for the future residents and existing residents, and their location across the site will ensure good accessibility for all. These areas will also provide benefit in softening the built form by providing breaks between parcels of development and providing ecological benefits with the areas of tree and other planting within these areas.
86. Sport England advise that the ten principles of 'Active Design' guidance produced by Sport England and Public Health England for new developments should be incorporated into the overall design of the development. The guidance sets out ten key principles for ensuring new developments incorporate opportunities for people to take part in sport and physical activity. Sport England comment that the principles of providing open space, recreational routes for walking and cycling and sustainable transport is welcomed. Embedding the principles of Active Design and using the 10 principles to guide further detailed reserved matters would be beneficial and they recommend liaising with Sport England as the design progresses.

#### Semi Natural Green Space

87. SPD1 states that developments in the region of 300 units and above will be required to provide mitigation measures for semi natural green space, described as spaces providing a more natural recreational experience through contact with nature and proving ecological functions. Based on the standard in Policy R5 of 2 hectares per 1000 population the proposed development requires 2.79ha of semi natural greenspace.
88. The scheme includes retention of the woodland on the north east side of Broadway ('Broadway Woods') which would function as semi natural green space. The woodland is to be retained (apart from a group of trees on the east side), enhanced and managed and public access will be provided through the woodland with a footpath between the proposed development and Broadway (exact route to be confirmed). A shorter footpath at the southern end of the woodland is also proposed. Selective thinning and native understorey planting is proposed and gapping up of existing hawthorn hedgerow along Broadway where required. The Land Use Parameter Plan confirms that 3.8ha of existing woodland will be retained, inclusive of woodland alongside the railway embankment.
89. Significant new areas of semi natural greenspace are also proposed across the main part of the site, particularly within the two green corridors extending through the site. This will include predominantly native species comprising broad

hedgerows, woodland copses, scattered trees and wildflower meadows and a network of footpaths through these areas.

90. The main areas of green infrastructure comprise a mix of both local open space and semi natural greenspace without clearly defined boundaries between these different types of area, nevertheless it is clear that the scheme overall would deliver an acceptable amount of semi natural greenspace across the development for the benefit of residents and visitors and which will contribute to an attractive environment. The development therefore complies with Policy R5 in this regard.

### Landscaping and Tree Planting

91. The requirement for Specific Green Infrastructure (trees and other forms of green infrastructure) to be provided on-site is set out in Policies R2 and R3 of the Core Strategy and SPD1. SPD1 indicates as a guide that 3 trees per dwelling and 1 tree per apartment should be planted. SPD1 also states that the provision of alternative green infrastructure treatments could be provided in lieu of, or in combination with, tree provision such as native species hedge (5m per dwelling), green roofs, green walls, wildflower meadow (100 sq m per dwelling), additional biodiversity or landscaping elements to a SUDS scheme, woodland/orchard (50 sq m per dwelling) and food growing space. This is over and above any tree planting and other forms of green infrastructure to replace trees, hedgerows, etc. that are proposed to be removed.
92. The Green Infrastructure Strategy sets out the strategy for landscaping throughout the site. This includes a number of areas of native woodland/structure planting within the Green Space Corridors, together with native hedgerows, ornamental shrub and herbaceous planting and wildflower meadow. The two areas of Moss View Open Space will include rows of fruit trees to create a community orchard neighbouring the existing allotments, trees, wildflower meadow and bulb planting. Tree planting is also proposed to supplement the retained tree planting along the south west boundary of Phase 1. Trees are proposed along the central avenue through the main part of the site with an avenue of ornamental trees within a grassed verge, with spring bulb planting. Trees within the curtilage of dwellings are proposed to the front of some dwellings and in rear gardens, although it is considered there is scope to provide more trees in rear gardens than indicated on the plans which would better reflect the SPD guideline and add to the quality of the scheme. This could be required by condition.
93. The total number of trees to be planted across Phases 1 and 2 is 3,814, comprising of 3,482 trees in 0.49ha of woodland, 303 individual trees and 29 orchard trees. The quantity of other forms of green infrastructure is 912m of native hedgerow, 14,314 sq m of wildflower meadow, 1,759 sq m of wet meadow and 174 sq m of pond edge seeding. The quantity of green infrastructure to be

provided in the outline phases has not yet been established and will be detailed at reserved matters stage, however it is clear there is potential for further significant tree planting and other landscaping across this part of the site. It is considered that cumulatively the proposals would provide an acceptable amount of Specific Green Infrastructure and which is in accordance with SPD1.

94. The proposed woodland, individual tree planting and soft landscaping throughout the development will ensure that the proposed built form is softened, that the development will assimilate into the existing built-form of the settlement and surrounding landscape, and the overall appearance of the site will be improved. Further details of proposed landscaping in Phases 1 and 2, including the number of trees to be planted, will be required by condition and for the outline phases details will be required 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.

95. The submission includes a Planting Strategy for Phases 1 and 2 setting out an appropriate mix of species for the different types and functions of soft landscaping including the avenue tree planting, individual trees in open space, the woodland and structure planting, hedgerows, ornamental planting and wildflower and amenity grass seeding. The Council's Tree Officer is supportive of the scheme and has advised that the large areas of open space provide a great opportunity to include the planting of large species of tree. They suggest that within the areas of open space, hornbeams are also included in the woodland areas and as individual trees. The Green Infrastructure Strategy includes a mix of native species which vary in size and whilst this includes larger species such as pedunculate oak and crack willow, there is opportunity for more trees of larger species. A condition would be necessary requiring full details of landscaping to be submitted and approved to ensure appropriate species, numbers/densities and to ensure that this is provided, in a suitable timescale and maintained thereafter to contribute to a good quality development.

### Pedestrian and Cycle Links

96. A network of pedestrian and cycle routes is proposed within the site, providing connectivity between the development and the surrounding road and footpath network on Broadway, Moss View Road, Bridge Close and Heath Farm Lane as well as between areas of housing and open space within the site. Pedestrian and cycle links are considered further in the Highways and Transportation section of this report.

### Play Facilities

97. Based on the standard in Policy R5 of the Core Strategy (0.14 hectares per 1000 population) the proposed development requires a total of 0.19ha provision for children/young people, including equipped play and teenage provision. SPD1

sets out further guidance for the type of facility required based on the size of population; in summary a population of 1,062 requires a Neighbourhood Equipped Area for Play (NEAP), 450 requires a Local Equipped Area for Play (LEAP) and 50 requires a Local Area for Play (LAP). Based on the residential capacity of the proposed development this would require a NEAP plus a range of LEAP and LAP facilities across the development to ensure all residents have access to a facility in accordance with standards.

98. The proposals include a LEAP within the Moss View Open Space and a LEAP within the Western Green Space Corridor, both within Phase 2 but which would be easily accessible for residents within Phase 1. The LEAP in the Western Green Space Corridor has been repositioned in response to the advice of officer's that it was closely located to the LEAP in the Moss View Open Space. Play facilities indicated in the outline phases include a NEAP, LEAP and LAP. SPD1 sets out minimum standards for the accessibility (walking distance), size and type of facilities applicable to each type of play area. With regards to the distribution of these facilities across the site and their accessibility for the future residents, the proposals are generally compliant with these standards. The NEAP would be centrally located within the scheme and serve the whole development once provided and all proposed dwellings would be within 1000m walking distance as recommended in SPD1. Most of the proposed dwellings are within the required 400m of a LEAP and those which aren't would be in close proximity to the NEAP facility which will provide facilities equivalent to and greater than a LEAP. As such it is considered all future occupiers would have good access to a range of play facilities within the development.

99. With regards to the size of these facilities, the extent of each area indicated on the plans is generally compliant with the standards in SPD1, although the NEAP and LEAP areas indicated in the outline phases are smaller than the standards. With regards to the type of equipment and other features provided within each play area, specific details are not provided at this stage. A condition requiring full details of the proposed play areas in Phase 2 would need to be attached to any permission given the lack of detail provided at this stage. For the outline phases a condition will require details to be submitted at reserved matters stage. The NEAP and LEAP within the outline phase as indicated on the Masterplan will need to be increased in size to comply with the standards set out in SPD1 and the NEAP should also include "wheeled play and ball game opportunities" to comply with SPD1. 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. These requirements will need to be considered further at reserved matters stage.

### Sports Facilities

100. Policy SL5 of the Core Strategy refers to the need for community facilities and the implementation section of the policy highlights the need for



improvements to existing and the development of new indoor/outdoor sports facilities. Policy R5 of the Core Strategy further identify the need for development to provide or contribute towards sports facilities. SPD1 states that very large developments in the region of over 300 units will need to provide on-site facilities, in line with the standards in 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. The SPD goes on to state that in exceptional circumstances it may be more appropriate to pay a commuted sum towards new or improved outdoor sports facilities, for example, where large development is phased so the provision can be delivered as part of a later phase, or where appropriate to provide the required provision on land outside of the boundary for planning permission, but close to the development.

101. Sport England 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. Sport England therefore 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. The level and nature of any provision should be informed by a robust evidence base such as an up to date Playing Pitch Strategy (PPS) or other relevant needs assessment. The Council has an adopted PPS (December 2017) and this should be used to help inform how any proposed provision meets with the requirements of that Strategy. Sport England has raised no objection but request further details of any off site outdoor sport and indoor sport enhancements/new provision to meet the additional demand arising from the development. Sport England's Strategic Planning Tools show the development will generate additional demand equating to 2 pitch equivalents, 89 additional visits per week to sports halls and 93 additional visits per week to swimming pools.

## Outdoor Sport

102. The proposed development will generate additional demand for outdoor sports facilities and exceeds the threshold of 300 dwellings in SPD1 for on-site facilities to be provided. No sports facilities are proposed within the proposed development. However, as part of the Council's approach through the adopted Playing Pitch Strategy (2017) and collaboration with Sport England's most recent planning guidance, formal outdoor sports provision is directed towards the site most appropriate to accommodate the additional demand, rather than on-site provision necessarily being preferred. This is in keeping with Sport England's most recent facilities planning guidance and its emphasis on making new or upgraded provision at the most suitable location, informed by up to date local assessments of supply and capacity. It is therefore considered appropriate for this development to contribute towards the provision of sports facilities.

103. Sport England estimate the additional demand for pitch types arising from this development will be the equivalent of 1 Youth football pitch and 1 Mini Football pitch. An indicative cost of providing these pitches is £162,747 (excluding life cycle costs). This contribution will be used to address issues highlighted by Trafford's adopted Playing Pitch Strategy relating to the Partington area, including the need to improve facilities, increase pitch capacity, improve quality and address overplay. Detailed costings are being prepared for local schemes at Cross Lane Playing Fields and Broadoak Sports Village as part of ongoing strategies and funding bids. Therefore, the outdoor sports contribution from this development will be applied to one or both of those schemes, subject to costs being finalised and schemes progressing.

#### Indoor Sport

104. The proposed development will also generate additional demand for indoor sports facilities. Sport England's national facilities data and results from the 2018 Facilities Planning Model national runs suggests that Trafford has a theoretical sufficiency of both sports halls and swimming pools when comparing supply and demand against the current population but when taking account of current unmet demand and additional demand from this development the spare capacity becomes a small deficiency. Sport England has calculated the additional number of visits to sports halls and swimming pools based on the population of the proposed development. The cost of meeting this demand is £249,589 towards sports halls and £271,996 towards swimming pools. Sport England advise these costs are indicative and any improvements/new provision required should be informed by a more accurate cost analysis. Sport England advise that the applicant, in consultation with the Council, should assess whether existing facilities within the Analysis Area can accommodate the additional demand; or improvements to existing facilities are required to build in the additional demand; or a contribution towards planned new provision is required.

105. Although Sport England highlight the need for a contribution towards indoor sports facilities, this does not take account of sport facilities being included on the Council's CIL Regulation 123 List. This includes the following strategic sport and recreational facilities: "*Provision of a major wet and dry facility at Stretford*" and "*Provision of a major wet and dry facility at Sale/Altrincham*". SPD1: Planning Obligations states that "*Improvements to swimming pools and health and fitness facilities will be made through CIL*" (Paragraph 3.73). The site is considered to be within an acceptable distance of these leisure facilities and as such would benefit from these improved facilities being provided through CIL. This is the mechanism by which improvements to indoor sport facilities could be provided in the future. Where infrastructure is included in the Regulation 123 List, the CIL Regulations do not allow for a contribution to be made towards this infrastructure. It is acknowledged the proposed development would generate additional demand on the facilities at Partington Sports Village and Urmston Leisure Centre which are closer to the site than facilities in Stretford, Sale and

Altrincham, however the fact that there is infrastructure identified on the CIL Regulation 123 List which would serve the proposed development precludes the Council from also seeking a financial contribution towards improving these more local facilities. It is relevant to note that improvements to Urmston Leisure Centre comprising an extension with fitness suite, studios, member changing, party rooms, climbing wall and café, have recently been granted planning permission and development is due to commence shortly.

### Conclusion on Open Space and Green Infrastructure

106. The quantity and quality of proposed local open space and other forms of green infrastructure to be provided complies with Policy R5 of the Core Strategy and SPD1 and will provide areas for recreation and which will help to establish a strong sense of place. The additional demands placed on sports facilities will be addressed through a financial contribution towards outdoor sports facilities and CIL seeks to provide improvements towards indoor sports facilities.

### EDUCATION

107. Policy L2 of the Core Strategy 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. Policy SL5 states that educational facilities will form part of the proposed major mixed-use development in the Carrington Strategic Location and that the Location can deliver school provision of a scale appropriate to support the needs of the new community. The implementation section further refers to “*On-Site Provision or Contribution Towards Off-Site Provision of New 2 Form Entry Primary School*”. Since the adoption of the Core Strategy, the Council has identified on the CIL Regulation 123 List a 2-form entry primary school in Carrington and Borough-wide expansion of existing primary schools and secondary schools to provide additional intake places.

108. As part of the objective of delivering sustainable and balanced communities, the NPPF advises on the importance for local planning authorities in taking an integrated approach in considering the location of new housing as well as community facilities and services (paragraph 92). New development often creates new demands on local infrastructure, and the NPPF also recognises that it is right that developers are required to mitigate this impact. The NPPF also states it is important that a sufficient choice of school places is available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education and work with schools promoters, delivery partners and statutory bodies to identify and resolve key planning issues before applications are submitted (paragraph 94).

109. The proposed 600 dwellings comprise predominantly family accommodation, therefore a significant proportion are likely to be occupied by families with children of school age which will place additional demand on existing schools. If there is insufficient capacity within existing schools 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). There are three primary schools in Partington (Forest Gate Academy, Our Lady of Lourdes Catholic School and Partington Central Academy) and one secondary school (Broadoak School). The ES includes details of the pupil capacity and number of pupils on roll at these schools as at January 2018 and an assessment of the impact of the proposed development.

### Primary Schools

110. The three primary schools in Partington have a total capacity of 840 pupils and the ES indicates there is an existing surplus of 62 places within these schools. The ES states that pupil place forecasting for these schools demonstrates an anticipated trend for this surplus to turn to a deficit in future years, summarised as follows (for reception year): 2017/18 = 11 place surplus; 2018/19 = 8 place deficit; 2019/20 = 4 place deficit; 2020/21 = 10 place deficit. The ES states that pupil yield multipliers applied to Phases 1 and 2 of the proposed development (148 dwellings) can be expected to produce 31 primary pupils. It states on the basis of the existing surplus there would be sufficient capacity within Partington to accommodate primary school pupils produced by the first two phases of the development. For the outline element (up to 452 further dwellings) the ES states that pupil yield multipliers indicate the generation of a further 95 primary pupils, resulting in 126 pupils in total and which could not be accommodated in Partington schools based on predicted capacity.

111. The Council's School Admissions Team has advised that for the Partington (school place planning) Planning Area, the latest position is there would be a more significant shortfall of places in reception classes than indicated above, as follows: 2019 = 45 places; 2020 = 28 places; 2021 = 34 places; 2022 = 31 places but that the situation is fluid.

112. On the basis of the above there will be insufficient capacity in primary schools in Partington to accommodate the entirety of the proposed development. This additional demand must also be considered in the context that other proposed residential developments in the surrounding area, including the approved development at Carrington Village (725 dwellings) and proposed developments off Lock Lane and Hall Lane (550 and 122 dwellings respectively), will further increase demand for primary school places. The School Admissions Team has confirmed that their figures above for reception year do not take into account these committed developments.

113. It is clear from the above that additional primary school capacity is required for the development and the need for school provision to support the needs of the new community in the Strategic Location is identified in Policy SL5. The ES considers that mitigation in the form of a S106 contribution will be required to address the shortfall in places, however the following are identified on the Council's CIL Regulation 123 List: "*Borough-wide expansion of existing primary schools to provide additional intake places*" and "*Provision of a 2-form entry primary school in Carrington*" and this is the mechanism by which additional intake places in Partington and/or a primary school in Carrington could be provided in the future. Where infrastructure is included in the Regulation 123 List, the CIL Regulations do not allow for a contribution to be made towards this infrastructure. Any need to increase school capacity to accommodate the proposed development would therefore need to be addressed in the future through CIL and/or through DfE funding. The School Admissions Team has confirmed that all three primary schools in Partington have the potential to expand.
114. As the expansion of existing primary schools and provision of a new primary school in Carrington are on the CIL Regulation 123 List, no mitigation is proposed in this application to address the adverse effect that there will be insufficient places in Partington for primary school age children. The consequence of this is that some pupils will need to travel further in order to find a place and further than the widely accepted guideline of 2 miles (assuming that capacity in Partington and Carrington hasn't been increased by the time occupation of the development requires this additional demand).
115. It is noted that the ES has only considered schools within Partington and not taken into account primary schools in other nearby settlements that may have capacity to take some of the demand generated by the development. The applicant has since undertaken an assessment of primary school places in the wider area within Trafford (within 3 miles of the site) where there are a further 17 primary schools, of which 3 currently have spare capacity. The applicant has also identified that there is some capacity outside the Borough in primary schools in Salford and Warrington Boroughs within 2 miles of the site, however the travel distance to these schools is at least 4 miles or more from the site. Whilst this demonstrates further capacity, the travel distance brings into question whether or not the proposal is a sustainable form of development with regards access to education. This provision elsewhere is not considered an acceptable long-term alternative to a requirement for additional primary school provision in Partington and/or Carrington, therefore it is important that additional provision comes forward through CIL and/or DfE funding in the future as the development is built-out (indicated as being over the next 11 years).
116. Approval of the scheme on the basis that additional primary school provision is dependent on infrastructure being provided through CIL and/or DfE funding gives no certainty that this will be provided, nor in a timescale by which it

is needed. It is acknowledged that there is likely to be an interim period where the development will generate a demand for primary school places before existing primary schools in Partington are able to provide additional intake places and/or before a new primary school in Carrington is provided. It is also acknowledged that under the Borough's existing CIL regime, there is no ability for this development to contribute directly to the provision of additional primary school capacity. The effect of this is that children on the edge of catchment areas (which may be residents of this development, but may also be living elsewhere in Partington or Carrington) would not be able to get a primary school place in Partington and would have to travel to the nearest available school place, which might be out of Borough. The alternative would be to impose a Grampian condition which would prevent occupation of the development until additional primary school places are provided, however the delivery of school places is entirely out of the applicant's control. This is considered an adverse impact of the proposed development and which must be weighed in the planning balance.

## Secondary Schools

117. There is one secondary school within Partington (Broadoak School) with a total capacity of 792 pupils and the ES indicates an existing surplus of 386 pupil places at this school. Pupil place forecasting for secondary schools shows a surplus to remain in future years, summarised as follows (for Year 7): 2017/18 = 80 place surplus; 2018/19 = 75 place surplus; 2019/20 = 71 place surplus; 2020/21 = 74 place surplus; 2021/22 = 64 place surplus; 2022/23 = 66 place surplus. The ES states that pupil yield multipliers applied to the detailed element of the development (148 dwellings) can be expected to produce 31 secondary pupils (including sixth form). On the basis of the existing surplus there would be sufficient capacity within Partington to accommodate secondary school pupils produced by the detailed element of the development. For the outline element (up to 452 further dwellings) pupil yield multipliers indicate the generation of a further 95 secondary pupils (including sixth form). The ES considers that this will have a 'negligible' effect on secondary education.

118. The ES demonstrates that there is sufficient capacity at Broadoak School to accommodate the demand for places generated by the detailed application but there would be a shortfall for the completed development. It is noted that the ES has only considered Broadoak School and not taken into account secondary schools in other nearby settlements, including Flixton, Urmston, Sale and Altrincham that may have capacity to take some of the demand generated by the development. Furthermore, the Council's CIL Regulation 123 List includes "*Borough-wide expansion of existing secondary schools to provide additional intake places*" and this is the mechanism by which additional intake places at Broadoak School and/or other schools nearby could be provided in the future.

## HEALTH FACILITIES

119. The significant increase in population will place additional demand on existing health facilities/provision in the area. There are currently two GP Practices operating within Partington; Partington Family Practice and Partington Central Surgery and one dental practice which operates at the Partington Health Centre.
120. Policy L2 of the Core Strategy 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. Policy SL5 states that development in the Strategic Location will include and can deliver health facilities of a scale appropriate to support the needs of the new community. The implementation section of Policy SL5 further refers to "*Development of Small GP Practice*".
121. The NPPF makes reference to provision of health infrastructure in setting strategic policies for the area (paragraphs 20) and states that plans should set out the contributions expected from development and the levels and types of infrastructure required, including health (paragraph 34). The NPPG further states that LPAs should ensure that health and wellbeing, and health infrastructure are considered in planning decision making.
122. The ES has assessed existing primary healthcare provision against the Healthy Urban Development Unit (HUDU) standard of 1 GP per 1,800 patients, adopted as a national norm. The Partington Central Surgery is currently operating above the HUDU standard indicating a lack of spare capacity, whilst the Partington Family Practice is currently operating at a GP to patient ratio of 1:1,502 and has capacity to accommodate new patients. The ES states that when assessed against the HUDU standard this Practice has capacity to accommodate a further 1,043 patients (based on there being 3.5 GPs at the practice). With regards dentist provision, the existing practice at the Partington Health Centre is currently accepting new patients on both NHS and private basis.
123. For Phases 1 and 2 of the proposed development it is considered the existing capacity as described above could accommodate the anticipated increase in population (approximately 358 residents). For the full extent of the proposed development however, there would be insufficient capacity within Partington to accommodate the increase in population (approximately 1,393 residents). It is noted that the ES has only considered health facilities in Partington and has not taken into account facilities in other nearby settlements that may also have some capacity to take some of the demand generated by the development. Other proposed residential developments in the surrounding area, including the approved development at Carrington Village (725 dwellings) and

the proposed developments off Lock Lane and Hall Lane (550 and 122 dwellings respectively) will further increase the demands on existing health facilities.

124. The NHS Trafford CCG has advised that the proposed development would generate a need for the equivalent of 1WTE GP (rounded up from 0.9), however given the pace of the development and the relatively small number of dwellings that will be built each year and proportionate increases in population, they consider that the practices in Partington will be able to manage the population increase between them through income from the NHS. As such it is considered that a financial contribution towards additional facilities in Partington is not required and the additional demand generated by the development can be met by the NHS over time as the scheme builds out.

## HIGHWAYS AND TRANSPORTATION

### Accessibility

125. Policy L4 of the Core Strategy states that the Council will ensure 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. The NPPF advises that significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes (paragraph 103).

126. The application site is located close to various amenities and facilities in Partington as summarised in paragraph 43 above which will make walking and cycling into Partington genuine alternatives to travelling by car. Travel beyond Partington however, is hindered by limited public transport and the existing road network. Whilst there are bus services, these are limited and the nearest rail station (Flixton) is not within desirable walking distance. The Core Strategy notes that access to the Regional Centre and Trafford's four town centres is very poor because of a single road – the A6144 – that links Partington to the M60 and Manchester in the north, and to Warrington in the south and identifies one of the key issues facing Partington is the need to reduce its physical isolation through the delivery of improved transport links. Existing traffic problems 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.

127. The need for improved road and public transport infrastructure in Partington and Carrington to accommodate the significant future development proposed in this location is set out in the following policies of the Core Strategy: -



Policy L3 states that *“Development will be required to contribute to the improvement of the public transport infrastructure to mitigate against the impact of the development on the highway network and to address the deficiencies in the existing public transport provision”*.

Policy SL5 states that the Carrington Strategic Location can 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”*. Policy SL5 further states that in order for development to be acceptable the following will be required: *“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”*.

128. It is also 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, between J8 of the M60 and J20 of the M62, is intended to reduce congestion and make journeys more reliable and was completed last year. 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.

### Trip Generation and Traffic Impact

129. Policy L4 of the Core Strategy seeks 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. The Policy states that *“when considering proposals for new development that individually or cumulatively will have a material impact on the functioning of the Strategic Road Network and the Primary and Local Highway Authority Network, the Council will seek to ensure that the safety and free flow of traffic is not prejudiced or compromised by that development in a significant adverse way, either by ensuring that appropriate transport infrastructure improvements and/or traffic mitigation measures and the programme for their implementation is secured, or by securing contributions in accordance with the associated SPD, or by a combination of these means”*.
130. Paragraph 109 of the NPPF states that *“Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe”*. Given that this sets a higher bar than Policy L4 to demonstrate that a development would have an adverse impact on the road

network, it is considered that Core Strategy Policy L4 should be considered to be out of date for the purposes of decision making.

131. The majority of traffic generated by the proposed development will use Manchester Road, either via Broadway or via Moss View Road and Moss Lane. The effects of the proposed development on the surrounding road network are likely to be significant having regard to the scale of development proposed, committed developments affecting the same road network and existing traffic issues. The application includes a Transport Assessment (TA) and chapter within the ES which considers the transport and highways implications of the proposed development. This has been assessed by the Local Highway Authority, TfGM (as the A6144 forms part of the Key Route Network) and Highways England (as the scheme also has the potential to impact on the M60 Motorway). Subsequent to submission of the application and the TA, both TfGM and Highways England raised a number of issues relating to the modelling and the applicant has submitted further information in response.

#### Impact on Primary and Local Road Network

132. The impact of additional traffic on the surrounding road network has been assessed in the context that significant development in Carrington and Partington has recently been approved and permissions remain extant, or have been approved by committee subject to a legal agreement. The following committed developments have been taken into consideration in the assessment: -

- Carrington Village – 725 dwellings, 46,450 sq m employment floorspace (Use Classes B1/B2/B8), 929 sq m retail/health floorspace (Use Class A1/D1), public open space, rugby pitch, training pitch and clubhouse.
- Land off Common Lane – 43,874 sq m employment floorspace (Use Classes B1b, B1c, B2 and B8) with ancillary offices
- Land at Lock Lane – 550 dwellings
- Land off Hall Lane – 122 dwellings
- Trafford Waters – 3,000 dwellings, 80,000 sq m office floorspace (Use Class B1), 6,700 sq m commercial floorspace (Use Classes A1, A2, A3, A4, A5, D1 and D2), hotels (300 bedrooms), carehome and primary school.
- Trafford Power – 2,060mw combined cycle gas turbine generating power station
- Carrington Power – 860mw gas fired combined cycle gas turbine generating power station. Carrington Power is an existing rather than committed development, therefore its traffic will have been captured in the baseline flows.

133. The planning permissions for Carrington Village and Common Lane require junction improvement works to be completed prior to a specific quantum of development being occupied within these schemes (before 100 dwellings, or 2,322 sq m of B1 office use, or 9,290 sq m of B2/B8 use, or a combination to be

agreed). These works comprise improvements at the Common Lane / A6144 Manchester Road junction, the Isherwood Road / A6144 Manchester Road traffic signal junction including the provision of a bus stop lay-by, and the Carrington Lane / A6144 Manchester Road traffic signal junction. Development has recently commenced on the first phase of the employment element of the Carrington Village permission.

134. The TA has considered two scenarios to take account of the committed Carrington Village development in assessing the impact of both developments on the Manchester Road/Flixton Road junction and the Carrington Lane/Carrington Spur junction: Scenario 1 assumes that only 99 dwellings of the Carrington Village development will be delivered and therefore the junction improvements approved under that permission will not be delivered; Scenario 2 considers the full extent of the Carrington Village development which is 725 dwellings (and 46,450 sq m employment floorspace) and with the junction improvements approved as part of that permission in place.

135. Trip rates for the proposed development have been derived using the trip rates based on the residential element of the Carrington Village development for consistency. For the detailed application (148 dwellings) this confirmed the development will generate 75 and 64 two-way movements in the AM and PM peak. For the completed development (600 dwellings) the trip generation shows 304 and 259 two-way movements in the AM and PM peak. The AM and PM peaks are 0730-0830 and 1630-1730 respectively. Trip distribution onto the surrounding highway network is shown to be 49% to/from the M60 Junction 8, 21% to Altrincham/M56, 14% to Partington/M6, 10% to Sale and 6% to Flixton.

136. The TA has carried out an assessment of existing traffic flows at the following junctions in the vicinity of the site, as agreed with the LHA and TfGM: -

- Manchester Road/Warburton Lane/Central Road
- Manchester Road/Manchester New Road/Moss Lane Roundabout
- Moss Lane/Moss View Road Priority Junction
- Broadway/Manchester Road
- Flixton Road/Manchester Road/Carrington Lane/Isherwood Road
- Carrington Lane/Carrington Spur/Banky Lane

The assessment has taken into account the suppressed demand on Manchester Road (the actual traffic demand rather than that counted) at the Flixton Road and Carrington Spur junctions as advised by TfGM and has adopted the same methodology as that used in the TA for the Carrington Village application.

137. The junction analysis set out in the TA demonstrates that although some of the above junctions have capacity to accommodate the additional development traffic, others are already at and/or will be over capacity as result of the proposed development. The Manchester Road/Flixton Road and the

Carrington Spur/Carrington Lane junctions already operate over capacity and drivers experience queuing and delays, particularly for eastbound traffic movements.

#### Impact of Phases 1 and 2 (148 Dwellings)

138. In summary the TA concludes that the traffic associated with the detailed application only (148 dwellings) would have a minimal impact and no mitigation is required. The Moss View Road/Moss Lane and Broadway/ Manchester Road junctions are shown to operate with spare capacity and with the addition of the detailed application would continue to operate with spare capacity. At the Manchester Road/Flixton Road junction the detailed application would generate an additional 49 and 42 two-way movements in the AM and PM peak respectively, which is equal to less than 1 movement a minute and is less than 1% of the base traffic at the junction. In Carrington scenario 1 the Technical Note states this is well within the daily variation of traffic and therefore unlikely to be perceptible to existing road users. In Carrington scenario 2 it states the junction will continue to operate over capacity and an option for a left turn lane on the Manchester Road arm has been considered as mitigation. For the Carrington Lane/Carrington Spur junction the Technical Note states that the increase in queues and delay for the detailed application in Carrington scenario 1 would be minimal and not severe whilst in scenario 2 the increase in queues and delay would still be minimal. This would be an additional 44 and 38 two-way movements at the junction during the AM and PM peaks which is less than one car a minute and less than 1% of the existing traffic at the junction. It states this is unlikely to be perceptible to existing road users and the impact is not severe.

#### Impact of Full Development (600 dwellings)

139. For the full extent of the proposed development (600 dwellings), the TA demonstrates that no mitigation is required for the junctions within Partington. Although there would be increased queuing and delays at some junctions, the TA considers there would not be a severe impact. For the Moss View Road/Moss Lane junction the TA states that the junction will continue to operate with spare capacity with minimal increase in queuing and delay. For the Broadway/Manchester Road junction the TA states that the Broadway arm of the junction will operate over theoretical capacity and there would be increased queuing, however given the constraints at this junction any mitigation scheme at the junction would not provide any material benefit but rather introduce a delay on Manchester Road. It also states as the junction will operate below its practical capacity the impact is not severe and also any queuing would clear relatively quickly. With regards the Manchester Road/Flixton Road and Carrington Spur/Carrington Lane junctions, the TA and Technical Note confirm that these junctions will continue to operate over capacity with increases in queuing and delay and that mitigation will be required. This is the case in both Carrington Village scenario's described above.

## Proposed Mitigation

140. The proposed Carrington Relief Road would mitigate the impact of the full development on the highway network. This scheme will form a key part of the “*New road infrastructure to serve the development area to relieve congestion on the existing A6144*” identified in Policy SL5 of the Core Strategy (and which is also identified on the Council’s CIL Regulation 123 List as “*New Link Road to and through the development site at Carrington*”). The proposed road is currently at design stage. A planning application for the scheme has not been submitted to date. The project has been allocated funding of £6m from Growth Deal 3 via Transport for Greater Manchester and £8.4m from the Housing Infrastructure Fund via Homes England. Both these funding allocations are currently being progressed through a due diligence phase prior to them being available for draw down by the Council. The scheme will in part comprise the route of the existing A1 road through the former Shell site and land east of Carrington to enable connection to the Carrington Spur and the M60.

141. In the event that the proposed Carrington Relief Road doesn’t come forward, or timescales for its completion do not align with those for development at Heath Farm Lane, the applicant has proposed an alternative mitigation scheme at the Manchester Road/Flixton Road junction in Carrington. A two-stage approach to mitigation at this junction has been put forward that comprises the following. The TA and subsequent Technical Note demonstrate that the implementation of these two schemes would mitigate the impact of the full development.

1) Extending the flare length on the Manchester Road eastbound approach to the Flixton Road junction in the vicinity of Ackers Lane (increasing the length of the ahead/right turn lane on approach to Isherwood Road from the existing 30m to approximately 50m); and

2) Provision of a dedicated left turn lane on the Manchester Road eastbound approach to the Flixton Road junction (the ‘Flixton Road Junction Improvement’). Two options for this scheme have been prepared by the applicant; one option is priority controlled and the other option is signalised. The Technical Note demonstrates that both options would mitigate the impact of the proposed development. Both options would require third party land in the vicinity of the junction and both are subject to further design work (by TfGM on behalf of the applicant) and so are indicative at this stage. Planning permission would also be required for the scheme. These are not matters for consideration at this stage and it is only necessary to be satisfied that either option is capable of providing the mitigation required to make the development acceptable. For the avoidance of doubt, the improvements to this junction to mitigate the impact of the proposed development would not be necessary in the event the Carrington Relief Road scheme has been delivered at the time the relevant trigger point identified below

has been reached. Also for the avoidance of doubt, the Flixton Road Junction Improvement scheme is in addition to and independent of the junction improvement required for the Carrington Village development and which is approved under planning permission 88439/HYB/16 i.e. potentially both sets of improvements at this junction would be necessary in the event the Carrington Relief Road doesn't come forward and the relevant trigger of both schemes has been reached.

142. The LHA confirm that the applicant will need to either secure/bring forward the Flixton Road Junction Improvement or some other form of improvement will need to be completed, such as the Carrington Relief Road. Subject to an improvement scheme being secured the LHA has no objection to the proposed development.

143. TfGM advise that they provisionally accept the Flixton Road junction improvement as sufficient mitigation for the development, subject to improvement to the indicative scheme provided by the applicant. TfGM accepts that an acceptable design would be achievable subject to the use of third party land and subject to design work carried out by TfGM in respect of the scheme to ensure a safe and realistic proposal. Once the junction design has been produced and confirmation received that all necessary land has been obtained to facilitate the junction, then TfGM would accept the Flixton Road junction improvement as suitable mitigation. The junction modelling would need updating to reflect the agreed design. TfGM confirm that to ensure that the development, once occupied, can be supported on the existing highway network, suitable mitigation needs to be introduced to coordinate with the build out schedule associated with this planning application. They comment that this cannot be achieved through the Carrington Relief Road scheme, as there is no certainty as to when this will be implemented because of the timescales for construction.

144. The mitigation required for the full development is considered to be necessary before occupation of the 251<sup>st</sup> dwelling. This derives from the fact that implementation of the Manchester Road ahead/right turn improvement near Ackers Lane (scheme 1 in paragraph 141) would mitigate the impact of 250 dwellings on the highway network. Paragraph 146 below sets out that this scheme is proposed to be implemented before the other mitigation that is required (the Flixton Road Junction Improvement or the Carrington Relief Road), rather than at the same time as the Flixton Road Junction Improvement as originally proposed by the applicant.

145. The proposed Carrington Relief Road, or alternatively the two schemes proposed by the applicant summarised in paragraph 141, are necessary to make the development acceptable in planning terms. A Grampian condition would therefore be necessary requiring that one of these schemes is in place before the occupation of more than 250 dwellings. It is acknowledged that the Carrington Relief Road is outside of the control of the applicant and is reliant on others to

deliver this scheme, whilst the Flixton Road Junction Improvement depends on acquiring third party land which at this stage also means there is no certainty that scheme can be delivered. Both schemes would also require planning permission. Therefore there is no certainty at this stage that either scheme will be delivered. Nevertheless and having regard to guidance in the NPPG, a Grampian condition is considered appropriate in this case. The NPPG states that a condition worded in a negative form (a Grampian condition) – i.e. prohibiting development authorised by the planning permission until a specified action has been taken (such as the provision of supporting infrastructure) can be used where works on land not controlled by the applicant are required, but that such conditions should not be used where there are no prospects at all of the action in question being performed within the time-limit imposed by the permission. At this time and having regard to when the proposed development is likely to reach the trigger point of 251 dwellings by which either scheme needs to be delivered i.e. not for a number of years, it is not considered there are “*no prospects at all*” of either scheme being delivered. Whilst there is no certainty over either scheme at this time, equally both are capable of being delivered; the Carrington Relief Road is currently being advanced and has been allocated grant funding, whilst the Flixton Road Junction Improvement could be delivered if the applicant is able to acquire the land needed in future. In the event that neither scheme comes forward then the applicant will be unable to proceed with the scheme beyond the 250 units that don’t require either scheme to be delivered.

146. As set out in paragraph 138 above, the applicant considers that the TA demonstrates that mitigation is not necessary for the detailed element of the application (148 dwellings) i.e. that this amount of development would not have a ‘severe’ impact on the highway network (other than in the event of Carrington Village scenario 1 in which case the scheme in the vicinity of Ackers Lane would be necessary). Following discussions with the LHA and further modelling work on the proposed improvement on Manchester Road in the vicinity of Ackers Lane, the applicant has since agreed that this scheme can be brought forward as part of Phases 1 and 2 of the development to mitigate the impact of the additional traffic on the network from those phases. The further modelling work demonstrates that, whilst significant congestion exists, implementation of this scheme will mitigate the impact of up to 250 dwellings. An appropriate point for this scheme to come forward as part of Phases 1 and 2 is before occupation of any dwellings in Phase 2 i.e. prior to occupation of the 81<sup>st</sup> unit. The LHA is satisfied that this improvement and trigger point for its implementation will mitigate the impact of the first phases of the proposed development and allow for some 250 dwellings to come forward. Thereafter a further improvement is required, as set out above. A developer contribution of £56,000 will be required to provide this improvement and will be secured through a S106 agreement in order for the LHA to carry out the works.

147. The impact of the development on the 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 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 and subsequent Technical Note demonstrate that the proposed development would not have a severe impact on the Primary Local Road Network with the mitigation detailed above provided. The NPPF states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe (paragraph 109). The applicant has demonstrated to the satisfaction of the LHA that with the improvements in place at the stages of development as described above, the impact of the development on the road network would not be severe. The LHA are also satisfied that the proposed development would not have unacceptable impact on highway safety.

148. The requirement for the delivery of significant transport infrastructure to support development in the Carrington Strategic Location as set out in Policy SL5 (which will also benefit Partington) is acknowledged. The proposed Grampian condition will link the proposed development to the Carrington Relief Road being provided which is a key part of this infrastructure. In this case the applicant has also demonstrated that an alternative scheme could mitigate the impact of the proposed development on the Primary and Local Road Network, should the Carrington Relief Road not be delivered.

#### Impact on Strategic Road Network

149. A significant proportion of the traffic generated by the proposed development is likely to access the M60 at Junction 8, indicated as 49% in the TA, therefore the impact of the proposed development on this junction has also been considered in the TA.
150. Existing traffic flows at Junction 8 of the M60 were obtained from the TfGM strategic model. An assessment year of 2028 has been used, with the 2028 growth factor applied to background traffic and the traffic from the committed developments listed above added to obtain the 2028 base traffic.
151. The TA shows that the junction will operate within capacity with the addition of all the traffic associated with the development. Merge and diverge assessment has also been undertaken and show that for the future year 2028 the existing arrangement is unlikely to meet the required merge/diverge arrangement as set out in TD22/06 (requirements set out in Design Manual for Roads and Bridges), even without the proposed development for the southbound off slip. The TA states that this is an existing issue that is not considered to be exacerbated by the proposed development. Further information has subsequently been submitted in response to the initial comments of Highways England regarding the modelling of Junction 8 and merge/diverge assessment.



Highways England, (HE), have requested a review of the geometry on the M60 around Junction 8. Two areas of concern have been the Northbound on-slip, (Merge) and the Southbound off-slip, (Diverge). Reference is made to TD 22/06 which is contained in Design Manual for Roads and Bridges, (DMRB), which gives guidance and formulas on the form of on and off slips depending on particular situations and traffic volumes. It would appear that whilst the existing slips are not sufficient for the future growth, HE are satisfied that the traffic from this development does not justify any improvements to the slips, and therefore will not have a severe impact on the M60, in particular junction 8.

152. The results of the assessments show increases in queues of a few vehicles, and this impact is not considered to be severe given the total volume of flow through this SRN junction. Highways England has advised that whilst there are some issues with the TA, this application in isolation would not cause a severe impact to the SRN. As such, their recommendation is no objection to the proposed development based on the information provided.

153. Highways England also point out there are a number of planning applications coming forward across Trafford, in particular in Carrington and Partington, that, cumulatively, have the potential to have a severe impact on an already highly congested SRN, and potentially impact on the operation of M60 J8 which serves both as access to the SRN, but also the local road network for access to employment and retail in the inside of the M60 Outer Ring Road. HE will work proactively with the Council to explore the impact and potential infrastructure solutions of cumulative development planned for Carrington and Partington.

### Public Transport

154. Policy L4 of the Core Strategy seeks to promote the development and maintenance of a sustainable integrated transport network. The Policy seeks to ensure that, as appropriate, development proposals within less sustainable locations throughout the Borough, including sites within the Carrington Strategic Location and the Partington Priority Regeneration Area will deliver, or significantly contribute towards the delivery of, measures to secure infrastructure and services that will improve access to more sustainable transport choices. Chapter 9 of the NPPF seeks to promote sustainable transport and states in assessing applications it should be ensured that appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location (paragraph 108 a) and applications for development should, so far as possible, facilitate access to high quality public transport (paragraph 110 a).

155. Policy SL5 states that the 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”* In order for development to be acceptable it states that contributions towards public transport schemes will be required to mitigate the impact of traffic generated by the development. Policy L3 requires development to “*contribute to the improvement of the public transport infrastructure to mitigate against the impact of the development on the highway network and to address the deficiencies in the existing public transport provision*”.

156. Public transport infrastructure in Partington is limited to bus services. There are no tram or rail services; the nearest rail station (Flixton) is not within desirable walking distance, although is accessible by bus or bicycle. The site is not on a bus route, although bus stops are within walking distance of the site located on Manchester Road close to the Broadway junction and also on Moss Lane and Central Road to the west of the site. There is also a Partington Local Link door-to-door minibus service which provides a service between Partington and key local employment centres. Bus services CC5A, 247, 253, 255 and 260 provide services to the city centre, Altrincham, Sale, Urmston, Lymm, Warrington, the Trafford Centre and other local centres. TfGM advise that bus services are currently limited.

157. With regards to the requirements of Policies SL5 and L3 for improvements to public transport infrastructure, there are no specific improvements proposed in this application. As public transport improvements in Partington are identified on the Council’s CIL Regulation 123 List “*Significant improvements to public transport in Carrington and Partington*” this is the means by which more frequent or additional services could be provided in the future. Where infrastructure is included in the CIL Regulation 123 List, the CIL Regulations do not allow for a contribution to be made towards this infrastructure. Improvements to public transport infrastructure would therefore need to be addressed through CIL in future and/or funded by public transport agencies/operators. Whilst this is a significant development and cumulatively with Carrington Village there is considered to be a need for public transport improvements, it is considered that a Grampian condition to restrict development until such time as public transport improvements have been secured is not necessary to make the development acceptable.

158. The proposed development is of a scale that will increase the demand for bus services in the area and, together with the development at Carrington Village, may create an additional market for bus operators through Carrington and Partington leading to additional services. The central road through the main part of the site has been designed to accommodate bus services, including a roundabout for bus turning, should the service providers opt to direct routes through the site in future. The TA states that the mechanism for funding any future bus diversion will be agreed with the Council. TfGM suggest that the Council apply a condition to this element if possible; however planning conditions cannot be used to secure funding and could only be secured through a S106 agreement if it was considered necessary. In this case however and as explained

above, public transport improvements in Carrington and Partington are identified on the CIL Regulation 123 List and therefore it is not possible to secure funding from the applicant.

159. It is relevant to note that no improvements to public transport infrastructure as part of the scheme have been included in the TA, therefore the impact of the proposed development on the highway network as assessed above is not also reliant on improvements to public transport. Therefore, improvements to public transport are not required to make the development acceptable in planning terms, however they are considered necessary to bring forward as a package of overall infrastructure improvements to improve the sustainability of Partington and the Carrington Strategic Location. It is acknowledged, however, that under the current CIL regime, there is no mechanism for the developer to directly contribute to these improvements. .

### Pedestrian and Cycle Links

160. Policy L4 of the Core Strategy states the Council will seek to develop a network of pedestrian and cycle routes to provide safe, secure, convenient and attractive cycling and footpath access linking residential areas and local facilities and requires developers to demonstrate how their development will contribute towards these connections and deliver quality cycle and walking infrastructure where appropriate. Policy SL5 also states that improved access for residents on foot or cycling to the surrounding green space and open countryside will be a requirement for development in the Strategic Location.

161. The proposed layout provides pedestrian and cycle connections to the surrounding road and footpath network on Broadway, Moss View Road, Bridge Close and Heath Farm Lane that will enable future residents to access Partington town centre and the surrounding area and existing residents to access the open space and play facilities within the site. Phase 1 includes footways on both sides of the main access and footpath links to Bridge Close and Moss View Road. Phase 2 includes footways on both sides of the entrance and footpath links to Moss View Road, Heath Farm Lane and to the proposed open space to the east. For the outline phases the Movement Framework Parameter Plan and Masterplan identify a number of potential pedestrian and cycle connections, including to Heath Farm Lane and the track alongside the eastern boundary of the site. At the eastern boundary, ownership issues prevent access being achieved to the track adjacent to the site, however the development has been future proofed to provide a pedestrian access point in future and access to this track is retained from Heath Farm Lane. Potential links to the tunnel and disused railway to the north are also indicated. These links would provide access for pedestrians and cyclists between the site and the existing network of roads and footpaths around the site which in turn provide access to the wider footpath and cycle network, including the paths and tracks across Carrington Moss and the Trans Pennine Trail to the east (which is also part of the National Cycle

Network). These pedestrian and cycle links are welcomed to meet the aspirations of Policy SL5 and the wider aims of Policy R3 to provide a green infrastructure network.

162. The Movement Framework Parameter Plan shows key pedestrian routes within the proposed development to encourage permeability throughout the site for pedestrians and cyclists. Within the site a network of footpaths through the main areas of open space are proposed which will provide alternative routes for pedestrians and cyclists to the roads used by vehicular traffic.

163. TfGM advise that the pedestrian and cycling environment, within and around the site, is designed to be as safe, attractive and convenient as possible, with improved street lighting and including natural surveillance where possible. This should provide sufficient links to the surrounding pedestrian and cycle networks and including reinstating redundant access points, renewal of footway, tactile paving where appropriate etc. Full details of these works can form part of the landscaping scheme and lighting details to be required by conditions.

164. There are also proposals by the Hamilton Davies trust to improve and re-open the Cheshire lines corridor adjacent to the site for sustainable transport use. The Cheshire line consists of old disused railway lines which runs through Glazebrook, Cadishead, Partington, West Timperley and Navigation Road. The line is approximately 8km long and it is intended to construct 7km of new cycleway to connect between the Chat Moss cycle way and NCN Cycle Route 62. Although not part of this application, the potential re-opening of the line and provision of cycle access will improve significantly the connectivity of Partington and Carrington across the canal by cycle and foot.

165. The Peak and Northern Footpaths Society request that a condition be inserted into any planning consent to the effect that once each phase of the development has been completed, and at all other times where possible, the boundaries of the site remain open, and where boundary structures are deemed necessary or highly desirable, there should be the provision of gaps and/or gates in those structures at frequent intervals. This is required to facilitate pedestrian movements on and off, and across the site, in the direction of both the facilities in Partington and the wider open space of Carrington Moss and beyond.

## Travel Plan

166. The application is supported by an Interim Travel Plan that contains a site-specific package of measures to encourage the use of sustainable travel options to reduce car journeys made to the site. This includes measures to encourage walking, cycling, public transport and car sharing and sets out targets that will inform a Full Travel Plan. TfGM comment it is important to influence travel patterns at the beginning of occupation and that if the Travel Plan is to be successful, it will be dependent on establishing a culture of sustainable travel

behaviour at the outset. 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. Both TfGM and the LHA recommend a condition to require the further development, implementation and monitoring of a Full Travel Plan and advice is provided in TfGM's response on what the Travel Plan should include.

### Access Arrangements, Layout and Car Parking

167. Policy L7 of the Core Strategy states that in relation to matters of functionality, development must incorporate vehicular access and egress which is satisfactorily located and laid out having regard to the need for highway safety; provide sufficient off-street car and cycle parking, manoeuvring and operational space; and provide sufficient manoeuvring and operational space for service vehicles. Policy L7 is considered to be compliant with the NPPF and therefore up to date as it comprises the local expression of the NPPF's emphasis on good design and, together with associated SPDs, the Borough's design code.

#### Access Arrangements

168. Access to Phase 1 is proposed from a new give-way access road from Broadway. In addition there would be two parking areas served by private drives from Broadway and a number of driveways to individual dwellings. The LHA confirm the two private drives to the parking areas have sufficient width to allow two vehicles to pass and have acceptable visibility splays at the access.

169. Access to Phase 2 and subsequent phases will be from a single point of access from Broadway in the same position as the existing access into the former LNG site which will be upgraded. A secondary access into the site from Heath Farm Lane is proposed for emergency vehicle access in the event the main access is blocked. This is required for Phase 2 and will need to be provided before first occupation. For the outline phases further emergency access points onto Heath Farm Lane will be required and will need to be identified with each reserved matters application for layout.

170. A small section of Moss View Road is currently unadopted highway and it is proposed this will be brought up to adoptable standards. These works will require a Section 38 Agreement.

#### Internal Layout

171. The Movement Framework Parameter Plan sets out the proposed road network and hierarchy within the site. For the main part of the site this comprises a Primary Estate Road extending the full length of the site from Broadway, a number of secondary roads off the Primary Road creating loops and ensuring

permeability and tertiary roads which serve a small number of dwellings. For Phase 1 access would be from a single point of access from Broadway and a T-shaped internal road layout.

172. The TA confirms that internal roads will be of an appropriate width to accommodate two-way traffic and larger vehicles. Sufficient turning heads are also provided within the site to allow larger vehicles to access and egress in a forward gear. Swept path analysis has been provided to demonstrate a refuse vehicle can service Phases 1 and 2. The LHA note that the roads within Phases 1 and 2 are of sufficient width with footways on both sides and are satisfied that the road network can be serviced by a refuse vehicle. For the outline phase the LHA comment that consideration should be given to avoiding a network of cul-de-sacs as the site is only served from one point of access and therefore emergency access to each of the subsequent phases will need to be secured.

173. Internal roads would be tarmac surfaced, with different surface treatments used at junctions and for shared driveways and cul-de-sacs to define these parts of the layout and add variation and interest to the road network. These include a square in concrete block paving at the internal junction in Phase 1, concrete block thresholds at the junction in Phase 2 and tegula concrete block paving to shared driveways in Phase 2 where these are to the front of dwellings.

#### Car Parking

174. The Council's car parking standards for this location, as set out in the Core Strategy and SPD3: Parking Standards and Design are 1 space for 1 bed dwellings; 2 spaces for 2 to 3 bed dwellings; and 3 spaces for 4+ bed dwellings. The TA confirms that the proposals provide a level of car parking in accordance with these standards, although subsequent amendments made to the scheme has resulted in the loss of a small number of spaces. The LHA note that a number of proposed dwellings fall short of the maximum level indicated in SPD3, however they are satisfied that the shortfall will not cause a highway safety issue. The majority of parking spaces are directly connected to each of the plots and are of sufficient width as indicated in the SPD. Some of the proposed dwellings include garages and these are of sufficient width to count as a useable space. 9no. of the proposed four bedroom dwellings have two parking spaces including an integral garage and the LHA recommend that permitted development rights are removed from these plots so the garages are retained for parking. In the context of the scale of the development it is considered unnecessary to remove permitted development rights for such a small number of dwellings and any overspill parking that may result from subsequent loss of garage space could be accommodated on street or elsewhere within the curtilage.

## Cycle Parking

175. For cycle parking the standards in SPD3 require 1 space for 1 bed dwellings; 2 spaces for 2 to 3 bed dwellings; and 4 spaces for 4+ bed dwellings. The SPD states that cycle parking need not be provided if garages are available. The applicant has advised that no formal cycle parking will be provided and cycle parking for residents will be available via a combination of garages, sheds, within their properties or gardens. The LHA note that some of the proposed dwellings include garages of sufficient width to accommodate cycle parking, however the other dwellings will need to provide suitable secure and covered cycle parking to comply with SPD3. The LHA is satisfied that sufficient space is available within the curtilage of dwellings and therefore this can be secured through a suitable condition. Where communal cycle parking is proposed, which is relevant to the proposed apartments, the standards require 1 space per dwelling. Secure cycle parking is indicated adjacent to the apartments with access from the rear and within which 6 spaces can be provided.

## Servicing and Refuse Collections

176. The LHA confirm that the proposed roads within Phases 1 and 2 are of sufficient geometry and width to accommodate refuse vehicles and therefore all plots can be serviced. No comments have been received from the Council's Waste Management Team at the time of preparing this report.

## Construction Phase

177. The ES states that a Construction Traffic Management Plan (CTMP) will be prepared to manage the impact of the traffic associated with construction of the development, including routing and access of construction traffic to the site. The application includes a Construction Management Layout Plan for Phases 1 and 2 which confirms that all site traffic would use Broadway (and not Moss View Road).

178. The ES has assessed the effects of the proposed development on traffic and transportation during construction and for the completed development and demonstrates there would be no significant effects, subject to a CEMP being implemented for the construction phase and a highway improvement works, Travel Plan, pedestrian and cyclist infrastructure for the completed development. Both relevant consultees and Officers agree with the conclusion that significant environmental effects will not arise subject to the proposed mitigation.

## AIR QUALITY

179. Policy L5 of the Core Strategy states 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. 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 the air quality. The NPPF states that planning decisions should sustain and contribute towards compliance with relevant limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and Clean Air Zones, and the cumulative impacts from individual sites in local areas. Opportunities to improve air quality or mitigate impacts should be identified, such as through traffic and travel management, and green infrastructure provision and enhancement (paragraph 181). It is considered that the parts of Policy L5 relating to air quality are compliant with the NPPF and remain up to date.

180. The site does not lie within the GM Combined Authority Air Quality Management Area (2016) declared due to levels of nitrogen dioxide (NO<sub>2</sub>) pollution, although parts of Manchester Road within Carrington and Sale (between the site and the M60) and the M60 itself are within the AQMA.

181. The proposed development has the potential to impact on local air quality, both during the construction phase and the operational phase. The main impacts on air quality will be the construction works (including earthworks, construction activity and construction traffic) and the permanent future road traffic associated with the development. The ES includes a chapter on air quality that has assessed the likely significant effects of the development upon local air quality and the impact of existing and future sources of air pollution upon the new development. The impacts on Broadoak Wood SBI and Partington Nature Reserve SBI have also been considered in the assessment. The Pollution and Licensing Section are satisfied that all relevant criteria have been considered and raise no objections on the grounds of air quality.

182. For the construction phase, the assessment methodology has focused on a qualitative assessment of the dust and particulate matter (PM<sub>10</sub>) generated during the construction phase in accordance with IAQM Guidance. The ES states that that employment of 'Best Practice' guidelines will ensure that dust and particulate matter will not be an issue during the construction process. The ES recommends a number of mitigation measures to be employed on site which reflect procedures described within IAQM guidance, including a Dust Management Plan, specific measures for on-site works that have potential to generate dust or particulate matter and monitoring. Residual impact from dust emissions from works on site has been assessed as being negligible. With regards construction traffic the short-term nature of the construction phase and the comparatively low volume of vehicle movements that will likely arise (when compared to the operational phase), there is not considered to be any potential for significant air quality effects from road traffic emissions. The cumulative impact of all construction phase committed development has been modelled as a temporary minor adverse cumulative impact. The Pollution and Licensing Section recommend a condition to require that for each phase of the development, the



principal contractor should submit for assessment, a Construction Environmental Management Plan (CEMP) to describe in detail, all mitigation measures to be employed throughout the construction phase.

183. For the operational phase, there will be an increase in traffic in the vicinity of the site which 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 has been assessed. The ES has had regard to the air quality guidance issued by Environmental Protection UK (EPUK) and Institute of Air Quality Management (IAQM). This assessment has been carried out as a quantitative prediction of the ambient  $\text{NO}_x$ ,  $\text{NO}_2$  and  $\text{PM}_{10}$  concentrations to which new and existing human and ecological receptors would be exposed to as a result of the development. This is based on road traffic modelling and comparison with relevant Air Quality Strategy (AQS) objectives. The Highways Agency's Design Manual for Roads and Bridges (DMRB) model has been used to predict the likely  $\text{NO}_2$  and  $\text{PM}_{10}$  concentrations at existing and proposed receptor locations in the vicinity of the site.

184. The Pollution and Licensing Section comment that the impact of the development upon  $\text{NO}_2$  and  $\text{PM}_{10}$  concentrations at all existing receptor locations (which includes dwellings at various locations in the vicinity of the site including on Manchester Road) has been assessed as being negligible (in accordance with IAQM guidance) Therefore, effects associated with  $\text{NO}_2$  and  $\text{PM}_{10}$  emissions from road traffic are not considered to be significant. The site is considered to be suitable for residential use, and no mitigation is required. The predicted pollutant concentration changes at existing receptors, as a result of the development, were assessed using the EPUK/IAQM significance criteria. Results of modelled  $\text{NO}_2$  and  $\text{PM}_{10}$  emissions from road traffic during the development's operation, at all of the assessed receptor locations, for the modelled scenarios are well below the AQS objectives for the assessed pollutants. The effect of the development on the annual mean  $\text{NO}_x$ ,  $\text{NO}_2$ , and  $\text{PM}_{10}$  has been determined to be negligible at all modelled receptors in 2022 and 2029 (in assessing the impact on the local highway network consideration has been given to potential traffic flows in the future assessment year 2022 and 2029). These predictions have also taken account of the committed development schemes, and so the assessment is cumulative. The cumulative impact has been deemed to be negligible and therefore not significant. No mitigation is required.

185. The ES has assessed the effects of the proposed development on air quality during construction and for the completed development and concludes that there would be no significant effects, subject to mitigation measures and a CEMP being implemented. Both relevant consultees and Officers agree with the conclusion that significant environmental effects will not arise subject to the proposed mitigation.

## GROUND CONDITIONS AND CONTAMINATION

186. Policy L7 of the Core Strategy states development must not prejudice the amenity of the future occupiers of the development and Policy L5 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. The NPPF states that planning decisions should give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, and support appropriate opportunities to remediate contaminated land (paragraph 118). Decisions should ensure that a site is suitable for its proposed use taking account of ground conditions and any risks arising from contamination. This includes any proposals for mitigation including land remediation (paragraph 178).
187. Having regard to the previous use of the main part of the site as a gas works and subsequently a LNG storage facility it is likely to be contaminated and will require remediation. The part of the site on the south west side of Broadway has remained largely undeveloped apart from a tennis court, bowling green and pavilion on part of the land. The application includes a Geo-environmental Appraisal Report, Preliminary Appraisal Report (Desk Study) and the ES includes a chapter on Land Contamination. The ES and Geo-Environmental Appraisal has assessed potential risks to human health and controlled waters and potential ground gas contamination on the site. This has included a review of previous site investigation, previously identified contamination and the previous remediation undertaken, and fieldwork and analysis of soil, groundwater and surface water samples to identify risks and further remediation requirements. Potential risks during the construction phase and the operational phase have been considered.
188. The Environment Agency comment that the land has been subject to a number of historic industrial land uses which has led to elevated concentrations of contaminants to the ground which may continue to pose a risk to the water environment. The site is located above a principal aquifer with a number of known abstraction points in the immediate vicinity. There are a number of surface water courses that appear to drain to the south, into Sinderland Brook. This indicates that the wider site is in a relatively sensitive environmental location and that there has been a history of previous industrial land uses on and around this site.
189. Several phases of remediation works have been previously undertaken (in 2009 and 2016), including asbestos removal, excavation and removal from site of localised areas of tar in water and soils and spent oxide. Planning permission was granted in 2015 for engineering works and site remediation including the removal of bunds, treatment of contaminated material and levelling of site in preparation for future development. Further remediation will be required to ensure the site is safe for future residents and visitors.

190. In summary, the Geo-environmental Appraisal Report has identified contamination and ground gas on the former LNG site. The site comprises “made ground” of variable thickness predominantly between 1m and 2m, a significant proportion of which is pulverised fuel ash. The review has identified that previously recorded concentrations of contaminants within soils including heavy metals, polycyclic aromatic hydrocarbons (PAH) and petroleum hydrocarbons exceed current generic human health risk assessment criteria for residential land use with gardens. Therefore, there is considered to be an unacceptable risk to human health from exposure to these contaminants. A detailed quantitative risk assessment (DQRA) is required to determine the actual risk to human health from soils and groundwater to determine whether specific remediation is required and to calculate appropriate remedial targets. For controlled waters the DQRA will determine the risk to wider groundwater bodies surrounding the site from off-site migration of contaminants and to determine whether remedial works are required in this respect. The DQRA will form the basis of a detailed Remediation Strategy.

191. The Geo-environmental Appraisal Report outlines the following remediation requirements to mitigate potential unacceptable risks to the proposed residential use of the site: -

- Turnover of made ground to identify and remove relic structures and grossly contaminated soils and shallow/perched groundwater;
- Dependent on the findings of DQRA for human health and controlled waters, targeted removal or treatment (e.g. by stabilisation) of grossly contaminated soils (above the water table) and perched groundwater;
- Where excavation of asbestos-impacted soils is required, replacement within the site at depth, with hand-picking and off-site disposal of visible ACMs (asbestos-containing materials);
- Provision of a clean cover layer in all areas not otherwise covered by buildings or hardstanding. The thickness of the capping layer should be 600mm in residential gardens and soft landscaped areas and comprise at least 150mm of suitable topsoil underlain by suitable subsoil (possibly site-won following confirmatory chemical analysis, plus imported). The clean cover layer should be underlain by a geotextile separator;
- Dependent on the findings of DQRA for human health, vapour protection measures may be required locally to proposed housing (within ground floor construction of buildings);
- Where potentially combustible materials are identified, these should be removed from proximity to potential heat sources (e.g. electrical cables). Alternatively, buried services should be laid within corridors of inert material;
- Use of barrier-type water supply pipes, subject to water supplier’s requirements.

192. The Report also states that a significant volume of imported general fill material will be required and which is taken into account in the TA. Any imported fill, as well as any site-won general fill proposed for re-use, should meet the requirements of an agreed earthworks specification. A Materials Management Plan will be required for submission to supplement the Remediation Strategy. This will describe how site-won materials will be tested and distributed on site according to chemical suitability for re-use within garden areas, and public open space.
193. In relation to ground gas, the gas monitoring visits have not yet been completed. A ground gas risk assessment report will be issued following completion of the ground gas monitoring programme. This will confirm the ground gas risk Characteristic Situation and the protection measures for the proposed development.
194. The Council's Pollution and Licensing Section recommend a condition requiring an investigation and risk assessment (in addition to the Geo-Environmental Appraisal Report submitted with the application) to investigate the nature and extent of contamination on the site; an assessment of the potential risks; an appraisal of remedial options where unacceptable risks are identified; a remediation strategy; and a verification plan. A verification report demonstrating completion of works set out in the approved remediation strategy and the effectiveness of the remediation will need to be submitted and approved prior to occupation of any dwellings, including results of sampling and monitoring carried out to demonstrate the site remediation criteria have been met and also include a long-term monitoring and maintenance plan. The Materials Management Plan and ground gas risk assessment report referred to above will form part of the required site investigation, remediation and validation.
195. The Environment Agency has raised no objection to the proposed development subject to similar conditions requiring a remediation strategy and verification report and further conditions to prevent piling or other foundation designs using penetrative methods (unless demonstrated no risk to groundwater) and no infiltration water of surface water drainage into the ground where adverse levels of contamination are known or suspected to be present (unless demonstrated no risk to controlled waters).
196. Subject to the conditions recommended above, the condition of the site will be improved and made suitable for residential use, with no unacceptable risks to human health, surface water or groundwater. 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.
197. The ES has assessed the effects of the proposed development on ground contamination quality during construction and for the completed development and concludes that there would be no significant effects, subject to site investigation and a remediation strategy. Both relevant consultees and Officers

agree with the conclusion that significant environmental effects will not arise subject to the proposed mitigation.

## FLOOD RISK AND DRAINAGE

198. Policy L5 of the Core Strategy states that *“the Council will seek to control development in areas at risk of flooding, having regard to the vulnerability of the proposed use and the level of risk in the specific location”*. It also states that developers will be required to improve water efficiency and reduce surface water run-off through the use of appropriate measures, including Sustainable Drainage Systems (SUDS). Policy SL5 states that 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. It states uses identified in national guidance as being more vulnerable to flooding including residential must be located outside Flood Zone 3.

199. At the national level, NPPF paragraph 163 has similar aims, seeking to ensure that development is safe from flooding without increasing flood risk elsewhere. The NPPF sets strict tests to protect people and property from flooding which all local planning authorities are expected to follow. Where these tests are not met, national policy is clear that new development should not be allowed. Policy seeks to direct development, as far as is reasonably possible, to areas where the risk of flooding is lowest. Policies L5 and SL5 are considered to be up to date in this regard and so full weight can be attached to them. 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.

200. The site is within Flood Zone 1 (low probability of flooding). Residential development in this flood zone is acceptable in principle, subject to a Flood Risk Assessment being undertaken. 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.

201. The site is located within a Critical Drainage Area, therefore the development must demonstrate that it is not at risk of flooding, and will not increase the existing flooding conditions within the site or elsewhere. The surface water management should aim not to increase any runoff, and where practical reduce the rate of runoff from the site in accordance with the Level 2 Manchester City, Salford City and Trafford Councils Level 2 Hybrid SFRA.

202. The application includes a Flood Risk Assessment and Drainage Strategy. Testing on the site has indicated that infiltration of surface water drainage would not be a feasible solution for drainage by virtue of the need to avoid pollutants entering ground water. Attenuation will be required within the surface water drainage system to achieve the specified flow rates. The design of the attenuation will ensure the greenfield run-off rates will not be exceeded, no flooding in the 30 year event and no flooding to property in the 100 year event with a 30% allowance for future climate change. United Utilities has advised regarding discharging surface water to the existing public surface waters will have a maximum rate of 82.2l/s. Foul drainage may be connected to the existing foul sewer in Broadway with a foul pumping station serving the main site area. The Flood Risk Assessment and Drainage Strategy recommends the following: -

- Attenuation should be included in the proposed drainage to achieve the agreed discharge rates; the design should include all events up to and including the 100 year plus 30% climate change allowance.
- Existing sewers to which foul and surface water connections will be made should be CCTV surveyed and cleaned out/repaired where required.
- Finished floor levels of properties have generally been set above the adjacent road level to protect the properties against overland flows.

203. The LLFA consider that the proposed works will not cause flood risk to the development or the surrounding area and advise the application is acceptable subject to an overarching drainage condition, which is included within the recommendation.

204. United Utilities advise that in accordance with the NPPF and NPPG, the site should be drained on a separate system with foul water draining to the public sewer and surface water draining in the most sustainable way. The following conditions are recommended to reflect this approach (which have been included in the condition recommended by the LLFA rather than using separate conditions): -

- Foul and surface water shall be drained on separate systems.
- Surface water drainage scheme, based on the hierarchy of drainage options in the NPPG and with evidence of the site conditions, to be submitted and approved. No surface water shall discharge to the public combined sewerage system either directly or indirectly.

A condition is also recommended to require a management and maintenance regime for any sustainable drainage system to ensure the longevity of the surface water drainage system and to minimise the risk of having a detrimental impact on the public sewer network.

205. The application includes a drainage design for Phases 1 and 2 and which is in accordance with the above principles. Through the utilisation of public open space as areas of water attenuation, these phases provide for a betterment to the flood storage capacity of the site. Future phases will require detailed drainage designs at reserved matters stage / prior to commencement to ensure the drainage complies with the above strategy and will not cause an increase in groundwater flood risk and maintain an overall lowering of flood risk across the site. Subject to the introduction of appropriate mitigation and compliance with conditions, the proposed development is considered to be compliant with Core Strategy Policy L5 and the NPPF.

## ECOLOGY, NATURE CONSERVATION AND TREES

206. Policy R2 of the Core Strategy requires developers to demonstrate how their proposal will protect and enhance the biodiversity, geodiversity and conservation value of the Borough's natural urban and countryside assets having regard to its immediate location and its surroundings and to protect the natural environment throughout the construction process. These include Sites of Biological Importance, Wildlife Corridors, woodland, hedgerows and hedgerow trees, and habitats and species identified in the Greater Manchester Biodiversity Action Plan. Policy R3 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.

207. Policy SL5 also states that the Carrington Strategic Location can deliver high quality green infrastructure that protects and enhances the existing sites of environmental importance and development will be required to protect and enhance sites of nature conservation and biological importance including the Carrington Rides, Broadoak Wood and Brookheys Covert and the mossland should be protected and enhanced as a carbon sink to mitigate the effects of climate change.

208. The NPPF states that planning decisions should contribute to and enhance the natural and local environment by protecting and enhancing sites of biodiversity in a manner commensurate with their statutory status or identified quality in the development plan; and by minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures (paragraph 170). It states that if significant harm to biodiversity 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 (paragraph 175 a). Opportunities to incorporate biodiversity

improvements in and around developments should be encouraged, especially where this can secure measurable net gains for biodiversity (paragraph 175 d).

209. Policies R2 and SL5 are considered to be compliant with the NPPF and therefore up to date as they comprise the local expression of the NPPF's emphasis on protecting and enhancing landscapes, habitats and biodiversity. Accordingly, full weight can be attached to them in the decision making process.

210. The site includes an area of semi-natural broadleaved woodland on the north east side of Broadway, trees and scrub on the south west side of Broadway including trees adjacent to Broadway, and scattered broadleaved trees and hawthorn hedgerows along the woodland edges. Other vegetation, scrub and areas of grassland are present throughout the site. Deciduous woodland within and adjacent to the site is identified as habitat of principal importance under Section 41 of the Natural Environment and Rural Communities Act 2006. The site also has connectivity to the wider landscape and may be used by a variety of species in conjunction with habitats in the wider locality. Habitats within the site and surrounding area have potential to support protected species including Great Crested Newts, Badgers, Bats, Birds, Reptiles and Water Vole. The railway embankment along the north east boundary of the site is designated as a Site of Importance for Nature Conservation and a Wildlife Corridor on the Policies Map and the parcel of land on the north east side of Broadway also forms part of the Wildlife Corridor.

211. The ES includes a chapter on Ecology and Nature Conservation and the application includes a Desk Based Ecology Assessment, Ecological Assessment Report and Bat Survey. A Walkover Habitat Assessment survey of the site has been carried out and the following surveys have been undertaken: Extended Phase 1 Habitat Survey, Bat Roost Surveys, Bat Activity Survey, Badger Survey and Breeding Bird Survey. The ES includes an assessment of the effects during construction and operational phase. A Landscape and Ecological Management Plan has also since been submitted.

212. Representations have referred to the Walkover Habitat Assessment having been undertaken outside of the optimum survey season for vegetation. This is acknowledged in the submitted Ecological Assessment Report which states due to the presence of relatively poor habitat diversity within the site and likely limited floristic diversity this was not considered a limitation to survey results and unlikely to impact assessment of habitat value.

### Loss of Woodland, Trees and Hedgerows

213. The proposed development would result in the loss of 1.5ha of tree cover and scrub, most of which is the site of Phase 1 of the proposed development. This area comprises mostly young to semi-mature trees and species present include ash, sycamore, silver birch, Norway maple, beech, oak, hawthorn, holly



and willow. The proposals will also result in the loss of 181m of hedgerows and scattered broadleaved trees associated with the site boundary, most of which are semi-mature though some mature specimens are also present. These areas provide habitat for wildlife including birds and bats which will be disturbed as a result of the proposed development. The application includes an Arboricultural Assessment that has identified 4 Category A, 21 Category B, 13 Category C and 2 Category U trees and groups on or within influencing distance of the site. Three hedges were also recorded. The majority of trees are well-established, middle-aged to mature, and with good habitat, amenity and landscape value. There are no Tree Preservation Orders on any part of the site.

214. Cheshire Wildlife Trust comment the woodland and hedgerow are both national priority habitats and lowland broadleaved woodland is also identified as a local asset (BAP) in the Core Strategy. They comment that the Council has a duty to ensure these losses are avoided (NERC Duty 2006) and strongly advise that the design of the development should be amended to incorporate these priority habitats. Only if there is an overriding need for development should these habitats be lost. Under these circumstances it is crucial that the mitigation hierarchy in the NPPF (Paragraph 175) is followed and the priority habitats should be compensated for when they are lost. The developer should demonstrate a measurable net gain in biodiversity, taking into account factors such as time to condition.
215. By way of mitigation for the loss of trees and scrub and the need to demonstrate a net gain for biodiversity, the proposed development includes enhancement and management of the retained woodland on the north east side of Broadway and a scheme of green infrastructure, habitat creation and enhancement across the main part of the site.
216. The improvements to the retained woodland ('Broadway Woods'), include selective thinning and native understorey planting which will improve its wildlife value. Gaps in the existing hawthorn hedgerow along Broadway will be planted with additional hawthorn, other than where a footpath will be provided. Measures for its management are described in the Landscape and Ecological Management Plan.
217. The proposals include two substantial green space corridors (5.3ha) within the main area of the site and a landscape buffer at the eastern edge of the site. The corridor in Phase 2 will include areas of new native woodland which, together with small areas in Phase 1, will create a total of 0.49ha of woodland. There is also potential for areas of woodland and/or tree planting to be provided in the green space corridor within the outline phase. The green space corridors and landscape buffer to the eastern edge will establish new north-south wildlife movement routes through the site, connecting mature woodland within and adjacent to the site including Broadoak Wood to Broadway Woods and woodland along the disused railway line. A number of wetland areas (attenuation ponds)

have also been added to the scheme in the 'Western Green Space Corridor' to further contribute towards achieving an overall net gain across the site in biodiversity terms.

218. Whilst in area terms the extent of tree cover and scrub that will be lost (predominantly the area of Phase 1) is greater than the extent of areas of new woodland to be created, the quality of the new woodland will be of greater ecological value than that which is lost. The woodland will include a greater diversity of native species of locally sourced stock. In terms of loss of hedgerow, although 181m would be removed, 912m will be created and will comprise 4/5 species of native and locally sourced stock. The amount and diversity of the newly created hedgerows will be of higher quality than that which is lost.
219. GMEU comment given the length of time it will take for the newly planted woodland to develop, management would be expected in the retained woodland to increase its biodiversity value as compensation for the loss of woodland. GMEU therefore recommend that the Landscape and Habitat Management Plan is required to include the management of the retained woodland and recommend a condition requiring a Landscape and Ecological Management Plan (LEMP) to be submitted and approved prior to the commencement of Phase 1 to include details for the management regime. Cheshire Wildlife Trust also recommend that measures to protect the woodland should include a 10m non-developable buffer and further measures are required to protect the woodlands from trampling, disturbance and dog fouling. This will require a management plan aimed at improving the current condition of the woodlands, preventing future damage and ensuring ecological connectivity to the wider landscape is retained. The Landscape and Habitat Management Plan has since been amended to include management of the retained woodland to increase its biodiversity value, prevent damage and ensure connectivity to the wider landscape. A management company will be appointed to implement this post-construction. A LEMP has also since been submitted that includes long term management proposals for the area of woodland and the areas of open space and landscaping within Phases 1 and 2 (including the Western Green Space Corridor). GMEU advise that the proposals in the Plan are acceptable and the ongoing management of areas covered by the Plan are secured. A condition is recommended to secure this.
220. In terms of the amenity value of the trees and hedgerows proposed to be removed, the Arboricultural Impact Assessment confirms the proposals will result in the loss of approximately 1.8ha of woodland, 8 tree groups, 12 individual trees and 181 linear metres of hedgerow across the site. This amounts to a reduction in tree cover by approximately 30% across the entire site and includes the loss of 2 Category A trees and 5 Category B trees on the site of Phase 1 and a group of Category B trees adjacent to the retained woodland on the north east side of Broadway. The Council's Tree Officer has advised that the substantial tree removal within Phase 1 would ordinarily be a concern, however it is not of high value, nor is it classed as a woodland and there is substantial mitigation for this

loss detailed in the landscaping information submitted. The area of Phase 2 and the outline application currently has little tree cover and the proposed tree planting and landscaping in this area would increase tree cover on these parts of the site. It is considered that the tree loss will be mitigated for provided that the proposed new trees are of good quality and establish well and the opportunity to include large species of trees in the large areas of open space is maximised.

221. In addition to the retained woodland on the north east side of Broadway, the scheme will retain existing tree groups along the south west boundary and adjacent to Moss View Road in Phase 1, a group adjacent to Heath Farm Lane in Phase 2, and a group within the main part of the site. Some thinning is proposed within the retained woodland, however most mature trees will be retained unless their removal would benefit the scheme overall. A condition requiring details and implementation of tree protection measures is recommended to ensure that all trees to be retained are adequately protected during construction works.

222. The quantity and quality of the new woodland, trees and hedgerows set out above, together with proposals to enhance and bring the retained woodland under management, are considered to adequately mitigate for the loss of trees, hedges and habitats resulting from the development and will provide net gains for biodiversity in accordance with the NPPF and Policy R2 of the Core Strategy requiring proposals to protect and enhance biodiversity.

### Protected and Notable Species

#### Nesting Birds

223. All nesting birds their eggs and young are protected under the terms of the Wildlife and Countryside Act 1981 (as amended). The dense hedgerows, trees and scrub on site provide suitable nesting habitats for birds, in addition to providing foraging habitat. Many of the plant species present offer foraging opportunities for widespread and common bird species and areas of bare ground may have suitability to support Schedule 1 species little ringed plover and lapwing. Breeding bird surveys were undertaken in May, June and July 2017 (which is during the appropriate season for breeding birds) and recorded a total of 36 bird species with 22 species noted as breeding within the site. Breeding ground nesting birds recorded on the site include lapwing, little ringed plover and skylark. Lapwing and skylark are Section 41/red listed species and little ringed plover is a Schedule 1 species. The site as a whole is locally important for breeding birds.

224. Cheshire Wildlife Trust raised concern that incomplete bird surveys may have underestimated the impacts upon ground nesting birds and the number of territories affected could be significantly higher than reported. In response the ES has been updated to confirm that the eastern area of the site was only accessible for the June survey visit. During the May and July visits, the area was surveyed

from several vantage points around its perimeter in order to obtain comparable survey data. Additionally, if access had been possible the surveys would not have covered most of this area in order to prevent disturbance to little ringed plover that were nesting within the area.

225. The proposed development will impact on large areas of the site as suitable habitat for these birds. The ES states that there is “*ample suitable alternative habitat*” for these birds, however GMEU advise that areas of suitable habitat for these birds, particularly little ringed plover, are being lost from the wider area. Clarification on this matter has been requested and the response is summarised below. Cheshire Wildlife Trust also comment that the ES fails to take into account the likely impact on lapwing and skylark as a result of the loss of their breeding habitat and it is essential their habitats are protected. Where this is not possible due to overriding circumstances, the mitigation hierarchy should be applied (as set out in NPPF paragraph 175a), i.e. avoid, mitigate and as a last resort compensate. In line with local and national planning policy it is essential that compensation for the loss of ground nesting bird habitat is provided should the site be developed. Compensation will require the restoration and/or management of habitat to improve its suitability for ground nesting birds.

226. The ES has since been updated and with regards little ringed plover states there will not be an adverse effect due to the transient, ephemeral and opportunistic nature of this species which quickly colonises new sites as traditional sites become unavailable. With this clarification, GMEU accept that the loss of this nesting site would not have an overall impact on the population of little ringed plover in Greater Manchester. With regards lapwing, skylark and other species, the site is small in relation to the adjacent similar habitats and open arable fields in the wider area provide suitable habitat to support the very low numbers of lapwing and skylark that currently nest in the site (two pairs of lapwing and one pair of skylark during 2018).

227. The proposed mitigation includes the erection of 20 bird boxes on suitable retained trees in the retained woodland in order to enhance nesting bird potential. In response to concerns raised by GMEU over the lack of such measures for the buildings on the site, the ES has been updated to include confirmation that bird boxes will be installed on new buildings to enhance opportunities for nesting birds at the site. These will be sited away from direct disturbance and lighting and the ES specifies this will include 15 bird boxes (5 each of swift boxes, starling boxes and sparrow terraces).

228. The timing of all works across the site will need to avoid site clearance works, including trees and scrub, outside of the main bird breeding season. The ES confirms that as breeding birds are likely to be present, any tree and scrub vegetation removal will take place outside of the bird nesting season (avoiding the period March to August inclusive). If this is not achievable, removal will only be allowed on confirmation by an ecologist that no nesting birds are present. This

timing will be incorporated in a Construction Environment Management Plan (CEMP) for each phase of development and which will be required by condition. The ES notes that nesting bird checks are less suitable for large areas of dense vegetation such as mature woodland in foliage and in these situations, it may not be possible to confidently confirm absence of nesting birds and removal may have to wait until after the nesting season. The CEMP should also include measures to deter and monitor the site for little ringed plover as recommended in the bird survey.

## Bats

229. All species of bat and their roosts are protected under UK and European legislation and are a material consideration when determining planning applications. Bat Roost and Bat Activity Surveys have been carried out and species have been recorded on site, although only very low numbers of common pipistrelle, soprano pipistrelle and brown long eared bat were recorded. The woodland, trees, scrub and hedgerows on the site provide suitable foraging habitat for bats and the derelict railway provides an important linear feature for commuting and foraging bats. The majority of the main part of the site is hardstanding which offers little foraging and commuting habitat for bats. The ES states that all trees on the site have negligible potential for roosting bats as defined by the Bat Conservation Trust Guidelines 2016.

230. The Bat Survey makes a number of recommendations including that a sensitive lighting strategy be adopted and where lighting of roads or footpaths is unavoidable various restrictions should apply which are set out in the Bat Survey. Hedgerows should be retained where possible and proposed hedgerow planting will increase connectivity throughout the site and proposed tree planting will support foraging and in time provide roosting potential. The proposed habitat buffer around the site boundaries will provide an acoustic and visual barrier and wildlife corridor. Installation of bat boxes on suitable retained trees is recommended to enhance opportunities available to roosting bats. The ES has been updated to also include confirmation that bat boxes will also be incorporated into new buildings to enhance roosting opportunities at the site. These will be sited away from direct disturbance and lighting and the ES specifies this will include 10 bat tubes in new buildings.

231. The ES states that the lighting design of the site once operational will ensure that any adverse effects on bats and other wildlife are avoided. GMEU recommend a condition requiring a "lighting design strategy for biodiversity" for areas to be lit prior to occupation of each phase of the development which shall identify those areas/features particularly sensitive for bats and show how and where external lighting will be installed to demonstrate it will not disturb or prevent bats using their territory or having access to breeding sites and resting places.

## Badgers

232. Badgers are specially protected under the terms of the Protection of Badgers Act 1992. No badger setts or other signs of badgers were found during the surveys on site, however there is suitable habitat on the site. As badgers are a mobile species the ES makes a number of precautionary recommendations for the site and GMEU recommend that these measures are included within the CEMP.

## Water Voles and Otters

233. The ES states that evidence of water vole was found on the ditch on the north boundary of the site, however no surveys of this watercourse were undertaken as it is more than 5m from the site boundary. No signs of otter were recorded during the surveys and the habitats on site are unsuitable to support otter. The Ecological Assessment confirms that provided any outflow implementation around adjacent watercourses allow for a minimum 8m buffer and provided that works are carried out using best practice methods to prevent pollution, disturbance or damage, there will be no significant impact on water vole.

234. Cheshire Wildlife Trust has raised concern no assessment was undertaken for water voles and that the possible impacts on this protected species have been overlooked. They advise should water voles be present in the ditch, avoidance/mitigation measures must be incorporated into the design of the scheme. In response the applicant's ecology consultant has advised that no construction works will be directly affecting the ditch or will fall within 5m of the ditch. No surveys were undertaken as the relevant guidelines for water vole survey and mitigation recommend that there will be no effect during construction activities that are 3 to 5m from the bank of a water course. During construction, a CEMP will be produced that will ensure no runoff or debris arising from construction activities enters the ditch and will also ensure that the 5m buffer is protected from encroachment by machinery. In the eastern half of the site, the masterplan indicates that gardens will back onto the ditch, which will ensure that disturbance in this area is minimal. In the western half of the site the ditch will be flanked by public open space. Whilst there is likely to be an increase in use of the footpath along the western part of the ditch, the densely vegetated nature of the banks is likely to prevent significant disturbance to water voles as it will provide a physical as well as a visual barrier.

## Reptiles

235. The habitats within the site provide foraging and sheltering for reptiles and have connectivity to areas with reptile populations within the wider landscape. There is the potential that reptiles may be present in low numbers. Cheshire Wildlife Trust advise there are records of common lizard and slow worm in the Carrington Moss area and the site contains suitable habitat for these species.

Reptiles are both protected and S41 listed (priority) species. Cheshire Wildlife Trust advise that surveys should be undertaken before determination and if found to be present then appropriate mitigation/avoidance measures should be implemented.

236. In response the applicant's ecology consultant has acknowledged that reptiles may be present in low numbers. They also advise that surveys undertaken where reptile populations are at a low density are often inconclusive, with no reptiles recorded, and therefore still consider that a reptile survey is not required. However, in the acknowledgement that reptiles may be present at a low population density on the site, the ES has been updated with the recommendation that Reasonable Avoidance Measures (RAMs) should be implemented during construction activities in order to prevent harm to this species group. These measures will be included in the CEMP.

#### Other Species

237. There is suitable foraging, refuge and commuting habitat for amphibians within the site, however there are no waterbodies within the site. Pools of water present within the woodland are ephemeral and not suitable to support breeding amphibians. Waterbodies in the vicinity of the site have very limited connectivity to the site via the wider landscape or are not suitable breeding habitat for great crested newts. There is habitat within the site suitable for hedgehog commuting, foraging and refuge and connectivity to other suitable habitats; the RAMs put in place will also serve to prevent killing or injury to small mammals, including hedgehogs.

#### Invasive Species

238. Several invasive species occur at the site including Himalayan balsam, rhododendron, Spanish bluebell and Japanese knotweed. GMEU recommend a condition requiring an invasive non-native species protocol to be submitted and approved prior to the commencement of development, detailing the containment, control and removal of these species on site.

#### Construction Impacts

239. As well as breeding birds, the ES and Ecological Assessment identify other ecological receptors that could be affected by construction, including Partington Nature Reserve SBI, Broadoak Wood SBI, woodland, trees and hedgerows, a ditch on the north boundary of the site, bats (particularly from construction lighting) and hedgehogs. The ES confirms that a CEMP will be prepared to ensure that potential impacts on retained habitats during construction are reduced and tree protection measures will be implemented for trees and woodland adjacent to the site and those that are retained within the site. The CEMP will need to incorporate all the measures outlined in the ES and should

apply to all phases of the development. GMEU recommend a condition requiring a CEMP: Biodiversity and which shall include a risk assessment and identification of “biodiversity protection zones”, measures to avoid or reduce impacts during construction including location and timing of sensitive works, times when specialist ecologists need to be on site and use of protective fences, exclusion barriers and warning signs.

240. Cheshire Wildlife Trust advise that if planning permission is granted, the recommendations in the Sensitive Lighting Strategy, Invasive Non-native Species Strategy and Monitoring Strategy are requested under planning conditions and the reasonable avoidance measures for species such as hedgehogs and birds should also be applied.

### Landscape Design

241. GMEU confirm that the species chosen for the planting in wildlife areas across the site are largely locally native species, which is welcome. The only exception to this is the wildflower grassland mix and they recommended a number of species be removed from the planting scheme. All of the species referred to by GMEU have since been removed from the scheme.

### Impact on Nearby Sites of Ecological Importance

242. In the immediate vicinity of the site, Broadoak Wood approximately 1.08km to the south on the opposite side of Heath Farm Lane is a Site of Biological Importance (SBI) comprising an area of woodland and lowland raised bog. Partington Nature Reserve SBI is approximately 150m north west of the site, Sinderland Green Wood SBI is approximately 530m south/south east of the site and Brookheys Covert Site of Special Scientific Interest (SSSI) is approximately 1.1km south east of the site. There are two Special Areas of Conservation (SAC) (Rixton Clay Pits and Manchester Mosses) to the west of the site, both over 3.5km from the site.

243. The proximity of the site to Broadoak Wood SBI may result in members of the public using the SBI, which could lead to localised trampling of ground flora, littering/dog fouling and disturbance of fauna. Cheshire Wildlife Trust recommend that measures to protect Broadoak Wood should include a 10m non-developable buffer and implementation of a management plan aimed at improving the current condition of the woodlands, preventing future damage and ensuring ecological connectivity to the wider landscape is retained. In response the applicant's ecology consultant has advised that Broadoak Wood SBI is off-site and in private ownership. The applicant would require the owner's permission to undertake management works to the SBI and this is currently not an option which is being considered. During construction, measures will be put in place to prevent runoff and debris from entering the SBI. Some woodland buffering is provided within adjacent public open space but the masterplan layout does not allow for an



uninterrupted buffer along the boundary of the site with the SBI. New occupants will also be provided with a leaflet about the SBI and its conservation values, with guidance on how to maintain its biodiversity value such as keeping to existing paths and clearing up after dogs.

244. There is potential for disturbance to the two other SBIs referred to above resulting from public use, however these are located further away from the site and the ES states that any disturbance will be offset by the provision of public open space within the development, concluding that it is extremely unlikely there will be any adverse effect on the integrity of these sites. The site falls within the SSSI Impact Risk Zone for the Brookheys Covert SSSI, however residential development does not fall within the criteria for concern for this SSSI. Given the distance between the site and the SAC's identified above, residential development is unlikely to have implications for these sites. Natural England considers that the proposed development will not have significant adverse impacts on statutorily protected sites or landscapes.

245. The site does not form part of Carrington Moss, although prior to the gas works being established on the site the eastern part of the site appears to have been mossland. Carrington Moss is not statutorily protected for its ecological importance although forms part of the Greater Manchester Wetlands Nature Improvement Area. Neither Natural England or GMEU has raised concern regarding any potential adverse impact on the mossland.

246. The ES has assessed the effects of the proposed development on ecology and nature conservation during construction and for the completed development and the ES and analysis above, including the view of the Council's ecological advisors, demonstrates there would be no significant effects, subject to a CEMP and specific mitigation measures, implementation of a landscaping scheme and management of the retained woodland and new areas of landscaping.

## LANDSCAPE AND VISUAL IMPACT

247. Policies R2 and R3 of the Core Strategy seek 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. The NPPF states that planning decisions should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes (paragraph 170) and developments should be sympathetic to the landscape setting (paragraph 127 c).

248. There are no statutory designations relating to the significance of the landscape affecting the application site. At a local level, the majority of the site lies outside the Landscape Character Areas identified on the Policies Map and the Landscape Strategy SPG, although the woodland on the north east side of

Broadway is within an Area of Landscape Protection and the eastern end of the main part of the site is within the Mossland Landscape Character Type in the Landscape Strategy SPG. The Mossland Landscape Character Type area covers a large area to the east of the site and adjacent land to the north and south of the site. Land to the south and east of the site is within an Area of Landscape Protection and Green Belt.

249. The ES includes a detailed assessment of the landscape context and the likely significant landscape and visual effects of the proposed development. It considers the landscape is of low sensitivity to the development. The character of the surrounding landscape is generally agricultural, comprising a broadly flat topography associated with mossland, with industry present to the north and the built-up area of Partington and predominantly housing to the west. Although the proposed development would extend the built-form of Partington further east, this would not be into open countryside given the site is previously developed land, the site is also separated from agricultural land/mossland to the south and east by a combination of tree belts and outgrown hedgerows to the site boundaries. Views towards the site from its surroundings are limited, predominantly as a result of the intervening vegetation along the site boundaries and tree belts and woodland on adjacent land. The railway line embankment alongside the north east boundary would also contain the development. The impact of the development from its surroundings and in the wider landscape would be further mitigated by the retained woodland on the north east side of Broadway, other tree groups where retained, and by the substantial areas of open space and woodland planting within the scheme and along the eastern and southern boundaries (once this is established).
250. Whilst the proposed development would result in significant change to the appearance and character of the site and the immediate site context, it is considered there would be no harm to the wider landscape and the key features and characteristics of the Mossland and adjacent Settled Sandlands Character Types as described in the Landscape Strategy SPG. Although part of the site is within the Mossland Landscape Character Type it is visually more closely related to the remainder of the former LNG site and previously developed land to the west rather than the mossland and field pattern to the east.
251. Views from nearby dwellings, roads, tracks, farmland and Public Rights of Way from where there would be views of the development have been assessed in detail in the ES. Whilst there would be a change in the nature of views from some receptors it is considered that residential development of the height proposed and in the context of the retained and proposed landscaping would not harm visual amenity.
252. The site is within the Mersey Valley National Character Area (NCA 60), as defined by Natural England. 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. The site is not a distinctive part of this landscape due to its separation from the river valley by distance and intervening development. The proposed development principles seek to achieve the objectives set out in SEO2 of the Mersey Valley National Character Area guidance through integration of green infrastructure within the development and linking new development with the wider countryside.

253. The ES has assessed the effects of the proposed development on landscape and visual effects during construction and for the completed development and the ES and analysis above demonstrates there would be no significant effects, subject to a CEMP being implemented and implementation of a landscaping scheme.

#### MAJOR ACCIDENT HAZARD PIPELINES AND SITES

254. There are a number of industrial uses and pipelines in the vicinity of the site and the site is within a Special Health and Safety Development Control Sub-Area as identified on the Policies Map. Policy W1.13 of the Core Strategy 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. This states that 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.

255. Two Major Accident Hazard Pipelines (MAHP) cross the application site and there are further pipelines and a number of Major Accident Hazard (MAH) sites in the vicinity of the site. HSE sets a consultation distance around the MAHP or MAH and is a statutory consultee where development is proposed within the consultation distance. Larger housing developments are categorised as sensitivity level 3, where the HSE advise against such development in the Inner or Middle Zones and don't advise against development in the Outer Zone. The application includes a COMAH Site Review which identifies the hazardous sites and pipelines affecting the site and provides an assessment against the HSE's criteria for assessing developments.

256. The 'Warburton Tunnel South/Partington' (National Grid Gas) pipeline extends through the site in a north east-south west direction in the area between Phases 1 and 2. The '4 Feeder Warburton/Partington' (National Grid Gas)

pipeline extends through the site in a north east-south west direction to the east of Phase 2. The proposed layout has taken into consideration these pipelines and the relevant consultation zones set by the HSE. The proposed dwellings within Phases 1 and 2 and the extent of development in the outline phase fall within the Outer Zones only of both pipelines and do not extend into the Middle or Inner Zone of either pipeline. The consultation zone of a further pipeline also affects the site, the Stanlow Carrington Pipeline (Essar Oil (UK) Ltd) which is adjacent to the eastern boundary. The extent of proposed residential development in the outline phase would be within the Outer Zone only of this pipeline. As such the proposed development has been designed to comply with the HSE advice and ensure a minimum level of risk to future residents.

257. The consultation zones of two Major Accident Hazard sites affect the application site; 'National Grid Gas PLC Partington Holder Station' which is to the north of the site and 'Basell Polyolefins UK Ltd' which is north east of the site. Parts of Phase 2 and the outline phase of development would be within the Partington Holder Station Consultation Zone, including its Middle and Outer Zones. Only a small number of dwellings in Phase 2 would be within the Middle Zone, with most of the site that falls within the Middle Zone proposed as open space and retained woodland. For the purposes of HSE assessment where development straddles two consultation zones, the HSE's Land Use Planning methodology 'Rule 1 – straddling developments' is applied to decide the zone in which the development is considered to lie. This states that normally development is considered as being in the innermost zone of the major hazard, unless less than 10% of the area of the application is inside that boundary. In this case the extent of the site within the Middle Zone is less than 10% of the total site area and therefore the development is considered as being in the Outer Zone. The HSE advice for this type of development in the Outer Zone is 'do not advise against'. The north eastern corner of the application site and part of the outline phase is within the Outer Zone of the Basell Polyolefins Consultation Zone and therefore this part of the development also complies with HSE advice.

258. The formal response of the HSE on the proposed development is 'Do Not Advise Against' and consequently does not advise on safety grounds against the granting of planning permission in this case. This consultation response has been generated using the HSE's Planning Advice Web App. The HSE recommend the pipeline operator(s) are contacted before determination of the application. Cadent Gas and Essar Oil (UK) Ltd have been consulted and neither has raised an objection. Therefore the layout of the proposed development and the siting of dwellings will ensure a minimum level of risk to future residents from the MAHPs and MAHs affecting the site and the HSE, as the appropriate advisor, conclude there is no reason not to grant permission on safety grounds.

## HERITAGE ASSETS

259. Policy R1 of the Core Strategy requires all new development to take account of surrounding building styles, landscapes and historic distinctiveness

and states that developers must demonstrate how the development will complement and enhance the existing features of historic significance including their wider settings. Policy R1 does not reflect case law or the tests of 'substantial' and 'less than substantial harm' in the NPPF. Thus, in respect of the determination of planning applications, Core Strategy Policy R1 is out of date.

260. Although Policy R1 can be given limited weight, no less weight is to be given to the impact of the development on heritage assets as the statutory duties in the Planning (Listed Buildings and Conservation Areas) Act 1990 are still engaged. Heritage policy in the NPPF can be given significant weight and is the appropriate means of determining the acceptability of the development in heritage terms.

261. There are no designated heritage assets within the application site boundary or in its immediate vicinity. The nearest designated heritage assets are listed buildings in Partington which include the Church of St Mary on Manchester Road, the Stocks on The Green and Erlam Farmhouse on Bailey Lane (all grade II). These are all some distance from the site and there are areas of housing and other development between these buildings and the application site. Given the distances involved and intervening development there would be no harm to the setting of any of these listed buildings/structures. Policy SL5 of the Core Strategy states that development will need to protect, enhance and preserve heritage assets and their wider settings, including the Listed Church of St George. The Church of St George is located over 1km north of the site and at this distance and given the various intervening features its setting would not be affected by the proposed development.

262. With regards to non-designated heritage assets, the Archaeology and Cultural Heritage Impact Assessment submitted with the application has identified three non-designated heritage assets within the site boundary which would be impacted through the proposals: Moss Side Farm (Bridge Farm) and Manchester Gas Works, both of which have since been demolished and are no longer considered to be of any significance, and some potential for paleo-environmental evidence associated with Carrington Moss to survive within the site boundary. Paragraph 197 of 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. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

263. The Archaeology and Cultural Heritage Impact Assessment has assessed the potential for archaeological remains to survive on the site and GMAAS are satisfied that the report meets the requirements set out in NPPF paragraph 189. The assessment suggests that any paleo-environmental potential that may survive in deposits associated with Carrington Moss would be of local

significance and that this significance would be damaged or lost altogether through the impact of the development. In mitigation of this impact it proposes that a programme of environmental sampling is undertaken through a series of test-pits in three areas. It recognises that if such remains were found further work might be required.

264. GMAAS recommend that a programme of archaeological works commencing with environmental sampling and assessment be undertaken. Where the assessment identifies deposits with a paleo-environmental potential then it may be necessary to undertake more detailed analysis. Should further sampling be required this too should be undertaken. In the event that the sampling should identify a potential for archaeological cultural remains then there should be a phase of targeted excavation and investigation. GMAAS is satisfied that the necessary programme of archaeological works could be undertaken as a condition of planning consent. It should proceed in accordance with a Written Scheme of Investigation (WSI) prepared by an appointed archaeological contractor who is suitably qualified and experienced to undertake or arrange for the necessary work to be done. The WSI should be agreed in advance by the LPA's archaeological advisors. Once the fieldwork, sampling, assessment and post-fieldwork laboratory analysis has been completed the results will need to be written up in a form suitable for submission to the HER and the LPA. To secure the work GMAAS recommends a condition requiring a Written Scheme of Investigation (WSI) that requires the applicant to secure the implementation of a programme of archaeological works.

265. 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, and the scheme is considered to be compliant with the NPPF.

## IMPACT ON RESIDENTIAL AMENITY

266. 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 by reason of, amongst others, overbearing, overshadowing, overlooking, visual intrusion, noise and/or disturbance. Policy L2 also requires development to not be harmful to the amenity of the immediately surrounding area and in accordance with Policy L7. The Council's Planning Guidelines 'New Residential Development' (PG1) include the following guidelines relevant to the development: 21m across public highways and 27m across private gardens between two storey dwellings (increased by 3m for three storey dwellings); 10.5m between main windows and rear garden boundaries (13.5m for flats or three storey dwellings); and 15m between a main elevation facing a two storey

blank gable. The NPPF states that developments should create places with a high standard of amenity for existing and future users (paragraph 127 f).

267. Phase 1 of the proposed development adjoins existing dwellings on Broadway and Bridge Close and would back on to dwellings on Albinson Walk. The proposed dwellings at plots 33 to 37 on the north west edge of the site would back on to the garden of No. 38 Broadway, retaining a distance of between 9.8m to 11.8m to the boundary. For the most part this complies with the guideline of 10.5m with the exception of plots 36 and 37 which would be slightly less than the guideline. Both dwellings would have 2 first floor windows to bedrooms and therefore some overlooking would result, however the shortfall from the guideline isn't significant and the outlook from these dwellings would be over the bottom part of the garden only. It is also considered that screening along this boundary could mitigate the impact; the landscape plan indicates three trees along the boundary to the rear of plots 36 and 37 and suitable trees can be ensured when full details of landscaping are submitted by condition. Plot 1 fronting Broadway would be positioned 3m from the boundary and set slightly forward of No. 38, ensuring there would be no overshadowing or loss of privacy to that property.
268. Plots 36-37 would also afford views towards the rear gardens and windows of properties on Bridge Close, however in respect of nos.23-29 Bridge Close this would be at an angle rather than directly facing and would not lead to unacceptable loss of privacy. In respect of no.31 Bridge Close onwards the distance complies with the Council's guidelines.
269. The proposed dwelling at plot 38 would be adjacent to Nos. 23-25 Bridge Close, positioned 3.6m from the boundary and largely parallel with Nos.23-25. As plot 38 is to the south of the garden of No.23-25 there would be some impact in terms of overshadowing, however the gap to the boundary ensures this would not be to an extent that would be detrimental to amenity.
270. In relation to properties on Albinson Walk to the south west of Phase 1, the separation distances between proposed and existing dwellings would be over 40m to the front elevations of nos. 29-49 Albinson Walk and over 30m to the front elevations of nos. 1-11 Albinson Walk and the side elevations of no. 13 Albinson Walk and no. 21 Moss View Road. These distances comply with the above guidelines and ensure there would be no loss of privacy or overbearing impact. Furthermore a landscape buffer is proposed to the rear of the proposed dwellings and the site boundary, comprising retention of the existing tree group/woodland opposite nos. 13 and 29-49 Albinson Walk and new native woodland/structure planting between the development and nos. 1-11 Albinson Walk and 21 Moss View Road.

## NOISE AND VIBRATION

271. 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. 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. The NPPF advises that planning decisions should prevent new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of noise pollution (paragraph 170 e) and mitigate and reduce to a minimum potential adverse impacts resulting from noise from new development, and avoid noise giving rise to significant adverse impacts on health and the quality of life (paragraph 180 a).
272. The application includes a chapter on Noise and Vibration in the ES and an Environmental Noise Assessment. The Environmental Noise Assessment includes a baseline sound level survey at the site and an Acoustic Design Statement setting out mitigation measures. The Assessment concludes that with appropriate mitigation there would not be an unacceptable impact from noise in accordance with the Professional Practice Guidance on Planning and Noise – New Residential Development (ProPG) and the development is compliant with Policy L5.14 of the Core Strategy and the NPPF.

### Noise Impacts on the Proposed Development

273. The main potential source of noise affecting the proposed development will be road traffic, due to both existing and future traffic. There is also potential for noise from industrial premises in the wider area, which include Air Products, Basell Polyolefins, Saica Paper and the site off Common Lane to the north east which has planning permission for B2 and B8 uses. The Environmental Noise Assessment has shown that ambient noise levels are comprised of distant traffic and local industrial sources which do not dominate and are part of the prevailing climate; no mitigation measures are required in this regard.
274. The additional road traffic associated with the development has the potential to increase noise levels and as such the survey and assessment process has identified mitigation measures necessary for incorporation into the proposed development. This includes a boundary treatment of a 1.8m high close boarded fence to all primary gardens with a line of sight to Broadway, Moss View Road and the new spine road; a glazing specification for all new dwellings, and an acoustically rated ventilation system for dwellings fronting Broadway, Moss View Road and the new spine road. The Acoustic Design Statement details a glazing and ventilation strategy designed to achieve suitable noise levels within all proposed dwellings.



275. The Council's Pollution and Licensing Section has raised no objection on the grounds of noise nuisance, provided that the mitigation measures described within the Environmental Noise Assessment 'Acoustic Design Statement' are incorporated as described therein. A condition is recommended to require the submission of a validation report (post construction) to describe the mitigation measures incorporated within each unit of accommodation as set out and in accordance with the Environmental Noise Assessment 'Acoustic Design Statement'.

276. The site is adjacent to the former Woodley junction to Partington railway line owned by Network Rail. Network Rail advise that there has been discussion on the reopening of this line and in order to protect that potential the proposed development will need to be constructed under the same asset protection provisions as an operational railway line. This includes the need for noise and vibration assessments which should take into consideration the potential for the railway line to come back into use and provide appropriate mitigation. At this stage Network Rail are unable to confirm the likely operational parameters along this section of line in the event it were brought back into use (whether passenger/freight, frequency, night-time use, etc.). In the absence of this information, the applicant's noise consultant has based their recommendations for mitigation below on a likely worst case operational condition.

277. The nearest proposed dwellings in Phase 2 to the former railway line would be approximately 110m from the railway line, with an area of existing woodland and proposed open space between the dwellings and the site boundary. The applicant's noise consultant has advised that the increase in the average ambient noise level over a daytime or night-time period from 'typical' future train operations would not be sufficient to result in any significant adverse impact. Similarly, no significant impact is considered likely from individual night-time train pass-bys. For this reason no mitigation is necessary.

278. For the outline phases of the proposed development the exact position and orientation of dwellings is not yet established, however the extent of development as shown on the Land Use Parameters Plan and Masterplan would be to within approximately 30m of the former railway line. At this distance there is potential for noise and vibration from future use of the railway line to affect the amenity enjoyed by future residents on this part of the site. The applicant's noise consultant has recommended the following mitigation measures for a likely worst case operation: -

- Minimum stand-off of 30m between the railway line and nearest dwellings.
- Acoustically-rated double glazing to facades of habitable rooms within 40m of the railway line and with line of sight to the railway.
- Alternative means of ventilation to openable windows to habitable rooms within 40m of the railway line and with line of sight to the railway.

- Boundary fencing to a minimum height of 2.5m and constructed from continuous, imperforate material for rear gardens within 30m of the railway line and with line of sight to the railway.

279. The Pollution and Licensing Section is satisfied with the above approach. Upon submission of reserved matters applications, further clarification needs to be sought in respect of updated proposals for reinstatement of the railway line and this will inform the design of suitable mitigation measures. 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 future railway noise. This would need to relate to Phases 4, 6 and 8 as shown on the Phasing Parameter Plan. This would ensure details for noise mitigation can be further assessed 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 that may be affected by railway noise.

#### Noise Impacts on Existing Dwellings

280. Noise and vibration during site enabling works and construction, and from construction traffic including HGVs has the potential to impact on occupiers of existing dwellings in the vicinity of the site and future occupiers of the proposed development as and when dwellings are completed and occupied and later phases are under construction.

281. The ES states that daytime construction noise levels at the closest dwellings are predicted to exceed the threshold criteria used for the assessment, with noise predicted during foundation works and building construction due to the proximity of these dwellings. Depending on duration there would be potential for short-term adverse effects at a limited number of dwellings on Broadway, Bridge Close and Moss View Road. No evening and night-time construction work is proposed. The ES states that construction works would be managed to avoid, minimise and mitigate any adverse effects, including through hours of working and measures to be employed on-site. A Construction Environmental Management Plan (CEMP) will be prepared and set out how 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. The application includes a Construction Management Layout Plan for Phases 1 and 2, confirming that all site traffic would use Broadway (and not Moss View Road) and the two compound areas for these phases would be sited away from existing dwellings.

282. Vibration during the construction phase has been assessed in the ES which states that most construction activities are not significant sources of

ground borne vibration. Piling activities can produce perceptible levels of vibration although mitigation measures can be employed to reduce the effect. Adverse effects of vibration would be expected only within approximately 10m of such works which may affect some properties near the site but any effects would be short-term. The ES states that further assessments of construction vibration will be conducted once construction methods have been proposed. It is therefore recommended that a specific requirement for details of piling and vibratory compaction works be included with the CEMP to ensure this can be considered when the details are known and any impacts minimised through restricting working hours and best practice construction techniques.

283. Noise resulting from the increase in traffic on local roads as a result of the development, including on properties on Broadway and Moss View Road, is considered would not have an adverse impact on the amenity of existing residents.

284. The ES has assessed the effects of the proposed development on noise and vibration during construction and for the completed development and the ES analysis above demonstrates there would be no significant effects, subject to implementation of 'best practicable means' during construction and mitigation and monitoring through a set of appropriate planning conditions. There are also other opportunities for the monitoring of noise impacts through the powers of noise abatement in the Environmental Protection Acts.

## IMPACT ON RAILWAY LAND

285. In addition to the issue of noise resulting from the potential reopening of the railway line as considered above, Network Rail has advised of a number of requirements to safeguard the railway, including the need for a Risk Assessment and Method Statement (RAMS) for works within 10m of the operational railway, provision of secure boundary fencing, no physical encroachment or over-sailing into Network Rail land, details of vibro-compaction/piling, drainage details, details of excavation and earthworks, etc. Conditions are recommended to cover these matters, where they are considered relevant to planning.

## ENERGY AND CLIMATE CHANGE

286. The need to mitigate and adapt to climate change is key to the delivery of sustainable development. Policy L5 of the Core Strategy 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 CO<sub>2</sub> emissions within the Borough. The site is within a 'Low Carbon Growth Area' as identified in the Core Strategy where Policy L5 states there are opportunities for major development to deliver a CO<sub>2</sub> reduction of up to 15% above current Building Regulations. This is subject to new energy generation infrastructure and programmes in these locations being delivered within the plan period.

287. Policy L5 states that CO<sub>2</sub> 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).

288. The NPPF states the planning system should support the transition to a low carbon future in a changing climate and help to shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; and support renewable and low carbon energy and associated infrastructure (paragraph 148). New development should be planned for in ways that avoid increased vulnerability to the range of impacts arising from climate change and help to reduce greenhouse gas emissions, such as through its location, orientation and design (paragraph 150).

289. Parts of Policy L5 remain broadly compliant with the NPPF and therefore up to date, whilst parts do not and are out of date. It is considered that Policies L5.1 to L5.11 are out of date as they do not reflect NPPF guidance on climate change.

290. The application includes a Carbon Reduction and Energy Statement which sets out a 'fabric first' approach towards energy efficiency and achieving reduced CO<sub>2</sub> emissions. It states that through the use of energy efficient measures the development follows the agreed hierarchy for the reduction of CO<sub>2</sub> emission outlined in Policy L5.9. It states that the fabric first approach, incorporating improvements in insulation specification, a reduction in thermal bridging and unwanted air leakage paths and further passive and active design measures to ensure that energy demand is minimised through the dwelling fabric as a first priority. This approach will deliver carbon reductions of approximately 7.39% over 2013 Building Regulations and subsequently complies with Policy L5 and SPD1.

291. Within Low Carbon Growth Areas the Core Strategy considers there is potential for development to deliver a CO<sub>2</sub> reduction target of up to 15% above current Building Regulations. Policy L5 also states however, that the CO<sub>2</sub> 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 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.

292. Given that the proposed development will be delivered in phases over a long period of time (indicated as 11 years) there may be potential for future phases (those beyond Phases 1 and 2) to source low carbon or renewable energy generation that may be feasible by that time, including any district energy network which may be accessible and other large scale low/zero carbon energy generating infrastructure options as referred to in Policy L5. It is therefore considered that a condition requiring submission of an Energy and Carbon Reduction Strategy incorporating a Carbon Budget Statement with subsequent reserved matters applications should be attached to any permission. 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. This approach to future phases is consistent with that taken with the recent Carrington Village application.

293. Policy SL5 requires the protection and enhancement of the mossland as a carbon sink to mitigate the effects of climate change. The application site does not form part of the mossland and the proposed development would not compromise its function as a carbon sink.

294. The NPPF states that applications for development should be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations (paragraph 110 e). At present, there is no specific local planning policy requirement for EV charging points in the Borough although Policy L4 of the Core Strategy states that the Council will ensure that, as appropriate, development proposals within less sustainable locations, including sites within the Strategic Location of Carrington and the Partington Priority Regeneration Area will deliver, or significantly contribute towards the delivery of, measures to secure infrastructure and services that will improve access to more sustainable transport choices. It is considered this site is within a less sustainable location which has limited public transport and will be heavily dependent on travel by car. Policy L5 also states that new development should mitigate and reduce its impact on climate change, including through reduced carbon emissions. The Draft GMSF 2019 Policy GM-S 2 'Carbon and Energy' further states that there will be an expectation that development will 'incorporate adequate electric vehicle charging points to meet likely long-term demand'.

295. Given the scale of development and the effects it will have on air quality and CO<sub>2</sub> emissions, the provision of vehicle charging points is needed to comply with the NPPF and help meet the requirements of the above policies. In response the applicant has advised they will put provision in for residents to have their own EV charging points fitted, either by way of an external socket or an internal fused spur (and with the actual sockets offered as a sales extra). This would be provided to properties with off road parking/driveways where practicable and exclude the apartments and terraced properties. The applicant considers that to provide all units with a charger is unnecessary, wasteful and costly for the developer and that, providing the infrastructure is in place, then those that need chargers would get them installed. It is considered that this approach would not go far enough having regard to the NPPF and IAQM guidance that EV charging points for each parking space should be made and is short sighted given the move towards electric vehicles and a likely significant increase in demand for homes to have a charging point. It is recommended that a condition be attached to any permission requiring that a scheme for EV charging points is submitted for each phase and a specific scheme for each phase at the time of submission can be considered in light of relevant policy and guidance at that time.

## CRIME AND SECURITY

296. Crime and security considerations will need to be factored into the scheme to ensure a safe and secure environment for residents and visitors, and is designed to reduce opportunities for crime. Policy L7 of the Core Strategy states that in relation to matters of security, development must demonstrate that it is designed in a way that reduces opportunities for crime and not have an adverse impact on public safety. In this regard it is considered to be up to date for the purposes of decision making and full weight can be attached to it.

297. The NPPF, at Paragraph 127 states that planning policies and decisions should ensure that development proposals create places that are safe, and where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion and resilience. This is further communicated in a specific supplementary planning guidance document, SPG24 – Crime and Security (2002). In turn these requirements are consistent with this Council's duties under Section 17 of the Crime and Disorder Act 1998.

298. The application includes a Crime Impact Statement prepared by Greater Manchester Police which identifies the positive aspects of the proposal, recommendations to improve the security of the scheme and provides a checklist with specifications to achieve Secured by Design accreditation. The Crime Impact Statement states that the development is supported and makes the following observations: The site is located in an area with a low crime rate. Residential development on the site seems entirely appropriate. The proposed mix and arrangement of housing, and the vehicle access and parking

arrangements, present a suitably secure development. A number of recommendations are made which are designed to enhance security around the periphery of the site as well as of the proposed houses within the site. These principally relate to pathways, landscaping, supplementary planting and boundary fencing. The Design and Access Statement sets out the considerations that have been taken into account in planning the scheme layout.

299. GMP (Design for Security) recommend that a condition is attached to reflect the recommendations made within the Crime Impact Statement (CIS). The recommendations include redirecting footpaths through areas of open space where these are near to dwellings, providing supplementary planting to protect exposed fencing, need for 2.1m high robust boundary fencing to gardens alongside footpaths or open space, boundary treatments alongside footpaths and areas of open space, definition of space, secure gates should be provided to communal passageways, management plan required for future maintenance of public open space, railings to open space and trees and shrubs along the edges should be spaced, high quality surfacing of the access-ways is recommended (shared surface/'Home-zone' design is suggested), inclusion of measures such as a rumble strip, ornate blockwork or a coloured/textured tarmac and distinctive signs identifying the houses served by each access-way at the entrance. The CIS also provides a checklist of physical security requirements for the scheme to achieve Secured by Design accreditation including specifications for doors, window frames, glazing, alarms, boundaries, landscaping and lighting. These recommendations can be satisfactorily covered in a condition, although it is not considered appropriate to require all aspects of the development to be built to SBD standards.

## WASTE MANAGEMENT

300. The application includes a Waste Management Strategy which seeks to demonstrate how waste will be managed and minimised throughout the construction and occupation phases of the development. Waste generated from the construction phase would be separated into key waste groups. A suitable area of the site would be provided by the contractor to allow for the separation of these materials for recycling. To keep in line with statutory requirements a Site Waste Management Plan will be prepared which will include details of the forecast and actual tonnage of each waste stream and their respective disposal route. Waste recovery rates will be controlled by agreement with contractors to be discussed during inaugural meetings. Monitoring reports will be created every month and would feature details on the progress made with regards to diverting waste minerals from landfill disposal. The site will be registered with the 'Considerate Constructors Scheme'. With regards refuse arrangements once the dwellings are occupied, the layouts for Phases 1 and 2 show that all dwellings have space for storage of bins within the curtilage to the rear and the Waste Management Strategy confirms this includes adequate space for the separation and storage of recycling to promote the separation of recycling and compostable

materials at source. In this respect the development is considered to be compliant with the NPPF, Core Strategy Policies L6, L7, and PG1, which seek to ensure that waste is minimised in new developments, and that appropriate systems for both waste storage and waste collection are incorporated into the new schemes. In this regard Core Strategy Policies L6 and L7 are considered to be up to date for the purposes of decision making and full weight can be attached to them.

## UTILITIES AND SERVICES

301. Policy SL5 of the Core Strategy states that in order for development to be acceptable, a contribution towards the provision of additional utility capacity will be required. Policy L7 also states that 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. The consultation response from United Utilities 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. Electricity North West has been consulted on the proposals but no response received.

302. National Grid advise that there are low, medium, high and intermediate pressure gas mains apparatus and services located within the vicinity of the site. This includes LHP (Local High Pressure) mains and NHP (National High Pressure) mains that run from north to south across the site area. There are LP and MP (low pressure and Medium pressure) in and around the boundary of the site also. National Grid raises no objection to the application and confirm that the proposal is in close proximity to a High-Pressure Gas Pipeline and an easement strip will be required. Cadent Gas advise that there is apparatus in the vicinity of the proposed works which may be affected and their response sets out the responsibilities and obligations for the developer before undertaking any works near to these sites.

## DEVELOPER CONTRIBUTIONS, VIABILITY AND CIL

303. As identified in the previous sections of this report, a development of this scale will create additional demand for local services, including education and healthcare facilities, sports provision and highways and public transport infrastructure. Policy SL5 of the Core Strategy identifies that the Carrington Strategic Location can deliver the following infrastructure: -

- *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.*

Policy L3 of the Core Strategy also states the following with regards development in Partington: -

- *Development will be required to contribute to the improvement of the public transport infrastructure to mitigate against the impact of the development on the highway network and to address the deficiencies in the existing public transport provision;*
- *In addition to works/improvements made by means of compensation for loss of amenity space, contributions will be required to meet the needs of new residents in accordance with Policy R5.*

304. Since the adoption of the Core Strategy, the Council's Revised CIL Regulation 123 List (adopted December 2016) has identified specific infrastructure projects and broader infrastructure types that are needed to support future development and the delivery of the Core Strategy including some which are specifically aimed at supporting the entirety of development in the Carrington Strategic Location. These required facilities and infrastructure would therefore be delivered in future through CIL and as such cannot be secured through S106 contributions from individual developments. The following schemes have been identified on the Council's CIL Regulation 123 List: -

- *New Link Road to and through the development site at Carrington;*
- *Significant improvements to public transport in Carrington and Partington;*
- *Provision of a 2-form entry primary school in Carrington;*
- *Borough-wide expansion of existing primary schools to provide additional intake places;*
- *Borough-wide expansion of existing secondary schools to provide additional intake places*

305. The following infrastructure is necessary to make the development acceptable in planning terms: -

### Affordable Housing

306. As set out in paragraphs 34 and 35 above, Policy L2 of the Core Strategy requires a level of affordable housing to be determined via a site specific viability study and which will not normally exceed 40%. SPD1: Planning Obligations further confirms that the viability of planning obligations such as affordable housing will be negotiated between the Council and developers on a case by

case basis. Where viability is an issue it states that the Council will consider potential benefits of a scheme by weighing these against the resulting harm from the potential under-provision or delayed provision of infrastructure. Based on independent financial viability findings and other evidence, planning obligations may be deferred, phased, or discounted, where this would not make the development unacceptable in planning terms. SPD1 further states that where a viability appraisal has been accepted by the Council, the S106 legal agreement may include provisions for overage and review mechanisms.

307. The application includes a Viability Assessment which states that the development cannot sustain any affordable housing or other S106 requirements and that the abnormal costs associated with this complex site mean that a 'standard developer' could not provide the Council with any affordable units. The Viability Assessment includes an appraisal of four scenarios of affordable housing provision to support this conclusion: 20%, 10%, 5% and no provision. It also refers to the fact there is an assumption that a CIL payment in excess of £1m will be paid as a result of the development which further restricts viability.
308. Notwithstanding the conclusions of the Viability Assessment, the applicant has confirmed that 100 affordable units are proposed as part of the scheme (74 in Phases 1 and 2 and a further 26 units in the subsequent phases), provided that this is required by condition rather than a S106 agreement. This equates to 16.7% of the overall development and 50% of Phases 1 and 2. Trafford Housing Trust as a registered provider of affordable housing has secured grant funding for these units through the Homes England Shared Ownership and Affordable Homes Programme 2016 to 2021. For the later phases the extent of affordable housing is unknown at this stage (aside from the 26 units that form part of the proposed 100 affordable units).
309. In response to concerns raised by the Council's appointed viability consultants, sensitivity testing has been carried out by the applicant. Two further appraisals were produced; one to demonstrate the effect of providing 5% affordable housing and a reduced profit margin of 18%; and one providing 5% affordable housing with the land value fixed which has the effect of reducing profit to circa 15%. The developer considers both these scenarios to be unviable.
310. Nevertheless, the applicants' Viability Assessments above exclude the proposed Homes England grant and assess the ability of a scheme to deliver affordable housing without grant funding, concluding that none can be provided. Therefore they do not, in fact, represent the true viability of the scheme proposed. Consequently, officers requested that the applicant submitted an appraisal showing the effect on viability of providing the 100 affordable units with grant funding and with no other affordable housing. This further appraisal demonstrates that the cost to the developer of providing 100 units of grant funded affordable housing (through reduced sales values) equates to a total of

approximately £900,000. This Viability Assessment has also been independently reviewed by the Council's appointed viability consultants.

311. The Council's viability consultant considers that none of the applicant's viability scenarios meet the required tests, either through guidance or national policy, to demonstrate that if planning policy requirements for S106 contributions and affordable housing were met in full or part that the scheme would be undeliverable on viability grounds. The main area of concern is the land value within the appraisal (which hasn't been determined using the EUV+ approach as outlined in the NPPG) which is considered has not been justified and is an over payment for the site. There are also concerns that the anticipated sales values are conservative, a 20% profit margin has not been justified and the cost of external works has not been justified. It is considered that the applicant has failed to robustly demonstrate that it would not be viable for the proposed development to provide any affordable housing in addition to that which is to be grant funded.

312. Officers consider that the proposed development should be able to deliver the 100 grant funded affordable units which form part of the scheme AND an additional level of affordable housing provided by the developer and still be viable. The applicant does not accept this position and has advised that they are only prepared to deliver the 100 grant funded affordable units OR a level of affordable housing that can be shown to be viable through their viability assessment (a level which has not been demonstrated but which officers accept is likely to generate fewer than 100 units). Given that question marks remain over the robustness of the applicant's viability appraisal, and that the affordable houses are to be provided through Homes England grant funding – albeit there is some impact on sales values to the developer - it is disappointing that the applicant is unwilling to provide further affordable units. Had the grant funding not been available, and the developer's stance was that the scheme could not support any affordable housing; it is likely that this would have weighed very strongly against the scheme in the planning balance. In these circumstances, however, it is necessary to apply judgement to both scenarios, and it is clear that there are strong benefits to the grant funded approach as follows:-

- 100 units (16.7%) would be provided; on site; in the first two phases of the development;
- There would be a review mechanism which could lead to further provision in later phases;
- The applicant may be able to draw down further grant funding for future phases of the development.

On the other hand, the 5% developer funded provision (30 units), even if it were increased through a more robust viability appraisal would:-

- Be a lower number of guaranteed units;
- Be across all phases of the scheme and thus come forward more slowly;

- The review mechanism would already take into account this provision and thus any overage would be proportionally reduced.

Despite officers' concern with the robustness of the developer's viability appraisal, which has not been satisfactorily addressed, it is apparent that in an either / or scenario the benefits to the provision of affordable housing in the Borough which would come forward through the grant funded option would outweigh the benefits of the 5% scheme wide viability approach. It is also the case that this position has arisen because one of the applicants is a registered provider; it could not be repeated frequently elsewhere in the Borough.

313. It is important that a site specific viability assessment on the further phases, where currently outline permission is sought, is undertaken to ensure that the maximum percentage of affordable housing, if viable (up to 40% on strategic sites), is provided across the whole development. 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.

314. The applicant has advised that the proposed 100 affordable units can only be secured by a condition attached to any planning permission, rather than be secured by a Section 106 Agreement. They state that to secure the Homes England grant funding required to deliver the affordable housing it is a requirement that no S106 obligation can be used to secure affordable housing. Homes England has confirmed this to be the case and that they would not provide grant funding for affordable housing where this is to be secured by a S106 agreement.

### Public Open Space, Green Infrastructure and Play Areas

315. The provision of the proposed open space, green infrastructure and play areas as set out above and the on-going management of these areas will be required as part of a S106 agreement.

### Outdoor Sports Facilities

316. As set out above a contribution of £162,747 is required towards the provision of off-site outdoor sports facilities which would need to be secured by a S106 agreement. The applicant has confirmed their agreement to pay this contribution, although has requested that the payment is made on a 'per unit' basis for each phase. It is considered that payment of a proportionate amount of the total sum on completion of each phase would be acceptable.

## Community Infrastructure Levy

317. In addition to the above, the proposed development will be CIL liable. This proposal 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 the 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).
318. 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 the CIL payments will be reduced accordingly.

## ENVIRONMENTAL EFFECTS AND MONITORING

319. The significant effects of the proposed development have been considered in the Environmental Statement and through the analysis carried out throughout this report. It is concluded from this information and analysis that there would be no significant effects on the environment arising from this scheme, subject to mitigation measures being secured by appropriate planning conditions. There is no reason to withhold planning permission on the basis of the environmental impact of this development.
320. The following monitoring measures are required to ensure that some of the environmental impacts of the scheme identified in the ES and summarised in this report are mitigated. The majority of these have been brought forward through planning condition, but there are also powers available under other legislative regimes. These include: -
- Contamination - Investigation and risk assessment, remediation strategy and verification report, including long term monitoring and maintenance plan
  - Air quality – measures in the CEMP to control air quality during the construction period. The Council also monitors air quality more generally in the Borough through its Pollution and Licensing team.
  - Ecology - Landscape and Ecological Management Plan (LEMP) and CEMP (Biodiversity) to mitigate impacts on retained habitats, protect nesting birds and ensure proposals for the retained woodland and new landscaping result in a net gain for biodiversity.
  - Noise – mitigation measures to be incorporated into new dwellings and a validation report (post construction) to be submitted and approved.
  - Noise – details of mitigation to be provided with applications for reserved matters where dwellings potentially affected by railway noise. The Council also has powers under the Environmental Protection Acts.
  - Vibration – details of piling and vibratory compaction works to be included with the CEMP.

## THE PLANNING BALANCE AND CONCLUSION

### Status of the Development Plan

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

322. This report has identified that the proposals do not comply with aspects of the statutory development plan in the following ways:

- The proposed affordable units do not propose a 50:50 split between intermediate and social/affordable rented units as required by Policy L2.
- The proposal does not deliver any public transport improvements as required by Policies L3.4 and SL5.2 and SL5.4 (albeit these are not required to mitigate the highways impacts of the development).
- The site is not appropriately located in terms of access to existing community facilities with the capacity to cater for the additional demand created and would not deliver complementary improvements to the social infrastructure (schools) to ensure the sustainability of the development, as required by L2.2
- The applicant has failed to demonstrate in a viability study a level of affordable housing that would be viable for the scheme to deliver in accordance with Policy L2.12 and SL5.4.

### Application of the NPPF

323. The NPPF is a material consideration in planning decisions, and as the Government's expression of planning policy and how this should be applied, should be given significant weight in the decision making process.

324. Paragraph 11 of the NPPF states plans and decisions should apply a presumption in favour of sustainable development. Paragraph 11 c) states this means approving development proposals that accord with an up-to-date development plan without delay and Paragraph 11 d) states that where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, planning permission should be granted unless:

- i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
- ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

325. The Core Strategy was adopted in January 2012, prior to the publication of the 2012 NPPF, but drafted to be in compliance with it. It remains broadly compliant with much of the policy in the 2019 NPPF, particularly where that policy is not substantially changed from the 2012 version. Policies L1 and L2 of the Core Strategy are 'out of date' in NPPF terms, not least because of the Borough's lack of a five year housing land supply, but other policies relevant to this application, including those relating to the Carrington Strategic Location and the Partington Priority Regeneration Area, remain up to date in respect of the Council's expectations for the delivery of development in this location and can be given full weight in the consideration of this application. Whether a development plan policy is considered to be up to date or out of date has been identified for each of the policies in the relevant section of the report. As part of this it has been established that some of the policies which are out-of-date should be categorised as 'most important' for determining this application.

326. As the Council's development plan policies relevant to the supply of housing are out-of-date, it is necessary to assess the development against NPPF paragraph 11 d) i. and ii. above. The footnote to paragraph 11 d) i explains that the policies of the NPPF referred to include those which relate to habitats protection, heritage and flood risk; the assessment of the scheme on these areas and assets of particular importance does not lead to a conclusion that 'provides a clear reason for refusing the development proposed'. Paragraph 11(d)(ii) of the NPPF – the tilted balance – is therefore engaged, i.e. planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole. This exercise is set out below:

### Adverse Impacts

327. The following adverse impacts of granting permission have been identified: -

With moderate weight:-

- Partington is not currently considered to be a sustainable location due to its physical isolation and poor transport links, including limited public transport, and lack of community facilities to support the proposed development.
- Additional demands on primary schools in the area and which will not in the future have capacity to accommodate the full pupil yield of the development.

There are no specific proposals as part of this application to provide additional places (albeit this cannot be secured outside of CIL).

- No specific proposals to deliver significant improvements to public transport infrastructure as required by L3 and SL5.

The above adverse impacts are, to some degree outside of the control of the developer due to the Council's current CIL and S106 regime and therefore have been given less weight than might otherwise be the case.

- With substantial weight:-Loss of existing woodland, trees and hedges and the wildlife habitats which these support, including for ground nesting birds.
- Loss of land designated as Protected Linear Open Land and New Open Space / Outdoor Recreation Proposals.
- Failure to demonstrate that the scheme is not able to deliver a level of affordable housing over and above that provided from grant funding.

These adverse impacts must be assessed as to whether they outweigh the benefits of granting permission when assessed against the policies in the NPPF as a whole. The following benefits resulting from the scheme have been identified: -

### Scheme Benefits

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

With substantial weight:-

- Up to 600 new homes, most of which are suitable for families, on a site which forms part of a wider area identified as being capable of delivering up to 1,560 dwellings in the plan period (and a significantly greater number in the Draft GMSF 2019). 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 and substantial weight has been given to this benefit.
- Redevelopment of the site will contribute towards the regeneration of Partington and an increased population will support and help sustain existing facilities in Partington.
- Significant areas of open space and green infrastructure that will provide opportunities for recreation for the new residential community and the existing community. These include substantial areas of public open space, play facilities and footpath and cycle routes within the site and with connectivity to existing routes.
- A well designed scheme with significant open space and green infrastructure which will improve the appearance of the site and establish a strong sense of



place that will be an attractive, welcoming and distinctive place to live and visit.

- Re-use and remediation of previously developed, under-utilised and contaminated land. 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.

With moderate weight:

- 100 affordable dwellings from the outset and potentially an increased number of affordable dwellings over time subject to future reviews of viability. More weight would have been given to this benefit had the developer's viability appraisal been demonstrated to be robust.
- A net gain in biodiversity with the creation of new areas of woodland, tree planting, hedgerows, shrub planting, wildflower meadow, wetland which will provide new habitat.
- An improved quality of design, construction and range of housing stock.
- 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.
- Economic benefits that will flow from construction and occupation. Additional expenditure into the local economy will support existing services in Partington and Carrington and support the viability of new services. The development will provide a Gross Value Added (GVA) of circa £45m per annum and a forecast commercial expenditure of £6,253,800 per annum.
- 191 FTE jobs in the local area and provision of training and apprenticeship opportunities through local schools and colleges.

With limited weight:-

- New Homes Bonus of £3.3m over a 4-year period and Council Tax Revenue of £700,000 per annum will benefit the Borough and the local community.

329. The list of benefits arising from the scheme are numerous and a number of them can be given substantial weight. The list of adverse impacts, on the other hand, can generally be given less weight given the development plan policy position and the inability of the developer to directly contribute to much of the required infrastructure due to the Council's current CIL regime. It is therefore considered that it has been demonstrated that the adverse impacts of the development **do not** significantly and demonstrably outweigh the benefits. The proposals therefore comply with Paragraph 11(d) of the NPPF which is an important material consideration which should be given significant weight and justifies the departures from development plan policy identified above. Additionally, through the Environmental Statement and the analysis in the report above it has been concluded that the development would have no significant

effects on the environment, subject to appropriate mitigation and monitoring, secured by planning conditions. Accordingly the application is recommended for approval.

### **RECOMMENDATION:**

That Members resolve that they would be **MINDED TO GRANT** planning permission for the development and that the determination of the application hereafter be deferred and delegated to the Head of Planning and Development as follows:-

- (i) To complete a suitable legal agreement / unilateral undertaking to secure :
  - A financial contribution of £56,000 towards highway improvements at the Manchester Road/Flixton Road junction;
  - A contribution of £162,747 towards outdoor sports facilities provision;
  - Provision of on-site green infrastructure/open space, management and maintenance;
  - Provision of on-site play facilities, management and maintenance;
  - Travel Plan Monitoring Fee (figure to be confirmed and agreed);
  - The submission of a viability review of the scheme for each subsequent phase beyond Phases 1 and 2 (to be submitted with any reserved matters application that includes layout).
- (ii) To carry out minor drafting amendments to any planning condition.
- (iii) To have discretion to determine the application appropriately in the circumstances where a S106 agreement has not been completed within three months of the resolution to grant planning permission.
- (iv) That upon satisfactory completion of the above legal agreement that planning permission be **GRANTED** subject to the following conditions (unless amended by (ii) above): -

### **Conditions applicable to the Full Application (Phases 1 and 2)**

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

- 1802.01 Rev J – Overall Planning Layout
- D6198.02.001D – Phase 1 Landscape Masterplan
- D6198.02.002D – Phase 2 Landscape Masterplan
- D6198.02.003C – Western Green Space Corridor Landscape Masterplan
- D6198.02.004 – Overall Courtyard Planting Plan and Area 1
- D6198.02.005 – Courtyard Planting Plan – Area 2
- 61895-CUR-00-XX-DR-TP-75003-P02 – Proposed Access Arrangement Phase 1
- 61895-CUR-00-XX-DR-TP-75004-P01 – Proposed Access Arrangement Phase 2
- PH1-200 Rev A – Street Scene
- 1802-CS.01 – Cross Section A-A
- 1802-CS.02 – Cross Section B-B
- 1802-CS.03 – Cross Section C-C
- 1812.BT.01 – Various Boundary Treatments
- 1812.BT.02 – Various Boundary Treatments
- 1812.BT.03 – Boundary Treatments Phase 2 Entrance Detail
- 1812.PH1.03 Rev A – Materials Layout Phase 1
- 1812.PH1.10 – Garage Detail - Single garage Phase 1
- 1812.PH1.15 – Detail Sheet Phase 1
- 1812.PH1.16 – Detail Sheet Phase 1
- 1812.PH1.201 Rev A – Planning Drawings A30 (Plots 01-02)
- 1812.PH1.202 Rev A – Planning Drawings A30 (Plots 03-04, 36-37, 44-45)
- 1812.PH1.203 Rev B – Planning Drawings A21 (Plots 05-06, 22-23, 59-60)
- 1812.PH1.204 Rev B – Planning Drawings A21 (Plots 07-08, 42-43, 61-62, 73-74)
- 1812.PH1.205 Rev A – Planning Drawings A21 (Plots 09-11)
- 1812.PH1.206 Rev A – Planning Drawings A30 (Plots 12-13)
- 1812.PH1.207 Rev A – Planning Drawings Eveleigh (Plots 14-15, 77-78)
- 1812.PH1.208 Rev B – Planning Drawings Eveleigh/Mountford (Plots 16-17, 20-21, 67-68)
- 1812.PH1.210 Rev B – Planning Drawings Mylne (Plots 19, 64, 65)
- 1812.PH1.213 Rev A – Elevations A21 (Plots 24-27)
- 1812.PH1.214 Rev A – Floor Plans A21 (Plots 24-27)
- 1812.PH1.215 Rev B – Elevations A37/A21 (Plots 28-30)
- 1812.PH1.216 Rev B – Floor Plans A37/A21 (Plots 28-30)
- 1812.PH1.217 Rev A – Planning Drawings A30 (Plots 31-32, 57-58)
- 1812.PH1.218 Rev A – Planning Drawings A21 (Plots 33-35)
- 1812.PH1.219 Rev B – Planning Drawings A30/A37 (Plots 38-39)
- 1812.PH1.220 Rev B – Planning Drawings A30/A37 (Plots 40-41)
- 1812.PH1.222 Rev A – Planning Drawings A21 (Plots 46-48)
- 1812.PH1.223 Rev B – Elevations F06 (Plots 49-54)

- 1812.PH1.224 Rev B – Floor Plans F06 (Plots 49-54)
- 1812.PH1.225 Rev B – Floor Plans F06 (Plots 49-54)
- 1812.PH1.226 Rev B – Planning Drawings A30 (Plots 55-56)
- 1812.PH1.229 Rev A – Planning Drawings Thames (Plots 63 & 80)
- 1812.PH1-232 Rev B – Planning Drawings Elliot (Plots 18 & 66)
- 1812.PH1-233 Rev A – Planning Drawings Eveleigh (Plots 71-72)
- 1812.PH1-235 Rev A – Planning Drawings Mountford/ Eveleigh (Plots 75-76)
- 1812.PH1-236 Rev A – Planning Drawings Mylne (Plot 79)
- 1812.PH1-237 Rev A – Planning Drawings Elliot/Mountford (Plots 69-70)
- 1812.PH2.03 Rev A – Materials Layout Phase 2
- 1812.PH2.11 – Garage Detail – Single garage Phase 2
- 1812.PH2.12 Rev A – Detail Sheet Phase 2
- 1812.PH2.13 – Garage Detail – Twin garage Phase 2
- 1812.PH2.14 – Detail Sheet Window detail
- 1812.PH2.100 Rev B – Street Scenes
- 1812.PH2.101 Rev B – Floor Plans & Elevations A37/A21 (Plots 81 & 82)
- 1812.PH2.102 Rev A – Floor Plans & Elevations A41 (OPP) (Plot 92)
- 1812.PH2.103.01 Rev B – Elevations A37/A21 (Plots 146-148)
- 1812.PH2.103.02 Rev B – Floor Plans A37/A21 (Plots 146-148)
- 1812.PH2.105 Rev A – Elevations & Floor Plans A41 (AS) (Plots 89 & 93)
- 1812.PH2.106 – Elevations & Floor Plans A30/A37 (Plots 90-91 & 140-141)
- 1812.PH2.107 Rev A – Elevations & Floor Plans Elliot (AS) (Plot 94)
- 1812.PH2.108 Rev B – Elevations & Floor Plans Goodridge Special (AS) (Plots 95, 96, 114, 115 & 128)
- 1812.PH2.109 Rev A – Elevations & Floor Plans Elliot (OPP) (Plots 97 & 118)
- 1812.PH2.110.01 Rev A – Elevations A21 (3 Block) (Plots 98-100)
- 1812.PH2.110.02 Rev A – Floor Plans A21 (3 Block) (Plots 98-100)
- 1812.PH2.111 – Elevations & Floor Plans Thames (AS) (Plots 101 & 125)
- 1812.PH2.112 – Elevations & Floor Plans Pembroke (AS) (Plots 102 & 103)
- 1812.PH2.113 Rev A – Elevations & Floor Plans Eveleigh (Pair) (Plots 104-105, 116-117, 121-122, 123-124, 130-131 & 132-133)
- 1812.PH2.114 Rev A – Elevations & Floor Plans Mylne (OPP) (Plots 106, 127 & 129)
- 1812.PH2.115 Rev A – Elevations & Floor Plans Eveleigh/A21 (Plots 107-108)
- 1812.PH2.116 Rev A – Elevations & Floor Plans Thames (OPP) (Plots 109 & 113)
- 1812.PH2.120 Rev B – Elevations & Floor Plans Goodridge Special (Opp) (Plots 120, 126, 134 & 135)

- 1812.PH2.121 Rev A – Elevations & Floor Plans Mylne (AS) (Plots 112 & 119)
- 1812.PH2.121 Rev A – Elevations & Floor Plans Mylne (AS) (Plots 112 & 119)
- 1812.PH2.123 Rev A – Elevations & Floor Plans A30 (Pair) (Plots 83-84 & 138-139)
- 1812.PH2.125 Rev B – Elevations & Floor Plans A21 (Pair) (Plots 110-111)
- 1812.PH2.126 – Elevations & Floor Plans A41 (Pair) (Plots 142-143 & 144-145)
- 1812.PH2.127 Rev A – Elevations & Floor Plans A21/A37 (Pair) (Plots 85-86)
- 1812.PH2.128 – Elevations & Floor Plans A37/A30 (Pair) (Plots 87-88)

Reason: To clarify the permission, having regard to Policies SL5, L3 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

3. Notwithstanding any description of materials in the application no above ground construction works shall take place until samples and a full specification of all materials to be used externally on the buildings within Phases 1 and 2 of the development hereby permitted have been submitted to and approved in writing by the Local Planning Authority. Such details shall include the type, colour and texture of the materials. Development shall be carried out in accordance with the approved details.

Reason: In order to ensure a satisfactory appearance in the interests of visual amenity having regard to Policies SL5, L3 and L7 of the Trafford Core Strategy and the requirements of the National Planning Policy Framework.

4. No more than 80 dwellings shall be occupied unless and until the scheme to extend the flare length on the Manchester Road east arm in the vicinity of its junction with Ackers Lane has been completed in accordance with drawing no. 61895-CUR-00-XX-DR-TP-75005-P03.

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 Policies SL5, L3, L4 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

5. a) Notwithstanding the details shown on the approved plans, the development hereby permitted shall not be occupied until full details of both hard and soft landscaping works within Phases 1 and 2 have been submitted to and approved in writing by the Local Planning Authority. The details shall be in accordance with drawing nos. D6198.02.001D – Phase 1 Landscape Masterplan and D6198.02.002D – Phase 2 Landscape Masterplan and the principles set out in the Green Infrastructure Strategy submitted with the application and informed by

the results of the ecological surveys submitted with the application. The details shall include the formation of any banks, terraces or other earthworks, hard surfaced areas and materials, planting plans, specifications and schedules (including planting size, species and numbers/densities, cultivation and other operations associated with plant and grass establishment), existing plants / trees to be retained and a scheme for the timing / phasing of implementation works.

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

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

Reason: To ensure that the site is satisfactorily landscaped and to mitigate for loss of existing trees, hedgerows and habitats and enhance biodiversity in accordance with the recommendations set out in the ES / Ecological Assessment submitted with the application, and having regard to its location, the nature of the proposed development and Policies SL5, L3, L7, R2 and R3 of the Trafford Core Strategy and the National Planning Policy Framework.

6. Phases 1 and 2 of the development hereby approved shall not be occupied until a schedule of landscape maintenance for the lifetime of the development has been submitted to and approved in writing by the Local Planning Authority. The schedule shall include details of the arrangements for its implementation. Maintenance shall be carried out in accordance with the approved schedule.

Reason: To ensure that the site is satisfactorily landscaped having regard to its location, the nature of the proposed development and having regard to Policies SL5, L3, L7, R2 and R3 of the Trafford Core Strategy and the National Planning Policy Framework.

7. Prior to the first occupation of the dwellings hereby permitted in Phase 2, the play areas shown on drawing no. D6198.02.002D – Phase 2 Landscape Masterplan, shall be provided and subsequently maintained for the lifetime of the development in accordance with a scheme which has first been submitted to and approved in writing by the Local Planning Authority. The scheme shall include a specification for the play equipment to be installed, full landscaping details, and a maintenance regime.

Reason: To ensure that an adequate level of play space is provided for the occupants of the development, in compliance with Policies SL5, L3, L7 and R5 of

the Trafford Core Strategy, the Council's adopted Supplementary Planning Document 1: Planning Obligations and the National Planning Policy Framework.

8. No development or works of site preparation shall take place within Phases 1 and 2 until all trees that are to be retained within or adjacent to the site have been enclosed with temporary protective fencing in accordance with BS:5837:2012 'Trees in relation to design, demolition and construction. Recommendations'. The fencing shall be retained throughout the period of construction and no activity prohibited by BS:5837:2012 shall take place within such protective fencing during the construction period.

Reason: In order to protect the existing trees on the site in the interests of the amenities of the area having regard to Policies SL5, L7, R2 and R3 of the Trafford Core Strategy and the National Planning Policy Framework. The fencing is required prior to development taking place on site as any works undertaken beforehand, including preliminary works, can damage the trees.

9. No above ground construction works on Phase 2 shall take place unless and until full details of the emergency access proposed onto Heath Farm Lane have been submitted to and approved in writing by the Local Planning Authority. The approved emergency access route shall be provided and made available for use prior to the occupation of any dwelling within Phase 2 and shall be retained and maintained thereafter.

Reason: To ensure access for emergency vehicles is provided and retained at all times in the interests of public safety and having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

10. No above ground construction works shall take place unless and until a scheme detailing improvements to the unadopted sections of Broadway and Moss View Road has first been submitted to and approved in writing by the Local Planning Authority. The scheme shall include footway and carriageway construction details, drainage and street lighting. Thereafter the scheme shall be implemented before the dwellings are first occupied.

Reason: To allow for the provision of an adopted highway and footway in the interests of highway and pedestrian safety, having regard to Core Strategy Policies SL5, L4, and L7 and the National Planning Policy Framework.

11. No dwelling within Phases 1 and 2 of the development hereby permitted shall be occupied until the means of access and parking provision for that dwelling has been provided and constructed in complete accordance with the plans hereby approved.

Reason: To ensure that satisfactory provision is made within the site for access and parking, having regard to Policies L4 and L7 of the Trafford Core Strategy,

Supplementary Planning Document 3 - Parking Standards and Design and the National Planning Policy Framework.

12. The on-street parking spaces proposed opposite Plots 87, 97, 99, 100, 113, 114, 115, 125, 129 and 140 shall be provided and constructed in complete accordance with the plans hereby approved before those respective plots have been occupied.

Reason: To ensure that satisfactory provision is made within the site for access and parking, having regard to Policies L4 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

13. No dwellings within Phases 1 and 2 shall be occupied unless and until a scheme and a timetable for the surfacing of the highways within those phases has first been submitted to and approved in writing by the Local Planning Authority. Development shall proceed in accordance with the approved scheme and timetable.

Reason: To ensure that satisfactory provision is made within the site for access and parking, having regard to Policies L4 and L7 of the Trafford Core Strategy and the Supplementary Planning Document 3 - Parking Standards and Design and the National Planning Policy Framework.

14. The development hereby approved shall not be occupied unless and until a Travel Plan, which should include measurable targets for reducing car travel, has been submitted to and approved in writing by the Local Planning Authority. On or before the first occupation of the development hereby permitted the Travel Plan shall be implemented and thereafter shall continue to be implemented throughout a period of 10 (ten) years commencing on the date of first occupation.

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

15. The Landscape and Ecological Management Plan (LEMP) prepared by TEP dated December 2018, reference 6198.009, shall be implemented in accordance with the proposals and timescales set out in the document.

Reason: To ensure that the area of woodland to be retained ('Broadway Woods') and the proposed areas of open space and landscaping within Phases 1 and 2 of the approved development, including the 'Western Green Space Corridor', are effectively managed and will enhance biodiversity and landscape character having regard to its location and the nature of the proposed development and Policies SL5, L3, L7, R2 and R3 of the Trafford Core Strategy and the National Planning Policy Framework.



16. The development hereby approved shall be designed and constructed in accordance with the recommendations contained within sections 3.3 and 4 of the submitted Crime Impact Statement dated 21 June 2018, reference 2017/0460/CIS/01, and retained thereafter. For the avoidance of doubt the requirements of this condition do not include aspects of security covered by Part Q of the Building Regulations 2015, which should be brought forward at the relevant time under that legislation.

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

### **Conditions applicable to the Full and Outline Application**

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

- 1812:02 Rev A – Location Plan
- 1812:03 Rev A - Location Plan with Land Split
- 1812.OU.05 Rev A – Application Masterplan
- 1812:OU.06 – Parameter Plan – Storey Heights
- 1812:OU.07 – Parameter Plan – Land Use
- 1812:OU.08 – Parameter Plan – Phasing
- 1812:OU.09 – Parameters Plan – Movement Framework
- IN6198.02.002 – Green Infrastructure Strategy Plan

Reason: To clarify the permission, having regard to Policies SL5, L3 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

18. 100 no. of the residential units hereby permitted shall only be used for the purposes of providing affordable housing, comprising 74no. units in Phases 1 and 2 (50 of which shall be shared ownership, and 24 of which shall be Rent to Buy) and 26no. units in subsequent phases (20 of which shall be shared ownership, and 6 of which shall be Rent to Buy), and shall not be offered for sale or rent on the open market. Provided that this planning condition shall not apply to the part of the property over which:- (i). a tenant has exercised the right to acquire or any similar statutory provision and for the avoidance of doubt once such right to acquire has been exercised, the proprietor of the property, mortgagee and subsequent proprietors and their mortgagees shall be permitted to sell or rent the property on the open market; (ii). a leaseholder of a shared ownership property has staircased to 100% and for the avoidance of doubt once such staircasing has taken place the proprietor of the property, mortgagee and subsequent proprietors and their mortgagees shall be permitted to sell or rent the property on the open market.

Reason: To comply with Policies SL5, L1, L2, L3 and L8 of the Trafford Core Strategy and the Council's adopted Supplementary Planning Document 1: Planning Obligations and the National Planning Policy Framework.

19. 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 for that phase 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.

20. No development shall take place on any phase of the development until an investigation and risk assessment (in addition to the Geo-environmental Appraisal Report provided with the planning application) in relation to contamination on the site for that phase has been submitted to and approved in writing by the Local Planning Authority. The assessment shall investigate the nature and extent of any contamination across that phase of the site (whether or not it originates on the site). The assessment shall be undertaken by competent persons and a written report of the findings submitted to and approved in writing by the Local Planning Authority before any development takes place. The submitted report shall include:

- i) a survey of the extent, scale and nature of contamination;
- ii) an assessment of the potential risks to human health, property (existing or proposed) including buildings, crops, livestock, pets, woodland, and service lines and pipes, adjoining land, ground waters and surface waters, ecological systems, archaeological sites and ancient monuments;
- iii) where unacceptable risks are identified, an appraisal of remedial options and proposal of the preferred option(s) to form a remediation strategy for that phase of the development;
- iv) a remediation strategy for that phase of the development giving full details of the remediation measures required and how they are to be undertaken; and
- v) a verification plan providing details of the data that will be collected in order to demonstrate that the works set out in the remediation strategy are complete and identifying any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action.

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

Reason: To prevent pollution of the water environment and to ensure the safe development of the site in the interests of the amenity of future occupiers in accordance with Policies SL5, L5 and L7 of the Trafford Core Strategy 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.

21. No occupation of any phase of the development hereby permitted shall take place until a verification report demonstrating completion of works set out in the approved contamination remediation strategy, and the effectiveness of the remediation, for that phase has been submitted to and approved in writing by the Local Planning Authority. The report shall include results of sampling and monitoring carried out in accordance with the approved verification plan to demonstrate that the site remediation criteria have been met. It shall also include any plan (a "long-term monitoring and maintenance plan") for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action, as identified in the verification plan. The long-term monitoring and maintenance plan shall be implemented as approved.

Reason: To ensure a safe form of development that poses no unacceptable risk of pollution to controlled waters in accordance with Policies SL5, L5 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

22. 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 groundwater 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 scheme.

Reason: For the future protection of the water environment from risks arising from land contamination, having regard to Policies L5, L7 and SL5 of the Trafford Core Strategy and the National Planning Policy Framework.

23. No infiltration of surface water drainage into the ground where adverse levels of contamination are 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 scheme.

Reason: For the ongoing protection of the water environment from risks arising from land contamination, having regard to Policies L5, L7 and SL5 of the Trafford Core Strategy and the National Planning Policy Framework.

24. No development shall take place, other than works of demolition, unless and until a sustainable surface water drainage scheme based on the hierarchy of drainage options in National Planning Practice Guidance, has been submitted to and approved in writing by the Local Planning Authority.

The scheme shall include:

1. An assessment of site conditions and the hierarchy of drainage options shall include an assessment of (in the following order of priority):

- (i) the potential for discharge to ground (infiltration);
- (ii) the potential for discharge to a surface water body;
- (iii) the potential for discharge to a surface water sewer, highway drain, or another drainage system; and only then
- (iv) an attenuated discharge to a combined sewer.

2. A maintenance and management plan for the drainage system, which shall include arrangements for its adoption by a public body or statutory undertaker, or any other arrangements to secure the operation of the scheme throughout its lifetime

There shall be no surface water connection to the public sewer either directly or indirectly. The surface water drainage scheme must be designed in accordance with the Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards.

The development shall be completed in accordance with the approved details.

Upon completion of the surface water drainage scheme, and prior to the occupation of any of the residential units hereby approved, a Drainage Verification Report shall be submitted to and approved in writing by the Local Planning Authority. The verification report shall confirm that the approved surface water drainage scheme has been implemented in full and shall include: -

- Photographic evidence of construction as per design drawings
- As built construction drawings if different from design construction drawings

Thereafter the surface water drainage scheme shall be managed and maintained in accordance with the approved details for the lifetime of the development.

Reason: Such details need to be incorporated into the design of the development to prevent flooding by ensuring the satisfactory storage and disposal of surface water from the site in accordance with the Guidance Document to the Manchester City, Salford City and Trafford Councils Level 2 Hybrid Strategic Flood Risk Assessment, Policies L5, L7 and SL5 of the Trafford Core Strategy and the National Planning Policy Framework.

25. Foul and surface water shall be drained on separate systems.

Reason: To secure proper drainage and to manage the risk of flooding and pollution, having regard to Policies SL5, L4, L5 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

26. No development shall take place in any phase (including ground works and vegetation clearance) until a Construction Environmental Management Plan (CEMP: Biodiversity) has been submitted to and approved in writing by the Local Planning Authority for that phase. The CEMP: Biodiversity shall include the following:

- a) Risk assessment of potentially damaging construction activities.
- b) Identification of "biodiversity protection zones".
- c) Practical measures (both physical measures and sensitive working practices) to avoid or reduce impacts during construction (may be provided as a set of method statements).
- d) The location and timing of sensitive works to avoid harm to biodiversity features, including but not limited to the clearance of trees, hedges and or shrubs) The times during construction when specialist ecologists need to be present on site to oversee works.
- f) Responsible persons and lines of communication.
- g) The role and responsibilities on site of an ecological clerk of works (ECoW) or similarly competent person.
- h) Use of protective fences, exclusion barriers and warning signs.
- i) Measures to monitor the site for little ringed plover, and further measures to deter little ringed plover from entering the site as recommended in the bird survey.
- j) The precautionary recommendations contained within the Environmental Statement (paragraphs 8.135-8.136) regarding badgers.
- k) Details of Reasonable Avoidance Measures (RAMs) in order to prevent harm to reptiles, including common lizard and slow worm.

The approved CEMP: Biodiversity shall be implemented and adhered to throughout the construction period strictly in accordance with the approved details.

Reason: To ensure that appropriate details are approved before works start on site in order to prevent or minimise any habitat disturbance to nesting birds and other species that may be present on the site, having regard to its location and the nature of the proposed development and Policies SL5, L7, R2 and R3 of the Trafford Core Strategy and the National Planning Policy Framework. It is necessary for this information to be submitted and approved prior to the commencement of each phase to avoid disturbance to nesting birds and to undertake appropriate mitigation prior to any works taking place on site if this is necessary.

27. No development shall take place within any phase (including, ground works and vegetation clearance), until an invasive non-native species protocol for that phase has been submitted to and approved in writing by the Local Planning Authority, detailing the containment, control and removal of Himalayan balsam, rhododendron, Spanish bluebell and Japanese knotweed on site. The measures shall be carried out strictly in accordance with the approved scheme.

Reason: To prevent the spread of invasive non-native species in the interests of biodiversity, having regard to Policies SL5, L7, R2 and R3 of the Trafford Core Strategy and the National Planning Policy Framework.

28. Prior to any above-ground construction works taking place within each phase of the development, a scheme for the provision of the following features within that phase shall be submitted to and approved in writing by the Local Planning Authority: bat bricks/tubes, batboxes, and bird boxes. The approved details shall be installed prior to the occupation of that phase and shall be retained thereafter.

Reason: To enhance the biodiversity value of the site, having regard to Policy R2 of the Trafford Core Strategy and the National Planning Policy Framework.

29. Prior to occupation of each phase of the development hereby approved a "lighting design strategy for biodiversity" for areas to be lit within that phase shall be submitted to and approved in writing by the Local Planning Authority. 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.

Thereafter, the site shall only be lit in accordance with the approved strategy, and all external lighting shall be installed and thereafter maintained in accordance with the specifications and locations set out in the strategy.

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.

30. Before any groundworks take place in each phase of the development hereby approved, a programme of archaeological works shall be undertaken in that

phase in accordance with a Written Scheme of Investigation (WSI) which shall be undertaken by a competent person and which shall first be submitted to and approved in writing by the Local Planning Authority. The WSI shall cover the following:

(i) A phased programme and methodology of field investigation, recording, assessment and analysis to include palaeoenvironmental sampling and assessment, and where appropriate subsequent analysis and targeted excavation.

(ii) A programme for post investigation assessment to include detailed analysis of palaeoenvironmental results, finds and site records, and the production of a final report on the significance of the heritage interest represented.

(iii) Deposition of the final report with the Greater Manchester Historic Environment Record and Trafford Local Studies Library.

Reason: To mitigate against potential 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 Paragraph 199 of the National Planning Policy Framework.

31. No development shall take place in each phase, including any site clearance works, 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. Construction Traffic Management Plan
- ii. the parking of vehicles of site operatives and visitors
- iii. loading and unloading of plant and materials
- iv. storage of plant and materials used in constructing the development, including site compound proposals
- v. the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate
- vi. wheel washing facilities, including measures for keeping the highway clean
- vii. Dust Management Plan setting out measures to control the emission of dust and dirt during construction
- viii. a scheme for recycling/disposing of waste resulting from demolition and construction works
- ix. hours of construction activity
- x. details of lighting
- xi. a point of contact for residents to report concerns about construction activity.

- xii. A plan for the timing of any piling and vibratory compaction works and measures to publicise these works / measures to prevent disturbance to adjacent dwellings from noise and vibration, including any piling activity.

Reason: To ensure that appropriate details are approved 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 Policies L5 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

32. The noise mitigation measures described within the Environmental Noise Assessment 'Acoustic Design Statement' prepared by Bureau Veritas ref. 6475228/04 dated 21 June 2018 shall be incorporated within each unit of accommodation hereby approved and on completion of each phase of the development, a validation report for each phase shall be submitted to and approved in writing by the Local Planning Authority to describe all measures that have been incorporated.

Reason: To achieve appropriate internal sound levels within the development and to protect the amenities of future occupiers in accordance with Policies L5 and L7 of the Trafford Core Strategy, the National Planning Policy Framework and in accordance with the recommendations of the Environmental Noise Assessment submitted with the application.

33. Prior to the first occupation of any phase, a scheme for the provision of low emission vehicle charging points for that phase, in line with the Institute of Air Quality Management Guidelines (or the relevant guidance in force at that time), shall be submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved scheme.

Reason: In the interests of sustainability and reducing air pollution having regard to Core Strategy Policies L5 and L7 and the requirement of paragraph 110 of the National Planning Policy Framework.

34. Prior to any works taking place on any phase containing land adjacent to Network Rail land on the north east boundary of the site, a Risk Assessment and Method Statement (RAMS) which shall include, but not be limited to, details of proposed ground works, excavations, vibro-impact works, piling works, drainage proposals and scaffolding shall be submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: Having regards to the proximity of Network Rail land in the interest of ensuring that the integrity of the railway line is not compromised by the approved development and in accordance with Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.



35. Prior to the occupation of the first dwelling within each phase of the development, a scheme for the provision of footpath links within that phase to existing footpaths external to the site shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include a timetable for the opening of the footpath links and shall also identify opportunities for the provision of temporary footpath links during the course of works on site, together with necessary security measures.

Reason: To facilitate pedestrian movements in the interests of providing sustainable transport choices, having regards to Core Strategy Policies L4 and L7 and the National Planning Policy Framework.

### **Conditions applicable to the Outline Application**

36. Applications for approval of Reserved Matters for each of the phases identified on drawing number 1812:OU.08 – Parameter Plan - Phasing - must be made no later than expiration of the following, beginning with the date of this permission:
- 3 years for Phases 3 and 4
  - 8 years for Phases 5 to 9

The development in each phase, as identified on drawing number 1812:OU.08 – Parameter Plan - Phasing 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.

37. The approval of the Local Planning Authority shall be sought in respect of the following matters before development first takes place
- a) appearance
  - b) landscaping
  - c) layout; and
  - d) scale

Reason: Part of 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.

38. The reserved matters for each phase shall comply with the development parameters outlined on the following drawings: -
- 1812:02 Rev A – Location Plan

- 1812:03 Rev A - Location Plan with Land Split
- 1812.OU.05 Rev A – Application Masterplan
- 1812:OU.06 – Parameter Plan – Storey Heights
- 1812:OU.07 – Parameter Plan – Land Use
- 1812:OU.08 – Parameter Plan – Phasing
- 1812:OU.09 – Parameters Plan – Movement Framework
- IN6198.02.002 – Green Infrastructure Strategy Plan

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, L3, L7, R2, R3 and other relevant policies of the Trafford Core Strategy and the National Planning Policy Framework.

39. 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: -

- Mix of residential units, including the number of which are suitable for family-living (having regard 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 Conditions 18 and 40 of this permission and is in accordance with Policies SL5, L2, L3, L7, R5 and other relevant policies of the Trafford Core Strategy and the National Planning Policy Framework.

40. A minimum of 80% of the residential units in the outline phases of the development 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.

41. Any application for reserved matters which includes layout for each phase shall include full details of play area facilities within that phase, including location, size, specification for the play equipment to be installed, full landscaping details and a maintenance regime for the lifetime of the development. The play area facilities shall be provided and subsequently maintained for the lifetime of the development in accordance with the approved details.

Reason: To ensure that an adequate level of play space is provided and maintained for the occupants of the development, in compliance with Policies SL5, L3, L7, and R5 of the Trafford Core Strategy, the Council's adopted Supplementary Planning Document 1: Planning Obligations and the National Planning Policy Framework.

42. No dwellings within any phases shall be occupied unless and until a scheme and a timetable for the surfacing of the highways within that phase has first been submitted to and approved in writing by the Local Planning Authority. Development shall proceed in accordance with the approved scheme and timetable.

Reason: To ensure that satisfactory provision is made within the site for access and parking, having regard to Policies L4 and L7 of the Trafford Core Strategy and the Supplementary Planning Document 3 - Parking Standards and Design.

43. Applications for reserved matters which include layout shall be accompanied by details of a scheme for car parking, 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).

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.

44. No more than 251 dwellings shall be occupied unless and until one of the following off-site highway improvement schemes has been completed in accordance with a relevant planning permission for that scheme and is available for use by vehicular traffic:

- i) The proposed 'Carrington Relief Road' (the new road infrastructure to serve the SL5 Strategic Location to relieve congestion on the A6144) , or
- ii) The further 'Flixton Road Junction Improvement' scheme (to create a dedicated left turn lane from Manchester Road into Flixton Road in broad

accordance with the schemes submitted under drawing nos. 61895-CUR-00-XX-DR-TP-75001-P05 and 61895-CUR-00-XX-DR-TP-75001-P06)

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 Policies SL5, L3, L4 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

45. Details of emergency access provision onto Heath Farm Lane shall be submitted as part of any reserved matters application which includes layout. The approved emergency access route(s) shall be provided and made available for use prior to the occupation of any dwelling within the relevant reserved matters application and shall be retained and maintained thereafter.

Reason: To ensure access for emergency vehicles is provided and retained at all times in the interests of public safety and having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

46. No phase of the development hereby approved shall be occupied unless and until a Travel Plan for that phase, which should include measurable targets for reducing car travel, has been submitted to and approved in writing by the Local Planning Authority. On or before the first occupation of each phase hereby permitted the Travel Plan shall be implemented and thereafter shall continue to be implemented throughout a period of 10 (ten) years commencing on the date of first occupation.

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

47. Any application(s) for reserved matters for layout or appearance that include dwellings in the areas identified as Phases 4, 6 and 8 on drawing number 1812:OU.08 – Parameter Plan – Phasing, shall include a noise assessment in respect of potential noise from the adjacent railway line and details of proposed noise mitigation measures to be incorporated into the design of 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 a verification report has been submitted to and approved in writing by the Local Planning Authority. The approved mitigation shall be retained and maintained thereafter.

Reason: To ensure adequate noise mitigation measures are provided to protect the amenity of occupants from noise from the use of the adjacent railway line in the event of its reopening in accordance with Policies L5 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

48. 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. Development shall proceed in accordance with the approved strategy.

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.

49. All applications for reserved matters associated with subsequent phases of development shall be accompanied by an updated Crime Impact Assessment for the relevant phase which shall be in accordance with the recommendations contained within the Crime Impact Statement ref. 2017/0460/CIS/01 dated 21 June 2018 (Sections 3.3 and 4).

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

50. 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.

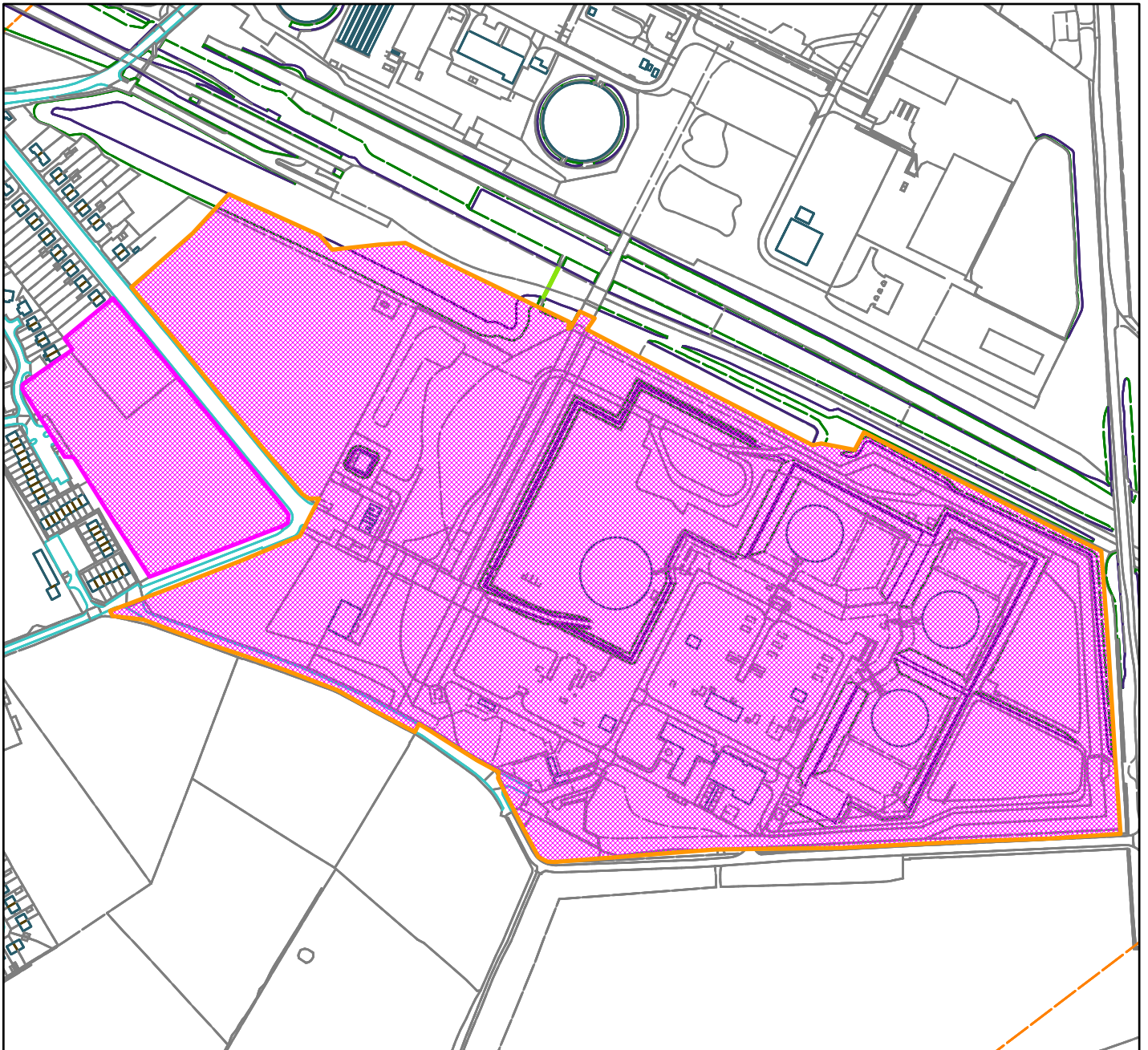
Reason: To ensure that satisfactory provision is made for refuse and recycling storage facilities, having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

RG

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Land at Heath Farm Lane, Partington, M31 4EH



Scale: 1:5,000

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Organisation	Trafford Council
Department	Planning Service
Comments	Committee Date: 11/04/2019
Date	01/04/2019
MSA Number	100023172 (2012)

**Erection of new SEN school with associated infrastructure including access, parking and landscaping.**

School Development Site, Audley Avenue, Stretford

**APPLICANT:** Conlon Construction Ltd.

**AGENT:** Mr Lee Greenwood, Smith & Love Planning Consultants

**RECOMMENDATION: MINDED TO GRANT SUBJECT TO S111 AGREEMENT**

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**BACKGROUND AND OBSERVATIONS**

The development relates to the erection of a new SEN (Special Educational Needs) school for children aged 4-11, along with associated access, parking and landscaping at land at Audley Avenue, Stretford, to the south of the existing Barton Clough School.

The Planning and Development Management Committee considered this application at their meeting of 8 November 2018 and Members resolved that they were minded to grant planning permission subject to the completion of a section 106 agreement for a financial contribution towards off-site open space improvements.

The previous resolution read as follows:-

*That Members resolve that they would be **MINDED TO GRANT** planning permission for the development and that the determination of the application hereafter be deferred and delegated to the Head of Planning and Development as follows:-*

- (i) To complete a suitable legal agreement under S106 of the Town and Country Planning Act 1990 (as amended) to secure a contribution of £78,787.50 towards enhancing the semi natural greenspace role of Lostock Park through measures such as woodland, wildflower meadows and bulb planting, along with access improvements and improvements to the quality of open space facilities at the park.*
- (ii) To carry out minor drafting amendments to any planning condition.*
- (iii) To have discretion to determine the application appropriately in the circumstances where a S106 agreement has not been completed within three months of the resolution to grant planning permission.*
- (iv) That upon satisfactory completion of the above legal agreement that planning permission be **GRANTED** subject to the following conditions (unless amended by (ii) above): [conditions not listed here].*

As the Council is landowner, the the Council and the Department for Education will therefore enter into an agreement under section 111 of the Local Government Act 1972 to require the payment of the financial contribution towards off-site open space improvements. This will negate the need for a separate S106 agreement to be completed.

This approach does require an amendment to the previous resolution of the Committee to be agreed to enable the sums to be secured under a S111 agreement rather than S106.

Officers note that there has been no other material change in planning circumstances since Members were minded to grant consent and as such, the analysis in the Officer's report from November 2018 and the list of planning conditions to be imposed remains unaltered.

### **RECOMMENDATION**

That Members resolve that they would be **MINDED TO GRANT** planning permission for the development and that the determination of the application hereafter be deferred and delegated to the Head of Planning and Development as follows:-

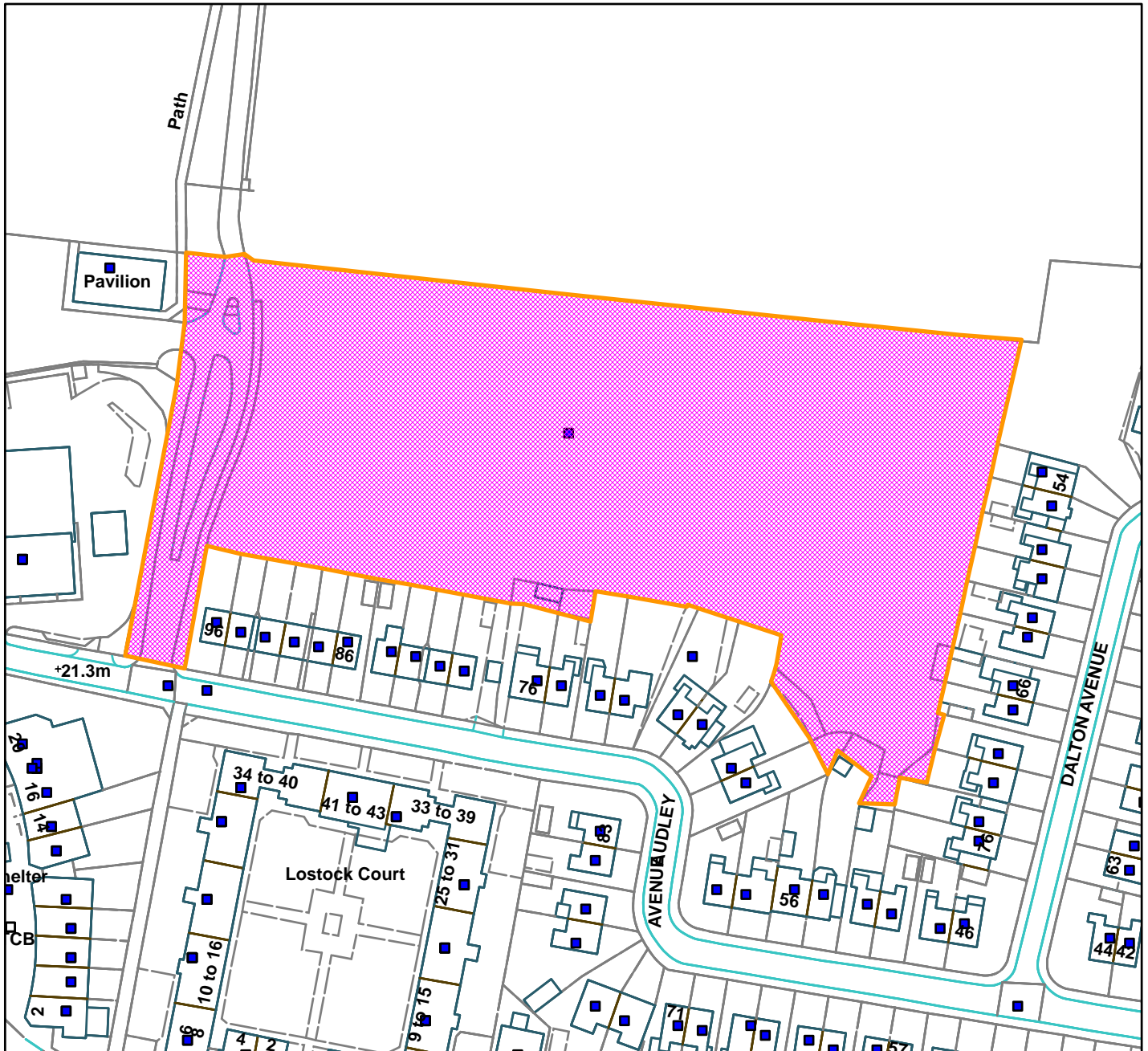
- (i) To complete a suitable legal agreement to secure a contribution of £78,787.50 towards enhancing the semi natural greenspace role of Lostock Park through measures such as woodland, wildflower meadows and bulb planting, along with access improvements and improvements to the quality of open space facilities at the park.
  - (ii) To carry out minor drafting amendments to any planning condition.
  - (iii) To have discretion to determine the application appropriately in the circumstances where the legal agreement has not been completed within three months of the resolution to grant planning permission.
  - (iv) That upon satisfactory completion of the above legal agreement that planning permission be GRANTED subject to the conditions listed in the main Committee Report (unless amended by (ii) above).
- 

JD





School Development Site, Audley Avenue, Stretford



Scale: 1:1,250

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Organisation	Trafford Council
Department	Planning Service
Comments	Committee Date: 11/04/2019
Date	01/04/2019
MSA Number	100023172 (2012)

**WARD:** Priory

**96631/HHA/19**

**DEPARTURE:** No

**Erection of single storey side extension and a rear bike store following removal of the existing shed.**

89 Urban Road, Sale, M33 7TS

**APPLICANT:** Mr and Mrs Gibson

**AGENT:** Butterfield Architecture Ltd

**RECOMMENDATION: GRANT**

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**This application is being presented at Committee as the applicant is an employee of Trafford Council.**

**SITE**

The application site concerns a two storey (with accommodation in the roof space) terraced residential property located on the north east side of Urban Road facing south west, in a predominantly residential area.

The dwelling is a corner property on the junction of Haddon Grove and Urban Road. It adjoins no.91 Urban Road on the south east side elevation and located in a set of four connected terraced residential properties nos. 89-95 (odd) Urban Road.

There is an alleyway providing access to the rear of the terrace and properties on Haddon Grove situated immediately beyond the north east boundary to the rear. The garden and patio area wraps around the front (south-west) and side (north-west) of the property.

**PROPOSAL**

It is proposed to erect a single storey side extension at ground floor level and a rear bike store to replace an existing shed.

The side extension would be sited at the rear of the main part of the original property, to the side of the existing outrigger. It would therefore project 0.6m beyond the original side elevation of the property and 2.4m from the existing rear outrigger. It would have a monopitched roof with a height of 4.0m to the ridge and 3.0m to the eaves. It would be situated approximately 2.8m from the side boundary to the north west and 6.1m from the rear boundary. An accompanying stepped patio area would project an additional 1m to the north west.

The proposed bike storage element would be single storey and situated to the rear,

adjoining the common boundary with 91 Urban Road. It would measure 3.7m across and 2.2m in depth, the height to the eaves would be 2m and the total roof height would be 2.5m. It would be situated approximately 0.6m from the rear boundary and 6.8m from the north-west side boundary.

The increase in floor space of the proposed development would be approximately 12.72m<sup>2</sup> for the side element and 8.14m<sup>2</sup> for the bike store, minus the existing footprint for the shed to be replaced/removed of 10.54m<sup>2</sup> to give an overall increase of 10.32m<sup>2</sup>.

## **DEVELOPMENT PLAN**

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

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

## **PRINCIPAL RELEVANT CORE STRATEGY POLICIES**

L4 – Sustainable transport and accessibility

L7 - Design

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

## **OTHER LOCAL POLICY DOCUMENTS**

SPD3 – Parking Standards and Design

SPD4 – A Guide for Designing House Extensions & Alterations

## **PROPOSALS MAP NOTATION**

METZ – Metrolink 200m buffer

## **PRINCIPAL RELEVANT REVISED UDP POLICIES/PROPOSALS**

None

## **NATIONAL PLANNING POLICY FRAMEWORK (NPPF)**

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

## **NATIONAL PLANNING PRACTICE GUIDANCE (NPPG)**

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

## **GREATER MANCHESTER SPATIAL FRAMEWORK**

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

## **RELEVANT PLANNING HISTORY**

None.

## **APPLICANT'S SUBMISSION**

CIL Questions  
Amended plans

## **CONSULTATIONS**

**Local Highway Authority** – no objections

## **REPRESENTATIONS**

No responses have been received in response to this proposal

## **OBSERVATIONS**

## **PRINCIPLE**

1. Householder extensions and alterations are acceptable in principle subject to there being no harm to the character and appearance of the property through

unsympathetic design or harm to the amenity of neighbouring properties and residential areas. Further to this, any potential impact on the highway is also to be considered. There are no additional constraints in this instance.

## **DESIGN AND STREET SCENE**

2. Paragraph 124 of the NPPF states that “The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work.” Paragraph 127 states that decisions should ensure that developments “will function well and add to the overall quality of the area...are visually attractive as a result of good architecture, layout and appropriate and effective landscaping...are sympathetic to local character and history, including the surrounding built environment and landscape setting.”
3. Policy L7 of the Core Strategy states that in considering applications for development within the Borough, the Council will determine whether or not the proposed development meets the standards set in national guidelines and the requirements of Policy L7. The relevant extracts of Policy L7 require that development is appropriate in its context; makes best use of opportunities to improve the character and quality of an area by appropriately addressing scale, density, height, layout, elevation treatment, materials, landscaping; and is compatible with the surrounding area.
4. The Council’s adopted SPD4 ‘A Guide to Designing House Extensions and Alterations’ sets out guidance in relation to side extensions and development in rear gardens which is relevant to this application. It is considered that the proposals comply with this guidance.
5. With regard to the side extension, the proposed development would be visible from the public domain and therefore would have a visual impact upon the street scenes of Urban Road and Haddon Grove. The proposed side extension would retain a gap of 2.7m from the site boundary and the proposed bike shed would retain a gap of 6.5m. The proposed side element would project slightly beyond the building line of the host dwelling by 0.6m to the north-west however it would still be in accordance with the building line set by the bay window on the respective host elevation.
6. The existing shed structure is located towards the north-western corner of the site (rear) and is accessed off Haddon Grove with a side gate. The replacement bike store is to be sited in the same location with a slightly smaller scale/footprint and size than the existing shed set closer to the boundaries set away from the highway of Haddon Grove. The bike store would not be wholly visible within the street scene of Urban Road as it would be sited back from the pavement edge and set back from the side elevation of the proposed side extension and host dwelling, it would appear tucked away in between the rear of the site and respective boundary serving the north west boundary and alleyway beyond. Additionally existing boundary treatments of timber fencing and hedging help to screen the site.

7. The proposed dimensions and siting would therefore be considered to appear appropriately subservient and reflective of the host dwelling and surrounding area in relation to their character and context. Both proposed elements would be appropriately sited, sufficiently set away from boundaries and screened by existing intervening boundary treatments in the form of hedges and walls to mitigate their visual prominence within the street scene and maintain an acceptable sense of enclosure and spaciousness for a sensitive junction location.
8. With regard to corner properties, guidance within SPD4 states that development should not take up more than 50% of the garden and retain a minimum distance of 2m to the boundary and the proposed extension and bike shed would be in accordance with this criteria.
9. The proposed extension is to be erected using similar red brickwork and red clay roof tiles and white upvc framed windows and doors to appropriately match the existing materials and finishes of the existing dwelling.
10. Overall, it is considered that the proposed single storey side extension and bike store would be in keeping with the street scene and would retain a sense of spaciousness at the junction of Urban Road and Haddon Grove and would appear to relate to the host dwelling and wider residential areas character. As such it is considered that the proposed development would be in accordance with policy L7 of the Trafford Core Strategy, the Council's SPD4 guidelines and government guidance contained within the NPPF requiring good design.

## **RESIDENTIAL AMENITY**

11. Policy L7 of the Core Strategy states that in relation to matters of amenity development must be compatible with the surrounding area; and not prejudice the amenity of future occupiers of the development and/or occupants of adjacent properties by reason of overbearing, overshadowing, overlooking, visual intrusion, noise and/or disturbance, odour or in any other way.
12. Guidance contained within SPD4 states it is important that extensions or alterations:
  - Do not adversely overlook neighbouring windows and/or private gardens areas.
  - Do not cause a significant loss of light to windows in neighbouring properties and/or their patio and garden areas.
  - Are not sited so as to have an overbearing impact on neighbouring amenity.
13. The single storey side extension would be less than 10.5m from the rear boundary but this only overlooks the gable end of the neighbouring property to the north on

Haddon Grove, not their garden area, so a reduction in this distance is acceptable in this instance. Although there are habitable room windows in the side elevation of the property on the opposite side of Haddon Grove, the side extension would not project beyond the existing bay window and would therefore not materially worsen any potential for overlooking to this property. This distance would also be sufficient to prevent an adverse overbearing impact or any loss of light.

14. The proposed bike store would be sited along the common boundary with no. 91 Urban Road and would, together with the existing rear extensions, project more than the 3.0m recommended in SPD4 to prevent overshadowing, loss of outlook or an overbearing impact. However, in this particular case it is considered to be appropriate as it would replace an existing shed of a larger scale and with a higher roof pitch. The proposals would therefore offer some betterment over the existing situation. It would have no impact on properties on Haddon Grove.
15. The development proposals are not considered to result in any new undue overbearing or overshadowing impacts or lead to a loss of outlook for existing neighbouring occupants which would be harmful to the amenity of existing neighbouring occupants. The proposed bike store would provide some betterment to the existing situation. Therefore it is considered that the proposed development would be in accordance with policy L7 of the Trafford Core Strategy, The Council's SPD4 guidelines and government guidance contained within the NPPF protecting residential amenity.

## **PARKING AND HIGHWAY SAFETY**

16. Policy L4 of the adopted Core Strategy sets out that maximum car parking standards will be used which are then set out in SPD3 'Parking Standards and Design'.
17. The proposed extension is to the side and rear and does not result in the removal of a parking space as the existing open space within the curtilage of the house is used as green/garden space and a patio area. It will not result in any addition to the number of bedrooms at the property (3) and so does not affect existing parking arrangements.
18. The proposal would therefore be in accordance with the standards as set down in the Trafford Core Strategy and SPD3 and would not be detrimental to road safety or result in an undue loss of amenity to other road users.

## **DEVELOPER CONTRIBUTIONS**

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

## **CONCLUSION**

20. The proposed scheme is considered acceptable in terms of design and visual amenity, residential amenity and highway safety and would comply with Policies L4, and L7 of the Trafford Core Strategy and SPD4 and guidance in the NPPF.
21. The development complies with up to date development plan policy and is therefore recommended for approval subject to the conditions listed below.

## **RECOMMENDATION:**

**GRANT** subject to the following conditions:-

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

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

2. The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans (as amended), numbers 2185/P/GF PL, 2185/P/FF PL, 2185/P/R PL, 2185/P/NW EL, 2185/P/NE EL, 2185/P/SW EL, 2185/E/A-A SEC, 2185/P/B-B SEC, 2185/P/S PL.

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

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

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

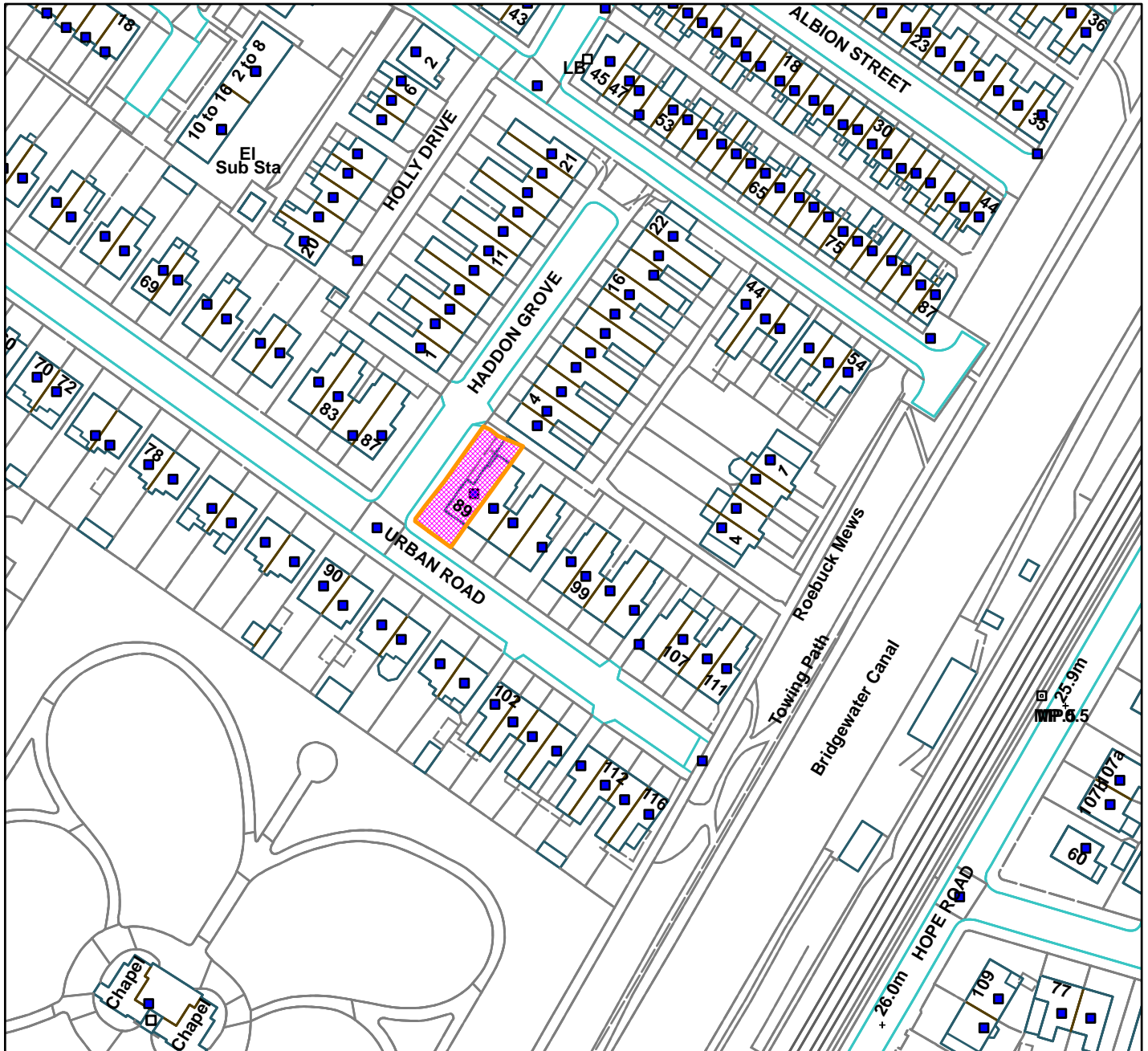
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MT





89 Urban Road, Sale, M33 7TS



Scale: 1:1,250

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Organisation	Trafford Council
Department	Planning Service
Comments	Committee Date: 11/04/2019
Date	01/04/2019
MSA Number	100023172 (2012)

**Removal of the glazing to one window on the first floor and three windows on the second floor and install galvanised steel acoustic louvres to match the existing windows on the southern elevation**

Longford Telephone Exchange, 10 King Street, Stretford M32 8NS

**APPLICANT:** BT, British Telecom PLC

**AGENT:** Mr D Dawson, Airsys UK Ltd.

**RECOMMENDATION: GRANT with conditions**

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This application is being presented at Committee due to a request for call-in from Councillor Slater

### **SITE**

The application site relates to a part two storey, part three storey flat roofed commercial brick building dating from the mid 20<sup>th</sup> century, currently occupied by a BT telephone exchange. The windows contained within the building are symmetrically positioned of a Georgian style with the fenestration giving the building a vertical emphasis.

Beyond the site to the south is the eastern end of the 1960s Stretford shopping mall with retail units at ground floor, a gym at ground and first floor with other commercial uses contained within. This part of the shopping mall is predominated by a rather top heavy concrete appearance with two large scale advertisements. Small stretches of fenestration at ground floor break up the rather bland appearance. The application site is well screened from Chester Road by the shopping mall with only small glimpses of the southern elevation when approached from the south.

Sited at the main intersection of Kingsway and Chester Road, the eastern and northern elevations of the building are more prominent within the street scene.

### **PROPOSAL**

This application seeks consent for the installation of 20no. powder coated louvres at both first and second floors to the southern elevation.

Twelve louvres are proposed within three of the second floor windows (4no. per window). Each louvre will measure 0.34m x 0.57m.

Eight louvres are proposed within the first floor of the southern elevation. Each louvre will measure 0.4m x 1.18m.

The only part of the window being removed is the small square panes of glass. The louvre will be installed on the inside of the building up against the window frame.

The requirement for the installation of the louvres has been detailed by the agent and relates to the ventilation and the buildings fire strategy given the use.

The scheme is to replicate louvres already in existence on the building to both the southern and eastern elevations.

## **DEVELOPMENT PLAN**

### **The Development Plan in Trafford Comprises:**

- The Trafford Core Strategy, adopted 25 January 2012; The Trafford Core Strategy is the first of Trafford's Local Development Framework (LDF) development plan documents to be adopted by the Council; it partially supersedes the Revised Trafford Unitary Development Plan (UDP), see Appendix 5 of the Core Strategy.

## **PRINCIPAL RELEVANT CORE STRATEGY POLICIES**

L7 – Design

W2 – Town Centres and Retail

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

R1 – Historic Environment

In NPPF Paragraph 11 terms, and for the purposes of the determination of this planning application, Policy R1 is considered to be out of date as it does not reflect NPPF policy or case law.

The site is located within Stretford Town Centre where there are a number of Strategic Objectives as well as Place Objectives specific to Stretford, however, none are of relevance in the determination of this application.

## **OTHER LOCAL POLICY DOCUMENTS**

N/A.

## **PROPOSALS MAP NOTATION**

Stretford Town Centre  
Critical Drainage Area  
Smoke Control Zone

## **NATIONAL PLANNING POLICY FRAMEWORK (NPPF)**

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

## **NATIONAL PLANNING PRACTICE GUIDANCE (NPPG)**

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

## **GREATER MANCHESTER SPATIAL FRAMEWORK**

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

## **RELEVANT PLANNING HISTORY**

Numerous but most recent and relevant:

76333/FULL/2011 – Installation of aluminium louvres in four existing window frames within the building – Approved with conditions

## **APPLICANT'S SUBMISSION**

The applicant submitted a Design and Access Statement:

'BT are planning high speed Broadband to the local area that this telephone exchange serves and as part of this upgrade additional ventilation is required at the above address. It is proposed to remove the glazing to one window on the first floor and three windows on the second floor of the south elevation. The glazing will be replaced with galvanised steel acoustic louvres as per the submitted drawing and photos. The louvres will be powder coated white to match the windows on the same elevation. The site will not be developed or enlarged in any way. The use of the floor space will not change, it will continue to house telephone communications equipment. The appearance of the building will not materially change'

## **CONSULTATIONS**

None.

## **REPRESENTATIONS**

Cllr J Slater – writing on behalf of the three Ward Councillors – 'We object to the proposals as we feel that these changes would aesthetically affect the building. Stretford has few buildings of character left and to remove the windows which are very attractive and in-keeping with the building and to replace with galvanised steel will impact on the buildings

look. We have recently had a refurbishment of the area outside of this building and the community in Stretford are looking for this area to become the gateway into Stretford. We will not be supporting these proposals and if necessary will attend planning committee to explain why we feel this will impact the aesthetics of Stretford.'

The application was also advertised by way of neighbour notification letters. No neighbour letters were received in relation to this application.

## **OBSERVATIONS**

### **Principle**

1. S38(6) of the Planning and Compensation Act 1991 states that planning applications should be determined in accordance with the development plan unless material considerations indicate otherwise. The NPPF at Paragraphs 2 and 47 reinforces this requirement and at Paragraph 12 states that the presumption in favour of sustainable development does not change the statutory status of the development plan as a starting point for decision making, and that where a planning application conflicts with an up to date development plan, permission should not normally be granted.
2. The Council's Core Strategy was adopted in January 2012, prior to the publication of the 2012 NPPF, but drafted to be in compliance with it. It remains broadly compliant with much of the policy in the 2018 NPPF, particularly where that policy is not substantially changed from the 2012 version. Whether a Core Strategy policy is considered to be up to date or out of date is identified in each of the relevant sections of this report and appropriate weight given to it.
3. The NPPF is a material consideration in planning decisions, and as the Government's expression of planning policy and how this should be applied, should be given significant weight in the decision making process.
4. Paragraph 11 d) of the NPPF indicates that where there are no relevant development plan policies, or the policies which are most important for determining the application are out of date, planning permission should be granted unless:
  - (i) the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
  - (ii) any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.
5. Policy R1 of the Core Strategy(CS) requires that all new development must take account of surrounding building styles, landscapes and historic distinctiveness. Developers must demonstrate how the development will complement and enhance the existing features of historic significance including their wider setting; in particular in relation to conservation areas, listed buildings and other identified heritage assets. As Policy R1 of the CS is out of date for decision making purposes, the requirements

of Paragraph 11 of the NPPF are engaged. Heritage policies in the NPPF could provide a clear reason for refusing the development proposed (NPPF 11d(i)).

### **Visual amenity/Design:**

6. Paragraph 124 of the NPPF states that 'The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work.'
7. Paragraph 127 states that decisions should ensure that developments 'will function well and add to the overall quality of the area...are visually attractive as a result of good architecture, layout and appropriate and effective landscaping...are sympathetic to local character and history, including the surrounding built environment and landscape setting.'
8. Policy L7 of the Core Strategy states that in considering applications for development within the Borough, the Council will determine whether or not the proposed development meets the standards set in national guidelines and the requirements of Policy L7. The relevant extracts of Policy L7 require that development is appropriate in its context; makes best use of opportunities to improve the character and quality of an area by appropriately addressing scale, density, height, layout, elevation treatment, materials, landscaping; and is compatible with the surrounding area.
9. The proposed louvres to all sections of the building will be installed in existing window openings within the building fabric. The louvres follow a simple form of overlapping segments that allow appropriate ventilation into the building for the purposes as detailed earlier in this report. The louvres will be flush with the glazing bars and will not protrude beyond the buildings external brick face.
10. The louvres will be powder coated white to match those that are in situ on the building. The louvres to three windows within the second floor will measure 0.34m in width by 0.57m in height. Twelve of the individual window panes to three of the windows would be removed to facilitate the new louvre.
11. The louvre within the first floor is to measure 0.44m in width with an overall height of 1.18m. Eight of the individual window panes would be removed to facilitate the louvre.
12. The Longford Telephone Exchange building is a highly visible building in this immediate locality at the intersection of Kingsway and Chester Road, however, the louvres proposed are to be sited within the southern elevation which is sited to the eastern end of Stretford Mall.
13. The louvres would only be appreciated at close range along the pedestrianised entrance to the Stretford Shopping Mall from the east with glimpses from a relatively short stretch of Chester Road when approached from the south.

14. Whilst it cannot be contested that the proposals will have some visual impact, these still represent a small proportion of the number of window panes within the southern elevation and are not considered to be an unduly obtrusive feature that would be seen as detrimental to the character of the area.

#### Impact on non-designated heritage asset

15. Paragraph 197 of 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. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.
16. The building is an attractive building and is considered to be a non-designated heritage asset. The louvres are required to enable the safe operation of the equipment within the building to prevent overheating. Whilst it is noted that the development would have some visual impact on the host building it is not considered to result in harm to the non-designated heritage asset.
17. The development would result in acceptable additions to the host property a non-designated heritage asset without harm to its significance. The proposal is therefore considered to be in accordance with the Local Development Plan and the NPPF.

#### **PLANNING BALANCE AND CONCLUSION:**

18. S38(6) of the Planning and Compensation Act 1991 states that planning applications should be determined in accordance with the development plan unless material considerations indicate otherwise. The proposal would not cause adverse harm to the building which is a non-designated heritage asset. Although it would not strictly 'enhance' the building, Policy R1 is out of date and can be given limited weight in this respect. Paragraph 11(d)(ii) of the NPPF is therefore engaged and there is no clear reason for refusing the development proposed.
19. The proposed scheme is to ensure the safe operation of the equipment within the building given its current use. The number and scale of the individual louvres are commensurate with the design of the windows and match those currently in situ. The proposals would not have any other harmful impacts and otherwise would comply with the development plan. There would be no adverse impacts which would significantly and demonstrably outweigh the benefits. The proposals would therefore be in compliance with Paragraph 11(d)(ii) of the NPPF, which in the absence of up to date development plan policy relating to heritage, is a determinative material consideration. The application is therefore recommended for approval.

#### **RECOMMENDATION:**

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

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

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

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

- Location Plan;
- Proposed Plan View: Existing Louvres numbered Longford\_Plan\_0259 Rev P1 and Existing and Proposed Louvres elevations, received on the 25<sup>th</sup> March 2019

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

3. The proposed louvres shall be powder coated white

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

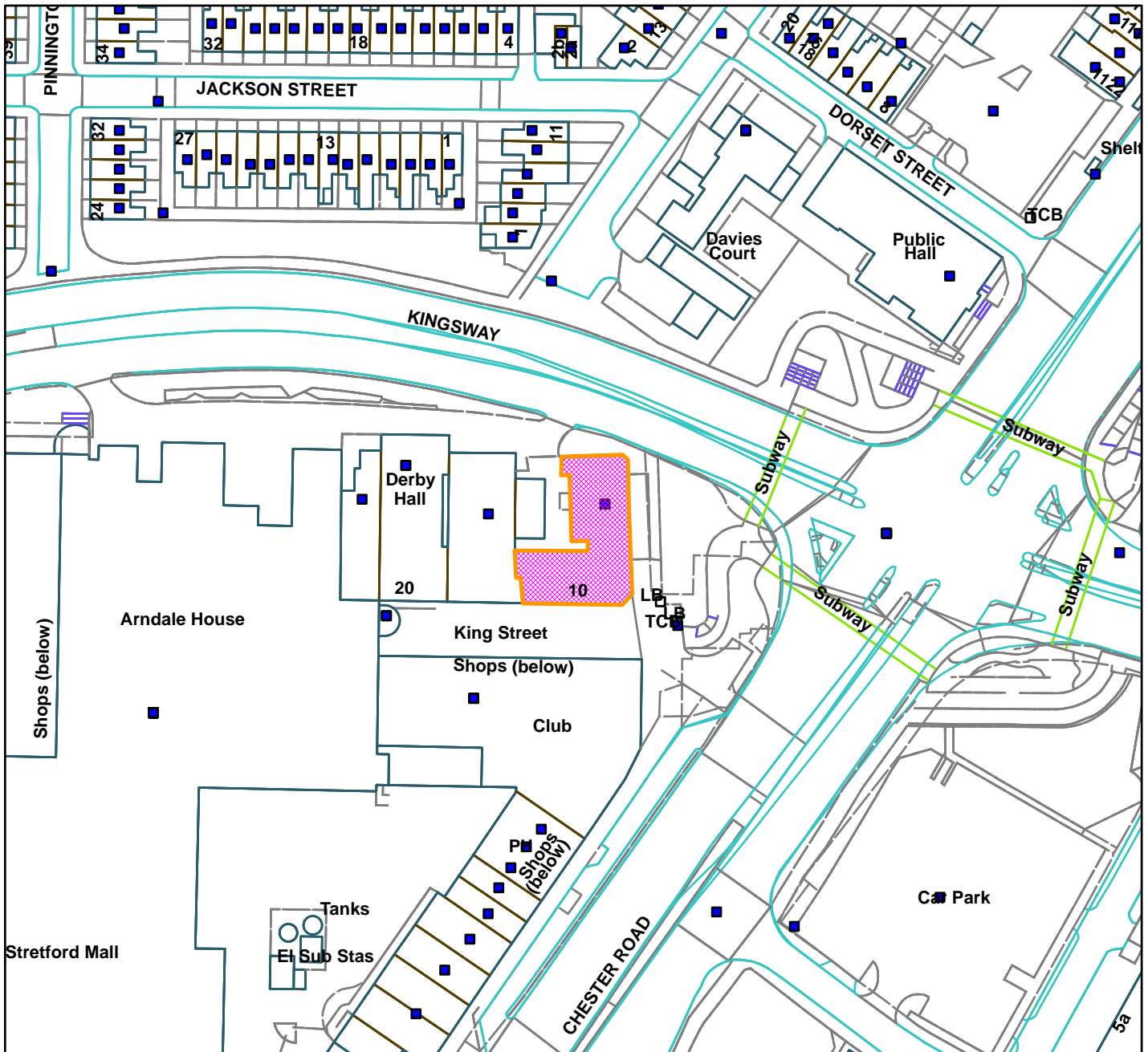
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