
REPORT OF THE STRATEGIC DIRECTOR PLACE

TO THE LEAD MEMBER FOR PLANNING AND SUSTAINABLE DEVELOPMENT

ON 15 JANUARY 2019

TITLE: SALFORD REVISED DRAFT LOCAL PLAN

RECOMMENDATION:

It is recommended that the Lead Member for Planning and Sustainable Development:

- i) Approves the Revised Draft Local Plan and supporting documents for the purposes of public consultation from Friday 25 January 2019 to Friday 22 March 2019.
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EXECUTIVE SUMMARY:

Salford City Council is preparing a Local Plan which will form a key part of the statutory development plan for the city, setting out how Salford should develop up to 2037. Once adopted, the Local Plan will replace the saved Unitary Development Plan (UDP) policies.

Three stages of consultation have been undertaken on the Local Plan to date, and it is now proposed to publish the city council's Revised Draft Local Plan for consultation. The document has been comprehensively modified since the last consultation, having regard to the comments received, updates to the evidence base, changes to national planning policy, and work on the Greater Manchester Spatial Framework (GMSF).

The public consultation on the Revised Draft Local Plan will run from Friday 25 January 2019 to Friday 22 March 2019, providing an opportunity for all stakeholders to comment on the Revised Draft Local Plan and the associated consultation documents. It is the intention that the Salford Local Plan will be produced in parallel with the GMSF as far as possible, and consultation on the Revised Draft GMSF will overlap with the consultation on the Revised Draft Local Plan.

BACKGROUND DOCUMENTS:

- Revised Draft Local Plan
 - Revised Draft Policies Map
 - Sustainability Appraisal of the Revised Draft Local Plan
 - Community Impact Assessment of the Revised Draft Local Plan
 - Consultation Statement for the Revised Draft Local Plan
 - Draft Statement of Common Ground
 - Revised Draft Local Plan Residential Viability Assessment
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KEY DECISION: NO

At this stage the city council is publishing the Revised Draft Local Plan for the purposes of public consultation. As no alterations are being made to adopted policy at this stage, the decision to approve the documents for the purposes of consultation is not considered to have a significant impact on communities in two or more wards in the city.

ON FORWARD LOOK: YES

DETAILS:

Introduction

- 1.1 Salford City Council is preparing a Local Plan which will form a key part of the statutory development plan for the city, and once adopted will replace the saved Unitary Development Plan (UDP) policies. The Local Plan will:
- Set out how Salford should develop up to the year 2037;
 - Identify the amount of new development that will come forward across the city, such as housing, offices and industry, and the main areas in which this will be focused;
 - Support the delivery of key infrastructure, such as transport and utilities;
 - Protect the city's important environmental assets;
 - Allocate land for particular uses or protective designations; and
 - Set out the main policies that will be used to determine planning applications.
- 1.2 Three stages of consultation have been undertaken on the Local Plan to date:
- Call for sites consultation (February - April 2013): Stakeholders were invited to nominate sites which they considered should be allocated for development, or land which should be given some form of protective designation. There was an extensive response to this consultation and a significant number of sites were nominated by landowners, developers and the local community.

- Suggested sites consultation (January – March 2014). The city council reviewed all of the nominated sites, and published detailed assessments of their suitability for development or protective designation in a series of ‘suggested sites consultation’ documents.
 - The Draft Local Plan consultation (November 2016 – January 2017). This was an initial full draft for consultation, and provided an opportunity for the community and other stakeholders to comment on the policies and proposals and suggest alternative approaches. Over 600 representations and a petition were received in response to this consultation.
- 1.3 The Statement of Consultation provides details of the consultation undertaken at each of the above stages, summarises the main issues raised and explains how these issues have been addressed. It is now proposed to publish the city council’s Revised Draft Local Plan for public consultation. The document has been comprehensively modified since the previous consultation draft, having regard to the comments received, updates to the evidence base, changes to national planning policy, and work on the Greater Manchester Spatial Framework (GMSF).
- 1.4 The Revised Draft Local Plan includes a series of policies organised by topic. Before each policy is a reasoned justification, which explains and justifies the approach in the policy. The Revised Draft Local Plan also contains a series of diagrams, which illustrate the various policies and assist in their understanding. A Policies Map has been produced which shows the location of sites proposed to be allocated for development or given a protective designation. Any potential changes to the Green Belt in Salford are now being dealt with solely through the Greater Manchester Spatial Framework process, and not through the Local Plan.

Revised Draft Local Plan Spatial Strategy

- 1.5 Over the next 20 years, Salford will continue its evolution into a modern global city, and one of the best business and residential locations in the country. This will involve high levels of economic growth, with significant increases in the number of jobs, residents and visitors. The approach will be, as was proposed in the Draft Local Plan, to continue to accommodate this growth in the most sustainable way, promoting the regeneration of the urban areas and accommodating as much development as possible on previously developed land in accessible locations. There will be a strong focus on securing social value from development, ensuring that all residents share in the benefits of the city’s growth, helping to reduce inequalities both within Salford and between the city and other parts of the country.
- 1.6 Supporting the continued growth of the City Centre and Salford Quays will be central to the strategy. Although these areas have seen substantial levels of development and investment in recent years, they are of strategic importance to Greater Manchester’s future economic success, forming part of the huge agglomeration of economic activity at the centre of Greater Manchester. The Revised Draft Local Plan proposes that the vast majority of the city’s office

floorspace will be provided in these locations, and around half of the dwellings required in Salford for the period up to 2037, allowing people to live close to good public transport and the main locations for employment, shops and leisure.

- 1.7 The eastern part of the city will continue to be an important focus for coordinated regeneration activity, addressing the high levels of deprivation and taking advantage of its close proximity to the City Centre and Salford Quays. Across Salford, there will be a strong emphasis on providing attractive and thriving neighbourhoods, supported by good town centres and other local facilities.
- 1.8 Most new dwellings will be provided on previously developed land. However, in order to ensure a good mix of new housing, some greenfield housing allocations are identified in the Local Plan. Three sites are also proposed to be removed from the Green Belt and allocated for housing through the Greater Manchester Spatial Framework (GMSF), as discussed in more detail in paragraph 1.18 of this report. The majority of the housing allocations in the Revised Draft Local Plan were included in the Draft Local Plan, with the exception of Orchard Street (a new allocation put forward by the majority landowner through the Draft Local Plan consultation) and the small sites (new allocations to meet the requirements of paragraph 68 of the National Planning Policy Framework (NPPF) (July 2018)). Some allocations previously included in the Draft Local Plan have been deleted due to these sites being granted planning permission (Clifton Business Park, the former Swinton Wastewater Treatment Works). The proposed housing allocation at Swinton Hall Road has also been deleted from the Revised Draft Local Plan, as the site is well occupied, supports a considerable number of jobs, and there is ongoing interest in its continued use for employment including existing businesses wanting to invest in their premises. The boundaries of some of the proposed allocations also changed.
- 1.9 Salford's overall housing requirement has been identified through the Greater Manchester Spatial Framework and is reflected in the Revised Draft Local Plan. A requirement of 32,680 is identified for the period 2018-37 which is an annual average of 1,720. This compares to the Draft Local Plan requirement of 34,900 dwellings over the period 2015-35, which was an annual average of 1,745 dwellings.
- 1.10 Port Salford is under construction and will deliver a substantial amount of new warehousing floorspace, a new rail spur from the main Manchester-Liverpool rail line, new canal berths on the ship canal, and highway improvements. Once this new transport infrastructure has been delivered, Port Salford will be one of the most attractive and sustainable locations in Greater Manchester for industrial and warehousing development. The majority of the city's industry and warehousing floorspace will be provided at Port Salford, and its expansion into part of the existing Green Belt to the north and west of Barton Aerodrome is proposed through the Greater Manchester Spatial Framework. A new employment allocation has been added to the Revised Draft Local Plan at Innovation Park to reflect the ambitions in the Salford Crescent Masterplan

and its potential to accommodate knowledge based uses and other activities associated with the University of Salford. Two of the employment allocations previously included in the Draft Local Plan have been deleted. Ashton's Field now has planning permission for employment use and the capacity of the Clifton Junction to support other employment uses is considered to be more limited and uncertain.

- 1.11 A comprehensive, high quality network of green infrastructure will be established throughout Salford, and three areas are identified as being strategically important. Chat Moss, which will provide a rich wildlife resource and a vital carbon sink; the West Salford Greenway, which will be protected and enhanced as a varied series of interconnected greenspaces that make an important contribution to the character of West Salford; and the Irwell Valley which will be enhanced as a key landscape and wildlife corridor connecting the urban area to the countryside.

Main changes to the Local Plan policies

- 1.12 The Revised Draft Local Plan incorporates policies covering a wide range of issues including: housing, employment, retail, transport, health, education, energy, water, green infrastructure, recreation, biodiversity, Green Belt, heritage, design and pollution. It also includes five area policies for the parts of Salford likely to see the most substantial change and/or development pressures over the plan period. The plan has been strengthened across a range of themes having regard to the comments received, updates to the evidence base, changes to national planning policy, and work on the Greater Manchester Spatial Framework (GMSF).
- 1.13 The objective to deliver a fairer and more equal Salford is central to the Revised Draft Local Plan. Each chapter of the Revised Draft Local Plan begins with an explanation as to how the various policies within it can contribute towards an inclusive city, and a new fairness chapter has been introduced which includes a requirement for all major developments to submit a social value strategy, identifying how the development will support social inclusion.
- 1.14 New chapters have also been added on climate change, air quality and digital infrastructure. The climate change chapter explains how the Local Plan is taking a comprehensive approach to addressing the challenges of climate change, including identifying how it will help to minimise carbon emissions and mitigate the impacts of climate change. Recognising the existing problems along many of Salford's roads, the new air quality chapter seeks to substantially improve the city's air quality and identifies the various means by which this will be achieved. The approach to digital infrastructure has been strengthened to have regard to the NPPF, with a greater emphasis on future proofing development and including additional detail on telecommunications development.
- 1.15 A number of new policies have been added to the Revised Draft Local Plan covering: employment areas close to the City Centre and Salford Quays,

economic inclusion, build to rent, self-build and custom house building, supporting better health, health and development, a learning city, sustainable streets, West Salford Greenway, the Great Manchester Wetlands Nature Improvement Area, delivering the North West River Basin Management Plan, soils and agricultural land, and ground instability. Maximum car parking standards are also now included in the plan (annex C).

- 1.16 Given the contribution that Salford's heritage assets make to the identity and character of its communities, it was considered that this part of the plan should be expanded and strengthened to safeguard this. The heritage chapter now provides a more detailed introductory section on the city's history and heritage and contains additional policies on heritage at risk, managing change across historic areas, and heritage information and interpretation, which seeks to ensure that public understanding and access to heritage is maximised.

Relationship with the Greater Manchester Spatial Framework (GMSF)

- 1.17 The GMSF is a strategic plan that will cover the whole of Greater Manchester, and is being produced collaboratively by the Mayor of Greater Manchester and the ten local authorities in the area¹. It will set out the overall spatial strategy for Greater Manchester, including identifying the appropriate scale and distribution of housing and employment development across Greater Manchester. The GMSF will also contain a series of strategic policies and allocations aimed at delivering economic, social and environmental benefits for Greater Manchester.
- 1.18 Some of the major decisions regarding Salford's future development will be taken through the GMSF, and the Local Plan will provide a more detailed set of local policies to complement this. The Salford Local Plan will need to be consistent with the GMSF, and has been written accordingly. All decisions about whether Green Belt boundaries in Salford should be altered, including whether any existing Green Belt should be de-designated so that it can be developed, will be made through the GMSF and not through the Local Plan (at the Draft stage, such changes were included in both plans).
- 1.19 The following sites in Salford are proposed to be de-designated as Green Belt and allocated for development in the Revised Draft GMSF:
- GM Allocation 30 Hazelhurst Farm (400 dwellings)
 - GM Allocation 31 East of Boothstown (300 dwellings)
 - GM Allocation 32 North of Irlam Station (1,600 dwellings)
 - GM Allocation 33 Extension of Port Salford (320,000m² employment floorspace)
- 1.20 The Revised Draft GMSF is also proposing that some land in Salford is added to the Green Belt:

¹ Bolton Council, Bury Council, Manchester City Council, Oldham Council, Rochdale Council, Salford City Council, Stockport Council, Tameside Council, Trafford Council, and Wigan Council

- West Salford Greenway (184.5 hectares)
- Part of the Logistics North country park (15.3 hectares)
- Wharton Playing Fields (7.9 hectares)
- Land west of Burgess Farm (25.2 hectares)
- Blackleach Country Park (34.1 hectares)
- Land north-east of HMP Forest Bank (4.1 hectares)

1.21 It is the intention that the Local Plan will be produced in parallel with the GMSF as far as possible. Consultation on the Revised Draft GMSF is expected to take place between Monday 21 January and Monday 18 March 2019, and will therefore overlap with the consultation on the Revised Draft Local Plan (Friday 25 January to Friday 22 March 2019).

Sustainability appraisal

1.22 A sustainability appraisal report has been produced to accompany the Revised Draft Local Plan, which appraises the plan against each of 21 sustainability objectives. The sustainability appraisal report identifies a number of mitigation measures which, if implemented, could assist in improving the overall sustainability of the Local Plan, and these have been incorporated in the Revised Draft Local Plan as far as possible. This appraisal will complement the integrated assessment of the Greater Manchester Spatial Framework, which will provide an appraisal of that plan and its strategic allocations.

Statement of Common Ground

1.23 A draft Statement of Common Ground has been produced in support of the Local Plan which identifies the key strategic issues being considered through the Local Plan and the current position in relation to these issues. The city council has written to the relevant bodies, which include other local authorities as well as organisations such as the Environment Agency and Natural England, to seek their general agreement with regards to the issues identified. The Statement of Common Ground is a requirement linked to the Duty to Cooperate and will be updated at each of the remaining stages of the plan.

Revised Draft Local Plan consultation

- 1.24 The period of public consultation on the Revised Draft Local Plan will run from Friday 22 January 2019 to Friday 22 March 2019, and will provide an opportunity for the community and other stakeholders to comment on the Revised Draft Local Plan and the associated consultation documents.
- 1.25 The consultation documents will be published on the city council's website, and copies of the Revised Draft Local Plan will also be available in each of the city's libraries and at the Civic Centre. An interactive map on the city council's website will enable people to view the proposed allocations and designations and the relevant draft policies. All stakeholders on the city council's planning consultee database will be notified at the start of the consultation. A stakeholder event will be organised during the consultation period which will

provide an opportunity for people to discuss the both the Local Plan and the GMSF and find out more about parts of the plans they are interested in. An invitation will also be sent to all community committees to offer to attend their meetings during the consultation period.

Next steps in producing a Local Plan

- 1.26 The stages remaining in producing the Salford Local Plan, together with the anticipated dates, are set out in Table 1 below. Any changes to the timetable for producing the Greater Manchester Spatial Framework may result in some of these Local Plan stages being brought forward or put back.

Stage	Dates
Revised Draft Local Plan	January – March 2019
Publication Local Plan	September 2019
Submission of the Local Plan	January 2020
Public examination	During 2020
Adoption	July 2021

Recommendation

- 1.27 It is recommended that the Lead Member for Planning and Sustainable Development approves the Revised Draft Local Plan and supporting documents for the purposes of public consultation from Friday 25 January 2019 to Friday 22 March 2019.

KEY COUNCIL POLICIES: UNITARY DEVELOPMENT PLAN SAVED POLICIES

COMMUNITY IMPACT ASSESSMENT AND IMPLICATIONS:

A community impact assessment of the Revised Draft Local Plan has been undertaken to assess whether there would be any differential impacts in relation to any of the equality groups.

ASSESSMENT OF RISK: MEDIUM

In order for the city council to be able to adopt the Local Plan, the document must be found sound when an independent examination of the document is carried out. To be sound a Local Plan must be positively prepared, justified, effective and consistent with national policy, and the city council must be able to demonstrate the soundness of the document to a Planning Inspector on this basis. It is recognised that various policies and proposals in the Revised Draft Local Plan may be subject to significant challenge from those seeking higher or lower levels of development or different policy approaches, but the plan is considered to be sound. The Local Plan is being produced in parallel with the GMSF and any changes to the timetable for producing

the Greater Manchester Spatial Framework may necessitate changes to the Local Plan timetable for the remaining stages.

SOURCE OF FUNDING:

The non-staff costs associated with the consultation are limited in scale (associated with the printing of the documents) and will be met from existing revenue budgets.

LEGAL IMPLICATIONS:

Supplied by: Stephanie Hall, Senior Solicitor (0161 234 3094)

The legislative requirements in the Town and Country Planning (Local Planning) (England) Regulations 2012 for the preparation of the local plan have been complied with.

The Council is required by Regulation 18 to notify various consultation bodies, the general public and local businesses of the proposed local plan and invite representations. The Council must then take into account any representations received in preparing its local plan.

If the proposed local plan is not prepared in accordance with Regulation 18, any subsequent attempt by the Council to adopt the plan would be susceptible to challenge.

FINANCIAL IMPLICATIONS: Paul Hutchings, Strategic Finance Manager (x2574)

At the present time there are no specific financial implications of the consultation of the draft Local Plan. Any additional resource requirements resulting from the consultation will be subsumed within the existing resources of the team.

The implementation of the Local Plan itself will clearly have wide ranging direct and indirect financial implications including, but not restricted to, income generation, demands on services and economic growth within the city. These financial implications will feed into future budget setting.

PROCUREMENT IMPLICATIONS: Not applicable

HR IMPLICATIONS: Not applicable

OTHER DIRECTORATES CONSULTED:

The Local Plan is being prepared through engagement with directorates across the Council including Children's Services and Regeneration.

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WARD(S) TO WHICH REPORT RELATE(S): ALL