APPLICATION No: 18/71512/FUL
APPLICANT: Outwood Developments 2 Ltd
LOCATION: Land Bound By, Hulme Street, Gaythorn Street And, Upper Wharf Street, Salford, M5 4PX.
PROPOSAL: Full application for the redevelopment of the site to create Phase 2 of Outwood Wharf. Erection of three interlinked blocks, of 8, 10 and 23 storeys, to provide 296 dwellings (Use Class C3) and 380sqm of supporting commercial floor-space (to be used flexibly within Use Classes A1, A2, A3, or B1), with associated car parking, landscaping and other associated works
WARD: Irwell Riverside

DESCRIPTION OF SITE AND SURROUNDING AREA

This application relates to a vacant site, broadly rectangular in shape and 0.44ha in size. It is bound by highways on three sides, including Hulme Street to the north. This separates the site from The Crescent Conservation Area and a large-scale residential development currently under construction, which comprises of c.400 units within five – 21-storey buildings (planning ref: 15/67356/FUL). The eastern boundary of the application site fronts onto Gaythorn Street, a cobbled service road. This runs parallel to the A5066 – Oldfield Road, which links Chapel Street / The Crescent to the north, with Regent Road to the south. Gaythorn Street is separated from Oldfield Road by a narrow strip of land that accommodates large advertisement hoardings and a series of self-seeded trees. To the south is...
Upper Wharf Street, and beyond that a former waste transfer site that is owned by the Canal and River Trust. Immediately to the west of the application site is a plot of similar size and shape, upon which the first phase of a development known as ‘Outwood Wharf’ (OW1) is being constructed, following the grant of planning approvals 15/66823/OUT and 16/68405/REM. This residential scheme comprises 263 dwellings within a horseshoe of buildings, with the open end adjoining the boundary with the application site. The three blocks would range between six and 18 storeys in height, with a series of townhouses incorporated into lower floors.

The site itself is vacant, level and cleared of all structures, with the exception of a small electricity substation adjacent to Gaythorn Street. Previously the land accommodated a series of industrial buildings surrounded by hardstanding.

The character of the wider area is mixed. A number of industrial uses are located to the east and south-west. The most notable of these is CEMEX, a major producer of cement, concrete and other building materials. Historic buildings within The Crescent Conservation Area are located to the north, including several to the north-west which form part of the University of Salford campus. The wider area is, however, in a state of rapid change, with a number of large residential developments emerging, including X1 - The Landmark; Middlewood Locks and Adelphi Wharf, in addition to those already referenced at the start of this report.

DESCRIPTION OF PROPOSAL

This application seeks Full planning permission for the construction of Outwood Wharf Phase 2 (OW2). The residential-led scheme would provide 296 dwellings within a horseshoe of three buildings that mirror the layout of Phase 1 and connect together to complete the urban block and create an enclosed central courtyard.

The design ethos set by OW1 has also been carried forwards into the present scheme; townhouses are again proposed along each of the three street frontages, to enclose ground-level car parking set beneath a podium courtyard of communal open space. The Hulme Street and Upper Wharf Street sections are of comparable height (8 – 10 storeys) and matching design to the adjoining elements of Phase 1. The Gaythorn Street frontage comprises of a 23-storey tower that incorporates a ‘crown’ feature to its upper two floors, whereby a series of duplex apartments are set back behind an expressed brick frame. Its street frontage would incorporate three commercial units (Use Class A1-A3 or B1) totalling 380sqm of floor-space. The largest of these would be spread over two-floors, within a cut-back north-eastern corner, that subsequently provides opportunities for outdoor eating / drinking.

The proposed mix of dwellings is as follows:
- 118 x 1-Bed Apartments – 39.8%
- 157 x 2-Bed Apartments – 53.0%
- 4 x 2-Bed Duplex Apartments – 1.4%
- 6 x 3-Bed Duplex Apartments – 2.0%
- 4 x 2-Bed Townhouses – 1.3%
- 7 x 3-Bed Townhouses – 2.4%

Vehicular access into the 47-space car park would be achieved via Hulme Street.

Red brick remains the principal external material for the scheme, with the recessed townhouses on the lower floors to be picked out in a contrasting blue engineering brick.

Whilst it is envisaged that OW1 and OW2 will likely operate together as a single development, they have been designed so that each phase can function independently of the other, in the event that they are owned and managed by two different developers.
PUBLICITY

Site Notice: Non HH within Conservation Area
Reason: Planning App affecting Conservation Area
Date Posted: 29th March 2018

Site Notice: Non HH Article 15
Reason: Wider Publicity
Date Posted: 29th March 2018

Site Notice: Non HH setting of listed building
Reason: Affecting setting of Listed Building
Date Posted: 29th March 2018

Press Advert: Manchester Weekly News Salford Edition
Reason: Affecting setting of Listed Building
Date Published: 12 April 2018

Press Advert: Manchester Weekly News Salford Edition
Reason: Article 15 Standard Press Notice
Date Published: 29 March 2018

Planning App in Conservation Area

RELEVANT SITE HISTORY

Outwood Wharf Phase 1

16/68405/REM – Application for the approval of reserved matters for the Appearance, Landscaping, in pursuant of planning permission 15/66823/OUT for the erection of three residential blocks of 6, 8 and 18 storeys to provide 246 no. residential units with associated car parking – Approved with Conditions, 12th October 2016

15/66823/OUT – Outline application for the demolition of existing buildings; the erection of three residential blocks of 6, 8 and 18 storeys to provide 246 no. residential units with associated car parking and landscaping. Details of access, layout and scale submitted for approval with all other matters reserved – Approved with Conditions, 24th March 2016

18/71438/NMA - Application for a non-material amendment to planning permission 16/68405/REM to revise the material of the balconies – Approved with Conditions, 29th March 2018

16/69265/NMA - Application for a non-material amendment to planning permission 15/66823/OUT to increase the number of dwellings from 246 to 263 (as a result of a small decrease in the size of dwellings allowing an additional one-bed apartment on a total of 17 floors in blocks 2 and 3) – Approved with Conditions, 21st December 2016

The Crescent

15/67356/FUL - Erection of residential-led mixed-use development within part 5, part 16 and part 21 storey building comprising 399 units (Use Class C3) and 826sqm commercial floorspace (Use Classes A1, A2, A3, A4, A5, B1, D1) together with car parking, hard and soft landscaping and associated works including demolition of the former Black Horse Hotel – Approved with Conditions, 7th April 2016.

CONSULTATIONS

Canal and River Trust – In light of the potential canal related archaeology on the site, a more detailed heritage assessment should be undertaken prior to the determination of this application. In design terms, the development provides an opportunity to interpret and present a positive narrative of
the site’s heritage. For example, the footprint or former location of the wharf could be highlighted within the materiality of the development or cobbled areas re-established within the design to add interest and interpretation. It is considered that the form and unbroken mass of the 23-storey tower could be visually overbearing in this location and that the scheme would benefit from an overall reduction in height and massing. A more varied mix of materials at the upper levels may also assist with visually breaking up the overall mass.

**Design for Security (Greater Manchester Police)** - No objections. Recommendations relating to the detailed design of the scheme have been provided, along with a request for it to be built to ‘Secured by Design’ standards.

**Environment Agency (EA)** – The site is located in a relatively sensitive location, being above a Principal Acquifer and within 150m of a watercourse. It has a historical land-use which has led to elevated concentrations of contamination in the ground and groundwater. The EA disagree that no further assessment is required in terms of the risks to the water environment, as one round of groundwater sampling is insufficient for fullest characterisation. The following conditions are therefore recommended, should planning permission be granted for the development:
- Submission of a Remediation Strategy;
- Submission of a Verification Report; and
- Not to permit piling or other foundation designs using penetrative methods without the written consent of the Local Planning Authority (LPA).

**Greater Manchester Archaeological Advisory Service (GMAAS)** - No objections. A Written Scheme of Investigation should be secured from the developer by way of planning condition.

**Greater Manchester Ecological Unit** - No objections. The following standard conditions have been requested:
- Submission of a landscaping scheme to mitigate for the loss of trees, shrubs and bird nesting habitats; and
- Submission of a bat emergence survey in relation to the sub-station to be demolished.

**Manchester, Bolton & Bury Canal Society** – Two sets of comments have been submitted on behalf of the MBBCS. These states that a detailed heritage assessment should be submitted before permission is granted as there could be a lot of canal heritage on the site. The ideal would be to create a water feature which would be very attractive, or the outlines of the wharves could be marked out in various materials. Additionally, the brick northern bridge parapet with stone capping should be retained and preserved, along with any features of the bridge. As this falls outside of the footprint of the building, it should be easily achievable. The main building at 23 storeys seems very large and would overshadow the canal. If it were stepped down it would be less overpowering.

**United Utilities** – No objections. Standard conditions relating to the drainage of foul and surface water recommended.

**Urban Vision Air & Noise**

*Air* – No objections subject to the provision of 10no. type 2 “fast” electric vehicle charging points and the implementation of a robust Travel Plan.

*Noise* – No objections, subject to the following conditions being attached to any planning permission:
- Submission of a plan / scheme identifying which balconies will not exceed 500mm in depth, in accordance with the recommendations set out in the submitted Noise Impact Assessment (NIA).
- Implementation of the building envelope acoustic mitigation scheme set out in the submitted NIA.
- Compliance with maximum noise standards for any externally mounted plant and equipment.
- Opening hours for each of the proposed commercial units to be agreed in writing with the LPA.
- Submission of a standard Construction Environment Management Plan (CEMP).
Submission of a Site Completion Report to confirm that all necessary noise attenuation measures identified in the NIA have been implemented.

**Urban Vision Drainage Engineer** - No objections. Conditions requested relating to the provision of a final Surface Water Drainage Strategy and restrictions on the rate at which surface water should be discharged.

**Urban Vision Environment** – No objections. Standard conditions requested to secure the provision of a Remediation Strategy and a subsequent Verification Report and accompanying Plan.

**Urban Vision Highways** - No objections. The restrictive car parking associated with this development may serve to influence people’s travel patterns; however the applicant should also implement measures to discourage on-street parking and to promote sustainable travel from the outset. On this basis, it is considered unlikely that the proposed development would impact on the operational capacity of the local highway network.

Conditions relating to the following matters to be attached to any permission:
- Submission of a Final Travel Plan;
- Submission of a scheme of highways improvement works and a traffic management scheme.
- Submission of a Refuse Collection and Service Management Plan
- Submission of final details of layby parking and highway improvements along Gaythorn Street.
- Provision of short and long-stay cycle parking.

**NEIGHBOUR CONSULTATION AND REPRESENTATIONS**

A total of 195 notification letters were sent out to neighbouring residents and businesses on 20th March 2018.

Two representations of neutral content have been received in response to the application, the content of which can be summarised as follows:

- The developer should ensure that some areas for social interaction are provided, since this is a very large development and social interaction is known to benefit the interests of both the developer and the health and well-being of residents. If this is not practicable, the developer should be asked to make a contribution to the maintenance and improvement of allotments in the City by completing a Section 106 agreement.
- A representative of the RSPB has recommended the installation of internal Swift Bird Bricks within the development. Swifts are a building dependent species and are suffering a sharp decline in the UK, including Salford.

**PLANNING POLICY**

**Development Plan Policy**

**Unitary Development Plan A2 - Cyclists, Pedestrians and the Disabled**
This policy states that development proposals, road improvement schemes and traffic management measures will be required to make adequate provision for safe and convenient access by the disabled, other people with limited or impaired mobility, pedestrians and cyclists

**Unitary Development Plan A8 - Impact of Development on Highway Network**
This policy states that development will not be permitted where it would i) have an unacceptable impact upon highway safety ii) cause an unacceptable restriction to the movement of heavy goods vehicles along Abnormal Load Routes.

**Unitary Development Plan A10 - Provision of Car, Cycle, Motorcycle Parking**
This policy states that there should be adequate provision for disabled drivers, cyclists and motorcyclists, in accordance with the Council’s minimum standards; maximum car parking standards should not be exceeded; and parking facilities should be provided consistent with the provision and maintenance of adequate standards of safety and security.

**Unitary Development Plan CH2 – Development Affecting Setting of Listed Building**
This policy states that development will not be granted that would have an unacceptable impact on the setting of any listed building.

**Unitary Development Plan CH5 – Archaeology and Ancient Monuments**
This policy states that planning permission will not be granted for development that would have an unacceptable impact on an ancient monument, or site or feature of archaeological importance, or its setting. Where planning permission is granted for development that will affect known or suspected remains of local archaeological value, planning conditions will be imposed to secure the recording and evaluation of the remains and, if appropriate, their excavation and preservation and/or removal, prior to the commencement of the development.

**Unitary Development Plan CH7 - Manchester, Bolton and Bury Canal**
This policy states that planning permission will be granted for the restoration of the Manchester, Bolton and Bury Canal. Development that would prejudice the reinstatement of the canal and its towpath will not be permitted. Developer contributions will be sought where the restoration or improvement of the canal or towpath is necessary to enable development.

**Unitary Development Plan DES1 - Respecting Context**
This policy states that development will be required to respond to its physical context and respect the positive character of the local area in which it is situated and contribute towards a local identity and distinctiveness.

**Unitary Development Plan DES2 - Circulation and Movement**
This policy states that the design and layout of new development will be required to be fully accessible to all people, maximise the movement of pedestrians and cyclists through and around the site safely, be well related to public transport and local amenities and minimise potential conflicts between pedestrians, cyclists and other road users.

**Unitary Development Plan DES3 - Design of Public Space**
This policy states that development should include the provision of public space; designed to have a clear role and purpose which responds to local needs; reflects and enhances the character and identity of the area; is an integral part of and provide appropriate setting and an appropriate scale for the surrounding development; be attractive and safe; connect to establish pedestrian routes and public spaces and minimise and make provision for maintenance requirements.

**Unitary Development Plan DES4 - Relationship Development to Public Space**
This policy states that developments that adjoin a public space shall be designed to have a strong and positive relationship with that space by creating clearly defining public and private spaces, promoting natural surveillance and reduce the visual impact of car parking.

**Unitary Development Plan DES7 - Amenity of Users and Neighbours**
This policy states that all new development, alterations and extensions to existing buildings will be required to provide potential users with a satisfactory level of amenity in terms of space, sunlight, daylight, privacy, aspect and layout. Development will not be permitted where it would have an unacceptable impact on the amenity of occupiers or users of other development.

**Unitary Development Plan DES9 - Supplementary Planning Document - Landscaping**
This policy states that hard and soft landscaping should be provided where appropriate that is of a high quality and would enhance the design of the development, not detract from the safety and security of the area and would enhance the attractiveness and character of the built environment.

**Unitary Development Plan DES10 - Design and Crime**
This policy states that developments must be designed to discourage crime, antisocial behaviour, and the fear of crime. Development should i) be clearly delineated ii) allow natural surveillance iii) avoid places of concealment iv) encourage activity within public areas.

**Unitary Development Plan DEV5 - Planning Conditions and Obligations**
This policy states that development that would have an adverse impact on any interests of acknowledged importance, or would result in a material increase in the need or demand for infrastructure, services, facilities and/or maintenance, will only be granted planning permission subject to planning conditions or planning obligations that would ensure adequate mitigation measures are put in place.

**Unitary Development Plan EN17 - Pollution Control**
This policy states that in areas where existing levels of pollution exceed local or national standards, planning permission will only be granted where the development incorporates adequate measures to ensure that there is no unacceptable risk or nuisance to occupiers, and that they are provided with an appropriate and satisfactory level of amenity.

**Unitary Development Plan EN18 - Protection of Water Courses**
This policy states that development will not be permitted where it would have an unacceptable impact on surface or ground water.

**Unitary Development Plan EN19 - Flood Risk and Surface Water**
This policy states that any application for development that it is considered likely to be at risk of flooding or increase the risk of flooding elsewhere will need to be accompanied by a formal flood risk assessment. It should identify mitigation or other measures to be incorporated into the development or undertaking on other land, which are designed to reduce that risk of flooding to an acceptable level.

**Unitary Development Plan EN22 - Resource Conservation**
This policy states that development proposals for more than 5,000 square metres of floorspace will only be permitted where it can be demonstrated that the impact on the conservation of non-renewable resources and on the local and global environments, has been minimised as far as practicable; and full consideration has been given to the use of realistic renewable energy options, and such measures have been incorporated into the development where practicable.

**Unitary Development Plan EN23 - Environmental Improvement Corridors**
This policy states that development along any of the city’s major road, rail and water corridors will be required to preserve, or make a positive contribution to the corridor’s environment and appearance.

**Unitary Development Plan E5 - Development in Established Employment Areas**
This policy states that planning permission will only be granted for the reuse or redevelopment of sites or buildings within an established employment area for non-employment uses where the development would not compromise the operating conditions of other adjoining employment uses, and where one or more of the following apply:

- a) The developer can demonstrate there is no current or likely future demand for the site for employment purposes
- b) There is a strong case for rationalising land uses or creating open space
- c) The development would contribute to the implementation of an approved regeneration strategy or plan for the area
d) The site is allocated for another use in the UDP.

Unitary Development Plan H1 - Provision of New Housing Development
This policy states that all new housing will contribute toward the provision of a balanced housing mix; be built of an appropriate density; provide a high quality residential environment; make adequate provision for open space; where necessary make a contribution to local infrastructure and facilities required to support the development; and be consistent with other policies of the UDP.

Unitary Development Plan H4 - Affordable Housing
This policy states that in areas that there is a demonstrable lack of affordable to meet local needs developers will be required by negotiation with the city council to provide an element of affordable housing of appropriate types.

Unitary Development Plan H8 - Open Space Provision with New Housing
This policy states that planning permission will only be granted where there is adequate and appropriate provision for formal and informal open space, and its maintenance over a twenty-year period. Standards to be reached will be based upon policy R2 and guidance contained within Supplementary Planning Documents.

Unitary Development Plan MX1 - Development in Mixed-use Areas
This policy states that a wide range of uses and activities (housing, offices, tourism, leisure, culture, education, community facilities, retail, infrastructure, knowledge-based employment) are permitted within the identified mixed use areas (Chapel Street East, Chapel Street West, Salford Quays, Ordsall Lane Riverside Corridor).

Unitary Development Plan ST1 - Sustainable Urban Neighbourhoods
This policy states that development will be required to contribute towards the creation and maintenance of sustainable urban neighbourhoods.

Unitary Development Plan ST7 - Mixed-use Development
This policy states that mixed use development schemes that minimise the need to travel will be focused towards specific areas including Lower Broughton.

Unitary Development Plan ST14 – Global Environment
This policy states that development will be required to minimise its impact on the global environment. Major development proposals will be required to demonstrate how they will minimise greenhouse gas emissions.

Other Material Planning Considerations

National Planning Policy
- National Planning Policy Framework
- National Planning Policy Guidance

Local Planning Policy

Supplementary Planning Document - Sustainable Design and Construction
This policy document expands on policies in Salford’s Unitary Development Plan to provide additional guidance for planners and developers on the integration of sustainable design and construction measures in new and existing developments.
Supplementary Planning Document - Design
This document reflects the need to design in a way that allows the city to support its population socially and economically, working with and inviting those affected into an inclusive decision making process. Equally, development must contribute to the creation of an environmentally sustainable city supporting the natural environment minimising the effects of, and being more adaptable to, the potential impact of climate change.

Supplementary Planning Document - Established Employment Areas
This document contains a number of polices that promotes sustainable economic growth, which both enhances prosperity and reduces inequalities. The document encourages the provision of a wide range of employment opportunities, having regard to evidence based conclusions on need and demand.

Supplementary Planning Document - Design and Crime
This policy document contains a number policies used to assess and determine planning applications and is intended as a guide in designing out crime.

Supplementary Planning Document - Planning Obligations
This policy document expands on the policies in Salford’s Unitary Development Plan to provide additional guidance on the use of planning obligations within the city. It explains the city council’s overall approach to the use of planning obligations, and sets out detailed advice on the use of obligations in ensuring that developments make an appropriate contribution to: the provision of open space; improvements to the city’s public realm, heritage and infrastructure; the training of local residents in construction skills; and the offsetting of greenhouse gas emissions.

Planning Guidance – Crescent Development Framework
The purpose of the guidance is to provide a vision for the area and a framework for its development. It provides more detailed information on the mix of uses that are appropriate with the aim of maximizing the full potential of the area through the comprehensive development of vacant and underused sites and buildings.

It is not considered that there are any local finance considerations that are material to the application

APPRAISAL

Principle of Development

High-Density Housing
The principle of developing this site for housing was effectively set when consent was granted for a residential scheme on the adjoining site to the west that left its eastern side open to enable the completion of a larger urban block at a future date. In any event, the site is covered by UDP Policy MX1, which advocates the delivery of new housing, and is located on previously developed (brownfield) land in an accessible location. Chapel Street and The Crescent are within easy walking distance and they provide high levels of public transport into and out of the regional centre and beyond. Various commercial uses, capable of meeting the day-to-day top-up needs of future residents are also starting to establish themselves in the area.

The Crescent Development Framework was adopted in May 2104. With regards to this site it identifies that the primary use is likely to be residential and considers the wider area to be an ideal location to create a new residential quarter. It states that the area provides an opportunity to build larger family dwellings, including three bedroomed houses. The site also sits within the boundary of the draft Crescent Masterplan area, which has been recently produced. Although it is yet to be adopted, the Masterplan proposes significant levels of high-density residential development to the south of The Crescent, including on the application site.
One of the core principles of the NPPF is that planning should proactively drive and support economic development to deliver homes that the country needs (paragraph 12). The proposed development will contribute significantly to boosting the supply of housing in accordance with the requirements of paragraph 47 of the NPPF. Overall, the principle of delivering a high-density residential development on this site is considered to be acceptable.

**Housing Mix**

Paragraph 50 of the NPPF sets out that local planning authorities should deliver a wide choice of high quality homes and create sustainable, inclusive and mixed communities. Policy H1 of the UDP states that all new housing developments will be required to contribute towards the provision of a balanced mix of dwellings within the local area in terms of size, type, tenure and affordability. This policy is supported by policies in the Housing Supplementary Planning Guidance. Policy HOU1 of this document states that within the Regional Centre, the very high level of accessibility; the scale of the existing buildings; and the need to support the areas development as a vibrant city centre location means that apartments will normally be the most appropriate form of housing provision. Policy HOU2 of the Guidance seeks to ensure that where apartments are considered appropriate they should provide a broad mix of dwelling sizes, both in terms of number of bedrooms and the net residential floorspace. Studios and one bed apartments should not predominate and a significant proportion of three bedroom apartments should be provided. The reasoned justification clarifies that the majority of apartments should have two or three bedrooms with a floorspace of 57sq.m or more.

The Crescent Framework also sets out that family housing will form part of the mix of dwellings provided in the area. The proposal includes 11 townhouses with front doors to the street and a further two units that also benefit from access directly out onto the internal courtyard. Overall 4.4% of the dwellings would provide three-bedrooms whilst 39.8% would comprise of 1-bed units. Whilst the proportion of three beds has reduced relative to OW1 (9.5%), it is appreciated that Phase 2 benefits from a reduced street frontage and also includes commercial floor-space at street level. It should also be noted this is a taller scheme that provides more units than Phase 1 and that high-level apartments do not necessarily lend-themselves to family-living.

**Table 1: Mix of Dwellings**

<table>
<thead>
<tr>
<th>Unit Type</th>
<th>No. Bedrooms</th>
<th>Average Unit Size</th>
<th>Unit Total</th>
<th>Mix (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Apartment</td>
<td>1-Bed</td>
<td>39sqm – 51sqm</td>
<td>118</td>
<td>39.8%</td>
</tr>
<tr>
<td>Apartment</td>
<td>2-Bed</td>
<td>60sqm – 71sqm</td>
<td>157</td>
<td>53%</td>
</tr>
<tr>
<td>Duplex</td>
<td>2-Bed</td>
<td>108sqm</td>
<td>4</td>
<td>1.4%</td>
</tr>
<tr>
<td>Duplex</td>
<td>3-Bed</td>
<td>110sqm</td>
<td>6</td>
<td>2.0%</td>
</tr>
<tr>
<td>Townhouse</td>
<td>2-Bed</td>
<td>67sqm</td>
<td>4</td>
<td>0.5%</td>
</tr>
<tr>
<td>Townhouse</td>
<td>3-Bed</td>
<td>86sqm – 106sqm</td>
<td>7</td>
<td>2.4%</td>
</tr>
</tbody>
</table>

Table 1 above shows that the development will deliver a varied mix of dwellings that accord with the size standards set out in Policy HOU2 of the Housing SPG. Overall, it is considered that the development would be in accordance with UDP Policy H1.

**Commercial Uses**

The proposed development provides 380sqm of commercial floor-space, within three units, to be used flexibly within Use Classes A1, A2, A3 and B1. Policy MX1 of the City Council’s UDP advocates the provision of offices, retail and food and drink uses within the areas it identifies as being appropriate for ‘Mixed-Use’ schemes. In this instance it is considered that the proposed uses would contribute towards securing activity along Gaythorn Street / Oldfield Road; would be compatible with the uses on adjacent sites; and would contribute positively to the regeneration of the wider area into a distinctive new residential neighbourhood. The level of commercial floor-space proposed is considered to be
proportionate to the scale of the development to which it relates and in-line with the City Council’s aspirations for increased commercial activity in this area.

**Manchester, Bolton and Bury Canal (MBBC)**

UDP Policy CH7 seeks to protect the line of the MBBC and states that development that would prejudice the re-instatement of the canal will not be permitted. It is important to highlight that the application site contains a branch of the MBBC (known as Gaythorn Wharf) but that this has been filled in for many years. Delivery of the application scheme would remove opportunities for any future re-instatement of the historic wharf. However, the development does not impact on the main route of the canal to the south and so restoration and reinstatement of the main MBBC route would still be feasible in the future – in line with the provisions of Policy CH7.

**Layout and Active Frontages**

UDP Policy DES1 of the Adopted Unitary Development Plan requires developments to respond to their physical context and respect the positive character of the local area. In assessing applications regard should be had to the existing landscape; the character scale and pattern of streets and building plots; the relationship to existing buildings; the impact, on and quality of views; the scale of the proposed development; the improvement of the existing townscape and public space; the quality of proposed materials and their appropriateness; and the functional compatibility with adjoining land uses.

The proposed buildings have been arranged to mirror the layout of OW1 and create continuous built frontages along the length of Hulme Street and Upper Wharf Street. This approach to complete the urban block is fully supported. At street-level, the commercial units have been appropriately located within the Gaythorn Street frontage, to maximise activity along this stretch of the Oldfield Road corridor. In particular, the north-eastern corner of the development has been cut-back to provide opportunities for outdoor eating and drinking, which in-turn serves to animate the space. This area would also link-in well with the public route proposed through The Crescent development to the north.

The vast majority of the development would display active frontages onto the surrounding highways, through the provision of a large, glazed entrance foyer; the above-referenced commercial units; and 11 townhouses within the ground-floor. These dwellings would be set back from the footway behind small front gardens. These would serve to provide residents with a private amenity area and some defensible space, but also have the potential to create an attractive green setting to the development at street level if supported by appropriate landscaping. Car parking is hidden within the centre of the development and even where short sections of in-active frontage are proposed, for example to provide access to sub-stations or refuse stores, the overall design approach of recessing areas of contrasting blue brick within a red-brick frame has been maintained. Therefore the layout of the development has been well-considered and its highway frontages provide numerous opportunities for activity and animation at street level.

**Scale and Massing**

In addition to those policies that relate to design within the UDP and the Design SPD it is also important to bear in mind the Guidance on Tall Buildings originally issued by the Commission for Architecture and the Built Environment (CABE – now part of the Design Council) and English Heritage (now Historic England). It states that in the right place, tall buildings can make positive contributions to city life and can serve as beacons of regeneration and stimulate further investment. In contrast though, it also points out that by virtue of their size and prominence, such buildings can also harm the qualities that people value about a place and that in many cases one of the principal failings is that many were designed with a lack of appreciation about the context in which they were to sit.

The Development Framework sets out that development along The Crescent frontage should respect the scale of adjacent buildings but that there are opportunities for increasing the scale of development
on sites further to the south, which includes this site. It also considers that the site to the south of Upper Wharf Street should accommodate a linear park. Towers extending up to 16-storeys and 21-storeys are currently under construction on the site to the north, within The Crescent Conservation Area.

This proposed development comprises of three adjoining blocks, two of which interlink with OW1 to complete the urban block. The proposed Hulme Street element would maintain the uniform eight storey height set by Phase 1. Greater variation in height would be set along the Upper Wharf Street frontage. Here the current proposals would facilitate a step-up, from six to eight storeys, at the point the two phases meet. To a degree this mirrors the approach adopted for the western end of OW1. Phase 2 would however step-up again, to 10-storeys at its eastern end, adjacent to the main tower fronting Gaythorn Street / Oldfield Road. This approach is considered to be appropriate as it serves to reinforce the hierarchy set to be created within the overall development, whereby the tallest tower and adjoining elements are positioned to address the principal road frontages and areas of potential future public realm.

The tallest element of the scheme comprises a 23-storey tower facing onto Gaythorn Street and, importantly, the A5066 - Oldfield Road. Although the intervening land between these two highways is currently under third-party ownership, the Council’s draft Masterplan for public realm along the Oldfield Road corridor identifies an aspiration for this area to deliver short-stay car parking and high-impact street trees. Thus the area would remain open, allowing the main tower within OW2 to front onto the Oldfield Road highway. At 23 storeys, the tower would be the tallest element of the wider Outwood Wharf scheme. Its scale is however considered to be appropriate given that it addresses a principal highway and would be set back from the Oldfield Road footway, behind an open area, by approximately 23m. The Local Planning Authority do not, therefore, share the view expressed by the Canal and River Trust that the main tower would appear overbearing. The decision to make the Phase 2 tower taller than its counterpart at the western end of OW1 is logical, again because of its setting behind a future area of public realm and a principal highway. Over longer distance views the OW2 tower will mark the location of Oldfield Road, an important route linking Chapel Street / The Crescent to the north, with Regent Road to the south.

The impact of the development, including the main tower, on the adjacent Conservation Area is considered further in the ‘Heritage’ section of this report. However it is worth noting that it would be set 120m back from The Crescent frontage, which exceeds the distance retained by the OW1 tower. This element of the proposals would be clearly visible from the adjacent Conservation Area, and would form the backdrop to the historic, lower-rise buildings along The Crescent frontage. This is considered to be part of the ‘urban drama’ of cities, including Salford, and significant weight is attributed to the good quality of design and materials proposed for OW2. Given that the site is set further away from The Crescent frontage than the site to the north, the modest increase in height, relative to the 21-storey building approved under application 15/67356/FUL, is considered to be acceptable.

Overall the layout, scale and massing of the development is considered to be acceptable and in accordance with Policy DES1 of the City of Salford UDP.

**Design and Streetscene**

The design of the proposed development closely follows that which was approved for OW1 under application 16/68405/REM. This is appropriate, as it enables the two schemes to be read as a holistic urban block. As with the previous phase, the proposed townhouses are again considered to be a particularly attractive feature of the scheme. The approach to recessing them slightly within a frame of red-brickwork has also been applied to the commercial units and the main entrance foyer within OW2, which is welcomed. The external balconies would comprise of glass-faced panels that display a motif
derived from the nearby Salford Museum and Art Gallery. Following approval of application 18/71438/NMA, this feature of the scheme accords with the latest proposals for OW1.

Unlike its counterpart within Phase 1, the footprint of the proposed tower within OW2 does not stand proud of the lower-scale blocks that it adjoins. It is considered however, that this element of the scheme would still be read as an elegantly-proportioned tower by virtue of the columns of external balconies that draw the eye downwards. As with OW1, the main tower has been suitably ‘capped’ through the provision of a brick framework ‘crown’.

Overall it is considered that the proposed scheme achieves a high quality of design for this important site. A condition would be attached to any permission to ensure that the materials used on the exterior of the building match those that are being used to construct OW1. The development is considered to be in compliance with Policy DES1 of the City of Salford UDP.

Heritage

Above-ground heritage
Local Planning Authorities have a special statutory duty imposed by Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to pay, "special attention in the exercise of planning functions to the desirability of preserving or enhancing the character or appearance of a conservation area." The statutory duty provided by section 66(1) of the same Act treats the preservation of the setting of a listed building as presumptively desirable. The effect of the statutory requirement is to impose a duty on decision-makers to give considerable importance and weight or high priority to the desirability of preserving listed buildings and their settings.

Paragraph 131 of the National Planning Policy Framework states that in determining planning applications, local planning authorities should take account of:
- The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- The desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 132 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the assets conservation. It goes on to point out that significance can be harmed or lost through development within its setting.

Paragraph 133 states that where substantial harm occurs permission should be refused, unless it can be demonstrated that the substantial harm is necessary to achieve substantial public benefits that outweigh the harm or where a number of criteria apply that includes where the harm is outweighed by the benefit of bringing the site back into use.

Paragraph 134 states there where a development proposal leads to less than substantial harm to the significance of a designated heritage asset, this harm should against the public benefits of the proposal, including securing its optimum viable use.

Policy CH2 of the UDP states that permission will not be granted for development that would have an unacceptable impact on the setting of any listed building.

In this instance the site lies to the immediate south of The Crescent Conservation Area. Within the vicinity are a number of nationally and locally listed heritage assets:
- The buildings that form The Crescent (Grade II)
- 17 Crescent (Grade II)
The Crescent Public House (Grade II)
Islington Mill (Grade II)
Lancashire Fusiliers Memorial (Grade II)

The area within the Conservation Area that is nearest, and most affected by, the development is a construction site, upon which the development approved under application 15/67356/FUL is being built. This incorporates 16-storey and 21-storey towers as part of a high-density residential-led scheme.

The Crescent Development Framework sets out that the scale of development will rise on sites away from the main road frontage. This is echoed also in the emerging Masterplan for The Crescent area, which currently remains in draft. It is considered that the location of the proposed 23-storey tower is such that it would be viewed as rising above the listed buildings on The Crescent frontage. However, this is considered to be part of the ‘urban drama’ of cities, including Salford, and significant weight is attributed to the good quality of design and materials proposed for OW2 (and OW1). Furthermore, the distances and perspectives are such that harm to the setting of these buildings is less than substantial. The rear of buildings that comprise the listed Crescent will be viewed in the same context as the proposed development in views west along Hulme Street; however as the rear of these buildings has been substantially altered and is of lesser significance than the frontage it is considered that the impact upon the setting of these buildings also equates to less than substantial harm. The impact of the development on the memorial and the mill is also considered to be acceptable given the distances retained and that their significance is principally derived from their historic interest.

For the reasons set out above it is considered that the proposed development has a less than substantial harm on the setting of the crescent conservation area and designated heritage assets.

**Below-ground Archaeology**

The application is supported by a Heritage Statement that identifies that the site was historically occupied by ‘Outwood Wharf’, one of the coal wharves associated with the Manchester, Bolton and Bury Canal. In providing comments generally on the application, the Canal and River Trust (CRT) and Manchester, Bolton and Bury Canal Society (MBBCS) have advised that a more detailed heritage assessment should be submitted, in light of the potential for canal-related archaeology within the site. However, comments received from the Greater Manchester Archaeological Advisory Service (GMAAS) confirm that, following consultation with their own records and archives, the potential heritage assets that may be affected by the development are not of national significance and can therefore be dealt with through condition.

GMAAS have consequently requested that a programme of archaeological mitigation be carried out prior to any development taking place. This would be in the form of a Written Scheme of Investigation (WSI), comprising of a Desk-Based Assessment that enables an informed decision to be made regarding the need for further mitigation (such as excavation). The WSI would be secured by planning condition.

CRT and MBBCS have also indicated that the proposals provide an opportunity to interpret and present a positive narrative of the site’s heritage. Highlighting the location of the former wharf within the materiality of the development or re-establishing cobbled areas or the former canal bridge have been cited as examples of how this might be achieved. Given the site’s history and its location adjacent to a conservation area, a condition should be attached to any permission requiring the applicant to submit a scheme for the LPA’s written agreement that commemorates the area’s heritage within the new public realm.

Overall the proposed development is considered to comply with the provisions of Policies CH2, CH5 and DES1 of the City of Salford UDP and Chapter 12 of the National Planning Policy Framework.
Residential Amenity

Impact on surrounding developments
At the time of writing ‘The Crescent’ development approved under application 15/67356/FUL was under construction on land to the north of the application site, on the opposite side of Hulme Street. A separation distance of approximately 16m would be retained between facing windows of the respective developments. This is comparable to the privacy distances approved between OW1 and The Crescent and is considered to be reasonable in areas identified for high-density urban living.

The applicant has commissioned an External Daylight & Sunlight Study (EDSS) to model the potential effects on the outlook of neighbouring residential dwellings. The submitted Study considers that there would be a negligible impact on windows within the southern elevation of The Crescent scheme, as these windows would continue to receive over 25% of annual sunlight hours and over 5% of sunlight hours in the winter months, which accords with recommendation within the BRE Guidelines.

A separation of 41m would be retained between the development’s 23-storey tower and existing apartments within the western elevation of 41 Oldfield Road, on the opposite side of the highway. An Internal Average Daylight Study, designed to provide a more detailed assessment of natural internal luminance than the EDSS, predicts that the ‘worst-affected’ rooms within 41 Oldfield Road would retain 74% of their former internal daylight value, which equates to a ‘minor’ impact under the standard BRE guidelines. The same study considers that the worst-affected room within Carpino Place, to the north-east of the development, would retain 91% of its former internal daylight value. This falls to be classed as a ‘negligible’ impact under the Guidelines.

The EDSS has also modelled the potential impact on windows within the inner elevations of OW1. On average it is considered that the development would have a ‘minor’ impact on the daylight afforded to apartments within the lower eight levels. Those within the upper floors of the western tower would remain largely unaffected. A minimum distance of 51m would be retained between facing windows in the western block of OW1 and OW2’s eastern tower.

Overall it is considered that the proposed development would not unduly impact upon the amenity afforded to residents of surrounding residential properties, including those currently under construction within The Crescent scheme and OW1, and therefore it is in compliance with Policy DES7 of the City of Salford UDP.

Level of amenity afforded to future residents
Following assessment of the plans and supporting documents submitted with the application, it is considered that an acceptable level of amenity would be afforded to habitable rooms within the proposed apartments, with particular respect to outlook, privacy and access to natural daylight. Of particular note, most of the townhouses are dual aspect at first-floor with private front and rear gardens. All but two of the apartments would be provided with an external balcony. The duplex units within the upper-floors of the main tower would benefit from a full-width terrace behind the brickwork ‘crown’ feature that caps the building.

All residents would benefit from an area of communal amenity space within the internal courtyard. If the development remains independent of OW1 then this space would measure c.740sqm. A high wall would run along the boundary between the two schemes. However, if both phases were to function as a single development, which is preferable, then the area of communal space available to all residents would increase to a generous 2,128sqm.

It is therefore considered that future residents of the development would be afforded a good level of amenity and as such it is again considered to be in compliance with Policy DES7 of the City of Salford UDP.
Noise

The application site is affected by noise from road traffic along Oldfield Road (A5066) and The Crescent (A6), and also by nearby industry in the form of the CEMEX site. A Noise Impact Assessment (NIA) has been submitted with the application, which assesses noise from these sources and uses measurement and computer modelling to predict noise levels at the facade of the proposed residential units.

In response to results from this assessment, a mitigation scheme has been proposed by the applicant, which achieves adequate indoor noise levels in accordance with BS8233:2014 (Guidance on Sound Insulation and Noise Reduction from Buildings). With respect to outdoor areas, the communal amenity space has been centrally located and is therefore screened by the proposed buildings (and those under construction on OW1).

The outward-facing elevations of the development include external balconies. Those that would be affected by noise from the CEMEX site would be limited to a maximum depth of 500mm, although no spatial details have been provided as to which balconies this would apply to. This information is to be secured by condition and therefore, subject to this further detailed review, the outdoor living areas are considered to be compliant.

No assessment has been undertaken in relation to the potential for noise generation from the non-residential uses associated with the development - in particular, noise and disturbance generated by customers attending / leaving the businesses; deliveries and collections; and from the commercial activities themselves. The City Council’s Consultant Air & Noise Officer considers that the proposed use classes (A1, A2, A3, B1) should be capable of operating in close proximity to residential dwellings, however it is appropriate to control the hours of such uses. As the operator of each unit is not known at this time, and to avoid future occupiers having to apply to vary conditions, it is proposed that a condition be attached to any permission that requires the operators of each unit to agree the opening hours in writing with the LPA.

The City Council’s Consultant Air & noise Officer has raised no objections on noise grounds, but has requested that the following conditions be added to any grant of planning permission, in addition to those already described above.

- Compliance with the measures identified within the building envelope acoustic mitigation scheme set out within the submitted Noise Impact Assessment.
- Submission of a Site Completion Report, prior to the occupation of the residential units, which confirms that all necessary noise attenuation measures identified in the assessment have been properly implemented.
- All externally mounted plant and equipment to be designed so as not to exceed the relevant noise levels; and
- Submission of a Construction Environment Management Plan

Subject to compliance with the conditions set above, the proposed development would be in compliance with Policy EN 17 of the City of Salford UDP and Paragraphs 109 and 120 of the NPPF.

Air Quality

The application site lies partly within an Air Quality Management Area (AQMA) and as such would introduce new, sensitive receptors (future residents) into an area where air pollution (nitrogen dioxide – NO2) is known to be above EU and UK health-based limit values, which could give rise to a negative impact on health and quality of life. There is further potential for road traffic associated with
the development to increase levels of air pollution within the city, particularly when the effect of cumulative impact is considered.

The application is supported by an Air Quality Assessment (AQA), which suggests there will be a small increase in levels of NO2 as a result of the development, including at receptors within the AQMA. The Assessment has not taken into account the cumulative impact of nearby developments, which total c.667 residential units within three extant permissions in the immediate vicinity of the site. This is likely to exacerbate the impact identified above, although the City Council’s Consultant Air & Noise Officer is satisfied that it would not be ‘significant’ in magnitude according to the current Institute of Air Quality Management (IAQM) assessment criteria.

The applicant’s AQA recommends no specific mitigation, however states that in line with current air quality guidance the development should incorporate principles of good design. The UK Government expects development to be in accordance with the Local Air Quality Action Plan, which aims to reduce levels of pollutants within the AQMA. As such it is considered the development should incorporate elements of good design to provide a level of mitigation with respect to air quality.

It is noted from the applicant’s Transport Assessment that 10 of the 47 car parking spaces are to be provided with electric vehicle charging points. A residential Travel Plan has been submitted and therefore the development would meet two of the criteria of good design principles.

In light of the above, the City Council’s Consultant Air & Noise Officer has raised no objection to the development on the grounds of air quality, subject to the imposition of a condition that secures the provision of 10 type 2 ‘fast’ electric vehicle charging points. A Travel Plan condition should also be attached to any permission.

It is considered that dust generated during the construction phase can be adequately managed through the provision of a Construction Environment Management Plan, secured by condition. Subject to compliance with the conditions set above, the proposed development would be in compliance with Policy EN 17 of the City of Salford UDP and Paragraphs 109 and 120 of the NPPF.

**Access, Highways and Parking**

The applicant has submitted a comprehensive Transport Assessment (TA) and Travel Plan (TP) with their application.

As noted previously in this report, the site is situated in an accessible location, within easy walking distance of Chapel Street and The Crescent, which provide high levels of public transport into and out of the regional centre and beyond.

**Access and Car Parking**

Vehicular access into the development’s car park would be achieved via a 4.5m wide entrance from Hulme Street. The Local Highway Authority has requested that visibility splays be provided to confirm that the detailed position and design of this entrance is acceptable.

The residents’ car park would accommodate 47 parking spaces within the interior of the development, beneath the courtyard podium. This equates to a provision of 16% across the site, or 0.16 spaces per unit. Following amendments to the scheme, the layout of the car park is now considered to be acceptable. The City Council’s Highways consultant considers the restrictive car parking provision to be appropriate in this accessible location, however this approach would need to be combined with the introduction of additional Traffic Regulation Orders to prevent the streets in the vicinity of the site from being unduly occupied by residents’ cars. The cost of providing these Orders should be borne by the applicant and secured by a s106 agreement.
The red-line boundary for the application site extends around Gaythorn Street as the applicant intends to remodel and re-surface this adopted highway to provide parking, servicing and an appropriately landscaped frontage to the development. Given the subsidiary nature of this road it is considered appropriate to formally introduce a one-way Traffic Regulation Order to provide sufficient width for the parking bays and ensure the safe operation of the highway. The direction of this one-way order remains to be determined by the City Council but the cost of providing it should be borne by the applicant as part of a s106 agreement. The submitted plans show that short-stay layby parking for four cars could be provided outside of the commercial units on Gaythorn Street. Whilst short-stay parking is welcomed here, the bays and re-modelled highway require further detailed design to ensure that they are fit for purpose and can accommodate a satisfactory level of soft landscaping. It is again worth highlighting that, notwithstanding the scheme submitted to date, the City Council’s future aspirations for this frontage incorporate a larger parcel of land, between Gaythorn Street and Oldfield Road, for use as short-stay car parking surrounded by high quality landscaping and public realm.

**Trip Generation**
The restrictive car parking associated with this development may serve to influence people’s travel patterns; however the applicant should also implement measures to discourage on-street parking and to promote sustainable travel from the outset. On this basis, it is considered unlikely that the proposed development would impact on the operational capacity of the local highway network.

Given the above, and in order to maximise the benefits of the site’s accessible location, the developer should ensure that the pedestrian and cycling environment around the site is designed to be as safe, attractive and convenient as possible. For example, redundant vehicle access points / crossing should be reinstated and tactile paving installed where appropriate. Areas of footway and the surfacing on adjacent roads should be renewed and road markings refreshed. A condition should therefore be added requiring the applicant to undertake a scheme of highways works, following a review of the footways and roads in the immediate vicinity of the site.

**Servicing and Deliveries**
Servicing for the commercial units and refuse collection would be undertaken directly from the public highway on Hulme Street and Gaythorn Street. The submitted plans show that a layby for servicing etc. would be provided along this latter highway, however it should also be supplemented by a loading bay on Hulme Street. The provision of this facility could be secured by an appropriately worded condition.

**Cycle Parking**
The submitted plans indicate a series of cycle stores within the interior of the development, adjacent to the car parking areas. The TA indicates that they would provide capacity for c.216 cycles. This level of provision (73%) is considered to be acceptable and should be secured by condition.

Short-stay cycle parking spaces should be provided on the footway surrounding the development for visitors of the commercial units on Gaythorn Street. The final number of spaces to be provided, and the exact location of the short-stay spaces, should be concluded as part of an appropriately-worded cycle parking condition.

Overall there are no objections to the development on highways grounds, subject to the submission of further, detailed designs for the Gaythorn Street frontage and providing that an appropriate package of Traffic Regulation Orders are implemented on the roads surrounding the application site. Therefore the development is considered to be in compliance with Policies A2, A8, A9 and A10 of the City of Salford UDP and the relevant sections of the NPPF.

**Ecology**
It is understood that the application site was cleared of buildings and structures as part of the demolition works that preceded construction works on OW1. A small sub-station remains at the eastern end of the site, adjacent to Gaythorn Street. This has been assessed as having only a very low risk of occasional summer roosts (i.e. temporary). The Greater Manchester Ecology Unit (GMEU) have recommended that a precautionary emergence survey should be undertaken prior to the demolition of the sub-station. This should be submitted to the LPA for their written agreement and secured by way of a planning condition.

Section 109 of the NPPF states that the planning system should contribute to and enhance the natural and local environment. The development would result in the loss of a number of semi-mature trees and some scrub. Whilst the impact is negligible at the district level, without mitigation there would still be a negative impact at the site level. Some form of mitigation through appropriate replacement planting, green roofs or green walls is therefore warranted and should be secured as part of an appropriately worded condition.

**Trees & Landscaping**

**Trees**

An Arboricultural Report has been submitted with the planning application. This identifies that five groups of trees and five individual specimens are located around, or in close proximity to, the perimeter of the site. ‘T3’ has been given Category B status (moderate quality and amenity value), with the rest classed as Category C (low quality and amenity value) stock. All trees recorded are to be removed to facilitate the new development.

The Council’s Consultant Arborist has acknowledged that the retention of existing trees is not possible, given the footprint of the buildings, the available space and the earthworks proposed which requires a change of levels. The proposed removal of the category B tree (T3) is considered acceptable as the loss can be mitigated with replacement planting. The remaining trees proposed for removal are rated category C and should not be allowed to constrain the development.

An indicative tree-replacement scheme has been submitted. This shows a number of specimens planted within the front gardens of the town houses; along the eastern side of Gaythorn Street and within the new public realm that would surround the buildings. Notwithstanding the information submitted to date, the Arborist has requested that a more detailed tree-replacement scheme be secured by condition. As a minimum, semi-mature specimens should be proposed for the trees located within the public realm around the building.

**Landscaping**

Urban Vision’s Landscape Team prepared the Oldfield Road Corridor Plan in 2017 to guide future infrastructure and public realm improvements along Oldfield Road. The Corridor Plan proposes the improvement of land at Gaythorn Street (which is currently occupied by advertising hoardings) through the provision of high quality public realm, short-stay parking, large statement trees, and potentially a SUD’s planting scheme. This land does not form part of the application but the landscape proposals contained within the application would not appear to have any impact on the ability to deliver such a scheme in the future.

In light of the above, indicative landscape proposals have been submitted as it is hoped that an extended area of public realm, between the development and the Oldfield Road highway, will be delivered in future. The interim landscape proposals are generally acceptable in principle, but lack detail and therefore a condition will be required to secure specifications for hard surfacing and a detailed planting plan etc. It is worth noting that the City Council, through its ‘Green City Programme’, is introducing Sustainable Urban Drainage Systems (SUDs) within its public realm schemes (where feasible) and is encouraging developers to do the same. The developer should therefore look to introduce rain gardens within the scheme (if feasible) to reduce/manage surface water run-off.
Contaminated Land

The application has accommodated various industrial uses in the past and as such there is an identified risk from possible land contamination to future end users. A Geo-Environmental Appraisal Report has been submitted with the application and this considers the potential for pollution linkages between each identified source and receptor. The report recommends further works and potential remediation options, a conclusion that the City Council’s Consultant Environment Officer agrees with.

The above-referenced Appraisal has also been reviewed by the Environment Agency (EA), who have confirmed that the site located in a relatively sensitive location above a Principal Aquifer and within 150m of a watercourse. The historical land-uses have also led to elevated concentrations of contamination in the groundwater. The EA also consider that further assessment or action will be required to fully understand the impact on controlled waters.

No objections have been raised by the EA or the City Council’s Consultant Environment Officer; however, the following conditions should be attached to any planning permission to ensure that development on this site does not pose an unacceptable risk to the environment or sensitive receptors (future residents):

- Submission of a Remediation Strategy for dealing with the risks associated with contamination of the site.
- Submission of a Verification Plan and Report to enable the applicant to demonstrate compliance with the works agreed within the Remediation Strategy.
- Any piling or other foundation designs using penetrative methods shall not be permitted other than with the express written consent of the Local Planning Authority.

Subject to compliance with the conditions set above, the proposed development would be in compliance with Policy EN 17 of the City of Salford UDP and Paragraphs 109 and 120 of the NPPF.

Design and Security

The applicant has sought to reduce opportunities for crime through the layout and design of the buildings and landscaping. A Crime Impact Statement has been submitted with the application to demonstrate this. Officers within Design for Security (Greater Manchester Police) consider that the scheme has been very well designed from a crime prevention perspective and will add much needed activity, natural surveillance and interest to this emerging residential quarter of Salford. Positive aspects of the scheme include:

- The orientation of buildings and uses within them - promoting activity and surveillance in the most appropriate areas;
- Locating secure entrances to the residential and commercial elements of the scheme in very public positions;
- The proposed concierge service;
- The range of residents’ amenity spaces and facilities; and,
- The provision of secure car and cycle parking.

The layout and design of the proposed development is therefore considered to be in accordance with Policy DES10 of the City of Salford UDP. An Informative would be added to any grant of permission, recommending the applicant to construct the development in accordance with Secured by Design Standards and the detailed recommendations set out within the Crime Impact Statement.

Drainage
The application site is located in Flood Zone 1 and therefore is at very low risk of flooding. It is, however, a major development and therefore a surface water drainage strategy should be provided for the site. The City council’s consultant Drainage Engineer has advised that this information can be secured as part of a pre-commencement condition. Furthermore they have requested that a further condition be added to any consent requiring the restriction of surface water discharge to 50% of the existing rate, in accordance with Salford City Council’s Strategic Flood Risk Assessment.

**Energy and Sustainability**

The applicant has submitted an Energy and Sustainability Statement with their application, which indicates that the following sustainable and energy efficient measures would be incorporated into the development:

- In-line with the Council’s SPD Sustainable Design & Construction (2008) the development will seek to achieve a reduction of at least 25% from 2006 building regulations standards. Initial modeling indicates that a 31% reduction can be achieved;
- Optimise the extent of glazing to improve access to natural daylight whilst preserving heating within the properties.
- MVHR ventilation to minimise heat loss, improve air quality and assist with summer cooling.
- Air Source Heat Pumps (to the retail spaces only);
- Photovoltaic Panels to reduce CO2 emissions;
- Water saving fittings and appliances (dual-flush toilets and restricted flow-rates); and
- With respect to materials, the majority of major elements (walls, floors, roof) will achieve an ‘A’ or ‘A+’ rating in the BRE’s Green Guide to Specification.

On the basis of the above, it is considered that the development will meet the City Council's aspirations in terms of sustainability and the requirements of its SPD: Sustainable Design and Construction.

**Planning Obligations**

The application proposes the redevelopment of the site to provide 296 residential units, 13 of which would meet the Council's definition of townhouses.

Given the scale of the development, an assessment of its impact on nearby transport infrastructure, public realm, open space and education provision is required in accordance with UDP Policy DEV5 and the Planning Obligations SPD (2015). If considered necessary, planning obligations will be sought to mitigate the impact of the development.

It is noted that, in accordance with the National Planning Policy Framework (paragraph 204) planning obligations should only be sought where they are necessary to make a development acceptable in planning terms, directly related to the development; and fairly and reasonably related in scale and kind to the development.

The development is likely to result in increased demand for access to public realm and public open space within the vicinity of the site, as a result of the increase in residents. Planning obligations have therefore been sought to mitigate against this impact. With regard to education and affordable housing contributions, the level of planning obligations required in this case is applied to the 13 townhouse units only. In accordance with the Planning Obligations SPD, education and affordable housing contributions are not applied to the apartments within the scheme.

A review of the applicant’s viability appraisal undertaken by the City Council’s consultant surveyors concluded that the applicant’s assertions that the scheme cannot support the full level of contribution sought is sound. On this basis the applicant and the City Council have agreed a contribution of
£864,000. This contribution would be secured via Section 106 agreement and would be directed towards projects that have been agreed in writing with the Chair of Planning Panel.

It is also recommended that a clawback mechanism be included in the Section 106 agreement. This would secure a further contribution from the applicant, up to the maximum contribution identified, should the viability of the development increase in the future. It is recommended that any clawback monies be directed towards the projects identified above.

The above contribution is considered to be acceptable, taking into account the infilling of the former canal wharf; the development of a long under-utilised site; the provision of new homes and the continuing regeneration of the wider area.

**Conclusion**

Overall it is considered that the proposed development would make a significant, positive contribution towards the on-going transformation of The Crescent Masterplan area into a distinctive new neighbourhood. Subject to compliance with the various conditions set out below, the development is considered to be in compliance with all relevant Policies set out within the City of Salford UDP and the National Planning Performance Framework.

**Recommendation**

Planning permission be granted subject to the following planning conditions and that:

1) The Strategic Director of Environment and Community Safety be authorised to enter into a legal agreement under Section 106 of the Town and Country Planning Act to secure the following heads of terms:
   - a financial contribution of £864,000 towards projects to be agreed in writing with the Chair of Planning Panel.
   - a clawback mechanism to secure an increase in the level of contribution up to the maximum level required by the Planning Obligations SPD should the viability of the development increase in the future as the scheme is delivered. Clawback monies to be directed towards projects agreed in writing with the Chair of Planning Panel.

2) That the applicant be informed that the Council is minded to grant planning permission, subject to the conditions stated below, on completion of such a legal agreement;

3) The authority be given for the decision notice relating to the application be issued (subject to the conditions and reasons stated below) on completion of the above-mentioned legal agreement;

**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 be carried out in accordance with the following approved plans:
   
   Location Plan - 50319-IBI-P2-WS-XX-PL-A-100-001 Rev: P1
Reason: For the avoidance of doubt and in the interest of proper planning.

Details to be submitted prior to the commencement of development (including excavation/demolition)

3. No development shall take place, including any works of excavation or demolition, until a Construction Method Statement has been submitted to, and approved in writing by, the local planning authority. The approved Statement shall be adhered to throughout the construction period. The Statement shall include:

(i) the times of construction activities on site which, unless agreed otherwise as part of the approved Statement, shall be limited to between 8am-6pm Monday to Friday and 9am-2pm Saturday only (no working on Sundays or Bank Holidays). Quieter activities which are carried out inside buildings such as electrical works, plumbing and plastering may take place outside of agreed working times so long as they do not result in significant disturbance to neighbouring occupiers;

(ii) the spaces for and management of the parking of site operatives and visitors vehicles;

(iii) the storage and management of plant and materials (including loading and unloading activities);

(iv) the erection and maintenance of security hoardings including decorative displays and facilities for public viewing, where appropriate;

(v) measures to prevent the deposition of dirt on the public highway;

(vi) measures to control the emission of dust and dirt during demolition/construction;

(vii) a scheme for recycling/disposing of waste resulting from demolition/construction works;

(viii) measures to minimise disturbance to any neighbouring occupiers from noise and vibration, including from any piling activity;

(ix) measures to prevent the pollution of watercourses; and

(x) a community engagement strategy which explains how local neighbours will be kept updated on the construction process, key milestones, and how they can report to the site manager or other appropriate representative of the developer, instances of unneighbourly behaviour from construction operatives. The statement shall also detail the steps that will be taken when unneighbourly behaviour has been reported. A log of all reported instances shall be kept on record and made available for inspection by the local planning authority upon request.
4. Prior to the commencement of development, a Contaminated Land Remediation Strategy shall be submitted to, and approved in writing by, the Local Planning Authority. The Remediation Strategy shall incorporate the results from further investigations identified in the submitted Geo-Environmental Appraisal Report, February 2017, Ref: 10/0741/003, Clancy Consulting and shall be prepared by suitably competent persons. The development shall thereafter be carried out in full accordance with the approved Remediation Strategy.

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 Policy EN17 of the City of Salford Unitary Development Plan and the National Planning Policy Framework.

5. Pursuant to condition 4 and prior to first use or occupation a verification report, which validates that all remedial works undertaken on site were completed in accordance with those agreed with the Local Planning Authority, shall be submitted to and approved in writing by the Local Planning Authority.

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 Policy EN17 of the City of Salford Unitary Development Plan and the National Planning Policy Framework.

6. No development shall take place, including any works of excavation or demolition, until a programme of archaeological works in accordance with a Written Scheme of Investigation (WSI) has been submitted to and approved in writing by the local planning authority. The development shall not be occupied until the programme of archaeological works has been completed in accordance with the approved WSI. The WSI shall cover the following:

(a) A phased programme and methodology of site investigation and recording to include:
  - targeted field evaluation trenching
  - (depending upon the evaluation results) a strip map and record exercise
  - targeted open area excavation
(b) A programme for post investigation assessment to include:
  - analysis of the site investigation records and finds
  - production of a final report on the significance of the archaeological and historical interest represented.
(c) Provision for publication and dissemination of the analysis and report on the site investigation.
(d) Provision for archive deposition of the report, finds and records of the site investigation.
(e) Nomination of a competent person or persons/organisation to undertake the works set out within the approved WSI.

Reason: To protect the significance of any archaeological remains on the site in accordance with Policy CH5 of the city of Salford Unitary Development Plan and the National Planning Policy Framework.

7. Notwithstanding the information submitted to date, prior to the demolition of the electricity substation, a Bat Emergence Survey shall be submitted to, and approved in writing by, the Local Planning Authority, in consultation with GMEU. If the survey finds that bats are likely to be affected by the development, a Method Statement must be submitted to, and approved in writing by the Local Planning Authority, which provides details of measures to be taken to mitigate and avoid any possible harm to bats during the course of the development. Thereafter the development shall be carried out in accordance with the approved details.
Reason: To protect the interests of any protected species that may be present on site in accordance with policy EN9 of the City of Salford Unitary Development Plan and the National Planning Policy Framework.

8. If piling or any other foundation designs using penetrative methods are proposed, prior to the commencement of development details demonstrating that there is no resultant unacceptable risk to groundwater shall be submitted to, and approved in writing by, the Local Planning Authority. Thereafter development shall be carried out in accordance with the approved details.

Reason: To ensure a safe form of development which poses no unacceptable risk of pollution, having regard to Policy EN 17 of the City of Salford Unitary Development Plan and the National Planning Policy Framework.

9. No development shall take place, including excavations and works below ground, until a scheme for surface water drainage for the site using sustainable drainage methods and which includes details of how water quality will be improved, and how existing surface water discharge rates reduced, has been submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented prior to first occupation or use of the development hereby approved unless alternative timescales have been agreed in writing as part of the strategy.

Reason: To ensure a satisfactory method of surface water disposal to reduce the risk of flooding elsewhere in accordance with policy EN19 of the City of Salford Unitary Development Plan and seeks to provide betterment in terms of water quality and surface water discharge rates and meets requirements set out in the following documents;

- NPPF,
- Water Framework Directive and the NW River Basin Management Plan
- The national Planning Practice Guidance and the Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015)
- Manchester, Salford, Trafford Strategic Flood Risk Assessment (SFRA) (2011) and associated technical guidance
- Environment Agency Pollution Prevention Guidelines (now withdrawn)
- Flood Risk Assessment/SuDS Requirements for new developments (Salford's SuDS Checklist)

Details to be submitted prior to commencement of above-ground works

10. Prior to the commencement of any above ground works a scheme and plan demonstrating that all external balconies on façades where the noise level exceeds 55 dB $L_{Aeq \, 16-hour}$ shall have a maximum depth of 500mm shall be submitted to, and approved in writing by, the Local Planning Authority. Thereafter the development shall be carried out in strict accordance with the agreed scheme.

Reason: To safeguard the amenity of future occupants of the development hereby approved, in accordance with Policies DES7 and EN17 of the City of Salford Unitary Development Plan and the National Planning Policy Framework.

11. Notwithstanding the details submitted to date, no above-ground works shall commence until the detailed design of the car park entrance has been submitted to, and approved in writing by the Local Authority. The details submitted shall include visibility splays based on a lightly trafficked street that is subject to a 30mph speed limit. The development shall be implemented in accordance with the approved details prior to the first occupation of the development and shall be retained thereafter

Reason: In the interests of highway safety, having regard to Policy A10 of the City of Salford Unitary Development Plan and the National Planning Policy Framework.
12. Notwithstanding any description of materials in the application no above ground construction works shall take place until samples or full details of materials to be used externally on the building(s) 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. Only the materials so approved shall be used, in accordance with any terms of such approval.

Reason: In order to ensure a satisfactory appearance in the interests of visual amenity in accordance with Policy DES1 of the City of Salford Unitary Development Plan and the requirements of the National Planning Policy Framework.

Details to be submitted prior to occupation/first use

13. Prior to occupation of the first residential unit, a Site Completion Report confirming that all necessary noise attenuation measures identified in the approved Noise Impact Assessment (Hann Tucker Associates, February 2018 – Ref:23707/NIA1 Rev: 2) shall be submitted to, and approved in writing by, the Local Planning Authority.

Reason: To safeguard the amenity of future occupants of the development hereby approved, in accordance with Policy EN17 of the City of Salford Unitary Development Plan and the National Planning Policy Framework.

14. No business shall commence operating from the commercial units within the development hereby approved until its operating hours (including delivery and collection hours) have been submitted to, and agreed in writing by, the Local Planning Authority. The business shall operate in accordance with the approved opening hours thereafter.

Reason: In the interest of the amenity of residents, in accordance with policy EN 17 of the City of Salford Unitary Development Plan and the National Planning Policy Framework.

15. Prior to the first occupation of the development hereby approved, a scheme to commemorate the heritage of the site and adjacent area within the new public realm shall be submitted to, and approved in writing by, the Local Planning Authority. The approved scheme shall be implemented prior to the first occupation of the development and retained thereafter.

Reason: In accordance with Policy CH5 of the City of Salford Unitary Development Plan and Policy NPPF Section 12, Paragraph 141 - To make information about the archaeological heritage interest publicly accessible.

16.

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, boundary treatments, external lighting, planting plans, specifications and schedules (including planting size, species and numbers/densities), means for enhancing biodiversity, 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 18 months of first occupation of the development hereby permitted, whichever is the later.

(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, unless the Local Planning Authority gives its consent in writing to any variation.

Reason: To ensure that the site is satisfactorily landscaped having regard to its location and the nature of the proposed development and in accordance with Policies DES1, DES9 and EN8 of the City of Salford Unitary Development Plan and the National Planning Policy Framework.

17. The development hereby permitted shall not be occupied until a Landscape Management Plan, which includes a timetable for its implementation, has been submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure that the site is satisfactorily landscaped having regard to its location and the nature of the proposed development and in accordance with Policies DES1, DES9 of the City of Salford Unitary Development Plan and the National Planning Policy Framework.

18. The trees to be felled as part of the development hereby approved shall be replaced in accordance with a Tree Replacement Scheme, which shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of: tree species; tree sizes (including the minimum height and circumference of stem at 1m from the ground level); a plan indicating the location of the replacement trees and a timetable for tree planting and details of aftercare. The approved scheme shall be implemented in full in accordance with approved details and timetable and shall be retained thereafter.

Reason: To mitigate the loss of existing trees and to ensure that the site is suitably landscaped, having regard to Policy EN12 of the City of Salford Unitary Development Plan and the National Planning Policy Framework.

19. Notwithstanding the details submitted within the Travel Plan (Mayer Brown, Feb 2018 OD2LOutwoodP2.1), the development hereby approved shall not be brought into first occupation until an updated Travel Plan has been submitted to, and approved in writing by, the Local Planning Authority.

Reason: To ensure the travel arrangements to the development are appropriate and to limit the effects of the increase in travel movements in accordance with policies ST14 and A8 of the City of Salford Unitary Development Plan and the National Planning Policy Framework.

20. Notwithstanding the details submitted to date the development hereby approved shall not be brought into first occupation until details of short-stay cycle parking and 216 long-stay cycle parking spaces have been submitted to, and approved in writing by the Local Planning Authority. The approved cycle parking shall be implemented and made available for its intended use prior to first occupation of the development hereby approved and shall be retained thereafter.

Reason: To encourage more sustainable modes of travel in accordance with policies ST14, A2 and A10 of the City of Salford Unitary Development Plan and the National Planning Policy Framework.

21. Prior to the first occupation of the development, the developer shall provide 10no. Type 2 “fast” electric vehicle charging points within its car park. The charging points shall be retained thereafter.
Reason: To encourage the uptake of ultra-low emission vehicles and ensure the development is sustainable, and to safeguard residential amenity, public health and quality of life, having regard to Policies EN17 of the City of Salford Unitary Development Plan and Paragraphs 35 and 124 of the NPPF.

22. Notwithstanding the details submitted to date, the development hereby approved shall not be brought into first occupation until detailed plans showing the location and arrangement of layby / on-street car parking along and loading arrangements along Gaythorn Street and Hulme Street has been submitted to, and approved in writing by, the Local Planning Authority. The development shall be implemented in accordance with the approved details and be retained thereafter.

Reason: In the interests of pedestrian safety and the safe operation of the highway network, having regard to Policy A10 of the City of Salford Unitary Development Plan and the National Planning Policy Framework.

23. Notwithstanding the details submitted to date, the development hereby approved shall not be brought into first occupation until a Refuse Collection and Service Management Plan has been submitted to, and approved in writing by, the Local Planning Authority. From first occupation, the development shall proceed in accordance with the details within the approved Plan.

Reason: In the interests of pedestrian and highway safety, having regard to Policies A2 and A8 of the City of Salford Unitary Development Plan and the National Planning Policy Framework.

24. Prior to the first occupation of the development hereby approved, a scheme for the provision of onsite and off-site highway improvement works, together with any traffic management measures, shall be submitted to, and approved in writing by, the Local Planning Authority. The approved scheme shall be implemented in full in accordance with a timetable that has first been agreed in writing by the Local Planning Authority.

Reason: In the interests of the safe and efficient operation of the highway network and to minimise potential conflicts between pedestrians, cyclists and other road users in accordance with policies DES2, A2 and A8 of the City of Salford Unitary Development Plan and the National Planning Policy Framework.

Compliance Conditions

25. The vehicle parking, servicing and other vehicular access arrangements shown on the approved plans to serve the development hereby permitted shall be made available for use prior to the development first being brought into use (or in accordance with a phasing plan which shall first be agreed in writing with the local planning authority) and shall be retained thereafter for their intended purpose.

Reason: In the interest of highway safety and the free flow of traffic and in accordance with policies A2, A8 and A10 of the City of Salford Unitary Development Plan and the National Planning Policy Framework.

26. Notwithstanding the provisions of Condition 8, the rate of discharge of surface water from the development shall be restricted to 50% of the existing discharge rate (or to green-field runoff, whichever is greater), as per Salford City Council's SFRA, unless otherwise agreed in writing with the Local Planning Authority.
Reason: To reduce the risk of flooding by ensuring the satisfactory storage of/disposal of surface water from the site, in accordance with policy EN19 of the City of Salford Unitary Development Plan and the National Planning Policy Framework.

27. The building envelope acoustic mitigation scheme as defined in the submitted Noise Impact Assessment, February 2018, Ref: 23707/NIA1 (Rev 2), Hann Tucker Associates shall be implemented in full, and maintained throughout the life of the development.

    Reason: To safeguard the amenity of future occupants of the development hereby approved, in accordance with Policy EN17 of the City of Salford Unitary Development Plan and the National Planning Policy Framework.

28. Any externally mounted plant and equipment (with the exception of plant required for emergency situations such as standby generators, smoke extract equipment etc) associated with the development hereby approved shall be designed so as not to exceed the following noise levels, assessed in accordance with BS 4142: 2014 with corrections applied for any plant emitting noise of a tonal or irregular quality.

    - 07:00 – 23:00 - 40 dB L_{Aeq} 1-hour
    - 23:00 – 07:00 – 35 dB dB L_{Aeq} 15-Minute

    Reason: To safeguard the amenity of future occupants of the development hereby approved, in accordance with Policy EN17 of the City of Salford Unitary Development Plan and the National Planning Policy Framework.

Notes to Applicant

1. If, during any works on site, contamination is suspected or found, or contamination is caused, the Local Planning Authority shall be notified immediately. Where required, a suitable risk assessment shall be carried out and/or any remedial action shall be carried out in accordance to an agreed process and within agreed timescales in agreement with the Local Planning Authority.

2. The applicant is advised that they have a duty to adhere to the regulations of Part 2A of the Environmental Protection Act 1990, the National Planning Policy Framework 2012 and the current Building Control Regulations with regards to contaminated land. The responsibility to ensure the safe development of land affected by contamination rests primarily with the developer.

3. The Wildlife and Countryside Act 1981 (as amended) makes it an offence (with certain limited exceptions and in the absence of a licence) to intentionally to kill, injure or take any wild bird, or intentionally to damage, take or destroy its nest whilst it is being built or is in use, or to take or destroy its eggs. Further, the Act affords additional protection to specific species of birds listed in Schedule 1 of the Act. In respect of these species it is unlawful to intentionally or recklessly to disturb such a bird whilst it is nest-building or is at or near a nest with eggs or young; or to disturb their dependent young. You are therefore advised to seek the advice of a suitably qualified ecologist before commencing works on site.

4. The applicant is advised to construct the development in accordance with the recommendations set out in the submitted Crime Impact Statement (Design for Security 2015/0445/CIS/02 dated 22/02/2018).

5. Any drainage in the basement should not be connected directly to sewers as this may result in a backflow, but should be pumped.