

**REPORT OF THE LEAD MEMBER FOR PLANNING AND SUSTAINABLE
DEVELOPMENT**

TO COUNCIL

ON 15 JANUARY 2020

**TITLE: Publication Salford Local Plan: Development Management
Policies and Designations**

RECOMMENDATIONS:

It is recommended that Council:

1. Notes the Publication Salford Local Plan: Development Management Policies and Designations and the supporting background documents and recommends that Cabinet approves these documents for publication; and
 2. Subject to Cabinet approving the Salford Local Plan: Development Management Policies and Designations and supporting background documents for publication, agrees that these documents are submitted to the Secretary of State for examination following the period for representations between 27 January 2020 and 20 March 2020.
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EXECUTIVE SUMMARY:

Salford City Council is preparing the Salford Local Plan Development Management Policies and Designations, which will form a key part of the statutory development plan for the city. It will provide the main policies that will be used to manage development and determine planning applications, and identify the designations that will protect the city's most important environmental assets, town centres and infrastructure. It covers the period up to 2037, but its contents may remain relevant after that date. Once adopted, the Local Plan will replace the saved Unitary Development Plan (UDP) policies.

Four stages of consultation have already been undertaken on the local plan, all of which related to a full Salford Local Plan. The draft versions of the plans have been produced in parallel with the Greater Manchester Spatial Framework (GMSF). Due to delays in the GMSF process, Salford's Local Plan will now be produced in two parts.

Part one, the Salford Local Plan Development Management Policies and Designations, is the document being produced now, which Council is being asked to note and agree the submission of to the Secretary of State subject to Cabinet approving the Local Plan for publication and following the period for representations. Various background documents have been produced in support of the plan, which are detailed in this report.

The Publication Salford Local Plan Development Management Policies and Designations is the version of the plan that the city council intends to submit to the Secretary of State for examination, and ultimately wishes to adopt. Comments will be invited on the document between 27 January 2020 and 20 March 2020. All of the comments received at this stage will be submitted along with the plan for consideration at the public examination which is expected to take place later in 2020.

BACKGROUND DOCUMENTS:

- Publication Salford Local Plan: Development Management Policies and Designations
 - Policies Map
 - Consultation Statement
 - Statement of the Representations Procedure
 - Statement of Common Ground
 - Duty to Cooperate Compliance Statement
 - Sustainability Appraisal and Strategic Environmental Assessment
 - Habitats Regulations Assessment
 - Assessment of residential viability
 - Community Impact Assessment Screening and Community Impact Assessment
 - Health Impact Assessment
 - Planning Advisory Service Self-Assessment Toolkit
 - Infrastructure Delivery Plan
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KEY DECISION: YES

The Publication Salford Local Plan: Development Management Policies and Designations is the version of the plan that the city council would like to adopt. It cannot be adopted by the city council until the planning inspector appointed to examine the plan has issued their report at the end of the examination, however it may be given increased weight in planning decisions as it goes through the examination process. This will be determined in accordance with paragraph 48 of the National Planning Policy Framework. It does therefore have the potential to have a significant impact on communities in two or more wards. For this reason, the decision to approve the Publication Salford Local Plan: Development Management Policies and Designations for submission has been published on the city council's Forward Plan.

DETAILS:

1. Background

- 1.1 Salford City Council is preparing the Salford Local Plan Development Management Policies and Designations Document (SLP: DMP), which will form a key part of the statutory development plan for the city.
- 1.2 Four stages of consultation have been undertaken on the Local Plan to date:
 - Call for sites consultation (February - April 2013). Stakeholders were invited to nominate sites which they considered should be allocated for development, or land which should be given some form of protective designation. There was an extensive response to this consultation and a significant number of sites were nominated by landowners, developers and the local community.
 - Suggested sites consultation (January – March 2014). The city council reviewed all of the nominated sites, and published detailed assessments of their suitability for development or protective designation in a series of ‘suggested sites consultation’ documents.
 - The Draft Local Plan consultation (November 2016 – January 2017). This was an initial full draft for consultation, and provided an opportunity for the community and other stakeholders to comment on the policies and proposals and suggest alternative approaches. Over 600 representations and a petition were received in response to this consultation. The Draft Local Plan was published for consultation at around the same time as the Draft Greater Manchester Spatial Framework (GMSF).
 - The Revised Draft Local Plan consultation (January 2019 – March 2019). The Draft Local Plan was comprehensively modified and a Revised Draft Local Plan was published for consultation. This provided an opportunity for the community and other stakeholders to comment on the revised policies and proposals, and suggest alternative approaches. Over 700 representations were received in response to this consultation. The Revised Draft Local Plan was published for consultation at around the same time as the Revised Draft GMSF, and around 200 of the comments received were regarding sites proposed to be removed from the Green Belt and allocated for development in the GMSF.
- 1.3 The stages of consultation described in paragraph 1.2 related to a full Salford local plan, and the draft plans have been produced in parallel with the GMSF. Since the city council consulted on a Revised Draft Local Plan, a decision has been taken to produce Salford’s Local Plan in two parts:
 - Part 1 Salford Local Plan: Development Management Policies and Designations

- Part 2 Salford Local Plan: Core Strategy and Allocations

- 1.4 The reason for this change in approach is due to delays in the GMSF process. Whilst it is not possible to progress the elements of Salford's local plan relating to the scale and distribution of development until the GMSF is further progressed, those elements relating to development management policies and designations can be updated and adopted more quickly.
- 1.5 The Part 1 Publication Salford Local Plan: Development Management Policies and Designations is the document being produced now, which Council is being asked to note and provided that Cabinet authorises its publication, to agree the submission of the draft local plan to the Secretary of State following the period for representations. The Publication SLP: DMP is the version of the plan that the city council intends to submit to the Secretary of State for examination, and ultimately wishes to adopt.
- 1.6 Members have been briefed on the proposed change in approach in November 2019, and the Publication SLP: DMP is to be taken to a special meeting of Cabinet for approval following Council on 15 January.
- 1.7 The GMSF will identify the appropriate scale and distribution of development across Greater Manchester, which will include specifying a housing requirement for Salford. All decisions about whether Green Belt boundaries in Salford should be altered, including whether any existing Green Belt should be de-designated so that it can be developed, will be made through the GMSF. The Part 2 Local Plan: Allocations and Core Strategy will be progressed once the GMSF is further advanced, and this will provide additional detail on the scale and distribution of development in Salford and allocate sites for particular types of development.

2. Purpose of the Salford Local Plan: Development Management Policies and Designations (SLP: DMP)

- 2.1 The vision of Salford City Council is to create a better and fairer Salford for all, and the purpose of the Salford Local Plan: Development Management Policies and Designations (SLP: DMP) is to provide the policies for managing development that will help deliver that vision. It will:
- Provide the main policies to manage development and determine planning applications
 - Identify the designations that will protect the city's most important environmental assets, town centres and infrastructure.
 - Support the delivery of key infrastructure, such as transport and utilities.
- 2.2 It covers the period up to 2037, although its contents may remain relevant after that date.
- 2.3 The city is delivering major growth and over the next 20 years, Salford will continue its evolution into a modern global city, and one of the best business and residential locations in the country. However, there remain significant

inequalities across the city and areas of deprivation, and not all of Salford's residents are sharing in the benefits of this prosperity. Realising a fairer, more equal and pleasant Salford will require a wide range of actions, cross cutting across many areas of work, and the careful management of development will have an important role to play in this.

2.4 Fairness is therefore at the heart of the SLP:DMP, and the plan has a strong focus on tackling poverty and securing social value from development. It will also be important that development is genuinely sustainable, supporting economic, social and environmental objectives in a way that addresses the challenges facing Salford. The plan includes a fairness chapter (chapter 4) which requires that all major developments submit a social value strategy, identifying how the development will support social inclusion. Each thematic chapter of the plan (chapter 5 onwards) also begins with an explanation as to how the various policies within it can contribute towards a fairer city.

2.5 The SLP:DMP policies will contribute towards delivering a fairer Salford by:

- Providing policies for areas such as the City Centre, Salford Quays and Ordsall Waterfront to ensure that development in those parts of the city with the highest development pressures positively enhances the environment and maximises the benefits for deprived communities.
- Requiring new development to make appropriate contributions to address their impacts through planning conditions and obligations.
- Ensuring that land is used efficiently as part of new developments, and requiring that residential development achieves specified minimum density requirements.
- Protecting the city's employment areas to ensure a supply of sites and premises that provide a range of accessible job opportunities. Port Salford is protected as a tri-modal freight terminal and employment area.
- Significantly increasing the supply of affordable homes across the city. The plan includes a minimum 20% affordable housing requirement across the city (with up to 50% in some areas), for developments that provide 10 or more net additional dwellings.
- Requiring new homes to meet good internal space standards and be designed to adapt to changing needs.
- Supporting the delivery of specialist accommodation, including for older people, students and travelling people.
- Protecting the city's network of centres, ensuring that all communities have access to a good range of shops and services within attractive town and local centres.
- Supporting healthy lifestyles through a range of measures, including through ensuring that development:
 - Supports walkable and cyclable neighbourhoods and complies with the minimum cycle parking standards;
 - Protects and enhances the city's green infrastructure network;
 - Contributes to the achievement of recreation standards, so that all residents have good access to a range of facilities; and
 - Protects existing recreation facilities and routes.

- Improving access for everyone to employment and leisure opportunities within and around Salford, by supporting improvements in the city's public transport, walking and cycling networks, and the delivery of more sustainable streets.
- Improving access to high quality digital infrastructure.
- Supporting improvements in energy efficiency and requiring that development exceeds the requirements in the current building regulations.
- Minimising the number of people and businesses that are at risk of flooding, by protecting flood risk infrastructure, taking a rigorous approach to assessing flood risk implications of development and requiring that surface water is carefully managed in developments in line with a clear hierarchy.
- Ensuring that all development achieves a high design quality, is safe, inclusive to all and sustains the city's distinct character.
- Protecting and enhancing the city's environmental and heritage assets, including the city's strategically important green infrastructure, local green spaces and sites of nature conservation value.
- Significantly enhancing the city's biodiversity interest, and requiring that all development delivers a net gain in biodiversity value. Major developments will be required to deliver at least a 10% net gain in biodiversity value.

2.6 In July 2019, the city council declared a climate emergency, reflecting the urgent need to meet the challenges of climate change. This included setting a date of 2038 for carbon neutrality in Salford. The SLP: DMP includes a target that all development should be zero carbon from 2028. Tackling climate change is a cross cutting theme of the SLP:DMP, with the majority of chapters contributing to mitigating and adapting to climate change, and particularly those on air quality, pollution and hazards, biodiversity, green infrastructure, accessibility, design, efficient and coordinated use of land, energy, housing and economic development. The SLP: DMP includes a climate change chapter (chapter 5) which explains how development will support Salford becoming net zero carbon by 2038, highlighting the various policies in the plan that will contribute towards this.

3. Structure of the Publication Salford Local Plan: Development Management Policies and Designations (SLP: DMP)

- 3.1 The SLP:DMP includes a series of policies organised by topic. Policy text is in bold and before each policy is a reasoned justification, which explains and justifies the approach in the policy. The plan also contains a series of diagrams, which illustrate the various policies and assist in their understanding.
- 3.2 A Policies Map accompanies the plan, which shows the areas of land that have been given a protective designation or otherwise relate to specific policies in the SLP: DMP.

4. Supporting documents

4.1 A series of documents have been prepared in support of the Publication SLP:DMP, for which approval is also sought. These are summarised below:

- **Sustainability Appraisal Report:** Appraises the plan against 21 sustainability objectives. Incorporates the requirements of the Strategic Environmental Assessment.
- **Habitats Regulations Assessment:** Considers the impact of the plan on European protected sites, and concludes that no policies within the plan are identified as having a likely significant effect on any European site.
- **Consultation Statement:** Details the consultation undertaken on the plan to date, summarises the main issues raised and explains how these issues have been addressed in the subsequent versions of the plan.
- **Statement of the Representations Procedure:** Provides details of the period for making representations and explains how representations can be made.
- **Statement of Common Ground:** Outlines the strategic cross-boundary matters that are relevant to Salford and addressed in the plan, and provides a written record of the agreement reached with the other local authorities and public bodies responsible for joint-working on the issues. Signatures from relevant bodies will continue to be sought during the period for representations and the statement updated in advance of submission.
- **Duty to Cooperate Compliance Statement:** Outlines the collaborative working that has taken place throughout the production of the plan, and demonstrates how the city council has met its duty to cooperate.
- **Assessment of residential viability:** Assesses the viability of residential development within Salford to inform the policy approach within the SLP: DMP, particularly the affordable housing requirements.
- **Community Impact Assessment:** Assesses whether there would be any differential impacts in relation to any of the equality groups.
- **Health Impact Assessment:** Identifies the prospective health impacts of the policies contained within the Revised Draft Local Plan, which has informed improvements to the SLP: DMP.
- **Planning Advisory Service Self-Assessment Toolkit:** Assesses whether the SLP: DMP meets the legal process and tests of soundness requirements.

4.2 Some further technical background reports will also be published at the same time as the SLP: DMP.

5. Period for representations on the Publication Salford Local Plan: Development Management Policies and Designations (SLP: DMP)

5.1 The SLP: DMP will be published on 27 January 2020, and comments invited on it until 20 March 2020. This will be the last opportunity to make comments on the SLP: DMP before the public examination of it. The purpose of this 'publication stage' is to enable people to make any comments that they want to be taken into account at the public examination. It is not intended to be

another 'consultation' stage that results in the city council producing another amended version of the document.

- 5.2 The Publication SLP: DMP is the version of the plan that the city council intends to submit to the Secretary of State for examination, and ultimately wishes to adopt. All of the comments received at this stage will be submitted along with the plan for consideration at the public examination. When the plan is submitted to the Secretary of State, the council is also required to submit a statement containing prescribed information about all stages of the consultation process.¹
- 5.3 The SLP: DMP and supporting background documents will be published on the city council's website, and copies of the SLP:DMP will also be available in each of the city's libraries, gateway centres and at the Civic Centre. An interactive map on the city council's website will enable people to view the proposed designations and the relevant draft policies. All stakeholders on the city council's planning consultee database will be notified at the start of the consultation. An invitation will also be sent to all community committees to offer to attend their meetings during the consultation period.

6. Next steps in producing the Salford Local Plan: Development Management Policies and Designations (SLP: DMP)

- 6.1 The stages remaining in producing the SLP: DMP, together with the anticipated dates are set out in table 1 below.

Stage	Dates
Submission of the Local Plan	May 2020
Public examination	September-October 2020
Adoption	May 2021

7. Recommendation

- 7.1 It is recommended that the Council:
1. Notes the Publication Salford Local Plan: Development Management Policies and Designations and the supporting background documents and recommends that Cabinet approves these documents for publication; and
 2. Subject to Cabinet approving the Salford Local Plan: Development Management Policies and Designations and supporting background documents for publication, agrees that these documents are submitted to the Secretary of State for examination following the period for representations between 27 January 2020 and 20 March 2020.

¹ Section 20(3) of the Planning and Compulsory Purchase Act 2004 and Regulation 22 of the Town and Country (Local Planning) (England) Regulations 2012

KEY COUNCIL POLICIES:

City of Salford Unitary Development Plan 2004 – 2016: Saved Policies

EQUALITY IMPACT ASSESSMENT AND IMPLICATIONS:

A community impact assessment of the SLP: DMP has been undertaken to assess whether there would be any differential impacts in relation to any of the equality groups.

ASSESSMENT OF RISK: MEDIUM

In order for the city council to be able to adopt the SLP: DMP, the document must be found sound when an independent examination of the document is carried out. To be sound a Local Plan must be positively prepared, justified, effective and consistent with national policy, and the city council must be able to demonstrate the soundness of the document to a Planning Inspector on this basis.

It is recognised that various policies in the SLP: DMP, may be subject to significant challenge from those seeking different policy approaches, but the plan is considered to be sound.

LEGAL IMPLICATIONS Supplied by: Stephanie Hall, Principal Solicitor. **0161 234 3094**

The legislative requirements for the preparation of the local plan in the Planning and Compulsory Purchase Act 2004 (“2004 Act”) and the Town and Country Planning (Local Planning) (England) Regulations 2012 (“2012 Regulations”) have been complied with.

The Council is required to submit the draft local plan to the Secretary of State for independent examination (s20 of the 2004 Act) along with the documents prescribed by Regulation 22 of the 2012 Regulations. Prior to submission to the Secretary of State, the Council must publish the draft local plan and invite comments, pursuant to Regulation 19 and Regulation 20 of the 2012 Regulations.

If the proposed local plan is not prepared in accordance with the 2004 Act and the 2012 Regulations, any subsequent attempt by the Council to adopt the plan would be susceptible to challenge.

FINANCIAL IMPLICATIONS Supplied by: Martin Anglesey, Finance Officer.
0161 793 3248

Printing costs to be met from existing budget, cost centre D4602 5702.
Subsequent actions following publication / public consultation will incur other financial implications in future financial years.

PROCUREMENT IMPLICATIONS Supplied by: n/a

HR IMPLICATIONS Supplied by: n/a

CLIMATE CHANGE IMPLICATIONS:

Climate change is a cross cutting theme of the SLP:DMP, with the majority of chapters contributing to mitigating and adapting to climate change, particularly those on energy, air quality and pollution, biodiversity, water, green infrastructure, accessibility, design, efficient and coordinated use of land, economic development and housing. The SLP: DMP contains a climate change chapter, which explains how development will support Salford becoming carbon neutral by 2038 and includes the target that all new development should be net zero carbon by 2028. The impacts of the SLP: DMP in respect of climate change are considered through the sustainability appraisal report.

OTHER DIRECTORATES CONSULTED:

The SLP: DMP and supporting background documents have been prepared in liaison with colleagues in other sections of the council, including the Development Team, Property Services, Public Health, Housing Strategy and Enabling, Development Management, Highways, Children’s Services, and the Environment and Climate Change team.

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WARDS TO WHICH REPORT RELATES: ALL