

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

TO COUNCIL

ON 20 JANUARY 2021

TITLE: Publication Salford Local Plan: Development Management Policies and Designations Addendum (Proposed Main Modifications and Additional Modifications)

RECOMMENDATIONS:

It is recommended that Council:

1. Notes the Publication Salford Local Plan: Development Management Policies and Designations Addendum (Proposed Main Modifications and Additional Modifications) and the supporting background documents and recommends that Cabinet approves these documents for publication;
 2. Delegates to the Strategic Director Place authority to approve any further necessary minor changes to the Publication Salford Local Plan: Development Management Policies and Designations following the period for representations, before the document is submitted to the Secretary of State for independent examination; and
 3. Subject to Cabinet approving the Publication Salford Local Plan: Development Management Policies and Designations Addendum (Proposed Main Modifications and Additional Modifications) and supporting background documents for publication, agrees that these documents are submitted to the Secretary of State for examination (along with, and as an addendum to, the Publication Salford Local Plan which was approved in January 2020) following the period for representations between 5 February 2021 and 19 March 2021.
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EXECUTIVE SUMMARY:

- E1 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.
- E2 Due to ongoing delays in the GMSF process, Salford's Local Plan is being produced in two parts. This remains the intention following the decision of the AGMA Executive Board on 11 December 2020 to agree in principle to the preparation of a Joint DPD of nine of the Greater Manchester districts (excluding Stockport). Part one, the Salford Local Plan Development Management Policies and Designations, is the document being produced now. The most recent consultation related to the Publication Salford Local Plan Development Management Policies and Designations (SLP:DMP) and took place between January and March 2020. Officers have considered the consultation responses and identified the need for main modifications to:
- Make the plan sound to respond to issues raised through consultation
 - Respond to new evidence which has emerged since the plan was published
 - Respond to changes in planning legislation introduced by government which mean that the SLP:DMP would not be in conformity with national policy (which is one the tests of 'soundness')
- E3 A number of minor additional modifications (to correct typos and for clarity) have also been identified.
- E4 Modifications which are required to make the plan sound (i.e. main modifications) must be the subject of public consultation prior to the examination in public. Therefore, it is proposed to run a further consultation on an addendum to the plan before it is submitted to the Secretary of State for examination. Representations will be invited on the proposed addendum and related supporting / background documents only. This approach is endorsed by the Government's Procedure Guide for Local Plan Examinations¹.
- E5 The addendum will comprise the main modifications, and minor additional modifications for completeness. It is proposed that the further period of representations will take place for six weeks between 5 February 2021 and 19 March 2021, before the Plan and supporting documents are submitted to the Secretary of State for Examination.
- E6 The recommendations to Council are set out at the start of this report and include approval to submit the addendum to the Secretary of State for examination (along with, and as an addendum to, the Publication Salford

¹ Planning Inspectorate (November 2020) [Procedure guide for local plan examinations, paragraph 1.5](#)

Local Plan which was approved in January 2020) following the period of representations. Approval to consult on the proposed addendum and supporting documents will be sought separately at a meeting of Cabinet on 26 January 2021.

BACKGROUND DOCUMENTS:

The following documents have been published alongside this report to Council:

- 1a. Publication SLP:DMP Addendum (Main Modifications) – tracked changes version
 - 1b. Publication SLP:DMP Addendum (Main Modifications) – accessible version
 - 2a. Publication SLP:DMP Addendum (Additional Modifications) – tracked changes version
 - 2b. Publication SLP:DMP Addendum (Additional Modifications) – accessible version
 3. Updated Policies Map showing Modifications
 4. Schedule of representations to the Publication SLP:DMP – plan order
 - 5a. Schedule of representations to the Publication SLP:DMP – by respondent ID
 - 5b. Schedule of representations to the Publication SLP:DMP – respondent ID documents
 6. Statement of the main issues raised in the representations to the Publication SLP:DMP
 7. Statement of Representations Procedure
 - 8a. Assessment of Residential Viability Addendum – Main Report
 - 8b. Assessment of Residential Viability Addendum – Technical Report containing Appendices
 9. Community Impact Assessment Addendum
 - 10a. Duty to Cooperate Compliance Statement Addendum – main report
 - 10b. Duty to Cooperate Compliance Statement Addendum – annex 1
 - 10c. Duty to Cooperate Compliance Statement Addendum – annex 2
 11. Habitats Regulations Assessment Addendum
 12. Health Impact Assessment Addendum
 13. Statement of Common Ground update
 - 14a. Sustainability Appraisal Addendum – main report
 - 14b. Sustainability Appraisal Addendum – annexes
 15. Briefing Note relating to: 1) Consultation Statement; 2) Planning Advisory Service Self-Assessment Toolkits; and 3) Infrastructure Delivery Plan
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KEY DECISION: Yes

The Publication Salford Local Plan: Development Management Policies and Designations, along with the proposed modifications to it as set out in the Addendum, 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. Given the

contents of the plan, it clearly has the potential to have a significant impact on communities in two or more wards and so is a key decision and therefore has been included on the Forward Plan.

DETAILS:

1. Background

- 1.1 The 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 were undertaken on the Local Plan:
 - ‘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.
 - 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. It 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. It was published for consultation at around the same time as the Revised Draft GMSF.
- 1.3 The stages of consultation described in paragraph 1.2 related to a full Salford local plan, and the draft plans were produced in parallel with the GMSF. Since the city council consulted on a Revised Draft Local Plan, the decision was 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 (which have continued since the decision was taken to produce the Local Plan in two parts). Following the decision of Stockport Council in early December 2020 not to approve the Publication GMSF and supporting documents for publication, it was agreed in principle at a meeting of the AGMA Executive Board on 11 December 2020 to prepare a Joint Development Plan Document (DPD) of nine of the Greater Manchester Authorities, excluding Stockport. This decision has not changed the approach to the Salford Local Plan. Whilst it is not possible to progress the elements of Salford's local plan relating to the scale and distribution of development until the Joint DPD of the nine districts 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 (SLP:DMP) is the document being produced now and will continue to be progressed irrespective of any further decisions taken in relation to progressing the Joint DPD of the nine Greater Manchester districts. Part 2 Local Plan: Allocations and Core Strategy will be progressed once the Joint DPD 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.
- 1.6 In January 2020 Cabinet approved the Publication SLP:DMP and the supporting background documents and agreed that these documents were to be subject to a period for representations between 27 January 2020 and 20 March 2020. Full Council agreed that these documents were to be submitted to the Secretary of State for examination following the period for representations. For information, Annex 1 to this report sets out details relating to the purpose and structure of the SLP:DMP.
- 1.7 In line with the decision of Cabinet, a period of representations on the SLP:DMP took place between 27 January 2020 and 20 March 2020. For reasons set out below the plan has not been submitted to the Secretary of State for examination.

2. Period of representations on the SLP:DMP

- 2.1 557 comments to the plan were received from 109 organisations / individuals.

3. Proposed modifications to the SLP:DMP

- 3.1 The representations received to the SLP:DMP have been reviewed by officers. Some significant amendments ('main modifications') to the Publication SLP:DMP are proposed to either:
- Make the plan sound to respond to issues raised through consultation
 - Respond to new evidence which has emerged since the plan was published

- Respond to changes in planning legislation introduced by government which mean that the Publication SLP:DMP would not be in conformity with national policy (which is one of the tests of ‘soundness’)
- 3.2 A number of more minor amendments (known as ‘additional modifications’) have also been proposed to correct typos or improve clarity.
- 3.3 Having regard to the above, it is proposed that an addendum to the Publication SLP:DMP is published for a period of representations. This addendum is in two parts and relates to Main Modifications, and Additional Modifications, in accordance with guidance from the Planning Inspectorate². The proposed modifications in the addendum are shown in track changes, with text proposed to be deleted shown in strikethrough text (e.g. ~~deleted text~~) and new text proposed to be added shown in underlined text (e.g. new text). This approach to showing the changes is in accordance with guidance from the Planning Inspectorate³. After each change is an explanation of the reasoning behind it.
- 3.4 The conventional track change format is not accessible for those using screen readers. As a result of this, accessible versions of the documents that make up the addendum have also been published.
- 3.5 The main modifications to the Publication SLP:DMP policies and associated policies map, and brief reasons for them, are set out at Annex 2 of this report. Annex 2 shows that a proposed main change is to delete policy GI5 which relates to Local Green Space. Further details relating to this change are set out below.

Local Green Space considerations

- 3.6 Paragraphs 99 to 101 of the NPPF relate to Local Green Space and are set out in full below:

“99. The designation of land as Local Green Space through local and neighbourhood plans allows communities to identify and protect green areas of particular importance to them. Designating land as Local Green Space should be consistent with the local planning of sustainable development and complement investment in sufficient homes, jobs and other essential services. Local Green Spaces should only be designated when a plan is prepared or updated and be capable of enduring beyond the end of the plan period.”

100. The Local Green Space designation should only be used where the green space is:

- a) in reasonably close proximity to the community it serves;

² Planning Inspectorate (November 2020) Procedure Guide for Local Plan Examinations, paragraph 1.5

³ Planning Inspectorate (November 2020) Procedure Guide for Local Plan Examinations, paragraph 7.7

- b) demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and
- c) local in character and is not an extensive tract of land.

101. Policies for managing development within a Local Green Space should be consistent with those for Green Belts.”

- 3.7 The Publication SLP:DMP designates 10 sites as Local Green Space which would be afforded protection under policy GI5. The proposed areas of Local Green Space in the Publication SLP:DMP are set out below:
- 1) The Meadow, Broughton (6.4 hectares)
 - 2) Brickfield Wood, Boothstown and Ellenbrook (2.0 hectares)
 - 3) Three Sisters, Eccles (4.5 hectares)
 - 4) Blackleach Country Park, Walkden North (32.3 hectares)
 - 5) Roe Green, Worsley (3.4 hectares)
 - 6) Land at Beesley Green and Kempnough Brook, Worsley (27.0 hectares)
 - 7) Worsley Woods, Old Warke Dam and Aviary Field, Worsley (32.0 hectares)
 - 8) Broadoak South, Worsley (27.0 hectares)
 - 9) Duke’s Drive, Worsley (10.1 hectares)
 - 10) Worsley Green, Worsley (1.8 hectares)
- 3.8 The city council assessed potential sites / areas for designation as Local Green Space, and this was published as part of the evidence base for the Plan. This assessment was made having regard to criteria in the then 2012 version of the NPPF (which is now in paragraph 100 of the 2019 NPPF).
- 3.9 Comments have been received from individuals and local residents at various stages in the preparation of the Local Plan in support of the Local Green Space designations. However, a landowner with ownership or part ownership of 4 of the areas identified above has objected to state that the designations are contrary to NPPF paragraphs 99 and 100, and therefore the approach fails to meet the test of soundness set out in the NPPF.
- 3.10 The Council notes that paragraph 99 of the NPPF states that:
- “Designating land as Local Green Space should be consistent with the local planning of sustainable development and complement investment in sufficient homes, jobs and other essential services.” (Emphasis added)*
- 3.11 This means that sites should not be designated as Local Green Spaces until the city’s development needs (i.e. how much housing and employment is needed) are understood and it has been determined how this development can be accommodated (i.e. what is the spatial distribution strategy and which sites in the city are required to be allocated to accommodate this development). As such, it is proposed to defer these designations from the SLP:DMP.

3.12 Although it is proposed that the Local Green Space designations are removed from Part 1 of the Local Plan (SLP:DMP) they will be deferred to Part 2 of the Local Plan: Core Strategy and Allocations, which will have regard to the identified scale of development in Salford as set out in a Joint DPD of nine Greater Manchester districts. The Local Green Space sites that were identified in the Publication SLP:DMP would still be provided significant protection through other designations that are appropriate for Part 1 of the Local Plan. For example, a number of the Local Green Space sites form part of the West Salford Greenway which is designated under policy G14 of the Publication SLP:DMP. The West Salford Greenway policy is clear that it will be:

“...protected and enhanced as a series of interconnected greenspaces of varied use and character, and important heritage assets, providing a major contribution to the identity and well-being of the surrounding neighbourhoods and west Salford more generally.”

3.13 The Greenway is green infrastructure in its own right and so therefore is consistent with paragraph 20 of the NPPF which requires that strategic policies should make sufficient provision conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure (criterion d). Local Green Space does not fall under the type of designation set out under NPPF paragraph 20d). Proceeding with designating sites as Local Greenspace in the SLP:DMP is premature and may complicate the rationale for other designations such as the West Salford Greenway. The use of the Local Green Space designation indicates that the site should be protected providing this protection supports sufficient investment in housing, commercial and other uses. The Part 1 Local Plan does not address these needs given that they are being determined through a Joint DPD of nine Greater Manchester districts, and subsequently Part 2 of the Salford Local Plan. Maintaining the Local Green Space designation could undermine the council's case for the sites' protection at this stage of the Local Plan as Local Green Space implies that such sites are only afforded protection when development needs have been demonstrably met.

3.14 Annex 3 provides further details of the planning policy protection each of the 10 Local Green Space sites would have, with the deferral of the Local Green Space designation from Part 1 of the Local Plan. Aside from the Greenway, other forms of protection include policy and designations relating to the Irwell Valley, Sites of Biological Importance, Local Nature Reserves, a Country Park and Conservation Areas. All of the sites will be afforded protection by policy R3 of the SLP:DMP (Protection of recreation land and facilities).

3.15 The deferral of the Local Green Space Designations from Part 1 of the Local Plan is required in order to ensure that the plan is in conformity with national policy as set out within paragraphs 99 to 101 of the NPPF. If the designations are not removed from Part 1 of the Plan it would be an 'unsound' plan as it would not be in conformity with national policy. The Planning Inspectorate

Procedure Guide for Local Plans (November 2020) sets out the following at paragraph 1.2:

“Section 20(2) of the PCPA⁴ specifically states that the LPA must not submit the plan unless they think it is ready for independent examination. Having considered the Regulation 19 consultation responses, the LPA should only submit a plan if they consider it to be sound and there will not be long delays during the examination because significant changes or further evidence work are required. It must not be assumed that examinations can always rectify significant soundness or legal compliance problems. Before submission, the LPA must do all it can to resolve any substantive concerns about the soundness or legal compliance of the plan, including any raised by statutory undertakers and government agencies. Particular attention should be given to the duty to cooperate. Statements of Common Ground can be very helpful in this regard.” (Emphasis added)

- 3.16 Therefore the legal position is that the city council should not submit a plan for Examination that it considers to be unsound.

Updated viability assessment work

- 3.17 The NPPF recognises the importance of positive and aspirational planning but states that this should be done in a way that is ‘aspirational but deliverable’⁵. It goes on to state that:

“Plans should set out the contributions expected from development. This should include setting out the levels and types of affordable housing provision required, along with other infrastructure (such as that needed for education, health, transport, flood and water management, green and digital infrastructure). Such policies should not undermine the deliverability of the plan.”⁶

- 3.18 Given the above requirement, the city council prepared an Assessment of Residential Viability (ARV) and this was published as part of the evidence base for the Publication SLP:DMP in January 2020. Comments to this assessment were submitted by Turley on behalf of The Peel Group, Cushman and Wakefield on behalf of Taylor Wimpey and Bloor Homes, and from the Retirement Housing Consortium. These comments related to some of the city council’s assumptions including build costs and land costs being too low, and some sales values being too high. They concluded that development viability had been overstated as a result of such assumptions. In particular they raised a concern that the SLP:DMP required a minimum 20% affordable housing across the city (and higher where viability work supported this), even though the council’s assessment showed that in parts of the city, and for certain types of development, this was not viable. On this basis they concluded that affordable housing policy was not consistent with the evidence base. They also commented that affordable housing requirements for purpose built

⁴ Planning and Compulsory Purchase Act 2004

⁵ MHCLG (February 2019) National Planning Policy Framework, paragraph 16b

⁶ MCHLG (February 2019) National Planning Policy Framework, paragraph 34

student accommodation, sheltered housing for older people, and build to rent developments were not tested in the ARV.

- 3.19 In light of the above, the city council commissioned Three Dragons to review and prepare an addendum to the council's ARV. The viability addendum which is published alongside this report to Council demonstrates that the council's ARV provides a robust assessment of the overall viability of new residential development in Salford, including the requirement for up to 50% affordable housing in some instances (as required by policy H4 of the SLP:DMP). In addition, the addendum demonstrates that the requirements for 20% affordable housing in build to rent schemes and purpose built student accommodation are viable (as required by policies H7, and H5 respectively) However, it remains the case that a minimum 20% affordable housing requirement across the city is not supported by viability evidence in parts of the city, and for certain types of development (including sheltered housing).
- 3.20 Although a minimum 20% affordable housing requirement is not supported by the ARV and the addendum prepared by Three Dragons, it is important to note that the assessment is the starting point rather than the only determinant of the approach to affordable housing. The assessment is based on a range of assumptions that may vary on individual sites; viability will also be dependent on factors such as site specific characteristics, the funding model and tendering process for the development, and the market conditions at the time. In setting a minimum 20% requirement regard has been had to Fairness which is an overriding theme of the Local Plan. In addition there is a considerable need for new affordable housing in Salford, as demonstrated by the significant number of households on the housing register, the number of bids for each affordable property that is advertised through Salford Home Search, low levels of turnover and relets in the existing affordable stock, and high house price to income ratios.

4. Period for representations on the proposed modifications to the Publication SLP:DMP

- 4.1 In line with paragraph 1.5 of the Planning Inspectorate Procedure Guide for Local Plan Examinations (November 2020), it is proposed to undertake a focussed consultation on an addendum to the plan comprising the proposed modifications, before the plan is submitted to the Secretary of State for examination⁷. Additional/updated evidence which has been prepared following the consultation in January-March 2020 will also be published (see further below).
- 4.2 The purpose of this consultation is to enable representations to be made on the proposed modifications to the Publication SLP:DMP comprised in the addendum. It is not intended to be an opportunity to make comments on any other parts of the Publication Salford Local Plan: Development Management and Designations which have already been the subject of consultation; comments should only relate to the addendum or the additional/updated

⁷ Planning Inspectorate (November 2020) [Procedure guide for local plan examinations](#)

evidence which has been published. Note that all comments submitted during the Publication SLP:DMP period for representations in January to March 2020 will be submitted to the Secretary of State, alongside any comments made during the proposed consultation on the addendum.

4.3 Alongside the Publication SLP:DMP a number of supporting documents were published in January 2020, including a Sustainability Appraisal, Habitats Regulations Assessment, Community Impact Assessment, Health Impact Assessment and an Assessment of Residential Viability. Addendums have been prepared to these supporting documents (and others where relevant) to set out the implications of the proposed modifications. A full list of supporting documents published alongside this report to Council are listed under the 'Background documents' section of this report above.

4.4 It is intended that the period for representations will be from 5 February 2020 to 19 March 2020. This will require separate approvals from Council and Cabinet. The approvals being sought from Full Council are at the start of this report. At a meeting of Cabinet in 26 January 2020, it is proposed to recommend that the City Mayor in Consultation with his Cabinet:

1. Approves the Publication Salford Local Plan: Development Management Policies and Designations (Proposed Main Modifications Addendum and Proposed Additional Modifications Addendum) and the supporting background documents;
2. Agrees that these documents be subject to a period for representations between 5 February 2021 and 19 March 2021; and
3. Delegates to the Strategic Director Place authority to approve the statement required pursuant to Section 20(3) of the Planning and Compulsory Purchase Act 2004 and Regulation 22 of the Town and Country Planning (Local Planning) (England) Regulations 2012 and the provision of the city council's response to the main issues raised in the representations which have been identified in this statement.

4.5 The SLP:DMP Addendum and supporting background documents will be published on the city council's website, and copies of the Addendum will be made available in accordance with the requirements of the city council's Statement of Community Involvement (SCI) and planning regulations. It is likely that at least part of the period for representations will be during a period of national Covid-19 lockdown given the Prime Minister's announcement on 4 January 2021. The SCI (as updated in October 2020) allows for engagement during lockdown with only minimal changes being made to the SCI that was previously adopted. A period of representations starting in February 2021 is considered essential in progressing the Local Plan in a timely manner. An interactive map on the city council's website will be available. All stakeholders on the city council's planning consultee database will be notified at the start of the consultation.

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

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

| Stage | Dates |
|------------------------------|-----------------------|
| Submission of the Local Plan | June 2021 |
| Public examination | October-November 2021 |
| Adoption | June 2022 |

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 was published in January 2020 to assess whether there would be any differential impacts in relation to any of the equality groups. An addendum to this assessment has been published which identifies the equality implications of the proposed modifications to the SLP:DMP.

Versions of the Addendum (Main Modifications, and Minor Modifications) have been published in a format that is accessible for those who rely on screen readers.

ASSESSMENT OF RISK: Low to 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.

Undertaking an additional period of consultation has been advised by Leading Counsel and is in line with guidance from the Planning Inspectorate. This should reduce the risk associated with progressing the Local Plan towards adoption.

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”) and the

Government Guidance: Procedure Guide for Local Plan Examinations (November 2020) 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. Any addendum to the draft local plan must be subject to similar consultation requirements prior to submission.

If the proposed local plan (including addendum) is not prepared in accordance with the 2004 Act, the 2012 Regulations and the Government guidance, 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 re addendum consultation 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. It is envisaged that these costs will be funded from the 20% Planning Income uplift.

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.

The proposed modifications to the SLP:DMP would have positive implications with regards to reducing the climate change. For instance, policy GB2 and GI2 are to be modified to state that turf production will not be permitted on Chat Moss and will be closely examined elsewhere. This takes into account research carried out by Natural England as part of the Greater Manchester "peat pilot".

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, Children's Services, and the Environment and Climate Change team.

CONTACT OFFICER:

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WARDS TO WHICH REPORT RELATES: ALL

Annex 1 – Purpose and structure of the SLP:DMP

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

- 1.1 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.
- 1.2 It covers the period up to 2037, although its contents may remain relevant after that date.
- 1.3 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.
- 1.4 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.

1.5 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.

Structure of the SLP:DMP

- 1.6 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.
- 1.7 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.

Annex 2: Summary of the main modifications to the SLP:DMP

| Chapter / policy | Main modifications proposed | Reason for change |
|--|--|--|
| Chapter 4 A Fairer Salford, Policy F2 Social inclusion | New paragraph added to set out that a framework of measures will be established to assist in identifying how development can maximise social value (potentially through a Supplementary Planning Document). | To address concerns expressed in consultation comments that it was unclear how the requirements of the policy could be met. |
| Chapter 8 Area policies, Policy AP1 City Centre Salford | Additional text added to criterion 17 relating to not allowing development that would prevent or significantly hinder the future restoration of the Manchester Bolton Bury Canal or its towpath. Where this would prevent delivery of vital infrastructure or where development would on balance result in significant benefit in terms of regeneration or sustainable development, some deviation from the original line would be acceptable. | For consistency in approach across the plan with regards to the Manchester Bolton and Bury Canal and the proposed modifications to be made to policy HE6 in response to comments from Tarmac |
| Chapter 12 Town Centres and retail development, Policy TC1 Network of designated centres | <p>Reference added to the primary shopping area in Manchester being the focus for regional scale retail activity in the Manchester and Salford City Centre, with City Centre Salford being appropriate for other town centre uses.</p> <p>Widening the focus of primary shopping area so that as well as retail being concentrated in such areas, they accommodate commercial, business and service uses.</p> <p>Deleting reference to primary and secondary frontages in town centres</p> | To respond to consultation comments and in response to changes to the Use Classes Order which were introduced in September 2020 by the government. |

| Chapter / policy | Main modifications proposed | Reason for change |
|--|---|--|
| Chapter 12 Town Centres and retail development, Policy TC2 Development involving main town centre use | <p>Text added to clarify that the sequential approach applies to new floorspace, extensions and changes of use / conversions.</p> <p>Replaced references to A1 retail use, with the new E use class (commercial, business and service uses).</p> <p>New text added to set out that offices will be acceptable in Salford Quays outside of the primary shopping area, and criteria added for when small scales shops and food and drink uses would be acceptable in such locations.</p> <p>Reference added to the potential use of restrictive conditions attached to planning permissions to control some changes within the E class.</p> | To provide clarity in the implementation of the policy, and in response to changes to the Use Classes Order which were introduced in September 2020 by the government. |
| Chapter 12 Town Centres and retail development, Policy TC3 Retail frontages, changes of use and redevelopments within designated centres | Deleted paragraphs relating to primary shopping frontages and town centres | To provide clarity in the implementation of the policy, and in response to changes to the Use Classes Order which were introduced in September 2020 by the government. |
| Chapter 12 Town Centres and retail development, Policy TC4 Food and drink uses within designated centres | Additional text added stating that in Monton local centre where permission is sought for an open Class E development or for a use that falls within Class E other than a restaurant or café, a restrictive condition will be applied, preventing a further change to a restaurant or café without first applying for planning permission | To provide clarity in the implementation of the policy in Monton, and in response to changes to the Use Classes Order which were introduced in September 2020 by the government. |
| Chapter 12 Town Centres and retail | New policy setting out criteria for when planning permission | To address consultation comments from CAMRA, |

| Chapter / policy | Main modifications proposed | Reason for change |
|--|---|---|
| development, new Policy TC5 Community facilities | will be granted for community facilities, and criteria for when development resulting in the loss of such facilities will be permitted. | and to address a policy gap in the plan. |
| Chapter 20 Heritage, Policies HE1 Heritage protection, HE2 Managing change across historic areas, HE4 Heritage at risk | Various wording changes to these policies. | To respond to suggested changes by Historic England as being necessary to make the plan sound. |
| Chapter 20 Heritage, Policy HE6 Canals | Additional text added to criterion B relating to not allowing development that would prevent or significantly hinder the future restoration of the Manchester Bolton Bury Canal or its towpath. Where this would prevent delivery of vital infrastructure or where development would on balance result in significant benefit in terms of regeneration or sustainable development, some deviation from the original line would be acceptable. | For consistency in approach across the plan, particularly to paragraph 20.30 (justification to policy HE6). |
| Chapter 21 Green Belt and agriculture, Policy GB2 Soils and agricultural land | Addition of the following text to the policy: “Turf production is a concern within Salford due to the associated loss of soil with the turf. New turf operations or extensions to existing turf production will not be permitted on Chat Moss for reasons set out in Policy GI2. Elsewhere within Salford proposals for turf production will be closely examined in line with this policy.” | To take account of research carried out by Natural England as part of the Greater Manchester “peat pilot” ⁸ which has found that greenhouse gas emissions from land use on Chat Moss are greater than previously understood. Turf production alone was responsible for 28% of the greenhouse gas emissions despite covering only about 5% |

⁸ Natural England (September 2020) England Peat Strategy: Greater Manchester Peat Pilot Report for Defra, particularly Table 3.3 on page 14

| Chapter / policy | Main modifications proposed | Reason for change |
|--|--|--|
| | | of the area. It releases about four times as many greenhouse gas emissions per hectare as the next most carbon-intensive land use (cropland), due to the associated loss of peat soil each time the turf is cut. |
| Chapter 22 Green Infrastructure, Policy G12 Chat Moss | <p>Added text to state that within the Chat Moss biodiversity heartland proposals which seek to replace the most damaging land uses with less intensive uses such as “wet” agriculture would be looked upon favourably (where habitat restoration is not practicable). Wet agriculture is defined at the end of the policy.</p> <p>New text to state that turf production is not consistent with the priorities for Chat Moss.</p> | <p>To take account of research carried out by Natural England as part of the Greater Manchester “peat pilot”⁹ which has found that greenhouse gas emissions from land use on Chat Moss are greater than previously understood.</p> <p>Turf production alone was responsible for 28% of the greenhouse gas emissions despite covering only about 5% of the area. It releases about four times as many greenhouse gas emissions per hectare as the next most carbon-intensive land use (cropland), due to the associated loss of peat soil each time the turf is cut.</p> |
| Chapter 22 Green Infrastructure, Policy G15 Local Greenspace | The policy has been deleted from the SLP:DMP. | Local Green Space sits outside of the scope of this part of the Local Plan. The designation of Local Green Space is therefore deferred to part |

⁹ Natural England (September 2020) England Peat Strategy: Greater Manchester Peat Pilot Report for Defra, particularly Table 3.3 on page 14

| Chapter / policy | Main modifications proposed | Reason for change |
|---|---|--|
| | | 2 of the Local Plan (Core Strategy and Allocations). Further details are set out in the main section of this report. |
| Chapter 24 Recreation, Policy R1 Recreation standards | <p>Additional text to clarify that the policy relates to informal outdoor sport facilities, with formal indoor and outdoor sport provision being contained in policy R5.</p> <p>Deletion of standards relating to playing pitch provision and indoor and outdoor recreation facilities.</p> <p>Moved references to playing pitch contributions to policy R5.</p> <p>Definition of 'informal' sports facilities added.</p> | To respond to suggested changes by Sport England as being necessary to make the plan sound. |
| Chapter 24 Recreation, Policy R3 Protection of recreation land and facilities | <p>Added new criteria setting out how the loss of a disused or lapsed playing field site will be compensated for.</p> <p>Added definitions relating to playing pitches and fields.</p> | To respond to suggested changes by Sport England as being necessary to make the plan sound. |
| Chapter 24 Recreation, Policy R5, Outdoor and indoor sports facilities | <p>Added additional text relating to playing pitch contributions.</p> <p>Additional text to clarify that in the case of Duncan Matheson Playing Fields, a small amount of enabling development will be only be considered on areas that are not functional playing field.</p> | To respond to suggested changes by Sport England as being necessary to make the plan sound. |
| Policies Map Chapter 9, Economic development | Amend the line of the Proposed Port Salford rail link to only show a westwards connection onto existing rail line. | To reflect revised proposals from The Peel Group. |

| Chapter / policy | Main modifications proposed | Reason for change |
|--|--|--|
| Policies Map, Chapter 12 Town centres and retail development | Amend the boundary for City Centre Salford to Add land west of Albion Way / north of Culverwell Drive (currently occupied by a McDonalds restaurant and drive through and office block) | To align with the Draft Crescent Development Framework (October 2020) boundary. |
| Policies Map, Chapter 12 Town centres | Amend the Town Centre inset maps to remove all primary frontages and secondary frontages from Eccles, Pendleton, Walkden, Swinton, Cheetham Hill and Salford Quays town centres | To reflect changes made to Chapter 12 following amendments to the Use Class Order on 1 September 2020. |
| Policies Map Chapter 12 Town centres and retail development, and SLP:DMP Annex B | <p>Amend the Salford Quays Town Centre inset map to:</p> <ul style="list-style-type: none"> • Remove all primary and secondary frontages (as mentioned above) • On the legend delete reference to the potential extension to the primary shopping area • Change the hatched area currently identified in the SLP:DMP as the 'potential extension area to the primary shopping area' to form part of the primary shopping area | To reflect changes made to Chapter 12 following amendments to the Use Class Order on 1 September 2020 |
| Policies Map Chapter 12 Town centres and retail development, and SLP:DMP Annex B | <p>Amend the Eccles Town Centre inset map to include the following within the town centre boundary:</p> <ul style="list-style-type: none"> • Eccles Parish Church and the grounds/gardens within the proposed boundary of Eccles town centre • Salford Foundation St Mary's Centre, College Croft high rise apartment block and the grounds / carparking area and a | In response to comments received and to create a logical boundary. |

| Chapter / policy | Main modifications proposed | Reason for change |
|--|--|---|
| | <p>small parcel of land to west of this which is in use as private parking</p> <ul style="list-style-type: none"> • Morrisons car park in the town centre primary shopping area | |
| Policies Map Chapter 12 Town centres and retail development, and SLP:DMP Annex B | Amend the Walkden Town Centre inset map to include units within north west corner of the Ellesmere Retail Park as part of the primary shopping area | Added in response to comments on Policy TC1, and to the policies map. |
| Policies Map, Chapter 22 Green Infrastructure | Remove a small area of land occupied by an office building at Aviary Road from the West Salford Greenway boundary (policy GI4). | Having regard to the uses which occupy the site (offices and garden). |
| Policies Map Chapter 22 Green Infrastructure | Amend the policies map to delete Local Green Space (Local Plan: DM policy GI5/1-10). | To reflect deletion of the policy from the plan. |
| Amend the boundary for Sites of Biological Importance | Amend the boundary for Sites of Biological Importance which includes a change to the boundary of the Marsh near Clifton Junction SBI (BG2/27) | In response to updated survey information from GMEU. |

Annex 3: Local Green Space – protection from other policies and designations

| Site / SLP:DMP policy ref | Site Area (hectares) | Ward | Protection from other SLP:DMP policies and/or designations | Other Protection (not SLP:DMP) |
|---------------------------------|----------------------|---------------------------|--|---|
| The Meadow (GI5/1) | 6.4 | Broughton | <ul style="list-style-type: none"> ▪ Policy AP1/H City Centre Salford – The Meadow and Peel Park (whole site) ▪ Policy GI3 Irwell Valley (majority of the site) ▪ Policy BG2/32 Development and Biodiversity – Site of biological importance, River Irwell (perimeter of the site adjacent to the river) ▪ Policy R3 Protection of recreation land and facilities (whole site) | Not applicable |
| Brickfield Wood (GI5/2) | 2.0 | Boothstown and Ellenbrook | <ul style="list-style-type: none"> ▪ Policy BG2/14 Development and Biodiversity – Site of biological importance, Brickfield Wood (whole site) ▪ Policy R3 Protection of recreation land and facilities (whole site) | Not applicable |
| Three Sisters (GI5/3) | 4.5 | Eccles | <ul style="list-style-type: none"> ▪ Policy BG2/5 Development and Biodiversity – Local Nature Reserve, Three Sisters (majority of the site) ▪ Policy BG2/35 Development and Biodiversity – Site of biological importance, Three Sisters (majority of the site) ▪ Policy R3 Protection of recreation land and facilities (whole site) | Definitive public right of way – Eccles 18 (through north of site) |
| Blackleach Country Park (GI5/4) | 32.3 | Walkden North | <ul style="list-style-type: none"> ▪ Policy BG2/1 Development and Biodiversity – Local Nature Reserve, Blackleach Country Park (majority of the site) | Definitive public rights of way – Worsley 121, 122, 123 and 124 (partly through the site) |

| Site / SLP:DMP policy ref | Site Area (hectares) | Ward | Protection from other SLP:DMP policies and/or designations | Other Protection (not SLP:DMP) |
|---|----------------------|---------|---|--|
| | | | <ul style="list-style-type: none"> ▪ Policy BG2/12 Development and Biodiversity – Site of biological importance, Blackleach Country Park (majority of the site) ▪ Policy R3 Protection of recreation land and facilities (whole site) ▪ Policy R4/7 Strategic Recreation Route – Linnshaw Loopline (through the middle of the site) | |
| Roe Green (GI5/5) | 3.4 | Worsley | <ul style="list-style-type: none"> ▪ Policy HE1/12 Heritage Protection – Conservation Area, Roe Green / Beesley Green (whole site) ▪ Policy GI4 West Salford Greenway (whole site) ▪ Policy R3 Protection of recreation land and facilities (whole site) | |
| Land at Beesley Green and Kempnough Brook (GI5/6) | 27.0 | Worsley | <ul style="list-style-type: none"> ▪ Policy HE1/12 Heritage Protection – Conservation Area, Roe Green / Beesley Green (part of the site) ▪ Policy GI4 West Salford Greenway (whole site) ▪ Policy BG2/6 Development and Biodiversity – Local Nature Reserve, Worsley Woods (part of the site) ▪ Policy BG2/41 Development and Biodiversity – Site of biological importance, Worsley Woods (part of the site) ▪ Policy R3 Protection of recreation land and facilities (whole site) | Definitive public rights of way – Worsley 157 (whole), 158 (part), 159 (part) and 160 (small part) |

| Site / SLP:DMP policy ref | Site Area (hectares) | Ward | Protection from other SLP:DMP policies and/or designations | Other Protection (not SLP:DMP) |
|---|----------------------|---------|--|---|
| Worsley Woods, Old Warke Dam and Aviary Field (GI5/7) | 32.0 | Worsley | <ul style="list-style-type: none"> ▪ Policy GB1 Green Belt (Wardley Wood area of Worsley Woods only) ▪ Policy HE1/16 Heritage Protection – Conservation Area, Worsley Village (part of the site) ▪ Policy HE1/17 Heritage Protection – Scheduled Ancient Monument, The Delph (within the site) ▪ Policy HE6/1 Canals – The Bridgewater Canal (within the site at the Delph only) ▪ Policy GI4 West Salford Greenway (whole site) ▪ Policy BG2/6 Development and Biodiversity – Local Nature Reserve, Worsley Woods (majority of the site) ▪ Policy BG2/41 Development and Biodiversity – Site of biological importance, Worsley Woods (majority of the site) ▪ Policy R3 Protection of recreation land and facilities (part of site) | Definitive public rights of way – Worsley 54 (whole), 67 (whole), 160 (majority), 161 (whole) and 162 (whole) |
| Broadoak South (GI5/8) | 27.0 | Worsley | <ul style="list-style-type: none"> ▪ Policy GI4 West Salford Greenway (whole site) ▪ Policy R3 Protection of recreation land and facilities (public rights of way only) | Definitive public rights of way – Worsley 24 (small part), 51 (whole), 70 (majority), 71 (whole), 74 (whole), and 163 (whole) |
| Duke's Drive (GI5/9) | 10.1 | Worsley | <ul style="list-style-type: none"> ▪ Policy GI4 West Salford Greenway (whole site) ▪ Policy R3 Protection of recreation land and facilities (whole site) | Definitive public right of way – Worsley 24 (majority) |
| Worsley Green (GI5/10) | 1.8 | Worsley | <ul style="list-style-type: none"> ▪ Policy HE1/16 Heritage Protection – Conservation Area, Worsley Village (whole site) | Village Green designation (legal status) |

| Site / SLP:DMP policy ref | Site Area (hectares) | Ward | Protection from other SLP:DMP policies and/or designations | Other Protection (not SLP:DMP) |
|---------------------------|----------------------|------|--|--------------------------------|
| | | | <ul style="list-style-type: none"> <li data-bbox="862 272 1509 339">▪ Policy R3 Protection of recreation land and facilities (whole site) | |