

CORE STRATEGY ISSUES AND OPTIONS BACKGROUND REPORT

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1. INTRODUCTION, SPATIAL VISION AND STRATEGIC OBJECTIVES

Overview

- 1.1 The purpose of this Background Report is to set out the main evidence and reasoning behind the contents of the Core Strategy Issues and Options Report and the four strategic options that it includes. It should be noted that this Background Report is intended as a relatively brief explanation of the options, and not as a detailed proof of evidence or a definitive interpretation of the background information that is currently available. Further information and evidence may therefore be presented later in the process.
- 1.2 Given the amount of information that has been utilised, the emphasis is on cross-referencing sources rather than repeating all of that evidence here. In particular, regard should be had to the city council's Local Development Framework Annual Monitoring Report¹, published in December 2007, which provides a significant amount of information on a broad range of issues. Regard should also be had to the Core Strategy Sustainability Appraisal report², which includes a detailed analysis of other plans, policies and programmes, as well as some baseline statistics.
- 1.3 A number of important studies are currently being produced, and future stages in the Core Strategy production process will need to have regard to them. These include:
 - Salford Employment Land Review
 - Salford Retails Needs Assessment
 - Update of the Salford Strategic Housing Land Availability Assessment
 - Manchester Independent Economic Review
 - Phase 2 of the Greater Manchester Strategic Flood Risk Assessment
 - Greater Manchester Renewables Study
- 1.4 In addition, the narrowing down of the Core Strategy options at the next stage will enable more detailed work to be undertaken on some issues, particularly in terms of the infrastructure requirements of the scale and distribution of development proposed.
- 1.5 A number of references are made to planning applications that have been submitted to the city council but are not yet determined. These are included as context, and in no way indicate that the city council has come to a conclusion on the merits of those applications.

¹ <http://www.salford.gov.uk/planning-annual-monitoring-report.htm>

² <http://www.salford.gov.uk/core-strategy.htm>

Spatial Vision

- 1.6 The second sentence of the first paragraph of the proposed Spatial Vision for the Core Strategy is taken directly from the vision in Salford's Community Plan. This helps to ensure that the Core Strategy is closely related to the Community Plan Making the Vision Real 2006-2016 (which will be replaced by the Sustainable Community Strategy), in accordance with Government guidance in PPS12.
- 1.7 The rest of the Spatial Vision is informed by a wide variety of existing plans and strategies, including Salford's Local Area Agreement, the Central Salford Vision and Regeneration Framework, the Salford West Strategic Regeneration Framework and Action Plan, the Regional Spatial Strategy (RSS), national planning policies, and the city council's supplementary planning documents and planning guidance. It also takes account of existing planning permissions and emerging proposals, as well as an analysis of the issues affecting the city (see for example the Spatial Portrait in the Issues and Options Report, and Salford's LDF Annual Monitoring Report). In addition, it seeks to be aspirational, maximising the potential of the city and its communities.

Strategic Objectives

- 1.8 The sustainability appraisal objectives are considered to provide a comprehensive set of objectives against which the Core Strategy can be assessed. This is already taking place as can be seen in the Sustainability Appraisal report.
- 1.9 It is not considered appropriate to duplicate this type of sustainability objective in the Core Strategy, as they are very broad and are not Salford-specific. In order to ensure that the Core Strategy is a truly spatial, locally-specific plan that can be easily monitored, in accordance with PPS12, the Strategic Objectives identified within it instead focus on some of the key actions/outcomes required to deliver the Spatial Vision. They are not intended to be completely comprehensive, as that would result either in a very large number of objectives or ones that were less locally-specific. Instead, they need to be read in conjunction with the Spatial Vision to gain a full view of what the Core Strategy is seeking to achieve.
- 1.10 Each of the Strategic Objectives is discussed below.
- i) To secure a net increase of 38,600 dwellings over the period 2007-2027*
- 1.11 The reasoning behind the target of 38,600 dwellings is set out in detail in Chapter 4 of this report. In summary, it is based on the RSS figure for Salford of 1,600 dwellings per annum, but is increased to reflect the

New Growth Point status for Greater Manchester (which was bid for by the Association of Greater Manchester Authorities), the higher revised 2004-based household projections, the underprovision relative to the RSS figure in the first four years of the RSS period (2003-2007), and an allowance for vacancies, second homes, etc.

ii) To ensure that an average of at least 90% of new dwellings are located on previously-developed land, or result in no net loss of greenfield land

1.12 Table 7.1 of the RSS (p.66) sets an “indicative target proportion of housing provision to use brownfield land & buildings” for Salford of “at least 90%”. Manchester and Liverpool are the only other local authority areas with a target this high, with the next highest being 80%. The regional target is identified as 70%.

1.13 It is considered appropriate to carry this forward into the Core Strategy. However, an important clarification is required to reflect the fact that some schemes will need to move around existing land uses in order to achieve the most successful outcomes. This could include building on greenfield land and providing replacement open space elsewhere in the local area. In these circumstances, dwellings constructed on greenfield land that was replaced within the local area would count towards the 90%, because they would effectively be having the same impact as if the development was on previously-developed land but potentially with a better planning outcome overall.

1.14 For the purposes of the similar BV106 and for RSS monitoring such dwellings would not count towards the previously-developed land target. BV106 is not being carried forward into the new national set of indicators, but it will probably still be necessary to report on it through the statutory Local Development Framework Annual Monitoring Report.

iii) To secure at least 4,000 new affordable homes by 2027

1.15 This would equate to 200 new affordable homes per annum. This is considered to provide a minimum target having regard to the likely availability of grant funding and the ability of private sector development to provide affordable housing via section 106 agreements (planning obligations). It also reflects the large number of dwellings that have extant planning permission in the city (17,250 dwellings as of 1 April 2008), the large majority of which would not provide any affordable housing.

1.16 However, given the scale of housing need identified in the city, it could be argued that a higher target should be included. This would also reflect the recently approved Local Area Agreement target which starts off at 200 dwellings per annum this year but increases to 250 next year and then 300 in the following year (NI155). A higher target may also be appropriate if Options 2, 3 and 4 are taken forward, given that they seek to increase the proportion of dwellings that are affordable compared to the current policy approach.

- 1.17 Therefore, this objective could potentially be amended as the Core Strategy process continues, but 4,000 dwellings is considered to provide an indicative baseline target at the present time. It should be noted that the objective refers to 'new' dwellings rather than 'additional' dwellings, and therefore the replacement of existing affordable homes would count towards the total.
- iv) *To increase the supply of new family-oriented dwellings over the period 2007-2027 to significantly above the current 14% of residential planning permissions (to at least 24%)*
- 1.18 The 14% figure relates to the position at the end of March 2007, and includes 3 bedroom apartments as well as houses. This objective reflects concerns discussed in Chapter 4 of this report that the supply of new dwellings is being unduly dominated by apartments, and that the supply of family-oriented dwellings, particularly houses with gardens, needs to be increased.
- 1.19 The minimum target of 24% reflects what could be achieved under Option 1, which has the lowest number of new houses. The target would be increased if one of the other options were taken forward, to reflect a more ambitious approach.
- v) *To enable the co-ordinated delivery of regeneration and housing renewal, particularly within Ordsall, Pendleton/Langworthy, Broughton, Charlestown/Lower Kersal, Salford Central/Chapel Street, Little Hulton, and the Liverpool Road corridor in Eccles*
- 1.20 This objective reflects the main regeneration and housing improvement areas within the 'Areas of Major Change' section of the Issues and Options Report, as discussed in Chapter 3 of this report below. Unlike most of the other Strategic Objectives, there is no quantitative target included within this objective. However, given the importance of these regeneration/housing proposals to delivering key elements of the Spatial Vision, and in terms of their prioritisation under Policy RDF1 of the RSS, it is considered appropriate to highlight them within one of the objectives.
- vi) *To commence schemes in the Regional Centre by 2027 that will ultimately deliver at least 750,000m² of new employment floorspace*
- 1.21 As is explained in Chapter 5 of this report, the regionally and sub-regionally significant sites identified in the Issues and Options Report, together with other locations within the Regional Centre, have enormous potential for office development over the next few decades. This will need to be fully exploited if the economic growth ambitions set out in the Spatial Vision are to be delivered.
- 1.22 It is estimated that schemes capable of delivering at least 750,000m² of office floorspace could commence during the Core Strategy period, consisting approximately of the following, although it is unlikely that they would all be completed by 2027
- Exchange Greengate 100,000m²

- Salford Central 300,000m²
- Crescent 50,000m²
- Liverpool Street 20,000m²
- Ordsall Riverside 100,000m²
- Salford Quays 200,000m²

- vii) *To establish an internationally successful 'MediaCityUK' focused around Salford Quays and land south of Eccles New Road by 2027*
- 1.23 MediaCityUK is a key part of the Spatial Vision set out in the Issues and Options Report, and is central both to the overall regional economic growth agenda and to transforming the image of the city. Delivery of this proposal is therefore considered to be an important objective in its own right, and it is identified as such accordingly. The spatial aspect of the objective reflects the existing planning permissions and the planning guidance adopted by the city council³.
- viii) *To secure the development of the Barton Strategic Regional Site for primarily employment-generating uses by 2027*
- 1.24 This objective is similar to the previous one, with it being a proposal of strategic importance not just to Salford but also to the wider region, as is reflected in its regional designation. Therefore, as with MediaCityUK, its delivery is a key objective in itself.
- ix) *To improve journey times on the M60 and M62 motorways within Salford by 2027*
- 1.25 The connectivity of the city and the particular opportunities presented by the motorway network are highlighted in the Spatial Portrait of the city. The Spatial Vision also emphasises the need to take advantage of the excellent connections, including its position as a key node within the North West European Trade Axis, of which the M60/M62 motorways are a key part.
- 1.26 Consequently, improving journey times on those motorways can be seen to be important for delivering the Spatial Vision, both in terms of its economic development and social inclusion aspirations. This is also of importance at broader geographical levels in terms of delivering the Manchester City Region Development Programme, the RSS, and the Northern Way Growth Strategy. It may be possible to provide a more specific quantified target as work on the Core Strategy progresses.
- x) *To significantly increase by 2027 the proportion of Salford residents living within 30 minutes travel time by public transport and/or walking of the following key employment/retail/education destinations: a district centre; Manchester/Salford City Centre; Salford Quays; the University of Salford; the Trafford Centre; and Trafford Park*
- 1.27 Some of the key challenges identified in the Spatial Portrait include reducing worklessness and improving access to high quality facilities.

³ "Salford City Council & Trafford Metropolitan Borough Council Planning Guidance: mediacity:uk & Quays Point" - Salford City Council and Trafford MBC (January 2007)

The Spatial Vision refers to the city having a strong level of internal integration with excellent connections throughout, as well as improved links to key areas outside the city. This objective pulls this together under a single cross-cutting target, which relates to issues of economic and social inclusion, as well as reducing climate change emissions.

- xi) To significantly increase the amount of freight being moved via the Manchester Ship Canal by 2027*
- 1.28 This is another cross-cutting objective that supports both economic growth ambitions in terms of exploiting one of the city's key infrastructure assets as well as efforts to reduce the carbon footprint of Salford and the UK more generally. As with many of the other Strategic Objectives, this also supports proposals at the sub-regional and regional levels, such as in Policy RT6 of the RSS. It may be possible to include a more specific quantitative target within the objective as the Core Strategy process progresses, although this would need to take into account environmental as well as economic/transport considerations.
- xii) To deliver the additional electricity, water, drainage and waste water treatment infrastructure required to support the scale of development proposed in the Core Strategy up to 2027*
- 1.29 The Core Strategy and the Regional Spatial Strategy both propose a very large amount of development in Salford, and it is essential that there is sufficient utilities infrastructure to support that development. This reflects the guidance in PPS12, which places a strong emphasis on infrastructure provision. At this stage it is considered that a relatively broad objective is most appropriate, but once a preferred option has been chosen it may be possible to provide a more detailed target-based objective, particularly following discussions with the infrastructure providers.
- xiii) To secure the coordinated, comprehensive improvement of Eccles Town Centre, Pendleton Town Centre, Swinton Town Centre and Walkden Town Centre by 2027*
- 1.30 The Spatial Portrait identifies the challenge of ensuring that neighbourhoods have good access to local facilities, and this is a key aspect of the neighbourhoods of choice referred to in the Spatial Vision, with all four centres being specifically referred to. Given this central role in delivering the vision, it is considered appropriate for this to be highlighted in a separate Strategic Objective, which will help to emphasise the importance of developing proposals for this through the rest of the Core Strategy and other plans and strategies.
- 1.31 There is potentially some uncertainty about how the success or otherwise of that 'coordinated, comprehensive improvement' should be defined, as the objective is relatively broad. However, this could be measured for example through the vitality and viability assessments carried out for the main centres. A Retail Needs Assessment is currently being produced for Salford, which will give an indication of the

additional retailing required in each part of the city, and delivering a significant proportion of that retail development in the four centres could also therefore be a measure of success.

- xiv) *To secure major improvements in the quality of primary and secondary school accommodation, and further and higher education facilities, within the city by 2027*
- 1.32 The Spatial Portrait highlights the importance of improving the city's average skill levels and access to employment opportunities, and this is reflected in the opening paragraph of the Spatial Vision as taken from the Community Plan. It is considered inappropriate to try to quantify this objective, as this would be relatively arbitrary and difficult to foresee (e.g. x new schools, x schools improved on existing sites), and consequently the emphasis is on a broad commitment to securing major improvements in facilities.
- xv) *To secure major improvements in the quality of primary health care accommodation, and facilities at Salford Royal Hospital NHS Foundation Trust, by 2027*
- 1.33 This objective is very similar to the previous one relating to education facilities, and reflects the need to improve health facilities within the city to support better health.
- xvi) *To deliver a wide range of recreation opportunities within Irwell City Park (extending into Manchester and Trafford), Croal-Irwell Regional Park (extending into Bolton and Bury), Greenheart Regional Park (extending into Wigan), and the Bridgewater Canal Corridor (extending into Trafford and Wigan) by 2027*
- 1.34 The role of the city's countryside in providing recreation opportunities is highlighted in the Spatial Vision, and there is specific reference to maximising the recreational benefits of the River Irwell for those visiting, living and working in the area. The provision of an integrated network of multi-functional open spaces offering a range of recreational opportunities is also mentioned. This objective includes some of the key projects that would need to be delivered, as recognised in other important strategies (such as the RSS in the case of the Regional Parks), in order to support the achievement of those elements of the Spatial Vision.
- xvii) *To deliver a high quality environment that is attractive, characterful, functional, safe, and accessible to all*
- 1.35 High quality design and an attractive environment are highlighted as essential outcomes in the Spatial Vision, and such issues are important to all parts of the city. At this stage the objective is drawn relatively broadly, but depending on which of the strategic options is taken forward it may be possible to provide a more easily quantifiable target within the objective, for example relating to performance against the Building for Life questions (see Chapter 9 of this report).

- xviii) *To commence by 2027 schemes for the managed restoration of at least 300 hectares of degraded lowland raised bog*
- 1.36 The mosslands are identified as the city's most important biodiversity resource in the Spatial Portrait, and the provision of a major area of degraded lowland raised bog undergoing restoration at the heart of Chat Moss is specifically identified in the Spatial Vision. This is noted as being of importance as a carbon sink as well as a nature conservation resource.
- 1.37 The options considered later on in this report refer to a Mossland Heartland within which the managed restoration of degraded lowland raised bog would be focused. Ideally, all of that heartland would be subject to restoration (with its extent identified as either around 550 hectares under Options 1 and 3 or 900 hectares under Options 2 and 4), but it may be unrealistic to restore some of the land that has been in long-term agricultural use.
- 1.38 Restoration to lowland raised bog habitat is a long-term project, and therefore the objective relates to commencing rather than completing restoration schemes. Given the existing and previous activities across the Heartland, it is considered that securing restoration schemes on around 300 hectares reflects an ambitious but realistic target.
- xix) *To halve the number of dwellings that would suffer significant damage in a 1 in 100 year flood event by 2027*
- 1.39 Chapter 14 of this report explains that approximately 10,200 dwellings in Salford are subject to river flooding. The number at risk of sewer flooding has still to be quantified, and the availability of published evidence is likely to make this very difficult. The emphasis in the Spatial Vision is on the coordinated management of the River Irwell basin to help minimise the risk of flooding in Salford, and therefore achievement of this objective would to some extent be dependent on actions outside the city.
- 1.40 The objective specifically relates to dwellings that would suffer significant damage in a major flood event, rather than the number of dwellings in the flood risk area. This reflects the large number of dwellings already in that flood risk area, and the fact that it could only be decreased significantly if there were effectively to be the abandonment of some areas. The Spatial Vision instead emphasises the importance of regeneration in these areas, and therefore the mechanism for reducing dwellings at risk would be redevelopment where the new dwellings are 'flood proofed' due to careful design and raised floor levels. As a result, the number of dwellings in the flood risk area could increase, but the number at risk of significant damage would decrease, and it is important that the wording of the objective reflects this approach.
- xx) *To avoid any net loss in the total area of Green Belt in Salford over the period 2007-2027*

- 1.41 The importance of maintaining the openness of the countryside and finding active uses for it is highlighted at the end of the Spatial Vision. RSS Policy RDF4 states that any strategic change to the Green Belt should be considered through a review of the RSS, and any local changes should “meet the Government’s commitment to maintaining or increasing the amount of Green Belt in every UK region” (RSS paragraph 5.25). The most effective way of achieving this is to ensure that there is no net loss of Green Belt in Salford, to avoid relying on an increase in Green Belt elsewhere in the region in order to offset any proposed losses. However, as is discussed below, Option 4 would not meet this objective as it would result in a relatively small net loss of Green Belt.
- xxi) To secure total renewable energy generating capacity within Salford of 20 megawatts by 2027*
- 1.42 The emphasis in the Spatial Vision on reducing the city’s carbon footprint and delivering a low carbon economy and zero carbon development means that it will be important to include a target in the Core Strategy related to renewable energy generating capacity.
- 1.43 Table 9.7c of the RSS sets out the sub-regional targets for total renewable generating capacity by 2020. The figure for Greater Manchester is 179.4 MW excluding energy from waste, or 288.4 MW including it. Work has been commissioned at the Greater Manchester level to identify the renewables potential for different parts of the sub-region, and this will enable a more precise target to be developed for the city. However, having regard to the sub-regional targets for 2020 in the RSS, the potential for wind power in parts of the city, the potential for the incorporation of renewables in the large scale of development proposed in the city, and excluding energy from waste, a broad target of 20 MW renewable energy generating capacity by 2027 is considered to provide a reasonable indication of what could be achievable.
- xxii) To reduce per capita carbon dioxide emissions in Salford by 30% over the period 2005-2027*
- 1.44 This objective also reflects the aforementioned emphasis in the Spatial Vision on reducing the city’s carbon footprint. Given the scale of development proposed in the city it is considered that measuring per capita emissions rather than total emissions would be the most appropriate method of indicating the scale of what has been achieved, as development in Salford will be helping to reduce emissions elsewhere and overall by reducing the need to travel.
- 1.45 The national targets in the Climate Change Bill are a 26-32% reduction on 1990 levels by 2020, and at least a 60% reduction by 2050 (with this latter target potentially increasing to 80%). A 6.4% reduction was achieved nationally over the period 1990-2005, meaning that there would need to be a 21% reduction on 2005 levels to achieve a 26% reduction over the period 1990-2020, and a 27% reduction on 2005 levels to achieve a 32% reduction over the period 1990-2020. The

increase in the target over the period 2020 to 2050 equates to roughly 1% per year, which if added to the 2020 target in order to identify a target for 2027 (the end date of the Core Strategy) would give a figure of 33-39% reduction from 1990 levels. This would equate to a reduction of 28%-35% reduction from 2005 levels, which is the closest to the Core Strategy period that can be identified. Therefore, if the Salford target was to match the national picture, then something around 30% would seem appropriate.

2. OVERARCHING SPATIAL STRATEGY

Policy Background

- 2.1 RSS Policy RDF1 sets out the spatial priorities for the North West region, which can be summarised as follows:
- The first priority for growth and development should be the Regional Centres of the Manchester and Liverpool city regions
 - The second priority should be the inner areas surrounding these Regional Centres, with particular emphasis on areas in need of regeneration and Housing Market Renewal Areas
 - The third priority should be 23 named towns/cities, and larger suburban centres within the three city regions
 - The fourth priority should be the towns and cities outside the city regions
- 2.2 RSS paragraph 10.6 broadly defines the Regional Centre and the surrounding inner area, but makes it clear that it is for individual Local Development Frameworks to set out detailed boundary definitions.

Providing a local definition of the Regional Centre

Current approach and RSS

- 2.3 The Regional Centre is identified in Salford's UDP as incorporating "the Central Salford areas of Salford Quays, Chapel Street, the University of Salford, and the Ordsall Lane Riverside Corridor" (paragraph 3.8). Except for the University of Salford, these areas are also defined as mixed-use areas in UDP Policy MX1.
- 2.4 RSS paragraph 10.6 broadly defines the Regional Centre of the Manchester City Region as comprising "Manchester City Centre and Central Park to the East, the higher Education Precinct and Central Manchester Hospitals to the south, and Salford University, Salford Quays, Trafford Wharfside, and Pomona Docks to the West".
- 2.5 RSS Policy MCR2 identifies the Regional Centre's role as being "the primary economic driver, providing the main focus for business, retail, leisure, cultural and tourism development in the City Region", and therefore its boundaries should reflect that role. The policy also places some controls on residential development, with the emphasis on mixed-use developments rather than single-use residential neighbourhoods. The latter would therefore perhaps not be appropriate for inclusion within the definition of the Regional Centre in the Core Strategy.
- 2.6 There would not appear to be any reason to remove any of the areas currently identified in the UDP from the definition of the Regional

Centre. They are consistent with the broad definition in the RSS, and the UDP's mixed-use policy approach towards them supports the approach taken in RSS Policy MCR2.

Proposed definition by Manchester and Trafford

- 2.7 Manchester City Council published a Core Strategy Issues and Options Consultation document in December 2007. It states that: "As the development of the Core Strategy progresses the precise boundary of these areas [i.e. the Regional Centre and the surrounding Inner Areas] will become clearer along side the policy intentions for each" (paragraph 2.6). The Regional Centre is shown diagrammatically in Map 1 on p.5 of the consultation document, and this would appear to broadly accord with the definition in the RSS. The boundary close to Salford follows the line of the Inner Relief Road, and therefore is consistent with the current UDP definition of the adjoining section within Salford, with the Inner Relief Road forming a logical boundary for this northern part of the Regional Centre.
- 2.8 Trafford MBC published its Core Strategy Preferred Options in July 2008. The Regional Centre is identified on a map base in Figure 2 on p.11 of the consultation document, and incorporates Pomona opposite Ordsall Waterfront, and the Trafford Wharfside area opposite Salford Quays. The proposed Regional Centre boundary in Trafford therefore aligns well with the existing boundary in Salford's UDP.

Potential extensions to the existing Salford Regional Centre boundary

- 2.9 There are four areas of varying sizes that could potentially be included in addition to the existing UDP definition of the Regional Centre, as follows:
- i) *Springfield Lane*
- 2.10 The area around Springfield Lane is the subject of ongoing developer interest. There are various permissions covering parts of the site, primarily for residential development but with some limited commercial uses and a hotel. Although there is some element of mixed-use development, the predominantly residential nature of the existing proposals, the residential surroundings, and the separation from the existing Regional Centre by the Inner Relief Road (matching the approach immediately to the east in neighbouring Manchester) suggest that it may not be appropriate to include this area within the definition of the Regional Centre in the Core Strategy at the current time, but rather view it as an edge of Regional Centre development, though that in no way underplays its potential importance to the city.
- ii) *The University of Salford's Centenary Building and adjacent development (bounded by Peru Street, Adelphi Street, Cannon Street, and North George Street)*
- 2.11 Although the university is identified as being within the Regional Centre, this part of its Adelphi campus is excluded on the Spatial Framework diagram on the UDP Proposals Map. Given its function and

scale, it would therefore seem appropriate to include it within the definition of the Regional Centre, even though there is potential for the University's arts and media campus to be moved from there to Salford Quays/MediaCityUK.

iii) Liverpool Street/Regent Road

2.12 The area around Liverpool Street east of the railway line that runs from Liverpool Road in Manchester to Salford Crescent is included within the definition of the Regional Centre in the UDP. In the longer term, the commercial area to the west, bounded by Regent Road to the south, Albion Way to the west and the aforementioned railway line to the north and east would appear likely to be subject to major redevelopment pressures, and is identified in the UDP as being part of the Arc of Opportunity that can act as a focus for knowledge-based uses (Policy E3). Including it within the definition of the Regional Centre would give a clear indication that such redevelopment would be acceptable, whilst providing an indication of the general form that it should take. The rest of the Arc of Opportunity in Salford falls within the current definition of the Regional Centre. Excluding this area from the Regional Centre would suggest that it should be retained as a mixed employment area, unless policies elsewhere within the Core Strategy specify otherwise.

2.13 An alternative approach would be to identify it as an area where the Regional Centre will expand in the long term, but to phase any redevelopment in a way that prioritises locations within the existing Regional Centre boundary in order to ensure that the core of the Regional Centre is not compromised by the outwards expansion of the Regional Centre. This would ensure that the heart of the Regional Centre continues to strengthen, whilst allowing it to expand in the longer term to support the key role it has in driving forward the North's economy.

2.14 In either case, the improvement of walking, cycling and public transport connections would be necessary to ensure that the area's accessibility matched the rest of the Regional Centre.

iv) Land north of Broadway

2.15 Broadway currently marks the northern boundary of Salford Quays and the Regional Centre more generally. One option would be to consider the northward expansion of Salford Quays and its mixed-use development approach, and therefore the expansion of the Regional Centre, to include some of the land to the north of Broadway along South Langworthy Road. The redevelopment for apartments of the former travelling showpeople's site on the north side of Broadway could be seen as the first stage of this. This could help to connect together existing residential areas, and contribute to a more attractive and walkable environment along South Langworthy Road.

2.16 However, the area to the north of Broadway is central to the MediaCityUK proposals, although the exact form of development is not

yet identified. It may therefore be more appropriate to place the focus on media-related employment development (and linked facilities such as educational establishments), rather than promote mixed-use development that may lead to a high level of residential development, particularly whilst there is still very considerable potential for housing across the existing Regional Centre and possibly also in the potential extension along Liverpool Street/Regent Road (see above). It should be possible to improve the environment along South Langworthy Road through employment development and public realm investments, without necessitating housing development.

Conclusion on boundary definition

- 2.17 The existing UDP definition of the Regional Centre is considered to be a good starting point for the Core Strategy definition, and there is no justification for excluding any areas currently identified as being within the Regional Centre. The small area of university land bounded by Peru Street, Adelphi Street, Cannon Street, and North George Street is considered appropriate for inclusion within the Regional Centre, and this is proposed in all four strategic options. However, it is not considered appropriate at this time to include either Springfield Lane or land north of Broadway within the definition of the Regional Centre, although it is possible that this situation could evolve. The situation with Springfield Lane could potentially change if the boundary for the Regional Centre within the adjacent part of Manchester were proposed for expansion, as this could change the function and context of this part of Salford.
- 2.18 On balance, there is merit in identifying the potential for the Regional Centre to expand westwards along Liverpool Street and the north side of Regent Road, as far as Albion Way, but this would need to take place in a managed way, coordinated and phased with development elsewhere in the Regional Centre. As a result, it is proposed in Options 2 and 3.

Policy approach

- 2.19 The proposed policy approach within all four strategic options of the Core Strategy is that there should be very high levels of development in the Regional Centre with a strong emphasis on economic activity. The scale of development can be seen to be consistent with the spatial priority set out in RSS Policy RDF1. The focus on economic activity supports the approach in RSS Policy MCR2, with paragraph 10.7 stating that the Regional Centre “will continue to be the primary economic driver in the North West” and highlighting the importance of growing the economy. It also supports other key documents such as the Manchester City Region Development Programme, which identifies the Regional Centre as being central to delivering productivity and employment growth in the city region (CRDP 2006, p.43).

Providing a local definition of the Inner Area

Current approach and the RSS

2.20 The Inner Area surrounding the Regional Centre is not currently officially defined in any city council document. However, the UDP does identify 'Central Salford' as having significant problems of deprivation and being the major focus for regeneration and investment within the city (paragraphs 3.4-3.5).

RSS

2.21 RSS paragraph 10.6 broadly defines the surrounding Inner Area of the Manchester City Region as comprising "North Manchester, East Manchester and Central Manchester regeneration areas, Trafford Park, North Trafford and Central Salford" (ibid).

2.22 Policy MCR1 of the RSS identifies the location of development within the Inner Areas as helping to reduce sub-regional disparities, and paragraph 10.9 refers to it helping to "boost overall economic growth in the City Region, reduce local inequalities (such as worklessness) and deprivation and provide a clear alternative to further decentralisation and the unsustainable commuting patterns associated with it". Paragraph 10.8 refers to the high priority given to the regeneration of the Inner Areas reflecting initiatives such as the Housing Market Renewal Pathfinder, and the two Urban Regeneration Companies (Central Salford and New East Manchester).

2.23 Therefore, any definition of the Inner Areas should be based on the following factors:

- The existence of major regeneration initiatives
- The existence of major concentrations of deprivation
- Proximity to the Regional Centre
- Consistency with the definition of the Inner Areas in adjoining local authorities (i.e. Manchester and Trafford)

Focus of deprivation and regeneration

2.24 The Central Salford area within the city is covered by an Urban Regeneration Company, and the majority of that area lies within the Manchester Salford Housing Market Renewal Pathfinder. It also forms part of the major concentration of deprivation at the heart of the conurbation. As a minimum, therefore, particularly given the broad definition in the RSS, Salford's part of the Inner Area surrounding the Regional Centre would need to include the whole of Central Salford (excluding that part within the Regional Centre).

2.25 There are also significant concentrations of deprivation in other parts of the city, for example in Little Hulton and parts of Eccles. The former is a significant distance from the Regional Centre and does not form part of the "ring" of very high levels of deprivation immediately around the Regional Centre. This would indicate that it would not be appropriate for inclusion within the Inner Area definition, although this is not to underplay its regeneration needs. The Eccles area is discussed below.

Proposed definition by Manchester and Trafford

- 2.26 As noted above, Manchester's Core Strategy Issues and Options Consultation document states that the definition of the Regional Centre and surrounding Inner Area will become clearer as the Core Strategy process continues. Map 1 (p.5) of the consultation document identifies the Inner Area diagrammatically, and the northern boundary of this broadly matches the northern edge of Central Salford. Therefore, the use of the Central Salford boundary in this location as the outer edge of the Inner Area would be consistent with the emerging approach in Manchester.
- 2.27 The proposed approach in Trafford is identified in Figure 2 (p.16) of their Core Strategy Preferred Options document. The western edge of this boundary in Trafford closest to Salford follows the Bridgewater Canal. This is approximately 1.5km further west than the western edge of Central Salford as it meets the Salford/Trafford boundary. The area immediately to the west of Central Salford, and immediately to the north of the proposed inner area within Trafford, is part of the Barton ward. The Index of Deprivation 2007 indicates that the level of deprivation in Barton to the east of the Bridgewater Canal is as significant as within large parts of Central Salford, and is much greater than in the adjoining part of Trafford proposed for inclusion within the defined Inner Area. Given the scale of deprivation, the fact that it is contiguous with Central Salford, emerging proposals in the Salford West Regeneration Framework, and the potentially greater consistency with the proposed Inner Area boundary within Trafford, there is a strong argument for including part of the Barton ward east of the Bridgewater Canal within the Inner Area definition.
- 2.28 Parts of the Eccles ward to the north also have some deprivation issues, but not of the same scale and concentration. The remaining parts of the Barton ward west of the Bridgewater Canal are within the 30% most deprived areas nationally, but again this is of a lower level than the eastern part of the Barton ward and the Central Salford area. Parts of Winton and Irlam to the west have significant pockets of high deprivation, but these are less concentrated than within Central Salford and east Barton, and not immediately contiguous.
- 2.29 It also needs to be recognised that the larger the Inner Areas are, the less useful they are as a policy tool in terms of identifying where the focus for investment should be, and therefore a relatively tight boundary would be preferable.
- 2.30 If the eastern part of the Barton ward were to be included in the definition of the Inner Area, then the next issue is how far north this should extend. As noted above, the scale and concentration of deprivation reduces as one moves northwards into the Eccles ward. The clearest and most logical definitions of the northern boundary of the Inner Area in this location would therefore appear to be either the

Manchester-Liverpool railway line, or the M602 motorway, the only difference between the two being that the latter would incorporate the Nasmyth and Lyntown industrial areas.

Conclusion on boundary definition

2.31 It is considered that three options emerge from the above analysis for the definition of the Inner Area within Salford:

- Option 1 = that part of Central Salford outside the Regional Centre
- Option 2 = that part of Central Salford outside the Regional Centre, together with that part of the Barton ward to the east of the Bridgewater Canal and south of the Manchester-Liverpool railway line
- Option 3 = that part of Central Salford outside the Regional Centre, together with that part of the Barton ward to the east of the Bridgewater Canal and south of the M602 motorway

2.32 These have been incorporated in the respective strategic options accordingly, with the fourth strategic option replicating Option 3. This does not downplay the need to secure investment in locations outside the Inner Area, particularly those that have regeneration needs and problems of deprivation, but it reflects the need to ensure that the concept of the 'Inner Area' remains a useful and targeted policy tool.

Policy approach

2.33 The proposed policy approach within all four strategic options of the Core Strategy is that there should be high levels of development in the Inner Area, with a strong emphasis on residential development, local employment and building sustainable communities. The scale of development can be seen to be consistent with the spatial priority set out in RSS Policy RDF1, with high levels reflecting the fact that the area is identified as the second highest priority in the region, but those levels still being lower than in Salford's share of the Regional Centre, which is identified as the highest regional priority. The emphasis on housing development/improvement, together with local employment opportunities and the development of sustainable communities reflects the approach in RSS Policy MCR2.

Policy approach in the rest of the city

2.34 The third priority for growth and development in Policy RDF1 are 23 towns and cities in the three city regions. However, the policy also states that: "Development in larger suburban centres within the city regions would be compatible with this policy provided the development is of an appropriate scale and at points where transport networks connect and where public transport accessibility is good".

2.35 The suburban centres of Eccles, Swinton and Walkden are therefore considered to fall within this third priority, with each of the centres

having a train station and good bus services, and with Eccles also having Metrolink.

- 2.36 Areas away from these suburban centres would fall outside the priorities for growth and development. However, they would still fall within the Northern Part of the Manchester City Region, as defined in RSS Policy MCR5 (paragraph 10.16). Paragraph 10.18 of the RSS highlights the need for significant investment in the northern parts of the city region in order to address sub-regional disparities. It states that: “Considerable amounts of economic and residential development will be encouraged, but not at the expense of the regional centre and inner areas, which attract the highest priority. It will be important to ensure that residential development in the north is matched by economic development to avoid any dramatic rise in the need to travel to work”.
- 2.37 This approach is generally reflected in the emerging options for Salford’s Core Strategy, although Option 4 does begin to depart from it to some extent in terms of the scale of development outside the Regional Centre, Inner Area and the other main suburban centres. Options 1, 2 and 3 envisage moderate levels of development that help to support regeneration, economic transformation and housing improvement, with a particular focus on the district centres. In addition, Option 3 indicates slightly higher levels of development, although still significantly below the scale of development and growth in the Regional Centre and surrounding Inner Area, including some strategic employment provision on greenfield sites. This reflects an approach that seeks to increase the number of houses coming forward in the city, which is discussed in more detail below, whilst also providing strategic economic development opportunities that seek to “secure improvements which enable the [Northern parts of the Manchester City Region] to compete more effectively for economic investment now and in the future”, as required under RSS Policy MCR5.
- 2.38 Option 4 envisages an even greater scale of residential development in Salford West, accounting for more than 30% of the city’s total. It remains below the level proposed both in the Regional Centre and in the rest of Central Salford, but only slightly. The provision of the extra dwellings in Salford West compared to the other three options would involve relatively significant levels of greenfield development. When coupled with employment proposals, the overall scale of development proposed in Salford West under Option 4 would be similar to that proposed for the rest of Central Salford outside the Regional Centre.
- 2.39 Therefore, there is some concern that Option 4 is perhaps not wholly consistent with the prioritisation set out in RSS Policy RDF1, resulting in a comparatively high level of housing development within areas that sit outside the three highest priority categories. It would deliver around 11,800 dwellings in Salford West, or 590 per annum, which would be higher than the individual dwelling requirement of every district in the

North West in the RSS other than Manchester, Liverpool, Tameside and Wigan. However, if a more even balance between houses and apartments is to be achieved in Salford's new housing stock, then this scale of development in Salford West would be necessary. As such, it could be argued to be broadly consistent with the RSS as a whole, although this is perhaps debatable.

3. AREAS OF MAJOR CHANGE

Comprehensive Masterplanning

3.1 The Core Strategy will plan for a very significant level of change within the city, focused particularly within the Regional Centre and surrounding Inner Area as discussed above. It is essential that the development associated with this scale of change comes forward in a co-ordinated and integrated manner, both in order to deliver sustainable places that function effectively, have an appropriate mix of uses and are attractive to residents, businesses and visitors, and also to ensure that the infrastructure and services required to support that development come forward at the appropriate time.

3.2 The importance of delivering sustainable communities is highlighted in RSS Policy DP2, which states that:

“Building sustainable communities – places where people want to live and work – is a regional priority in both urban and rural areas. Sustainable Communities should meet the diverse needs of existing and future residents, promote community cohesion and equality and diversity, be sensitive to the environment, and contribute to a high quality of life, particularly by:

- fostering sustainable relationships between homes, workplaces and other concentrations of regularly used services and facilities;
- taking into account the economic, environmental, social and cultural implications of development and spatial investment decisions on communities;
- improving the built and natural environment, and conserving the region’s heritage;
- improving the health and educational attainment of the region’s population, reducing present inequalities;
- promoting community safety and security, including flood risk;
- encouraging leadership, joint working practices, community consultation and engagement;
- reviving local economies, especially in the Housing Market Renewal Areas and other areas in need of regeneration and housing restructuring such as Blackpool, Fleetwood and Morecambe;
- integrating and phasing the provision public services [sic] (including lifelong learning) and facilities to meet the current and future needs of the whole community, ensuring that those services are conveniently located, close to the people they serve, and genuinely accessible by public transport;
- promoting physical exercise through opportunities for sport and formal / informal recreation, walking and cycling”.

- 3.3 It will be important to assess individual development proposals against these principles, and where such proposals are slotting into a largely settled existing townscape then this can generally be done in isolation. However, where there are areas of major change it will be essential that any emerging development proposals are assessed in a more coordinated manner, to ensure that development on one site supports the achievement of the above principles across the whole area of change. Viewing proposals in isolation in these areas of change could potentially result in the area as a whole functioning less effectively, and the ability to secure quality development elsewhere in the area being compromised. For example, delivering the transport links and opportunities for recreation and sport required by RSS Policy DP2 may require open space, walking and cycling connections to run through several different development sites. Similarly, the integration and phasing of public service provision and other facilities may require the development of particular sites to be prioritised.
- 3.4 This all requires coordination, and the use of masterplans or similar documents is considered to balance the need for speed with the requirement to take a comprehensive and integrated approach to areas of major change. It is not considered that this should in itself delay any individual developments, unless there are particular reasons of phasing related to infrastructure provision, relocations, land assembly, etc. The emphasis will be on ensuring that landowners work together, with the city council and other key stakeholders such as infrastructure providers, to deliver a coordinated approach to the redevelopment of areas of major change. The city council is already using regeneration frameworks in areas such as Ordsall and Salford Central to manage this process, and a similar approach in other areas is considered appropriate.
- 3.5 As a result, where it cannot be demonstrated that a proposed development forms part of an integrated and coordinated approach, and there is concern that it constitutes incremental development that could compromise the successful redevelopment/regeneration of the wider area, then the city council may refuse the associated planning application. This approach is an evolution of the current UDP Policy DEV6, which it would replace.

Regional Centre

- 3.6 The overall policy approach proposed for Salford's part of the Regional Centre through the Core Strategy is based around five main principles:
- Primary role within Salford will be as part of the sub-region's main economic driver, with a strong emphasis on maximising the benefits and opportunities provided by the University of Salford

- Broad and vibrant mix of uses will be delivered, including offices and other knowledge-based employment, housing, tourism, leisure, culture, retail, food and drink, education, and community/support facilities
- Residential development will not be allowed to dominate any particular part of the Regional Centre
- Development will generally be of a high density, focused around the highest quality open spaces/public realm
- Development will only be brought forward as part of a coordinated approach to the enhancement of that part of the Regional Centre, ensuring there is an appropriate mix of uses and key infrastructure is delivered

3.7 These are discussed in turn below.

Sub-region's main economic driver

3.8 RSS Policy MCR2 states that: "Plans and Strategies should ensure that the Regional Centre of the Manchester City Region continues to develop as the primary economic driver" for the city region, and paragraph 10.7 explains that it also fulfils the role of the primary economic driver for the region as a whole. As a result, it explains that "it is vital that its economy, including knowledge based industries, is encouraged to grow" (paragraph 10.7). The City Region Development Programme also identifies the Regional Centre as a key driver of productivity and employment growth (p.43), and states that it is one of the preferred locations for the growth sectors along with the major town centres and Manchester Airport (p.46). One of the key spatial principles identified in Greater Manchester's Multi-Area Agreement is to realise the potential of the Regional Centre for more employment growth (The Manchester Multi-Area Agreement, June 2008, paragraph 6.5) (the MAA). The great significance of the economic role of the Regional Centre therefore needs to be reflected through the Core Strategy.

3.9 Greater Manchester's universities are consistently identified as being fundamental to its future success. For example, the MAA refers to the city region having a "potentially world-beating combination of people, businesses, universities and transport connectivity" (p.6), and the world class universities are identified as one of the key regional assets of the city region's economy (p.148, see also p.9 of the Manchester City Region Development Programme 2006 (CRDP)). The CRDP identifies the wealth of opportunities provided by the universities, associated both with their economic contribution and their research programmes (p.27). It states that the Arc of Opportunity "is host to three of the City Region's universities and has location quotients five times the national average for education, health and creative businesses. It offers huge potential for further growth but requires further investment to achieve world-class status, competing for students, graduates, R&D projects and the most talented knowledge workers in the global knowledge economy" (p.27). The CRDP also sees the universities as being important to fostering entrepreneurialism (p.29), which is a key priority.

RSS Policy MCR2 emphasises the importance of expanding the knowledge economy, “particularly related to the Universities and Central Manchester hospitals”. As a result, the approach in the Core Strategy places a particular emphasis on maximising the potential benefits of the University of Salford, linked to the Regional Centre’s main economic role.

Mix of uses

- 3.10 RSS Policy MCR2 states that plans and strategies should ensure that the Regional Centre provides “the main focus for business, retail, leisure, cultural and tourism development in the City Region”. It also acknowledges that housing will be appropriate in some circumstances, and the MAA specifically refers to a key spatial principle being to increase city living in the Regional Centre (paragraph 6.5, p.143).
- 3.11 The current approach in Policy MX1 of the UDP, which covers the whole of Salford’s share of the Regional Centre other than the university’s Peel Park and Frederick Road campuses, seeks to deliver vibrant mixed-use areas with a broad range of uses and activities, including housing, offices, tourism (including hotels), leisure, cultural uses, education, community facilities, retail and food/drink, essential infrastructure and support facilities, and knowledge-based employment including live-work units. This approach is considered to have been successful, delivering a range of uses appropriate to the Regional Centre.
- 3.12 The approach in the Core Strategy effectively combines the approaches in the UDP and RSS. In addition to the roles of the Regional Centre identified in RSS Policy MCR2, it also highlights other uses considered essential to delivering sustainable communities, such as retail, food and drink, and community/support facilities. There is also a reference to education in this regard, although this is also of much wider importance in terms of the role of the university. The Core Strategy approach should therefore assist in delivering the overall strategy for the Regional Centre contained in the RSS.

Residential development

- 3.13 RSS Policy MCR2 states that “proposals and schemes for residential development in the Regional Centre will be acceptable where they are part of mixed use employment schemes that comprise a good range of housing sizes, types, tenures and affordability and where they contribute to the vitality and viability of the Regional Centre”. It is considered that the Regional Centre potentially has a huge capacity to accommodate additional residential development, and this is reflected in the distribution of housing growth discussed below. However, it is essential that this housing delivery is not at the expense of the core functions of the Regional Centre as set out above and in RSS Policy MCR2. There is a risk that, if unrestricted, residential development could begin to dominate certain parts of the Regional Centre, limiting its ability to meet its key business, retail, leisure, cultural and tourism

roles. This could result in high density residential areas that effectively become part of the Inner Area, rather than mixed-use areas that contribute to the success of the Regional Centre and support its function as the region's primary economic driver. The introduction of such residential enclaves could lead to key parts of the Regional Centre effectively becoming separated from one another, reducing the benefits of delivering a high concentration of business, tourism and cultural development in one location at the heart of the conurbation.

- 3.14 As a result, the Core Strategy seeks to ensure that residential development does not dominate any individual part of Salford's share of the Regional Centre. There may be small areas where residential development is the predominant land use, primarily due to the supply of existing planning permissions, but overall development will be managed to ensure that it does not dominate at the expense of the other functions of the Regional Centre, or its overall vibrancy and attractiveness, and in particular does not come at the expense of a good supply of land for employment-related development.

High density and highest quality public realm

- 3.15 The Regional Centre is at the core of the conurbation, in the most accessible part of the city region, and therefore high density development is considered appropriate. The combination of high densities and a mix of uses should reduce the need to travel, and also maximise the ability to locate major trip generating developments on those sites that are easily accessible by public transport, cycling and walking.
- 3.16 The importance of delivering the highest quality open spaces and public realm within the Regional Centre is reflected in the proposed Irwell City Park, which is supported by the three councils covering the Regional Centre. The strategy for Irwell City Park emphasises that: "It has the potential to both support the local economy and attract business investment. By linking and providing access to new residential developments, commercial spaces, retail, cultural and leisure facilities, the Park will accelerate regeneration on both sides of the river. It will extend the heart of two great cities, increase visitor numbers to the attractions on its route and become a 'must do' feature of the visitor experience".
- 3.17 The high density of development, the importance of the Regional Centre as a business and visitor destination, and the area's key role in the image of the North West all contribute to the need to ensure that there public realm and open space of the highest quality. This will be vital for attracting residents, businesses and tourists, and therefore in ensuring that the Regional Centre can fulfil the roles set out above and in RSS Policy MCR2. The high density of development means that residents will be more reliant on public open space, and that such spaces are likely to be extremely well-used. This only reiterates the need for them to be of the highest quality. This approach is already

being seen in the approach to the Regional Centre within Salford, where public realm is being put at the heart of the proposals for areas such as the BBC development at MediaCityUK (where a plaza twice the size of Trafalgar Square forms the centrepiece of the development) and in Greengate (where development is centred around a new square, 'urban cove' and connecting walkways).

Coordinated approach

3.18 The importance of taking a coordinated approach to development in areas of major change such as the Regional Centre was discussed at the beginning of this chapter (see above).

Sub-areas of the Regional Centre

3.19 It is proposed that the Core Strategy will split the Regional Centre into smaller sub-areas, given the scale of development proposed. These are considered briefly in turn in the Issues and Options Report, and options around the approximate scale of residential development are set out for each in the Housing section of that report.

Greengate

3.20 The proposed strategic site allocation for Exchange Greengate, discussed in Chapter 17 of this report below, forms the main focus for new development in this wider Greengate area. A planning guidance note for Exchange Greengate was adopted by the city council in January 2007⁴. This envisages that over the next 15 years more than 3.25 million ft² of development floorspace will be delivered (paragraph 6.2), providing a range of "living, working, social and leisure opportunities for a new and divergent population which will include over 5000 residents and a working population of some 4000 people" (paragraph 6.1) with a total of 2,600 new homes (paragraph 6.6) and 1 million ft² of new commercial development (paragraph 6.7). The guidance also envisages "a sensitive mix of smaller scale leisure and retail opportunities which is consistent with the role of other similar parts of the city centre" (paragraph 6.8).

3.21 A key element of the planning guidance, which has now received planning permission, is the provision of new public realm including:

- The Urban Cove – an extensive street level water space by the River Irwell on the former Victoria Bus Station site
- Greengate Square – a new green heart for the area to the north of the railway viaduct, including the reestablishment of the ancient market place
- The Greengate Link – connecting the cove and square beneath the viaduct and including a new footbridge over the river into Manchester

⁴ "Salford City Council Planning Guidance: The Exchange, Greengate" – Salford City Council (17 January 2007) - <http://www.salford.gov.uk/exchange-greengate.htm>

- 3.22 The planning guidance only extends as far westwards as Blackfriars Road/Street. The area immediately to the west is also undergoing some transformation, with the Deva Centre completed several years ago providing a range of employment floorspace. However, more recent developments (e.g. City Point 1 and 2; Fresh (Sillivan Way)) are resulting in an increasing dominance of housing, which potentially risks compromising the overall mixed-use role.
- 3.23 The emphasis across the whole area is therefore on a broad mix of uses, with no single use dominating. It is considered that this should continue through the Core Strategy. The whole of the area lies within the Inner Relief Road, and is an important quarter of the Manchester/Salford City Centre. It is therefore vital that its commercial role is supported and protected, and that residential uses do not unduly dominate. Consequently, it is considered that any new development around the Deva Centre should be employment-led, to ensure a good balance of uses.

Salford Central

- 3.24 In March 2008, the city council published planning guidance for this part of the Regional Centre⁵, covering an area of more than 50 hectares. It states that it reflects the aspirations of the URC for Salford Central, “which wants to see the transformation of this part of the city into a new corporate business, leisure and residential quarter” (paragraph 2.4). There is a strong emphasis on coordinating development activity and delivering a comprehensive approach to the area’s improvement (Policy SC1), and the guidance “aims to ensure that new development, public realm and infrastructure in Salford Central is not only fully planned, connected and of an exceptional design quality but also that it is integrated with the surrounding area and that linkages between other regeneration initiatives in the Regional Centre are successfully achieved” (paragraph 2.5). The pooling of planning obligations is a key element of this (paragraph 4.14). The guidance explains that a more detailed Development Framework is to be produced for the area (paragraph 4.11) (draft version published in May 2008). Individual guidance is provided for smaller parts of the area, namely Adelphi, Middlewood, the Historic Core, Chapel Street South, and Salford Central Station Area.
- 3.25 Salford Central Station is a key attribute of the area, and major improvements to the station are proposed (see Transport section of this report for further details). The ongoing Spinningfields development across the River Irwell in Manchester is also an important influence on the area, and there is the potential for this major corporate development to extend business growth westwards into the Salford Central area. The high level of accessibility provided by the station

⁵ “Salford City Council Planning Guidance: Salford Central” – Salford City Council (March 2008) - <http://www.salford.gov.uk/salfordcentral.htm>

coupled with the proximity to Spinningfields means that it would be most appropriate for developments in this part of the wider Salford Central area to be employment-led, to make the most of these opportunities and market attractiveness of the location to commercial development. The provision of a new footbridge across the River Irwell to Spinningfields would assist in this integration, as well as improving access from the Manchester side of the river to Salford Central Station.

- 3.26 Much of the Middlewood area already benefits from an outline planning permission, which is residential-led but with a strong commercial element. The office development is located towards the east of the site in the permission, but in commercial terms it is considered that office uses are more likely to be delivered in the southern part of the site where they would be much more prominent, particularly following the implementation of the proposal to divert traffic from the A6 (Crescent/Chapel Street) to along Liverpool Street and Middlewood Street.
- 3.27 The permission at Middlewood together with other permissions within this sub-area in locations such as Adelphi means that overall it is likely that a significant amount of residential development could be delivered. This to some extent reflects the existing surroundings with established residential communities both within (e.g. Islington) and immediately around (e.g. Trinity) the area. However, any such residential development still needs to be within the context of securing a good mix of uses across the area.

Crescent

- 3.28 The supply of planning permissions in this sub-area is limited compared to other parts of the Regional Centre. The area includes the university's main campuses around Peel Park and Frederick Road, and Salford Crescent Station (discussed in detail elsewhere in this report). The central part of the area is formed by the Crescent Conservation Area, which includes several listed buildings/structures. Peel Park and the meander of the River Irwell lie immediately to the north of the area, providing important landscape features.
- 3.29 The main development opportunities are therefore in the southern part of the area. This includes the line of the former Manchester, Bolton and Bury Canal and, as discussed in Chapter 10 of this report below, there is a commitment to its restoration. There are potential development sites along the canal, currently used for waste transfer and car parking, which offer the opportunity not only to restore the canal but also to provide other canal-based features such as a marina to form an attractive and functional backdrop to new development. In this location, immediately to the south of the Crescent Conservation Area, care would need to be taken with the scale of development. As with other parts of the Regional Centre, a mix of uses is likely to be most appropriate, with some active uses around the canal and marina. However, the site constraints, immediate surroundings and need for

cross-funding of the canal mean that residential-led developments are possibly most appropriate. Residential development within the Regional Centre will continue to be dominated by apartments, but this is one of the locations that has the potential to deliver a significant proportion of family-oriented dwellings.

Liverpool Street

- 3.30 The existing definition of the Regional Centre extends westwards of Oldfield Road along Liverpool Street as far as the Manchester-Bolton railway line. As discussed above, one of the options under consideration is to extend this part of the Regional Centre westwards to Albion Way and southwards to Regent Road.
- 3.31 One of the traffic management proposals under consideration is to redirect traffic from the A6 (Crescent/Chapel Street) along Albion Way and Liverpool Street instead in order to allow a more pedestrian-friendly environment to be provided along the A6 (see Transport section of this report). This would significantly increase the profile of this part of the Regional Centre.
- 3.32 Policy E3 of the UDP identifies the whole of this area along Liverpool Street and the north side of Regent Road as forming part of the Arc of Opportunity, and therefore places a strong emphasis on the provision of employment opportunities. As a result, it is considered that any redevelopment within the area should seek to exploit these advantages, linking into university activity where possible and focusing on knowledge-based uses. This would help to maximise the spin-offs from the university and the contribution it can make to the sub-regional economy.
- 3.33 The importance of maximising the area's economic potential means that residential development would need to be focused in those parts furthest away from the University and closest to other residential developments within the Regional Centre. Consequently, they would be directed towards the eastern part of the area, such as Wilburn Street and the Oldfield Road frontage. Elsewhere there may be some opportunities for the provision of live/work units to support the wider economic function of the area.
- 3.34 Although the Liverpool Street area potentially has a very important role as part of the Regional Centre, it is considered important that development within it does not delay proposals in more central parts of the Regional Centre such as at Salford Quays and Exchange Greengate. In the main, developments within the Liverpool Street area would be expected to be complementary to rather than competing with those in other parts of Salford's share of the Regional Centre, but where there would be a risk of delaying developments elsewhere then activity within the Liverpool Street area would be phased accordingly.

Ordsall Waterfront

- 3.35 Consultants Urban Initiatives, jointly commissioned by the Central Salford URC and the city council, have produced a masterplan for the Ordsall Riverside area⁶. This has informed the production of planning guidance for the area, which was adopted in July 2008⁷.
- 3.36 In recent decades the area has been predominantly in a range of industrial uses, but this has gradually been changing over the last several years with the development of a casino and fast food restaurants at the northern end, and a number of residential developments to the south of it. Recently there has been a significant level of developer interest, predominantly for residential-led schemes, resulting in sites becoming vacant. A significant amount of residential development has taken place on the opposite side of the River Irwell in Manchester across from the northern end of the Ordsall Riverside corridor around St. George's Island, and a major residential scheme has been approved on part of the Pomona Docks site in Trafford opposite the southern side of the corridor (with a masterplan being prepared for the rest of this site).
- 3.37 The area has the potential to become a vibrant waterside quarter of the Regional Centre, connecting Salford Quays with the Chapel Street area. However, the area will only be truly successful if it is also integrated with the adjoining Ordsall estate, and developments are seen to benefit its existing community.
- 3.38 The Cornbrook Metrolink interchange is located opposite the northern end of the Corridor and proposals to improve and open it up as a full Metrolink stop offer potentially significant benefits for the Ordsall Riverside area, if a new footbridge is built over the Canal. The Exchange Quay Metrolink stop lies just to the south-west of the Ordsall Riverside area, within the large office complex of Exchange Quay which provides Grade A large floorplate accommodation. Pomona station lies on the opposite side of the Manchester Ship Canal, but is currently inaccessible by foot from the Salford side. A new footbridge to Cornbrook would significantly increase the accessibility of the northern part of the Ordsall Riverside area, which otherwise does not generally have a very high level of public transport accessibility. This footbridge has the potential to link into a longer key pedestrian route that is being developed through Ordsall along the line of West Hall Street, which could ultimately link through to Salford Quays and the Anchorage Metrolink stop.
- 3.39 Ordsall Hall is located on the opposite side of Ordsall Lane towards the southern end of the corridor, and is a Grade I listed building of great importance to the city's history and heritage. The building already has reasonably large grounds, but the redevelopment of the Ordsall Lane

⁶ "Ordsall Riverside, Salford – Masterplan, Summary Report" – Urban Initiatives (Central Salford Urban Regeneration Company/Salford City Council, July 2007)

⁷ "Salford City Council Planning Guidance: Ordsall Riverside" – Salford City Council (July 2008)

area offers the potential to further enhance the building's setting by and open up views and pedestrian links to/from the riverside by extending the open space across Ordsall Lane, to the benefit of adjoining developments and the wider area/community.

- 3.40 A riverside walkway is already provided, but access opportunities are limited and its relationship with surrounding developments is less than ideal. Given the importance of the riverside location to the success of the area, it will be important to maximise the provision of open space alongside the river, particularly if public open space provision is limited within the rest of the Ordsall Riverside area, and also maximise links between the riverside spaces/walkway and Ordsall Lane.
- 3.41 The scale of the redevelopment opportunities within the Ordsall Riverside area, coupled with the design context, means that this part of the Regional Centre perhaps offers one of the best opportunities to deliver a large number of family-oriented dwellings. These would be best located within the central section of the area, given the profile, characteristics and surroundings of the northern and southern ends. The cluster of offices at Exchange Quay and the presence of the Metrolink stop means that employment-led mixed-use development will be most appropriate in this location. The northern part of the Ordsall Riverside area has a significant level of high density development either completed or with planning permission, and realistically this type of development is likely to continue to dominate. However, the high profile of the Regent Road frontage, and the types of development on the northern side of this road, mean that a broader mix of uses would therefore seem most appropriate at the very northern end of the Ordsall Riverside area.

Salford Quays

- 3.42 Salford Quays is one of the most well-known and successful locations within the city. Following the closure of the Manchester Docks in 1982, the area has gradually been developed into a vibrant mixed-use area and is one of the top office locations in the Manchester City Region. This has been supported by the opening in 1999 of a Metrolink line through Salford Quays connecting it to Manchester City Centre and Eccles. There have been significant levels of residential development in recent years, and this is continuing apace. The area also has an important tourism and leisure function, with the Lowry arts centre, the watersports centre, the Lowry Outlet Mall and a range of hotels and restaurants forming part of a wider offer that extends across the Manchester Ship Canal into Trafford and also includes the Imperial War Museum and the sports grounds at Old Trafford. Salford Quays is also now a regular venue for world-class triathlon events.
- 3.43 Retaining this multi-functional nature of the area will be central to continuing its success, and this is reflected in the proposals for the area. A significant level of residential development is envisaged, but it is vital that this is not at the expense of the area's nationally important

economic, tourism, leisure and cultural, particularly in terms of delivering the MediaCityUK proposals.

- 3.44 The Lowry Outlet Mall provides a range of retail facilities, primarily selling comparison goods, as well as including a cinema and food and drink outlets. Further retail and associated uses are proposed as part of the Quays Point development (see Chapter 17 below on strategic sites). Chapter 6 of this report identifies the importance of providing a high quality local or district centre within Salford Quays, to act as a focus for the area and to ensure that its attractiveness as a business, residential and tourism location is fully supported. The ends of Piers 8 and 9 are identified as the appropriate location, focused around the existing facilities at the Lowry and the Outlet Mall and the proposed facilities within the Quays Point development.
- 3.45 As discussed in Chapter 6 of this report, it is important to maximise the benefits of the BBC's location within the city and the broader MediaCityUK proposals, and the provision of a new campus for the University of Salford within the Quays Point development is considered to be a key aspect of this.

Major regeneration areas

Ordsall

- 3.46 In May 2006, LPC Living and Salford City Council signed the Ordsall Development Framework. Since then, over 500 new homes have already been built or are under construction. A new school has been built and a planning application submitted for a new shopping centre. Investment in new and improved open space is also underway⁸.
- 3.47 The development framework and subsequent planning proposals indicate that there is capacity for around 1,000 additional dwellings over the Core Strategy period 2007-2027 (some of which are under construction). As discussed in Chapter 6 of this report, the principle of a small local centre on Trafford Road is considered acceptable in order to serve the expanding local community of Ordsall and Ordsall Waterfront and to replace existing facilities at Robert Hall Street, although this does not necessarily confer support for the current planning application which is awaiting determination. The provision of a high quality east-west route from Ordsall Waterfront to Salford Quays is discussed above in relation to the Ordsall Waterfront sub-area of the Regional Centre.

Pendleton/Langworthy

- 3.48 As discussed in Chapter 4 of this report, the major improvement of most of the council housing in the Pendleton estate is proposed as part of the city council's Housing Options review, to be funded by a Private

⁸ <http://www.salford.gov.uk/ordsallregeneration.htm>

Finance Initiative (PFI). The government confirmed in October 2008 that they will be making available £102 million for investment, and the PFI contract is to be advertised in November 2008. The remainder of the council housing in the area is managed by the Salix Homes arms length management organisation. There has already been some successful private sector development in the area, with the Urban Splash 'upside down' houses in Langworthy being a project winner in the 2005 Housing Design Awards.

- 3.49 In August 2008, the city council published draft planning guidance for the area⁹. This sets out a vision for the area, which seeks to develop a distinctive neighbourhood with a strong identity, which retains existing communities and attracts new residents. Improvements to housing, retail/community facilities, and open space are key elements of this (see for example Policies 1, 4, 9 and 11). The significant expansion and diversification of the district centre are discussed in more detail in Chapter 6 of this report.

Broughton

- 3.50 In order to deliver the regeneration of the Broughton area, the city council has entered into two development partnerships, with Countryside Properties Plc in Lower Broughton and Inpartnership/City Spirit in Higher Broughton. The Lower Broughton Design Code has also been produced to support regeneration in that part of the city¹⁰.
- 3.51 The regeneration of Higher Broughton is primarily focused on improving housing provision in the area. The Broughton Green scheme, which won the Best Overall Development title at the 2006 Manchester Evening News Property Awards, is a key part of this. A mix of new development and improvements to existing housing will be important to enhancing the attractiveness of the area as a residential location. The partnership has also delivered improved sports facilities in the area and associated community facilities are proposed.
- 3.52 The scale of activity proposed within Lower Broughton is significantly greater than in Higher Broughton. The first major scheme was granted outline planning permission in June 2006 (reference 06/52316/OUT), covering 22.7 hectares and consisting of up to 1,500 dwellings, a new primary school, open space, and retail, office and community uses. The first phase of the residential development has since been completed. As noted in the Lower Broughton Design Code, the design of the Mocha Parade local centre means that it "does not provide a modern or high quality shopping environment for the existing local community" (paragraph 5.14). The large scale of residential development proposed for the area would significantly increase demand for retail and other community facilities in the area, and the improvement of Mocha Parade

⁹ "Salford City Council Planning Guidance: Pendleton – Consultation Draft" – Salford City Council (August 2008) - <http://www.salford.gov.uk/pendletonplanningguidance.htm>

¹⁰ "Salford City Council Supplementary Planning Document: Lower Broughton Design Code" – Salford City Council (January 2006)

will be important to ensuring that Lower Broughton is an attractive place to live. As discussed in Chapter 14 of this report, flood risk is a significant issue, and it will be important to provide integrated solutions that enable the full scale of development to come forward. The provision of new open space as part of the outline planning permission is an important component of this, and there is the potential to expand this eastwards into the Cambridge industrial area, particularly if large parts of the rest of that industrial area are redeveloped for housing.

Charlestown/Lower Kersal

- 3.53 The Charlestown and Lower Kersal area is being transformed through a £53 million New Deal for Communities regeneration programme. The city council has entered into a development partnership with Miller Homes and Inspired Developments to deliver new housing within the area. The first phase of this is the redevelopment of the former Kersal High School, now known as Unity Quarter, with the first residents moving in earlier this year¹¹. A second site at Charlestown Riverside is currently subject to a masterplanning process. The total net increase in dwellings in the area is anticipated to exceed 1,500 and could be as high as 2,500 depending on the sites that are brought forward.
- 3.54 One potential residential development site is the Castle Irwell student village, which the university has started to vacate. This offers the opportunity not only to provide a large number of new family homes, but also to provide additional retail and community facilities along Cromwell Road, augmenting the existing provision on the opposite side of the road to form a new local centre to serve the expanding community. As with Lower Broughton, a coordinated approach to flood risk will be essential, and proposals for this are discussed in Chapter 14 of this report. The area around St Thomas' church on Broughton Road is seen as a key gateway into Charlestown and Lower Kersal, connecting it through to Pendleton and its district centre, and its enhancement will be important to improving the image and successful functioning of Charlestown.

Little Hulton

- 3.55 The Index of Multiple Deprivation (see Figure 3.2 of Salford's LDF Annual Monitoring Report 2006/7, p.10) indicates a very high level of deprivation in Little Hulton, similar to levels within the inner areas of Central Salford. As a result, it is identified as a neighbourhood with serious needs in the Salford West Strategic Regeneration Framework and Action Plan (paragraph 1.17), and accordingly it is prioritised for further intervention (paragraph 2.22). Salford's Local Area Agreement targets areas and groups that are experiencing deprivation, and Little Hulton is the only ward identified in Salford West (ibid, paragraph 2.27).
- 3.56 There are a number of infill sites across the area, for example resulting from selective demolition of housing over recent years or school

¹¹ <http://www.salford.gov.uk/ndc.htm>

closures. These sites offer the potential for delivering new dwellings in the area that can help to diversify its residential accommodation, which is currently dominated by local authority housing. The area has relatively high unemployment, and the expansion of employment opportunities will be important (both in terms of new jobs within the area, and improving access to those elsewhere in the city and immediately outside it).

- 3.57 The Salford West framework identifies the existing local centre at Little Hulton as suffering from high vacancy rates (paragraph 9.32) and potentially requiring radical intervention (paragraph 8.23). Action QN1c states that: “The redevelopment of Little Hulton District Centre would be undertaken to act as a catalyst for change in the area, to consolidate retail provision and to improve the profile of the A6 close by” (p.56).

Liverpool Road corridor in Eccles

- 3.58 The Liverpool Road corridor in Eccles also suffers from high levels of deprivation, and as discussed in Chapter 2 of this report above could potentially be considered to form part of the inner area of the Manchester City Region for the purposes of RSS Policy RDF1, raising its prioritisation within the region. The Salford West framework prioritises the Liverpool Road corridor, identifying it as being in the greatest need of regeneration (Action QN6c, p.60) with high levels of business vacancies (paragraph 3.6).
- 3.59 A strategy specifically for the Liverpool Road corridor has been published¹², covering not only Eccles but the whole corridor westwards to the city boundary. This sets a vision as follows:
- “By 2017, the image and functions of Liverpool Road will be transformed into a high quality, economically sustainable corridor into Salford, benefiting the communities of Eccles, Irlam and Cadishead, the companies that do business there, and the visitors to the area” (p.16).
- 3.60 The area around the Bridgewater Canal is specifically identified in the Liverpool Road Corridor strategy as having “the potential to act as a catalyst for the wider regeneration of the corridor. The canal side redevelopment could provide, for example, waterside cafes, bars, and restaurants, alongside residential and business uses” (p.54). It is considered important to highlight this within the Core Strategy, although the scale of any redevelopment in this location would depend on how much employment land is released, which varies between the options. As Chapter 6 explains, there may also be the potential to provide a local centre as part of a larger redevelopment.

¹² “Liverpool Road Corridor: 10 Year Strategy 2007-2017” – Salford City Council (June 2008) <http://www.salford.gov.uk/liverpool-road-corridor.htm>

4. HOUSING

Background

Strategic housing market assessments

- 4.1 Regional strategic housing market assessments have recently been published by 4NW (formerly the North West Regional Assembly)¹³. 27 housing market areas in the North West were identified, and an assessment made of each.
- 4.2 Four housing markets were identified in Greater Manchester, as follows, reflecting strategic housing market assessment work being undertaken at the sub-regional level:
- Greater Manchester Central – parts of Manchester, Salford and Trafford
 - Greater Manchester North Eastern – part of Manchester, together with Rochdale, Oldham and Tameside
 - Greater Manchester Southern – parts of Manchester and Trafford, together with Stockport
 - Greater Manchester North Western – part of Salford, together with Bury, Bolton and Wigan
- 4.3 Salford can therefore be seen to be split between two strategic housing market areas, equating to Central Salford in the Greater Manchester Central market area and Salford West in the Greater Manchester North Eastern market area.
- 4.4 The main external linkages with other housing market areas were identified as follows:

Housing Market Area	Migration linkages with	Travel to work linkages with
Greater Manchester Central	<ul style="list-style-type: none"> • GM Southern • GM North Western 	<ul style="list-style-type: none"> • GM Southern • GM North Western
Greater Manchester North Western	<ul style="list-style-type: none"> • GM Central • GM North Eastern 	<ul style="list-style-type: none"> • GM North Eastern • Liverpool City Region East

- 4.5 The study makes the following conclusions about the Greater Manchester Central (p.355-356):
- Vibrant, cosmopolitan area
 - Contains the city centre and its associated property developments and inner city areas which are attractive to students, international migrants and a growing BME population

¹³ “Regional Strategic Housing Market Assessments” – Nevin Leather Associates et al (4NW, August 2008)

- Rapid increases in house prices are partly a result of regeneration initiatives in older neighbourhoods, which are now maturing
- Has benefited from significant increases in demand for accommodation as a result of economic growth in the regional centre, and this demand is likely to be sustained in the future by demographic change particularly in the BME community
- Contains some of the most extreme social and economic polarisation in the North West
- Arising from the previous history of redevelopment and economic decline, the inner city neighbourhoods are home to some of the most disadvantaged communities in England
- However, the growth and regeneration of the city centre has encouraged an inflow of young and highly skilled professionals into the housing market area
- Managing competing demands for housing in a highly polarised environment is likely to be a key public policy issue in the future

4.6 In some ways, it could be considered that there are two housing market areas in Salford's part of this Greater Manchester Central strategic housing market area, with very significant differences between the high density apartment developments in the Regional Centre and the regeneration areas in the surrounding parts of Central Salford. Although Salford's share of the strategic housing market area generally reflects the conclusions above, its BME community is significantly smaller than the rest of the market area within Manchester, although there are some significant concentrations close to the border particularly around Cheetham.

4.7 In terms of the Greater Manchester North Western strategic housing market area, the study makes the following conclusions (p.382-383):

- Shares many of the characteristics of the Greater Manchester North Eastern housing market area
- Particularly true for the history of economic development and its subsequent impact on tenure and housing choices. In terms of tenure there are above average levels of social rented and owner-occupied dwellings, and below average levels of private rented accommodation. In terms of type, there is a relatively high proportion of semi-detached dwellings, an average level of terraced housing, and below average levels of detached houses and apartments
- During the 1980s and 1990s, the area benefited from population decentralisation from the urban core of Manchester and Salford, although this was most evident in the western fringes of the market area outside Salford City Council, which have been attractive to suburban development
- In the future, the area is projected to grow at around the regional average

- A key issue will be the spatial location of development, and a balanced portfolio of development sites will be needed to ensure that patterns of segregation do not become exacerbated in future, although this primarily applies to Bolton and Wigan

Total net housing requirement (2007-2027)

Regional Spatial Strategy (RSS)

- 4.8 The new RSS proposes a major increase in the scale of housing provision in the North West, from 12,790 dwellings per annum in the previous RPG13 to 23,111 per annum, which is an increase of 81%. Locally this increase is even higher, with the figure for Greater Manchester increasing from 4,340 to 9,623 dwellings per annum (a 122% increase), and the figure for Salford increasing from 530 to 1,600 dwellings per annum (a 202% increase). The higher increase in Salford represents a policy approach aimed at focusing development in the core of the two main city regions of Manchester and Liverpool (see for example Policies RDF1 and MCR1).
- 4.9 The start date for the new RSS figures is April 2003. The table below shows Salford's performance in the first five years.

Year (1 April to 31 March)	Additions	Reductions	Net change	Annual over/under provision
2003-2004	1,165	344	821	- 779
2004-2005	1,614	761	853	- 747
2005-2006	1,162	709	453	- 1,147
2006-2007	2,237	519	1,718	+ 118
2007-2008	2,677	207	2,470	+ 870
Total	8,855	2,540	6,315	- 1,685

- 4.10 The housing figures are not maxima, and paragraph 7.19 of the RSS states that:

“The overall housing requirement figures for the period covered by this RSS from 2003 to 2021 and the annual average figures are not absolute targets and may be exceeded where justified by evidence of need, demand, affordability and sustainability issues and fit with relevant local and sub-regional strategies”.

Beyond 2021

- 4.11 The end date for the housing figures in the RSS is 2021.
- 4.12 Planning Policy Statement 3 (PPS3) says that:

“Local Planning Authorities should set out in Local Development Documents their policies and strategies for delivering the level of housing provision, including identifying broad locations and specific

sites that will enable continuous delivery of housing for at least 15 years from the date of adoption” (paragraph 53).

4.13 The proposed adoption date for the Core Strategy is January 2011. To ensure that it plans for more than a 15 year supply of housing, the end date of the Core Strategy has been set at 2027. Therefore, the Core Strategy will need to plan for at least 6 years of housing beyond the RSS end date.

4.14 Policy L4 of the RSS states that:

“For the purpose of producing local development frameworks, local planning authorities should assume that the average annual requirement set out in Table 7.1 will continue for a limited period beyond 2021”.

4.15 It is questionable whether six years constitutes a ‘limited period’, and therefore regard will need to be had to other factors as well.

Growth Point bid

4.16 In October 2007, the Association of Greater Manchester Authorities submitted an expression of interest for Growth Point status. This has now been endorsed by the Government and included in the Second Round Growth Points¹⁴. The bid covers the whole of Greater Manchester, but the focus of growth is Manchester, Salford, Trafford and Bolton, with a 20% uplift in housing growth proposed compared to the new RSS.

4.17 AGMA’s plans specifically include “accelerating development in key priority areas of Central Salford, including Lower Broughton and Charlestown/Lower Kersal” (ibid, p.30). It is therefore important that Salford’s Core Strategy has regard to this Growth Point proposal as well as the RSS housing figures, particularly given the context of higher household growth projections (see below).

4.18 Five other locations within the North West have been included in the Second Round Growth Points:

- Carlisle
- Central Lancashire and Blackpool
- West Cheshire
- Halton/St. Helens/Warrington
- Mersey Heartlands

2004-based household projections

4.19 The RSS housing figures are based on the 2003-based ONS household projections, which anticipated a total increase of 416,000

¹⁴ “Second Round Growth Points: Partnerships for Growth” – Department for Communities and Local Government (July 2008)
<http://www.communities.gov.uk/publications/housing/partnershipsforgrowth>

households in the North West over the RSS period (2003-2021). However, 2004-based household projections have since been published by ONS, and these indicate a total increase of 474,000 households over the same period (almost 14% higher). The RSS could therefore be planning for a significant underprovision in housing across the North West if that scale of household growth were to be realised.

- 4.20 Salford's RSS housing figure of 1,600 dwellings per annum represents 6.92% of the total regional housing figure (28,800 dwellings out of a total of 416,000), whereas Salford only accounts for 1.92% of total household growth over the period 2003-2021 in the 2003-based household projections (8,000 households out of a total of 416,000). Salford's share of regional household growth is slightly higher in the revised 2004-based household projections at 2.34% of the regional total (11,000 households out of a total of 471,000), but this is still significantly below the proposed share of housing growth in the RSS.
- 4.21 Salford's RSS housing figure is therefore heavily based on a policy approach that seeks to direct development towards the centre of the Manchester City Region rather than reflecting the household projection for the city which is significantly lower (444 households per annum over the RSS period 2003-2021 according to the 2003-based projections, and 611 households per annum according to the revised 2004-based projections).
- 4.22 The table below sets out the revised 2004-based household projections together with the 2003 mid-year estimate of households. The 2027 figure is derived by assuming an even level of growth between 2026 and 2029, as figures are only available for those two years. The table also identifies what Salford's share of that household growth would be if it reflected the proportion of regional housing growth that is identified in the RSS (i.e. 6.92%).

	North West	Salford (at 6.92%)
2003-2006	66,000	4,569
<i>2003-2006 per annum</i>	<i>22,000</i>	<i>1,523</i>
2006-2011	134,000	9,277
<i>2006-2011 per annum</i>	<i>26,800</i>	<i>1,855</i>
2011-2016	141,000	9,762
<i>2011-2016 per annum</i>	<i>28,200</i>	<i>1,952</i>
2016-2021	130,000	9,000
<i>2016-2021 per annum</i>	<i>26,000</i>	<i>1,800</i>
2021-2026	108,000	7,477
<i>2021-2026 per annum</i>	<i>21,600</i>	<i>1,495</i>
2026-2027	17,667	1,223
2003-2027	596,667	41,308
<i>2003-2027 per annum</i>	<i>24,861</i>	<i>1,721</i>

- 4.23 The overall increase in households in the North West over the period 2003-2027 is therefore estimated at 596,667. If Salford's share of this total household growth reflected its proposed share of the regional dwelling requirement in the RSS, then the total increase in households that the Core Strategy would need to plan for would be 41,308 over the period 2003-2027.

National Housing and Planning Advice Unit

- 4.24 The NHPAU published advice in June 2008 on 'Meeting the housing requirements of an aspiring and growing nation', which recommended a regional supply range for the North West over the period 2008-2026 of 26,600 to 29,500 (Table 1, p. 8). The lower end of the range was based on the revised 2004-based household projections and government targets for the supply of new homes (paragraph 105). The upper end of the range was based on a demographic analysis of backlog and affordability modelling (paragraph 107).
- 4.25 Looking at the period of 2008-2026 covered by the NHPAU advice, the revised 2004-based household projections indicate household growth for the North West of 459,400 households $((26,800 \times 3) + 141,000 + 130,000 + 108,000)$, equating to 25,522 households per annum. This is below the NHPAU range, but it should be noted that the NHPAU advice relates to dwellings rather than households.
- 4.26 If the NHPAU advice were adopted, and Salford's share of the regional total matched that in the RSS (i.e. 6.92%), then the dwelling requirement for the city would be in the range 1,841 to 2,041 dwellings per annum. This advice is discussed further below.

Making an allowance for vacancies

Vacancies in new dwellings

- 4.27 The Draft RSS Technical Appendix states that the dwelling figures in the then Draft RSS are based on an assumption that there will be a 2% vacancy rate in new dwellings (paragraph 4.83). This is below the 3-4% rate that it says is "the normally accepted level of vacancy required to enable the exchange of property in the housing market" (paragraph 4.36). In recommending an increase in the total cumulative housing provision figure for the North West, the Panel report states that: "The figure of 416,000 would match the increase shown in the CLG's 2003-based household projections" (paragraph 6.99). This would suggest that the Panel has not made any allowance for vacancies in new stock.
- 4.28 According to the 2001 Census, there were 94,238 households in the city at that time. Therefore, if the Core Strategy planned for an increase of 41,308 households over the period 2003-2027, and allowing for net completions over the period 2001-2003, then this would be an increase of around 45% on the number of households in Salford in less than 30 years. This is clearly a very significant change for the city.

- 4.29 Given the large proportion of the dwelling stock that would be made up of “new” dwellings, it is questionable whether it would be appropriate to assume a significantly lower vacancy rate amongst new dwellings than the existing stock in the way that the Draft RSS Technical Appendix suggests. Such an approach could potentially lead to a housing market that does not function successfully.
- 4.30 Consequently, an allowance of 3% has been made for vacancies in the new dwellings provided, matching the minimum identified in the Draft RSS Technical Appendix as the normally accepted level of vacancies. This would give a requirement for a net increase of 42,586 dwellings to meet the needs of the 41,308 additional households, assuming that there is no reduction in the vacancy rate of the existing housing stock.
- 4.31 There has been a significant amount of investment in new apartments, particularly in the Regional Centre. This is both in the form of ‘buy-to-let’ purchases as part of the private rented sector, but also some ‘buy-to-leave’ purchases that are effectively speculating on anticipated capital value increases. This has resulted in relatively high vacancy rates in new apartment blocks, on average around 20%, although this appears to decrease significantly over time. It is considered that this vacancy rate is likely to continue to decrease as the Regional Centre housing market evolves and finds an equilibrium. A more detailed analysis of vacancy rates is currently being undertaken, which will inform future stages of the Core Strategy.
- 4.32 Given the scale of development proposed, and the relatively high proportion of dwellings in the private rented sector, it would seem likely that the vacancy rate for Regional Centre apartments will remain above 3%. Therefore, it may be appropriate to make an additional allowance for this when identifying the number of new dwellings that need to be constructed.

Occupation rates in ‘non-vacant’ homes

- 4.33 The housing market that is developing within the Regional Centre is relatively complex compared to other parts of the city. There is some evidence that not all occupied dwellings are used as the main home of a household, for example with some being used as second homes (e.g. as crash pads for those working within the Regional Centre during part of the week), as holiday or hotel lets, or purchased by businesses as an alternative to using hotel accommodation.
- 4.34 The housing requirement figures in the RSS are based on providing primary residences for the additional households that are being created. The aforementioned uses of dwellings do not contribute to meeting that household growth, because they are not being used as primary residences. Therefore, an additional allowance has been made for such uses when calculating the housing supply requirement, increasing the total number of dwellings that need to be provided.

- 4.35 There is no quantitative information regarding the proportion of properties being used in these ways, but the evidence that is available, for example in terms of the number of properties featured on hotel let websites, would indicate that it is relatively significant. When coupled with the potential for a slightly higher vacancy rate in dwellings generally within the Regional Centre, it has been estimated that somewhere in the region of 10% of dwellings in that location may be either used as second homes, holiday lets, business accommodation, or would be vacant above the 3% rate assumed across the city as a result of the supply issues discussed above. However, over time the figure could potentially decrease if measures were introduced to discourage the use of dwellings for purposes other than as primary residences.
- 4.36 It is estimated that approximately half of new dwellings will be located in the Regional Centre, although this varies between the options currently under consideration, and therefore an additional 10% allowance for higher vacancy levels and non-primary residence uses would equate to around 5% across the whole city. When coupled with the citywide assumption of 3% vacancies in new dwellings, this would equate to an additional 8% needing to be added to the household growth figures in order to identify the total number of dwellings required to meet the needs of those additional households. These calculations are set out in the table below.

	Salford (at 6.92%)	Salford + 3% vacancies in new stock	Salford + 3% vacancies + 5% non-primary residence allowance
2003-2006	4,569	4,711	4,967
<i>2003-2006 per annum</i>	<i>1,523</i>	<i>1,570</i>	<i>1,656</i>
2006-2011	9,277	9,564	10,084
<i>2006-2011 per annum</i>	<i>1,855</i>	<i>1,913</i>	<i>2,017</i>
2011-2016	9,762	10,063	10,610
<i>2011-2016 per annum</i>	<i>1,952</i>	<i>2,013</i>	<i>2,122</i>
2016-2021	9,000	9,278	9,783
<i>2016-2021 per annum</i>	<i>1,800</i>	<i>1,856</i>	<i>1,957</i>
2021-2026	7,477	7,708	8,127
<i>2021-2026 per annum</i>	<i>1,495</i>	<i>1,542</i>	<i>1,625</i>
2026-2027	1,223	1,261	1,329
2003-2027	41,308	42,585	27,023
<i>2003-2027 per annum</i>	<i>1,721</i>	<i>1,774</i>	<i>1,871</i>

Past completion rates

- 4.37 The proposed start date of the Core Strategy is 2007, with an end date of 2027. The start date for the housing figures in the new RSS is 2003,

and therefore it is necessary to take into account net completion levels in Salford over the first four years of the RSS period (2003-2007) when considering the total number of additional dwellings required over the Core Strategy period (2007-2027).

- 4.38 Over the period 2003-2007, there was a net increase of 3,845 dwellings in Salford. The RSS requirement was 6,400 (1,600*4), but it may be appropriate to utilise the slightly higher revised 2004-based household projections (which would equate to 6,424 dwellings if Salford's share remained at 6.92% of the regional total) and apply the 3% allowance for vacancies and the 5% allowance for non-primary residence uses as discussed above, to ensure a consistent methodology. This would give a requirement over the period 2003-2007 of 6,983 dwellings, effectively suggesting an underprovision of 3,138 dwellings (6,983 – 3,845) over that period.
- 4.39 It would seem appropriate to seek to make up any underprovision over the whole of the Core Strategy period, which would equate to an additional 157 dwellings per annum.

Vacancies in existing dwellings

- 4.40 RSS Policy L3 states that plans and strategies should seek to reduce vacancy rates to 3% in the existing dwelling stock, through the increased re-use of suitable vacant housing. The vacancy rate at the start of the Core Strategy period was 5.4% (AMR 2007). It will be challenging to reduce this to 3%, but it is considered that this is realistic over the period of the Core Strategy.
- 4.41 It is therefore assumed that this reduction in vacancies in the existing dwelling stock contributes towards the supply of housing to meet the household growth identified above. This would equate to 2,477 dwellings. The table below shows the impact on the dwelling requirement if the past completion rates and vacancies in existing dwellings are taken into account (using as a base the figures in the table above that make a 3% allowance for vacancies and a 5% allowance for dwellings not being used as primary residences) (NB the first two time periods are amended to 2003-2007 and 2007-2011 from 2003-2006 and 2006-2011 to reflect the past completions and the Core Strategy start date).

	Allowing for past completion rates	Additional allowance for reducing the vacancy rate in existing stock to 3%
2003-2007	3,845	3,845
<i>2003-2007 per annum</i>	<i>961</i>	<i>961</i>
2007-2011	8,695	8,199
<i>2007-2011 per annum</i>	<i>2,174</i>	<i>2,050</i>
2011-2016	11,395	10,775
<i>2011-2016 per annum</i>	<i>2,279</i>	<i>2,155</i>

	Allowing for past completion rates	Additional allowance for reducing the vacancy rate in existing stock to 3%
2016-2021	10,567	9,947
<i>2016-2021 per annum</i>	<i>2,113</i>	<i>1,989</i>
2021-2026	8,912	8,292
<i>2021-2026 per annum</i>	<i>1,782</i>	<i>1,658</i>
2026-2027	1,486	1,362
2003-2027	44,900	42,420
<i>2003-2027 per annum</i>	<i>1,871</i>	<i>1,747</i>
2007-2027	41,055	38,575
<i>2007-2027 per annum</i>	<i>2,053</i>	<i>1,929</i>

- 4.42 This methodology would indicate a total housing provision figure for the Core Strategy over the period 2007-2027 of approximately 38,575 dwellings. However, this has been rounded up to 38,600 to simplify the phasing options, which are discussed below. It is recognised that there are other methodologies that could be used for calculating the overall dwelling requirement for Salford over the period 2007-2027 whilst maintaining conformity with the Regional Spatial Strategy, and where appropriate these will be explored in response to any representations received during the Issues and Options consultation.

Comparison with the NHPAU advice

- 4.43 As discussed, basing the city's housing figure on the NHPAU advice for 2008-2026 and assuming that Salford's proportion of the regional total matches that in the RSS would give a housing provision range of 1,841 to 2,041 dwellings per annum.
- 4.44 The figures in the table above, factoring in past completion rates and a reduction in the vacancy rate in existing dwellings to 3%, would indicate a total dwelling requirement for 2008-2026 of 37,214 dwellings $((2,050 \times 4) + 10,775 + 9,947 + 8,292)$. This equates to 2,067 dwellings per annum.
- 4.45 This is slightly above the upper range of the NHPAU advice, if applied to Salford on the basis of the city's share of the regional housing requirement in the RSS. However, this reflects to a large degree the fact that Salford is likely to have a higher than average share of the region's dwellings that are not being used as primary residences, given the characteristics of the Regional Centre housing market. Therefore, the proposed figure of 38,600 dwellings over the period 2007-2027 would appear to be broadly consistent with the NHPAU advice.

Indicative phasing

Details of phasing

- 4.46 In order to assist infrastructure and service providers, and to inform the city council's assessment of its housing land supply, it is considered helpful to include some indication of the phasing of housing delivery through the Core Strategy. The figures above are derived from household growth estimates, which tend to be in five year periods starting with the first or sixth year of each decade. Given that the Core Strategy has a 20 year period, and commences in 2007, it is considered that the simplest way of expressing any phasing would be with four equal five year periods 2007-2012, 2012-2017, 2017-2022, 2022-2027. The five year periods start on 1 April and end on 31 March.
- 4.47 One approach to the phasing of housing would be to match as far as possible the proposed growth in households, given that this forms the basis of the calculation of the total housing requirement. This would help to ensure that new dwellings come forward as they are required, rather than risking an oversupply that exacerbates vacancies or an undersupply that risks households being unable to meet their housing needs. Given that this approach is effectively continuing the current policy approach, it has been used in Option 1.
- 4.48 A second approach would be to focus on delivering the RSS figure in the early years, building up to higher completions in the middle periods, before reducing again in the final period to reflect to some extent the pattern of household growth. This would take into account the current market conditions that may make it difficult to maintain the recent very high levels of dwelling completions. This presents a moderate deviation from the current approach, and therefore has been used in Option 2. It has also been included in Option 4, given the additional land supply under that option that may enable a reasonable level of completions in the early years.
- 4.49 A third approach would be to make an even greater allowance for current market conditions, assuming significantly lower growth in the first 5 years, before building up to much higher net completions in the rest of the Core Strategy period. This approach has been included in Option 3, given that option assumes reduced yields particularly in the Regional Centre partly as a result of the current housing market conditions.
- 4.50 These approaches are set out in the table below.

	Match pattern of household growth	Early focus on delivering new RSS figure	Low completions in first period
2007-2012	2,070	1,600	1,200
2012-2017	2,130	2,000	2,130
2017-2022	1,930	2,200	2,250
2022-2027	1,590	1,920	2,140
Total	38,600	38,600	38,600

	Match pattern of household growth	Early focus on delivering new RSS figure	Low completions in first period
Options	Option 1	Options 2 and 4	Option 3

Management of phasing

- 4.51 Although it is considered helpful to include indicative phasing details, it would be inappropriate to treat these rigidly. Paragraph 4.46 of PPS12 is clear that core strategies need to be flexible and able to adapt to changing circumstances. The recent problems with the availability in credit have demonstrated how quickly the housing market can change, and therefore it is important that the phasing is indicative rather than inflexible.
- 4.52 The scale of development proposed in Salford means that many of the dwellings will be delivered as part of very large schemes, which developers will inevitably have to phase themselves over relatively long time periods. For example, the indicative phasing for the Quays Point development at Dock 9, Salford Quays identified development commencing almost immediately but the final dwellings not being completed until 2023 (2,249 dwellings being provided in total).
- 4.53 Therefore, development will inevitably phase itself to some extent, and the need for intervention should be limited in terms of overall numbers. However, phasing may be appropriate for individual sites, related to a variety of sustainability and infrastructure considerations, but this would be more appropriate within the proposed Allocations DPD rather than the Core Strategy. The exception to this is the release of greenfield land under Option 4, which is discussed below.
- 4.54 Where there is any underprovision of housing in relation to the indicative phasing, it is considered that this should be made up over the remainder of the Core Strategy period rather than seeking to do so over a short period of time. The latter approach would be likely to lead to the need for very significant increases in housing completions over the space of a few years, which could be extremely difficult for the construction industry to deliver and may only be achievable by large-scale release of sites that are easy to develop but may be inconsistent with the spatial framework of the Core Strategy. This could encourage developers to 'sit' on sites that are more difficult to develop in order to provide a justification for releasing land in their ownership that is easier to develop, which in practice could effectively mean prioritising greenfield development over the regeneration of the city's inner areas.
- 4.55 Making up any underprovision over the whole of the plan period would allow a more planned approach to be taken that does not potentially compromise the plan's overall strategy. It would also be fully consistent with delivering the total housing requirement over the plan period. A similar approach would be taken to any overprovision.

- 4.56 It is therefore not envisaged that any specific interventions will be required, such as a more liberal approach to land release in the event of an undersupply. If there is evidence that a significant under or overprovision of housing could not be corrected over the lifetime of the Core Strategy, then this would prompt an urgent review of the document. This is considered more appropriate than effectively seeking to introduce significant policy changes outside the development plan system, either through a 'moratorium' on housing development in the event of a major oversupply or the major release of sites previously not considered appropriate for housing, which could compromise agreed regional and local strategies.
- 4.57 This approach is considered to be fully in accordance with Government policy in PPS3. It also reflects that inevitably there will be changes in national household forecasts and house building targets over the Core Strategy period. This has recently been seen with press reports that the Government is reducing its target from 240,000 new homes per year to 210,161¹⁵.

Phasing of greenfield sites

- 4.58 As discussed in more detail below, Option 4 includes proposals for some greenfield housing development around the edge of the urban area to assist in providing more houses in the city and to reduce the dominance of apartments in the supply of new dwellings.
- 4.59 If this option were taken forward then it would be important that any such development was complementary to regeneration activity within the main urban area, particularly within the Regional Centre and the surrounding inner areas. There is a risk that any early release of large greenfield sites could reduce developer interest in more centrally located previously-developed sites, reducing investment in priority regeneration areas.
- 4.60 It is also possible that household growth may not be as high as effectively being assumed through the proposed housing figures. If that scale of household growth is not realised, then releasing significant areas of greenfield land for housing development in Salford West could be at the expense of residential development on previously-developed sites as there would not be sufficient household growth to sustain all of that development.
- 4.61 Therefore, it is considered that such greenfield sites should only be released when there is clear evidence that there is sufficient household growth to sustain housing development within the priority areas as well as on those greenfield sites. If not, then the overall spatial approach of the Core Strategy and the new RSS require that the greenfield development around the edge of the urban area should be given a

¹⁵ "Cuts made to home target" – Planning (12 September 2008, p.1)

much lower priority than the development of previously-developed sites particularly within the Regional Centre and surrounding inner area. This approach would also help to ensure that the RSS target for Salford of 90% of all new dwellings being located on previously-developed land, which is carried forward in the Core Strategy as Strategic Objective ii, would be consistently achieved over the plan period.

Location and type of new dwellings

Assumptions

4.62 The options around the location of new dwellings have been informed by two main factors:

- The availability of land for residential development
- The mix of houses and apartments on each site (for the purposes of the calculations, three-bed apartments with significant outside space have been counted as 'houses' in terms of being able to satisfy the needs of families)

4.63 In terms of the availability of land for residential development, the following provide the main sources, with each option making different assumptions in regard to each source:

- Existing planning permissions
- Emerging proposals, masterplans and development frameworks
- The Strategic Housing Land Availability Assessment
- Other sites that are known to have interest from landowners and/or developers for residential development
- An assessment of existing employment areas that it may be appropriate to release for other uses

Existing permissions

4.64 The Core Strategy cannot start from a 'blank canvas', with the supply of existing housing permissions significantly constraining the options that can be considered. It is also important to take account of emerging proposals, masterplans, development frameworks, and the availability of sites. As of April 2007, the start of the Core Strategy period, there were 16,953 dwellings with planning permission, of which 2,764 were under construction. The table below identifies the broad type and distribution of these permitted dwellings.

	Houses	Apartments	Total
Regional Centre	7	9,283	9,290
Rest of Central Salford	1,139	4,059	5,198
Salford West	810	1,655	2,465
Total	1,956	14,997	16,593
<i>Proportions</i>			
Regional Centre	0.36%	61.90%	54.80%
Rest of Central Salford	58.23%	27.07%	30.66%

Salford West	41.41%	11.04%	14.54%
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Issues influencing decisions on the type of dwellings

4.65 It can be seen from the above table that 88.5% of all extant residential planning permissions were for apartments rather than houses. These schemes range from high density developments in the Regional Centre to relatively low density, small scale developments in suburban areas. This proportion of apartments has reduced slightly as of April 2008, but apartments still represent 84.6% of extant permissions. Some stakeholders have raised concerns that this dominance of apartments in the new dwelling stock is inappropriate and potentially damaging, for example in terms of it:

- Limiting the ability of the city to attract and retain families
- Reducing the internal variety and therefore sustainability of communities and neighbourhoods
- Not matching consumer preferences and aspirations

4.66 Research conducted on behalf of the Joseph Rowntree Foundation indicated a preference amongst first-time buyers for detached or semi-detached houses, followed by terraces and then apartments¹⁶ (Platt et al 2004, cited by CABE 2005, p.14). Families with children and older couples often aspire to owning a detached house for reasons of privacy, security, ease of access, and the amount of space inside and outside the home (CABE 2005, p.14). A study in the North East region revealed that the most popular types of housing are new developments of predominantly private housing near open space in existing suburbs (NLP/One North East 2005, cited by Llewelyn Davies Yeang, 2006, paragraph 2.2.14)¹⁷. In terms of sales, terraced dwellings are the most popular, followed by semi-detached houses¹⁸, but this may reflect availability as much as aspirations and needs. Savills' recent survey of the UK housing market found a market full of dissatisfied households wanting bigger homes, but feeling constrained by high prices and a lack of supply¹⁹.

4.67 A 2004 survey found that more than three-quarters of households prefer to have a private garden rather than sharing a communal space with their neighbours, which again limits the relative attractiveness of apartments. The fact that 7.5% of owner-occupied dwellings are apartments, compared to 37.4% of private rented dwellings and 41.4% of social rented dwellings (Salford Housing Needs Assessment 2007, p.25), may also indicate a consumer preference for houses as modified by the ability to afford it.

¹⁶ "What home buyers want: Attitudes and decision making among consumers?" – CABE (2005)

¹⁷ "Quality of Place: The North's Residential Offer – Phase I Report" – Llewelyn Davies Yeang, on behalf of The Northern Way Sustainable Communities Team (2006)

¹⁸ "Terraced properties are most popular among homebuyers" - Housing News (27 June 2007)

¹⁹ "Housebuilders respond to the need for more family homes" – Housing News (17 July 2007)

- 4.68 At the same time, apartments also have inherent qualities that may be attractive to certain types of household, for example with single level living offering a reasonable alternative to bungalows for the elderly and those with limited mobility. More generally, perceptions of apartment-living within this country differ significantly from continental Europe where there is a stronger culture of families living within such accommodation within central urban areas. Some developers are beginning to test this market within the UK, and the Hulton Square development under construction in Ordsall includes examples of family housing above ground floor level within Salford, but there are still question marks over the extent to which perceptions can be changed, although the changing attitudes to townhouses offer a potential precedent.
- 4.69 Inevitably, the aspirations of households are often not matched by their ability to access such housing, whether for reason of price or availability, and their aspirations are in turn influenced by the existing and potential future housing offer. This raises the question as to what extent the Core Strategy should be seeking to meet aspirations, and how far it should be seeking to influence them. Experience of three-storey houses is perhaps informative in relation to this, with early surveys suggesting that households saw them as impractical whereas more recent research suggests that opinion has shifted and they are now seen as having distinct advantages (CABE 2005, p.14).
- 4.70 Despite the relatively high vacancy rates within new apartment developments, developers have demonstrated a strong preference for apartments within new schemes. This may be a result of both the continued strong investor (if not necessarily occupier) demand for such property, coupled with cost pressures that mean that high-density schemes are the only way of outbidding competitors for land. It is unclear how the ongoing 'credit crunch' will affect this in the future, although there are some suggestions that developers are moving back to a preference for houses rather than apartments.
- 4.71 Nevertheless, the supply of permissions and the emerging proposals mean that there is still the potential that the city's supply of new dwellings will continue to be dominated by apartments. This may not reflect the aspirations of many households, and could result in either people being dissatisfied with their accommodation or Salford's neighbourhoods becoming increasingly unbalanced as they are only able to attract a relatively narrow section of demand with households having to move out of their communities or even the city completely as their circumstances change. It is also notable that the AGMA Making Housing Count project identified the Central housing market, which includes the whole of Central Salford and the Regional Centre, as having a shortage of larger and higher quality family housing. It also refers to the outflow of higher income households, which may partly be

a result of a lack of suitable family accommodation to move to in the area when their needs and aspirations change.

- 4.72 However, the ability to deliver large numbers of house is restricted by the availability of land (particularly previously-developed within the urban area, taking into account competing uses), embedded land values that reflect developer aspirations for high-density development and the need to generate sufficient value to cross-fund infrastructure, affordable housing, etc. If the city council were to insist on a much higher proportion of houses than is currently being seen in new permissions then this could make developments unviable, resulting in unused/derelict land, or it could result in the houses have high prices if they can be viably delivered. A higher proportion of houses will generally require more land to deliver the same number of dwellings, thereby increasing the pressure on greenfield land within the city, particularly given the scale of residential development envisaged during the Core Strategy period.
- 4.73 Furthermore, consideration needs to be given to the characteristics that are underpinning household growth. The 2004-based household projections²⁰ indicate that 70% of the net increase in households over the period 2004-2026 will be in the form of single person households. It is also notable that 58% of the growth in single person households will be aged 55 or over, reflecting an ageing population and only 14% will be aged under 35. Single person households cannot simply be associated with small dwellings, either in terms of aspirations or needs. Increasingly complicated family structures, and the desire for storage space, spare rooms for visitors, space for working from home, etc, all mean that single households will often require dwellings with more than one bedroom. Nevertheless, the high proportion of single person households would suggest that a significant number of smaller dwellings, possibly in the form of apartments, could be appropriate.
- 4.74 One bedroom accommodation offers a more affordable product, particularly within the Regional Centre, and some schemes have incorporated studio apartments to offer even more affordable options. However, such dwellings generally lack adaptability, and their potential market is very limited. This means that they can result in less varied neighbourhoods that are more likely to suffer from any market downturn, and are less able to adapt to changing needs either in terms of individual households or society in general.
- 4.75 Paragraph 22 of PPS3 states that local planning authorities should set out in Local Development Documents the “likely profile of household types requiring market housing eg multi-person including families and children (x%), single person (y%), couples (z%)”. However, within Salford the relative proportions will to a significant extent be driven by policy because a large proportion of the household growth is forecast

²⁰ “DCLG Statistical Release 16 March 2007” – DCLG (2007)

to be due to internal migration, and there are therefore choices relating to what type of households are being targeted. The existing supply of planning permissions will also influence the overall mix of households that can be accommodated over the Core Strategy period.

Furthermore, the varying needs of households means that household size cannot easily be equated with dwelling size, and as discussed above there is a particular need to ensure that dwellings are adaptable to changing requirements rather than simply equating single person households with one bedroom dwellings.

- 4.76 Pulling all of these issues together suggests that the Core Strategy should adopt an approach to the mix of housing that incorporates the following:
- Maximises the provision of houses whilst recognising that a large proportion of new residential development will be in the form of apartments in order to maximise the efficient use of land in the most accessible locations and generate value to cross-fund other planning objectives such as infrastructure and affordable housing provision
 - Secures a broad mix of dwellings as far as possible within individual neighbourhoods, including the provision of some family-oriented dwellings, within the Regional Centre
 - Focuses on delivering adaptable dwellings both in terms of meeting Lifetime Homes or similar standards and the size and form of dwellings that can meet a variety of changing needs, avoiding an overabundance of studio and one bedroom apartments (see below)
 - Encourages the highest standards of acoustic insulation in developments with party walls, particularly in apartment developments, as part of a comprehensive approach to sustainable design and construction, although this may satisfactorily covered by Building Regulations and therefore unnecessary in the Core Strategy
 - Secures high quality amenity space within new developments, both in terms of private gardens for new houses, and communal gardens and private amenity space for apartments including provision for children wherever possible to widen the potential market
 - Delivers a broader mix of apartment sizes including those with three or more bedrooms that could potentially attract more families and other larger households to such developments

Family-oriented dwellings

- 4.77 The debate over the type of dwellings to be provided is often discussed simply in terms of houses versus apartments. However, the issue is more complicated than this. The issue is not simply one of aspirations, as discussed above, but also the type of accommodation that people think they require to meet their needs. For example, a larger household seeking outside space may not necessarily require a traditional house, but could potentially be accommodated in a sizeable ground floor

apartment with a garden, or possibly even a large apartment with a roof terrace of significant balcony area. At present, large apartments only tend to be available in the form of expensive penthouses, but there is the potential to secure a greater diversity of apartment accommodation to meet a broader range of needs.

- 4.78 As a result, where the Core Strategy refers to the provision of houses in new developments, this will include ground floor apartments/duplexes with at least two bedrooms and a garden, and three-bedroom apartments at higher levels where they have significant outside space.

The Options

- 4.79 Option 1 assumes that all existing permissions are implemented over the Core Strategy period. It also assumes that proposals in existing and emerging masterplans and development frameworks are delivered. In both cases, this relates to the type of dwellings as well as the total numbers. It is assumed that only a relatively limited amount of employment land would be made available for housing. Therefore, Option 1 largely carries forward the current policy approach in the city, where there is a strong emphasis on protecting existing employment areas, and it also carries forward recent development trends in terms of the dominance of apartments in the supply of new dwellings.
- 4.80 Option 2 starts to release more employment land for residential development, particularly in Salford West, allowing more houses to be delivered. The yields are also modified to some extent on some of the sites assumed to come forward under Option 1, primarily those without planning permission, on the basis of a greater proportion of houses and within the mixed-use areas a higher proportion of non-residential uses.
- 4.81 Option 3 assumes that the current market conditions will lead to amendments in existing planning permissions, particularly within the Regional Centre, resulting in lower yields, more houses and some sites possibly not coming forward before the end of the plan period. A much more significant release of employment land for residential development is assumed under this option, focused particularly in Salford West.
- 4.82 Option 4 assumes a greater impact from the current market conditions on the delivery of sites, yields and mix of dwellings in the Regional Centre. The release of employment land would be slightly lower than in Option 3, though higher than in Options 1 and 2. However, Option 4 would also assume that the significant release of greenfield land around the edge of the urban area, including some Green Belt, would be permitted for housing development. This would increase the overall supply of land for new housing, which in turn would allow a greater number of houses to be built and a reduced level of apartment development.

Implications - location

- 4.83 In terms of the location of development, the higher release of employment land and, under Option 4, the release of significant areas of greenfield land mean that the number of dwellings delivered in Salford West would increase significantly from Option 1 through to Option 4, from 5,000 dwellings to 11,800 dwellings.
- 4.84 The increasing impact of current market conditions assumed from Option 1 through to Option 4, and the strengthening of the policy approach towards increasing the proportion of new dwellings that are houses rather than apartments, would decrease significantly the number of dwellings delivered in the Regional Centre, from 21,000 in Option 1 to 13,750 in Option 4.
- 4.85 The number of dwellings delivered within the Rest of Central Salford remains reasonably constant through the four options, ranging from 12,100 in Option 2 to 13,150 in Option 3. This is considered important both in terms of ensuring consistency with RSS Policy RDF1 and ensuring that regeneration activity is fully supported. However, there are some variances between the options, particularly within Lower Broughton and Charlestown/Lower Kersal, primarily resulting from assumptions around yields and the release of employment land.
- 4.86 RSS Policy L4 (Table 7.1) sets an indicative target for the proportion of housing provision to use brownfield land and buildings of 90% for Salford. This is carried forward in Strategic Objective ii of the Core Strategy. The very strong emphasis on securing the redevelopment of previously-developed land in Options 1, 2 and 3 means that approximately 96-97% of all new dwellings would be located on previously-developed land. The 3-4% of greenfield development would arise mainly from existing permissions and a small number of other sites that include greenfield as well as previously developed land such as redundant schools. However, it is estimated that the major release of greenfield land under Option 4 would result in approximately 88% of new dwellings being located on previously-developed land, below the 90% target. Option 4 therefore begins to depart from the objectives of the Core Strategy and the RSS.

Implications - type

- 4.87 In terms of the type of development, the increasing supply of land available for housing development, the more pessimistic assumptions in relation to the credit crunch, and the increasing policy emphasis on delivering houses, means that the proportion of houses increases and the proportion of apartments decreases from Option 1 through to Option 4. Given the extant permissions, emerging proposals, the locations of the sites and viability issues, apartments would still constitute the majority of new dwellings in all four options. This would include some low-rise apartments in more suburban areas, as well as high-density developments within the Regional Centre. However, even with this high proportion of apartments, the total number of houses

provided under all four options would be an increase on recent past trends. Despite these commonalities, there are still significant differences between the options with 9,550 houses and 29,050 apartments under Option 1 (a roughly 25%:75% split), and 16,700 houses and 21,900 apartments under Option 4 (a roughly 43%:57% split).

- 4.88 Within Salford West, the release of additional employment land, and under Option 4 the release of greenfield land, means that there is a significant change in the houses/apartments split between from Option 1 through to Option 4, with a roughly even split under Option 1 but almost three-quarters of all new dwellings being houses under Option 4.
- 4.89 In terms of the total housing stock, the existing split between houses and apartments is 76/24. Given the numbers involved, there would be some significant differences between the four options in terms of their impact on the total housing stock, with the proportion of houses in the total stock in 2027 varying from 62.0% under Option 1 to 67.1% under Option 4.

Impact on population

- 4.90 The impact of each option on the population of the city has been estimated using the following methodology:
- Estimate the current average household size split by houses and apartments, based on previous surveys for Salford
 - Estimate how that will change over the plan period, having regard to the revised 2004-based household projections that indicate a declining average household size for the region
 - Estimate how the non-household population will change over the plan period, having regard to the revised 2004-based household projections that indicate an increase in the regional total
- 4.91 Given that the number of houses to be delivered increases from Option 1 through to Option 4, the population estimate for 2027 also does because of the higher average household size in houses. The population estimate therefore ranges from 250,200 to 257,300, compared to the 2006 mid-year estimate for Salford of 218,000.

Housing mix of individual sites

General approach

- 4.92 Paragraph 9 of PPS3²¹ identifies four strategic housing policy objectives, two of which specifically relate to housing mix issues:

²¹ "Planning Policy Statement 3 (PPS3): Housing" – Department for Communities and Local Government (November 2006)

- To achieve a wide choice of high quality homes, both affordable and market housing, to address the requirements of the community
- To create sustainable, inclusive, mixed communities in all areas, both urban and rural

4.93 Paragraphs 20-24 of PPS3 relate to achieving a mix of housing. It is specifically stated that:

“In planning at site level, Local Planning Authorities should ensure that the proposed mix of housing on large strategic sites reflects the proportions of households that require market or affordable housing and achieves a mix of households as well as a mix of tenure and price. For smaller sites, the mix of housing should contribute to the creation of mixed communities having regard to the proportions of households that require market or affordable housing and the existing mix of housing in the locality” (paragraph 24).

4.94 All four options seek to take this approach forward through the Core Strategy, with a general statement that new residential developments should help to meet all identified local housing needs. This will be informed by the latest local assessments. It is important that all types of housing needs are catered, and this includes specialist types of accommodation such as hostels. In most cases it will not be possible to cater for every type of need on a site, but ensuring variety on each site in an area should ensure that collectively the neighbourhood has a full mix of housing.

Specific policy requirements

4.95 In December 2006, the city council adopted planning guidance that set broad standards relating to the type of dwellings²². Policy HOU1 and its reasoned justification identified the following approach:

- The large majority of dwellings in new developments in West Salford, Broughton Park, Claremont and the northern part of Weaste and Seedley should be in the form of houses rather than apartments (normally at least 80-90% of the units being houses)
- New developments in the rest of Central Salford excluding the Regional Centre should provide a broad mix of dwelling types (typically around 50-60% of the units or 70-80% of the land area being houses), with apartments only being predominant in the most accessible locations
- Apartments will normally be the most appropriate form of housing provision within the Regional Centre, although there is the opportunity to provide a broader mix of housing types in the Ordsall Lane Riverside Corridor (referred to elsewhere in this report as Ordsall Waterfront)

²² “Salford City Council Planning Guidance: Housing” – Salford City Council (20 December 2006) - <http://www.salford.gov.uk/housingplanningguidance.htm>

- 4.96 Experience of implementing the above approach has proved to be very positive, and the reasoning behind it remains relevant in terms of ensuring that there is a good mix of dwellings coming forward across the city. It is important to recognise that different parts of the city have different functions, and therefore the mix of dwellings will vary between them. However, equally, there is still the underlying need to ensure that there is a reasonable variety of dwellings in every area in order to maximise the range of households able to live there.
- 4.97 The approach is probably not as strict as some stakeholders would want. In broad terms it is considered to provide a reasonable balance between providing a good mix of houses and apartments whilst maintaining development viability, but there are options around the precise details of the policy. Also, it could potentially be simplified and clarified, particularly by specifically identifying a minimum percentage of houses or family-oriented dwellings to be provided rather than the current approach of using a general form of words supplemented by indicative land area percentages.

Regional Centre

- 4.98 The high level of accessibility, the high land values, the design context, and the need to provide a vibrant 'city centre' feel mean that apartments will continue to dominate across large parts of the Regional Centre. However, it is also important that opportunities to diversify the type of accommodation are maximised, and the outer parts of the Regional Centre may offer opportunities for a much more varied mix of dwellings than recent developments.
- 4.99 The approach in the Housing Planning Guidance could therefore be criticised for not providing sufficient encouragement for family-oriented dwellings within the Regional Centre, resulting in a lack of variety of residential accommodation in that part of the city. As a result, the four options introduce a minimum proportion of family-oriented dwellings to be provided in all developments. This is relatively low in Option 1 at 10%, increasing to 20% in the other three options representing a more ambitious approach to securing a mix of dwellings in the Regional Centre.

Rest of Central Salford

- 4.100 The current Housing Planning Guidance provides an indicative figure of 50-60% of dwellings to be houses. This part of the city is much more mixed in character than the Regional Centre with significantly lower densities of development, but generally has a higher level of public transport accessibility than the outer parts of the city. There are also issues of development viability and the need to ensure that residential schemes generate sufficient value to deliver other policy requirements such as affordable housing, open space and community improvements. Consequently, there still needs to be a significant supply of apartments, varying in scale and density, but the proportion of houses needs to be much higher than in the Regional Centre.

- 4.101 Therefore, as a minimum, it is considered that at least half of all new dwellings on each site should be in the form of family-oriented homes. Option 1 takes this approach of using a minimum figure of 50%. However, there is a strong argument that if the regeneration of these inner areas of the conurbation is to be successful, and families are to be attracted to live there in significant numbers, then it is important that the supply of new family-oriented homes is increased significantly. As a result Options 2, 3 and 4 propose a minimum of 70% family-oriented homes on each site.
- 4.102 The areas of Broughton Park/Higher Broughton, Claremont and the northern part of Weaste and Seedley are excluded from this approach and are instead grouped with Salford West in policy terms, given that their character and level of accessibility is much more akin to Salford West. Also, in the case of Broughton Park/Higher Broughton there is the issue of high average household sizes that increase the importance of delivering houses rather than apartments.

Salford West

- 4.103 Salford West is generally much more suburban in character than the rest of the city, and has lower levels of public transport accessibility. In order to maintain the character of neighbourhoods and reflect accessibility levels, lower densities would seem appropriate and therefore higher proportions of family-oriented homes. Given the characteristics of the rest of the city, it also offers the greatest potential for a significant number of houses to be delivered in order to provide a good mix of new dwellings across Salford as a whole.
- 4.104 The current Housing Planning Guidance provides an indicative figure of 80-90% of dwellings to be houses. Option 1 takes forward the lower end of this range. Options 2 and 3 take the mid point at 85%. Option 4 takes the higher end of the range. The proportion increases in this way from Option 1 to Option 4 because part of the reasoning behind releasing more land in Salford West, particularly in terms of greenfield land in Option 4, is to enable a much larger number of new houses to be provided within the city. Therefore, it is vital that the potential of this additional land release is maximised as far as possible.

Exceptions

- 4.105 There will always be sites where a higher proportion of apartments is appropriate, for example because flood risk makes the provision of houses inadvisable, there is an exceptional level of public transport accessibility or due to the specific design context. However, it is considered that such situations are likely to be limited in number.
- 4.106 There may also be circumstances where a higher proportion of houses may be appropriate. The proposed Allocations Development Plan Document may therefore specify this in relation to particular housing sites.

Size of dwellings

- 4.107 The current Housing Planning Guidance includes policy advice on the size of dwellings, both in terms of the number of bedrooms and the floorspace. This approach has proved very successful in increasing dwellings sizes, with most new permissions complying with its requirements.
- 4.108 Smaller dwellings are less adaptable to the changing circumstances of a household, and are able to meet the needs of only a limited proportion of households. It is therefore important that they do not dominate the supply of new housing, both across the city as a whole and within individual areas. This will help to deliver more balanced and mixed communities. Larger dwellings also offer a greater ability for people to work from home thereby reducing the need to travel, and facilitating home-working will be an important aspect of supporting the city's economic growth and entrepreneurialism.

Apartments

- 4.109 Policy HOU2 of the Housing Planning Guidance states that apartment developments “should provide a broad mix of dwelling sizes, both in terms of the number of bedrooms and the net residential floorspace of the apartments. Small dwellings (i.e. studios and one bedroom apartments) should not predominate, and a significant proportion of three bedroom apartments should be provided wherever practicable”.
- 4.110 As the reasoned justification to that policy explains: “Small dwellings undoubtedly have an important role to play in Salford’s housing market, particularly in terms of providing a more affordable product within the Regional Centre. However, the dominance of small dwellings, and the continuing reduction of dwelling sizes, risks creating a dangerously skewed residential market within the city, and could work against the provision of sustainable, mixed communities” (paragraph 4.25).
- 4.111 The ONS household projections indicate a significant increase in single person households, but it is overly simplistic to equate these households with small dwellings. Individual households may require extra space because of dependants whom regularly stay, working from home, or simply through choice. However, there have been some apartment proposals emerging where a large proportion of dwellings would be small one-bedroom or studio apartments, with floorspaces as low as 26 square metres. Research suggests that the average size of new dwellings within the UK, and the size of rooms within them, is significantly below the European average²³.

²³ http://www.swingacat.info/facts_figures.php

- 4.112 It is therefore considered appropriate to include some minimum floorspace requirements within the Core Strategy. The Housing Corporation's Housing Quality Indicators²⁴ identify 45 square metres as being the minimum floorspace for a dwelling with 2 bedspaces (i.e. able to accommodate a double bed). The Parker Morris standards from 1961 identified the minimum internal floor area of a 2 person apartment or house as being 44.6 square metres²⁵. The size standards used by English Partnerships are significantly higher, at 51 square metres for a one bedroom, two person home²⁶.
- 4.113 Therefore, any dwelling with a net internal floor area below around 45 square metres would effectively be a single person home with only very limited adaptability. Consequently, it is considered that such dwellings should only account for a small proportion of the new housing stock in the city. Option 1 sets the maximum proportion of apartments below 45 square metres at 15%, with Options 2, 3 and 4 setting a maximum of 10%.
- 4.114 The Housing Quality Indicators identify 57 square metres as being the minimum floorspace for a dwelling with 3 bedspaces, effectively equating to the minimum size for a two-bedroom dwelling although the second bedroom would only be a single. Similarly, the Parker Morris standards identified the minimum internal floor area of a 3 person apartment or house as being 56.7 square metres. Again, the English Partnerships standard is significantly higher, with the minimum floorspace for a 2 bedroom/3 person home being 66 square metres.
- 4.115 Therefore, 57 square metres would appear to be the minimum size for a three person dwelling. If apartment developments are to attract a broad range of households, then it will be important that at least half of all dwellings are able to accommodate more than a 2 person household, otherwise they will only be suitable for singles and couples. This is particularly important if the Regional Centre is to have a diverse community rather than only being attractive to a narrow niche of households.
- 4.116 Consequently, Options 1 and 2 would require at least 50% of apartments to have a net internal floor area of 57 square metres or more. This follows the existing Housing Planning Guidance, paragraph 4.31 of which explains that "the majority of apartments in new developments should normally have two or three bedrooms, with a floorspace and layout that makes them adaptable to changing needs (typically 57 square metres or above)".
- 4.117 However, it could be argued that this is setting aspirations relatively low, particularly in the context of the higher English Partnerships

²⁴ "Housing Quality Indicators Version 4" – Housing Corporation (April 2007)

²⁵ "Housing Space Standards" – Mayor of London (August 2006)

²⁶ "Places, Homes, People: Policy Guidance – English Partnerships' Quality Standards Delivering Quality Places" – English Partnerships (November 2007), p.16

standards, and would still result in a new dwelling stock that is overly dominated by small apartments. If there are aspirations to make Salford a city that people actively want to move to, then the quality of the housing offer will be very important. Also, if 57 square metres is the minimum for a 3 person household, then the adaptability of that dwelling to changing needs is likely to be relatively limited, particularly as the Housing Quality Indicators sets an upper level of 67 square metres for a 3 bedspace dwelling and English Partnerships set a lower level of 66 square metres. Given the large number of permissions for smaller dwellings that already exist, it could be argued that the minimum dwelling size for at least 50% of dwellings should be significantly higher than 57 square metres. As a result, Options 3 and 4 increase that minimum size to 65 square metres.

Houses

4.118 Given the need to provide housing that encourages diverse and mixed communities, the city council's desire to attract and retain more families in the city, and the dominance of apartments in the supply of new dwellings, it is considered important that the large majority of new houses should have at least 3 bedrooms or more. Apartments form the majority of new dwellings under all of the options, and therefore 1 and 2 bedroom dwellings are likely to account for more than half of new homes.

4.119 If a significant number of 2 bedroom houses come forward, then this would further exacerbate this situation, limiting the variety of households that are able to live in the city's supply of new dwellings. Therefore, all options set a minimum proportion of houses that should have 3 bedrooms or more. Given that Option 1 involves the fewest houses, it is even more important that those houses are able to accommodate larger households. Consequently, the minimum proportion that should have 3 bedrooms or more is set at 85%. The proportion of houses increases through the other options, and therefore it is considered that more flexibility on the size of those houses could be appropriate. Consequently, the minimum proportion that must have 3 bedrooms reduces to 75% in Option 2, 70% in Option 3 and 65% in Option 4.

Broughton Park and Higher Broughton

4.120 Policy HOU2 of the Housing Planning Guidance requires that: "Within Broughton Park, residential developments should include a significant proportion of dwellings with five bedrooms or more wherever practicable". Paragraph 4.33 of the reasoned justification to that policy explains that this should typically mean more than 20% of the total number of dwellings. Paragraph 4.32 of the guidance sets out the reasoning behind the policy in terms of the high average household sizes in the area, and the relatively high incidence of overcrowding.

4.121 There are particular religious and cultural characteristics of the Broughton Park and Higher Broughton area that the number of large

households is likely to increase further. For example, more than 70% of the population in four Census output areas in Kersal is identified in the 2001 Census as being Jewish²⁷. 35.4% of Jews in Salford are aged 14 or under, compared to just 18.9% of all people in England, reflecting the different age structure of the strictly Orthodox Jewish population (ibid, p.4), and a very high proportion of households have three or more dependent children (p.46). This indicates the potential for very high levels of population growth in the future.

- 4.122 In addition to this internal growth, Salford has a net inflow of Jewish people (159 in the year leading up to the Census, which is the eighth highest net inflow in the country), and this is “likely to be from the inflow of strictly Orthodox Jews from London” (ibid, p.36). At the same time, the geographical area populated by the strictly Orthodox Jewish community is severely limited by religious requirements such as the need for specialist facilities to be within easy walking distance.
- 4.123 Given these population characteristics, it is important that the supply of large new homes is supported within the Broughton Park/Higher Broughton area, particularly given the very constrained supply of development opportunities in that part of the city. Consequently, Options 2, 3 and 4 all propose that at least 25% of new dwellings in those areas should have 5 or more bedrooms wherever practicable.

Private outdoor amenity space

- 4.124 Many local authorities have specific standards for the provision of private amenity space in new developments and conversions, both in terms of gardens for houses and communal space for apartments, and the former can sometimes be used to prevent large extensions. Private/communal amenity space is very important in terms of contributing to quality of life and the attractiveness/long-term success of residential developments. It is also an important component of the city’s ‘green infrastructure’, providing important biodiversity resources, and is likely to become increasingly important for combating the urban heat island effect as average temperatures increase due to climate change.
- 4.125 There is therefore a strong argument for the inclusion of minimum standards either in the Core Strategy or a Supplementary Planning Document, particularly for apartment developments given the relatively limited provision in many recent schemes. Standards in other parts of the country are typically in the range of 15-25 square metres per dwelling for communal areas for apartments, and minimum garden areas for houses are generally similar to the gross internal floor area (typically 40-50 square metres upwards)²⁸.

²⁷ “Jews in Britain: a snapshot from the 2001 Census” – David Graham, Marlina Schmool and Stanley Waterman (JPR, 2001)

²⁸ See for example Enfield (at least 75% of the total gross internal floor area (GIA) for apartments, and 100% of the total GIA for houses with a minimum of 60 square metres); Tendring (25 square metres per apartment, 50 square metres per 1 bed house, 75 square

- 4.126 The need to maintain an adequate distance between dwellings in order to protect privacy and amenity means that it would be difficult to design houses without suitable garden areas, and in order to retain flexibility and innovation in design solutions it is therefore considered that there should not be a specific size standard in terms of an area of square metres. Instead, it is considered more appropriate for there to be a more general requirement that the private amenity space should reasonably relate to the scale and function of the dwelling and to the character of the area. Further guidance in supplementary planning documents may be appropriate for individual areas, particularly where they have a strong character such as in the case of conservation areas.
- 4.127 Given the central location of many apartment developments in Salford, and the overall pressures on land resources, it may be impracticable to look towards the higher end of the above ranges in the case of apartments. Nevertheless, some minimum standards are considered necessary in order to ensure that developments are attractive, to promote biodiversity, and to mitigate the impacts of climate change. Consequently, the lower end of the range is proposed in the Core Strategy, at 15 square metres. Family-oriented apartments would be excluded from this requirement, as by definition they would need to have adequate private amenity space on an individual unit basis. It is also considered that there is an argument that any private amenity space in the form of balconies and roof terraces for units not identified as 'family-oriented' should be counted towards the amenity space requirement, as they provide a private alternative to any communal areas. There may also be the potential, either within the Core Strategy or through a supplementary planning document, to permit an even more flexible approach that enables the communal amenity space to be provided collectively amongst several developments (effectively public amenity space), provided that this space would clearly functionally relate to the developments in question.

Approach to extensions in Broughton Park and Higher Broughton

- 4.128 As noted in the section above, the Broughton Park and Higher Broughton areas have larger than average household sizes, and the number of large households is likely to increase significantly in the future. This leads to a significant pressure in those areas for very large extensions of existing homes, often beyond the standards set out in the city council's guidance for example in terms of the length of extensions along the common boundary and separation distances²⁹ (see <http://www.salford.gov.uk/he-consultation-statement-post->

metres per 2 bed house, 100 square metres per 3+ bed house); Redbridge (15 square metres per habitable apartment room with balcony, or 20 square metres without; 20 square metres per habitable room for houses); and Ealing (15 square metres per apartment, 50 square metres per house under 5 rooms, 75 square metres for larger houses)

²⁹ "House Extensions Supplementary Planning Document" – Salford City Council (July 2006)

[consultation.pdf](#) for comments from the Jewish community requesting a less strict approach to house extensions).

- 4.129 In order to meet the needs of large families, there is an argument that larger extensions should normally be permitted, even where this contravenes the city council's published standards. At present, such proposals are judged on a case by case basis, but with compliance with the standards being the starting point for any decision. This means that many large extensions may not be permitted, or if they are then this will be on an 'exceptions' basis where material considerations indicate this would be appropriate.
- 4.130 An alternative would be to take a more permissive approach to extensions within the Broughton Park and Higher Broughton areas given the higher than average concentration of large households. This would enable such households to more easily meet their housing needs, reducing problems of overcrowding. However, although this would benefit those households in need of larger homes, it would mean that adjoining occupiers would not have their amenity protected to the same level as residents in other parts of the city. It could also result in very significant changes in the character of the area, for example as more prominent dormers are permitted.
- 4.131 Therefore, take a more permissive approach to house extensions in Broughton Park and Higher Broughton would raise issues of equality and consistency, although not bringing forward proposals to meet a known and potentially severe housing need would also raise such issues. Consequently, two of the options (Options 1 and 4) continue the existing approach of a consistent policy on house extensions across the whole city, whereas the other two (Options 2 and 3) would take a more permissive approach in this particular part of the city.

Specific types of housing

Lifetime Homes

- 4.132 Improving the adaptability of dwellings is essential to ensuring that the new housing in the city is able to meet as many different needs as possible, and to minimise the need for households to move as their circumstances and physical health changes. The Lifetime Homes concept was developed in the early 1990s to assist in this, and it sets out 16 design criteria.
- 4.133 The Government has recently included the Lifetimes Home standard within the latest version of the Code for Sustainable Homes³⁰, with it being a requirement of Code level 6 from April 2008, Code level 4 from 2010, and Code level 3 from 2013. Given this, and the fact that ratings

³⁰ "The Code for Sustainable Homes: Setting the standard in sustainability for new homes" – Department for Communities and Local Government (February 2008)

against the code are now mandatory for all new residential developments, it is not considered necessary to include any specific guidance within the Core Strategy as this would effectively be duplicating national policy.

Wheelchair Housing

- 4.134 The Lifetime Homes standard helps to maximise the adaptability of dwellings. However, stricter ‘wheelchair housing’ standards are required if dwellings are to be fully accessible to those using wheelchairs³¹. For example, additional space is necessary in bathrooms and kitchens, and window fastenings must be easily operated from a sitting position. The Government’s recent ‘Lifetime Homes, Lifetime Neighbourhoods’ document³² stated that: “Wheelchair users find that too few homes are capable of being adapted for wheelchair access” (p.87).
- 4.135 Policy 3A.4 of the London Plan requires that ten per cent of new housing is designed to be wheelchair accessible, or easily adaptable for residents who are wheelchair users. This does not guarantee that any such dwellings when provided will be occupied by those requiring a wheelchair accessible home, but by increasing the supply significantly it increases the chance that such households can access an appropriate home without having undertaken difficult and expensive modifications. It may be that wheelchair accessible homes are attractive not just to those who immediately have such a need, but also those who may consider that due to a medical condition there is some likelihood that they may require a wheelchair accessible home in the future and therefore an early move to such accommodation may reduce the need to move again at a later date.
- 4.136 It is difficult to identify the precise level of need within Salford. The 2007 Housing Needs Assessment found that 25.1% of all households within the city had an identified support need, significantly above the national average of 13-14% found by the consultants who had undertaken the assessment (Fordham Research). 48.5% of those households in need (or 12.2% of all households within the city) were identified as having a physical disability. 32.1% (or 8.1% of all households) were identified as having a support need due to being frail or elderly, although some of these would have multiple needs and would also be identified in the physical disability category. In addition, 5,946 households identified the need for a level access shower unit, 4,944 for a downstairs WC, and 4,776 for a low level shower unit, all of which would indicate some accessibility issues.
- 4.137 Research on behalf of the Housing Corporation indicates that 3% of all new entrants to general needs social housing had a wheelchair user

³¹ See for example “Wheelchair Housing Design Guide” – Stephen Thorpe (BRE, 2006)

³² “Lifetime Homes, Lifetime Neighbourhoods: A National Strategy for Housing an Ageing Society” – Department for Communities and Local Government, Department of Health, Department for Work and Pensions (February 2008)

and 17.5% had a member considering themselves disabled, although it is acknowledged that social housing normally contains a disproportionate number of households including someone with a disability. However, these figures exclude the supported housing sector, where it may be expected that people with disabilities would be concentrated³³. The London household survey indicated that 4% of households in local authority housing use a wheelchair, and Habinteg Housing Association suggested that 1.57% of the population uses a wheelchair, although this excluded scooter users, people currently in hospital, etc³⁴.

4.138 Given the relatively broad nature of this evidence, a range of options are proposed in the Core Strategy. Option 1 would not include any specific requirement for wheelchair housing, instead relying on specialist schemes and adaptation services. Option 2 would require 5% of new dwellings to be built to wheelchair housing standards. This is slightly higher than the average proportion of households that contains a wheelchair user, but this would take into account what is potentially a significant backlog of unmet need (see for example The London Plan) and the fact that the Housing Needs Assessment indicates that the proportion of households with support needs in Salford is approximately twice the national average. Options 3 and 4 increase the requirement to 10%, matching the approach in The London Plan. This would increase the likelihood that those in need could buy or rent a wheelchair accessible home, recognising that not all such properties may be occupied by households that include a wheelchair user. It would also enable those in a frail condition who feel they may fall into need to access such homes.

Retirement village

4.139 The proportion of the population that is above retirement age is gradually increasing across the country, presenting new challenges in terms of housing and other services. The speed of growth is slower in Salford than the national average, but there is still a need to give careful consideration of the implications of an ageing population within the Core Strategy. The table below gives an indication of the likely increases in older people in Salford over the Core Strategy period (based on the 2006-based population projections).

Age group	Population (thousands)				
	2007	2012	2017	2022	2027
55-64	23.4	22.8	23.9	26.4	26.5
65-74	17.4	17.8	18.9	18.7	19.9
75-84	11.5	11.6	11.8	12.6	13.8
85+	4.5	4.7	5.1	5.9	6.7

³³ "Understanding Demographic, Spatial, and Economic Impacts on Future Affordable Housing Demand: Paper Four – Moving into social housing" – Anna Clarke et al, Cambridge Centre for Housing and Planning Research (Housing Corporation CRMI, January 2008)

³⁴ "Greater London Action on Disability (GLAD's) Response to 2005 London Housing Strategy Consultation" (July 2004)

All ages	218.8	224.7	231.4	238.1	244.6
65+	33.4	34.1	35.8	37.2	40.4
% 65+	15.3%	15.2%	15.5%	15.6%	16.5%

- 4.140 There is some differentiation in the geography of older people in Salford, with 20.9% of the population in Eccles aged 65 or over but just 10.5% in Boothstown and Ellenbrook (2001 Census). Generally, it is the more established communities that have higher proportions of older people and the areas with large numbers of new dwellings that have lower proportions.
- 4.141 Salford's Supporting People Strategy³⁵ identifies seven priorities for older people with support needs, one of which is to "Secure capital and revenue funding to develop a 'retirement village'" (p.13-14). The development of a retirement village is identified as a key priority of the Older Persons Partnership Board (p.76).
- 4.142 Retirement villages are a relatively new form of provision in the UK and are currently limited in number. They typically provide more than 100 units of accommodation, and offer high levels of care and support in environments that maintain and promote independence, with the additional benefits of a wider range of social, leisure, recreational and therapeutic facilities than is possible within sheltered housing scheme. Research reveals that the retirement village model appears to be attractive to older people from a range of socio-economic backgrounds³⁶, particularly in terms of the combination of high quality housing, easily established social networks, easily accessible recreational and social opportunities, and a sense of safety and security.
- 4.143 A retirement village would offer the opportunity to diversify the type of housing provision for older people within the city, complementing the existing sheltered housing, extra care housing, and nursing homes in the city. In order to maximise access for all sections of the community, it would be important that any such facility would include a mix of tenures. It would also need to be well-located in terms of public transport and local facilities. The search for a suitable site is ongoing, and it is envisaged that this would continue through the production of the Allocations Development Plan Document.

Travelling People

Current provision

- 4.144 Salford currently has a relatively high level of provision for travelling people. There are three sites for travelling showpeople, namely the

³⁵ "The Supporting People 5 Year Strategy 2005-2010" – Salford City Council

³⁶ "Making the case for retirement villages" – Joseph Rowntree Foundation (April 2006)

Regent Caravan Park at Duchy Road (adjacent to the site for gypsies and travellers), Brookdale Park on Cleggs Lane in Little Hulton, and Fairways on Clarence Street in Broughton. The first of these is owned by the local authority, and the other two are private sites. Together they provide 96 plots.

- 4.145 In addition, there is a site for gypsies and travellers at Duchy Road, providing 30 pitches that are currently occupied by a total of 60 caravans (21% of the Greater Manchester total). All of these pitches are social-rented, with the site owned by the city council but leased to the Gypsy Council. Originally half of the site was for transit pitches, but these have gradually become permanent over the years.

Future requirements

- 4.146 The RSS does not currently include pitch/plot requirements by district for travelling people (gypsies and travellers, and travelling showpeople). This is proposed as part of a very limited partial review of the document, which will take place over the next few years. In the interim, Salford is reliant on a range of studies that have recently been completed.
- 4.147 Salford's Housing Needs Assessment includes a section on gypsy and traveller accommodation assessment³⁷. This estimates that over the period 2007-2017, there will be a need for an additional 24 pitches for gypsies and travellers, and an additional 43 plots for travelling showpeople.
- 4.148 Work has also recently been completed on a gypsy and traveller accommodation assessment for the whole of Greater Manchester. This concluded that Salford requires an additional 39 permanent pitches for gypsies and travellers up to 2015, and an additional 51 plots for travelling showpeople.
- 4.149 In May 2007 a regional study was published³⁸, which it is intended will feed into the partial review of the RSS together with local studies. This regional study identified a need over the period 2006-2016 for an additional 141 pitches for gypsies and travellers, and an additional 149 plots for travelling showpeople.
- 4.150 Given the importance of taking an integrated sub-regional approach to meeting the needs of travelling people, and the absence of figures for individual local authorities in the regional study, it is considered that the Greater Manchester study provides the most appropriate basis at this time for identifying pitch and plot requirements in the Core Strategy.

³⁷ "Salford City Council Housing Needs Assessment" – Fordham Research (October 2007), paragraphs 8.19-8.25

³⁸ "North West Regional Gypsy and Traveller Accommodation and Related Services Assessment" – Salford Housing & Urban Studies Unit et al (May 2007)

- 4.151 In terms of travelling showpeople, there is an additional issue within Salford that the Fairways site in Lower Broughton is located within the indicative floodplain, and Salford's Strategic Flood Risk Assessment indicates that it would be affected by a flood event. Caravans, mobile homes and park homes intended for permanent residential use are identified as highly vulnerable uses in Table D.2 of PPS25, and consequently new developments should not be located on sites with a 1 in 100 or greater annual risk of river flooding (Table D.3). Therefore, ideally, the Fairways site should be relocated, which would add a further 45 plots to the overall need.
- 4.152 In terms of transit pitches for gypsies and travellers, there is currently no clear quantification of need. However, it will be important that this issue is looked at on a sub-regional or regional basis, providing a network of sites between which people can move, rather than each individual local authority working in isolation. Therefore, within the Core Strategy it is currently only possible to make a commitment to this joint-working rather than quantify any transit pitch requirements.
- 4.153 A detailed site search is required to identify sites to meet these various needs, and it is considered that the Allocations Development Plan Document is the most appropriate mechanism for this. Paragraph 31 of Circular 01/2006³⁹ states that: "The core strategy should set out criteria for the location of gypsy and traveller sites which will be used to guide the allocation of sites in the relevant DPD. These criteria will also be used to meet unexpected demand". Paragraph 25 of Circular 04/2007⁴⁰ takes the same approach to sites for travelling showpeople.
- 4.154 A broad-ranging development management policy is proposed through the Core Strategy, which is discussed in more detail towards the end of this report. This would provide the context for the selection of all sites through the Allocations Development Plan Document. However, there are certain criteria that are either additional factors that need to be specifically taken into account when identifying sites for travelling people, or common criteria that it is considered important to highlight. The Core Strategy Issues and Options Report identifies five criteria as follows:
- The site should be able to meet the needs of the travelling group concerned in terms of providing for any required combination of residential, storage, and maintenance uses
 - Site layout and design should reflect best practice and make adequate provision for on-site parking, servicing and turning
 - The site should have safe and convenient access to the road network
 - The site should not be subject to a greater than 1 in 100 year risk of flooding

³⁹ ODPM Circular 01/2006: Planning for Gypsy and Traveller Caravan Sites" – Office of the Deputy Prime Minister (February 2006)

⁴⁰ CLG Circular 04/2007: Planning for Travelling Showpeople" – Department for Communities and Local Government (August 2007)

- Positive consideration will be given to the provision of sites for travelling people within existing employment areas where they have an element of employment use as well as residential accommodation, and they can be accommodated without compromising the employment use of the rest of the area

4.155 The first three criteria reflect the unique nature of sites for travelling people. The ‘travelling’ nature of the uses means that good access to the highway network, and the accommodation of vehicles within the site in terms of parking, servicing, turning, etc, are important. This is particularly the case for travelling showpeople, where there are also likely to be significant equipment storage and maintenance requirements at certain times of the year. Such issues are also reflected in the final criterion. The fourth criterion picks up the PPS25 requirement. This in some ways repeats national guidance and references elsewhere in the Core Strategy, but given the importance of the issue in Salford it is considered helpful to include it within the criteria for siting travelling showpeople, gypsy and traveller sites.

Affordable housing

4.156 PPS3 states that local planning authorities should set out in Local Development Documents the “likely overall proportions of households that require market or affordable housing, for example, x% market housing and y% affordable housing”, and the “size and type of affordable housing required” (paragraph 22).

Proportion of new homes that should be affordable

4.157 The city council’s current affordable housing target, as set out in Policy HOU3 of the Housing Planning Guidance, is 20% on all residential sites over 1 hectare, or developments of 25 or more dwellings on smaller sites. This target was based on an assessment utilising the then ODPM affordability model and using secondary data⁴¹.

4.158 A new Housing Needs Assessment for Salford has recently been completed by Fordham Research (as part of a wider study that also looked at Manchester)⁴². This assessment followed Government guidance⁴³.

4.159 The assessment split the city into four sub-areas. The analysis of need was carried out for each of the sub-areas, and the data recombined to provide the city totals. This was to ensure a more robust assessment.

⁴¹ “Housing Market Assessments: Draft practice guidance” – ODPM, December 2005

⁴² “Salford City Council Housing Needs Assessment – Final Report” – Fordham Research (Salford City Council, October 2007)

⁴³ “Strategic Housing Market Assessments – Practice Guidance” – Department for Communities and Local Government (March 2007) (version 2 has since been released, in August 2007)

4.160 The table below provides a summary of the results of the study (taken from p.38 of the assessment).

Detailed needs assessment table for Salford		
Stage and step in calculation	Notes	Output
STAGE 1: CURRENT NEED (Gross)		
1.1 Current occupiers of affordable housing in need		2,468
1.2 plus Households from other tenures in need		1,088
1.3 plus Households without self-contained accommodation		38
1.4 equals Total current housing need (gross)	1.1+1.2+1.3	3,594
STAGE 2: AVAILABLE STOCK TO OFFSET NEED		
2.1 Current occupiers of affordable housing in need		2,468
2.2 plus Surplus stock		-
2.3 plus Committed supply of new affordable units		428
2.4 minus Units to be taken out of management		2,500
2.5 equals Total stock available to meet current need	2.1+2.2+2.3-2.4	396
2.6 equals Total current unmet housing need	1.4-2.5	3,198
2.7 times Annual quota for the reduction of current need		20%
2.8 equals Annual requirement of units to reduce current need	2.6×2.7	640
STAGE 3: NEWLY ARISING NEED		
3.1 New household formation (gross per year)		2,414
3.2 times Proportion of new households unable to buy or rent in the market		56.0%
3.3 plus Existing households falling into need		1,536
3.4 equals Total newly arising housing need (gross per year)	(3.1×3.2)+3.3	2,887
STAGE 4: FUTURE SUPPLY OF AFFORDABLE UNITS		
4.1 Annual supply of social re-lets (net)		2,814
4.2 plus Annual supply of intermediate housing available for re-let or resale at below market price/rent		39
4.3 equals Annual supply of affordable units	4.1+4.2	2,853
NET SHORTFALL OR SURPLUS OF AFFORDABLE UNITS		
Overall shortfall or surplus per annum	2.8+3.4-4.3	674

4.161 It can be seen that the total affordable housing need is identified as 674 dwellings per annum. 640 of these (95%) are required to reduce current need (step 2.8), and 34 (5%) relate to newly arising need. It is important to note that the figures underpinning the above table, and the assessment more generally, are based very much on past trends.

4.162 The authors of the study have used their judgement, based on conducting previous studies and the ratio of the identified need to the total number of households in the city, to identify a recommended

target of around 30% for the proportion of new dwellings that should be affordable. They conclude that: “This is a maximum justifiable by the evidence. The political process may decide on a lower target” (paragraph 12.6).

- 4.163 Taking into account this recommendation for a maximum figure of 30%, and the existing council policy of 20%, the Core Strategy proposes a range of options between these two extremes. Further work is required to fully test their financial viability. Option 1 takes forward the current policy approach at 20%. Given the relatively low figure compared to the identified need, very few exceptions would be permitted to this policy, meaning that in some cases development could be delayed until financial circumstances change and it became more viable. Lower proportions of affordable housing would only be permitted in exceptional circumstances, where there was an urgent need for the development to come forward.
- 4.164 Option 2 would take a mid-point between the current policy and the recommendation of the new needs assessment, at 25%. Given the increase in the figure, it would be expected that there could be more circumstances where it may impact on the financial viability of development. Consequently, this option allows more flexibility for reducing the proportion where there is clear evidence that 25% could not be delivered given the specifics of the scheme.
- 4.165 Options 3 and 4 would set the requirement at 30%, reflecting the recommendation of the recent needs assessment. As with Option 2, they would take a more flexible approach where there are viability issues, but the higher starting point at 30% would enable the provision of affordable housing to be maximised where viability permits. The higher proportion is considered appropriate in Options 3 and 4 given that they involve the highest release of employment land for housing development, and in the case of Option 4 greenfield land, which would be expected to have sufficiently low land values and high development values to support this scale of affordable housing provision.

Thresholds

- 4.166 Government guidance sets a national indicative minimum size threshold of 15 dwellings for sites where affordable housing will be sought, although it states that lower minimum thresholds may be set where viable and practicable⁴⁴. The current approach in Policy H4 of the UDP and Policy HOU3 of the Housing Planning Guidance is that the minimum threshold is 25 dwellings or a site area of 1 hectare. This reflected Government guidance at the time of the UDP's production.
- 4.167 Options 1 and 2 propose using the national threshold in PPS3 of 15 dwellings. Options 3 and 4 propose a lower threshold at 10 dwellings,

⁴⁴ “Planning Policy Statement 3 (PPS3): Housing” – Department for Communities and Local Government (November 2006), paragraph 29

reflecting the high level of need identified in the Housing Needs Assessment, and therefore the importance of maximising opportunities for securing additional affordable housing wherever possible.

Tenure

- 4.168 Table S12 of the Executive Summary of the Housing Needs Assessment splits the identified need of 674 dwellings per annum by tenure, in terms of social rented and intermediate housing. This gives a figure of 607 social rented dwellings, and 67 intermediate dwellings.
- 4.169 This indicates that only about 10% of the housing need can be met by intermediate housing. The Housing Needs Assessment states that: “This is evidence for the fact that those in housing need in Salford are on much lower incomes than the average, and cannot afford anything more than the social rent” (Executive Summary, paragraph 23). It concludes that “if a 30% target were set overall, it would not be easy to justify more than 5% of that target being for intermediate housing” (paragraph 12.4). Consequently, it recommends a 25% social rented, 5% intermediate target (paragraph 12.5).
- 4.170 Social rented accommodation requires a much higher level of subsidy, and therefore there is potentially an issue of the realism of providing 25% social rented and 5% intermediate housing in terms of financial viability. Salford already has a relatively high proportion of its stock within the social rented tenure (31.4% compared to the national average of 19.3% (2001 Census)). There is a strong argument that a greater diversity of accommodation within the city would be beneficial to delivering sustainable, mixed communities, as well as acting as a bridge to owner-occupation, particularly given the very limited supply of intermediate accommodation in the city at present. However, a higher proportion of intermediate housing would raise questions as to whether it would be affordable to residents in need.
- 4.171 Taking into account the results of the needs assessment, the importance of maintaining financial viability in new developments, the objective of securing mixed communities across the city, and the need to assist people in moving into owner-occupation where they wish to do so, it is considered that a more even balance between social rented and intermediate accommodation in the supply of new affordable homes would be more appropriate than the 25/5 split proposed in the needs assessment. Consequently, the Core Strategy proposes a broadly 50/50 split.
- 4.172 This would be an average across the city as a whole, and decisions on individual sites would take into account a broad range of evidence, including:
- Local needs information, for example in terms of what prices would be affordable to local people

- The existing tenure mix, for example in terms of whether there is already a high proportion of social rented accommodation in the local area
- Other affordable housing proposals in the area, for example to ensure that schemes are complementary and collectively meet all needs in the area as far as possible
- Site viability, for example where there are financial viability issues there may be a trade off between the total number of units provided and the proportion of social rented units
- The availability of other sources of funding for providing affordable housing, for example which could be used to complement planning obligations to enable a higher proportion of social rented dwellings

Size of affordable housing

4.173 The Housing Needs Assessment also attempts to sub-divide the need in terms of the size of dwellings required (see Table 6.3). It is reproduced in a modified form below.

Dwelling size	Need	% of need	Supply	Net total
1 bedroom	1,857	51.5%	1,277	580
2 bedrooms	995	27.6%	1,261	-266
3 bedrooms	535	14.8%	395	140
4+ bedrooms	219	6.1%	0	219
Total	3,607	100%	2,933	674

- 4.174 The table suggests that there is an existing oversupply of 2 bedroom affordable accommodation, but a very significant undersupply of 1 bedroom affordable housing. However, it also identifies the need for an additional 359 affordable dwellings per annum with 3 or more bedrooms, or 53% of the total of 674 affordable dwellings per annum.
- 4.175 Given the discussion above regarding the options for the overall balance between apartments and houses within Salford's new dwellings, and issues of viability and site availability, delivering anywhere near that many larger affordable dwellings would appear extremely challenging. One approach would be to accept a lower proportion of affordable dwellings on a site if that resulted in more affordable dwellings of 3 or more bedrooms, for example accepting two affordable 3 bedroom apartments instead of three affordable 2 bedroom apartments. However, there is a risk that if the demand for larger accommodation is coming from families with children then they may be reluctant to reside in apartments above ground/first floor level.
- 4.176 An alternative would be to maximise the number of affordable units, even if this results in a higher proportion of smaller dwellings than the above table would suggest. However, this could be viewed as prioritising the needs of smaller households over larger ones.

4.177 Much will come down to the nature of individual schemes, evidence of the general demand for affordable housing such as the housing register and choice based lettings system, and any specific demands that have been identified by the organisation that will be managing the scheme. It may also differ between intermediate and social rented accommodation. Therefore, it is considered that the most appropriate approach for the Core Strategy to take is to require the size of affordable dwellings to match the overall mix of sizes in the development as a whole unless otherwise agreed with the city council. This then provides a clear starting point for negotiations whilst offering flexibility to take into account relevant information regarding local needs and demand.

Redevelopment of existing dwellings

4.178 Concerns have been expressed that the character of some parts of the city is being adversely affected by the redevelopment of existing houses in large plots for new residential development, either in the form of several houses or one or more blocks of apartments. This is seen for example in terms of the comments received from neighbours when planning applications for such developments are submitted.

4.179 The city council's planning policies already seek to control this to some extent. For example, the Ellesmere Park Supplementary Planning Document (adopted November 2006) identifies several different elements that contribute to Ellesmere Park's distinctive character, which include a sense of spaciousness between buildings and relatively low building densities. Policy 5 of the SPD specifically requires the spacious character of the area to be retained, and the typical layout of existing plots within the area to be reflected in any new developments.

4.180 The Design Supplementary Planning Document (adopted March 2008) picks up similar issues for other areas as well. For example, the section on Swinton, Pendlebury and Clifton states that developments close to or adjacent to large villa style residential dwellings in parts of the area "should reflect and complement the established scale and plot size of these dwellings" (p. 88). The document states that development that compromises the character of Ellesmere Park, Monton, Worsley and Roe Green, Broadoak and Hazelhurst in terms of dwellings set in spacious gardens will be refused (p.90, 94, 98 and 100). The section on Higher Broughton (including Broughton Park) emphasises the need to retain and adapt large villa style houses rather than demolish and redevelop (p.70).

4.181 The large gardens associated with these dwellings in these areas are also an important part of the city's 'green infrastructure', providing interconnected wildlife habitats that support biodiversity resources.

Their loss could also increase surface water runoff, potentially increasing local flood risk.

- 4.182 Therefore, it can be seen that there are strong arguments for taking a restrictive approach to the redevelopment of existing dwellings with gardens in mature suburbs. This is not only to protect the character of such areas, but also to support environmental objectives. However, there is also an argument that such sites provide an important source of land for new housing, and if their redevelopment is not permitted then it may increase pressure on other sites that are possibly more sensitive, such as greenfield land around the edge of the urban area.
- 4.183 As a result, the Core Strategy options currently include two different approaches. Options 2 and 4 would include a specific policy restricting the redevelopment of existing houses with gardens in mature suburbs for higher density schemes (this would still permit the replacement of dwellings on a like for like basis). Options 1 and 3 would not have any specific policy requirement in this regard, although more detailed design guidance interpreting the need to protect local character could still set some restrictions, as is currently the case with the Design SPD and the Ellesmere Park SPD.

Conversion of dwellings

- 4.184 UDP Policy H6 relates to residential social and community uses, such as residential care homes, nursing homes, hostels, shelters, halfway houses and children's homes. Such developments are quite often located in larger dwellings rather than purpose-built accommodation, and therefore there is the potential for them to be concentrated within a small number of areas. As a result, one of the criteria of UDP Policy H6 is that any new development of such uses should not result in an over-concentration within any one area. In addition, the size of properties also means that some of the same areas are targeted for the conversion of dwellings to non-residential uses such as offices.
- 4.185 Perceptions of an overconcentration of such uses can be a major cause of concern for local communities. This has been demonstrated recently with a number of discussions at the Claremont and Weaste Community Committee (see for example the meeting of 11 September 2007)⁴⁵. The committee wrote to the city council in October 2007 requesting that:
- The council considers the possibility of developing a specific policy on HMOs (houses in multiple occupation) within the UDP
 - Consideration be given to carrying out an investigation on an AGMA-wide basis to determine whether other Greater

⁴⁵ Minutes of this meeting are available at:
http://www.salford.gov.uk/showmeeting.htm?ID=3152&MGP_ID=50

Manchester authorities operate specific policies in respect of HMOs

- The development of any policy identifies a trigger point for a property to be designated as a HMO in line with definitions in legislation
- The development of any policy limits the number of HMOs within individual communities, particularly when those communities already contain communal properties such as children's homes

4.186 One of the issues that presents challenges in responding to community concerns is that many of the uses that are the cause of those concerns do not necessarily require planning permission, and therefore control over them is severely limited. Circular 03/2005⁴⁶ states that Class C3 of the use classes order "groups together use as a dwelling house, whether or not the sole or main residence, by single person, any number of persons living together as a family, or by no more than 6 persons living together as a single household. The key element in the use of a dwelling house for non-family purposes is the concept of a single household. The single household concept will provide more certainty over the planning position of small group homes which play a major role in the Government's community care policy which is aimed at enabling disabled and mentally disordered people to live as normal lives as possible in touch with the community" (paragraph 66).

4.187 The Circular goes on to state that: "This class not only includes families, or people living together under arrangements for provision of care, but also other groups of people, not necessarily related to each other, who chose to live on a communal basis as a single household" (paragraph 68). It explains that: "Although the control limit of six persons defines the scope of the C3 dwelling house classes, this does not imply that any excess of that number must constitute a breach of planning control. Where six people have lived together as a single household, there will subsequently be a material change of use only where the total number of residents increases to the point where it can be said that the use has intensified so as to become of a different character or the residents no longer live together as a single household" (paragraph 76).

4.188 Consequently, many residential social and community uses such as small children's homes may not require planning permission. Even where they include more than six people, planning permission to change from a Class C3 use would only be required if there were a materially different impact from use as a dwelling house. As the Circular notes, the use of dwellings in these ways forms an important part of providing residential accommodation for more vulnerable people.

⁴⁶ "ODPM Circular 03/2005: Changes of Use of Buildings and Land – The Town & Country Planning (Use Classes) Order 1987" – Office of the Deputy Prime Minister (21 March 2005)

- 4.189 Therefore, it can be seen that there are legal issues, in terms of the use classes order and the materiality of any impact of accommodating more than six unrelated people in a single household, that restrict the control that the land use planning system has over the use of dwelling houses as HMOs or residential social/community uses. Nevertheless, where planning permission is required then it would seem important to respond to community concerns, to ensure that the residential character and amenity of individual areas is protected.
- 4.190 As a result, two different approaches are proposed in the Core Strategy Issues and Options Report. Options 3 and 4 would take a very broad approach in terms of including a general requirement that the conversion of dwellings should not result in the loss of the residential character of any area. Each case would then be judged on its merits having regard to the specific context in terms of the number of existing HMOs and non-residential uses in the local area.
- 4.191 However, the Claremont Waste Community Committee has indicated that it would prefer a more standardised approach with clear numerical limits on the number of these uses in any single area, and this is a reasonably common approach across the country. Consequently, Options 1 and 2 adopt this type of approach. Occupation by more than one household, or for uses outside Class C3, would not be permitted if it would result in any dwelling being surrounded on two sides by such uses. This is considered to provide a reasonable balance between protecting existing occupiers and the character and amenity of residential areas, whilst enabling uses such as HMOs, children's homes, etc, to be satisfactorily accommodated within the city. Given the local concerns, however, care home and similar uses would be counted even where they did not require planning permission. A less restrictive approach would be taken in locations where such uses would generally be expected to be located, such as on main roads that already have a significant number of non-residential uses, or within or adjacent to local and district centres.
- 4.192 All four options would place an emphasis on intensive management of HMOs where required, such as through landlord licensing, to ensure that such provision is of a high quality. In many cases the uses themselves may not be problematic, but the absence of good management could be.

Apartments and the investment market

- 4.193 Although there is not accurate quantitative information available, anecdotal evidence suggests that there has been a major increase in Salford's buy-to-let market over recent years. This appears to have been fuelled, at least in part, by the relative attractiveness of buy-to-let properties in relation to other investments such as the stock market, by smaller investors effectively using it as a pension fund, and by the

effective marketing of cheap credit. However, despite the large numbers of apartments being purchased by investors, houses are generally seen as a more attractive investment because they can be used for families, students, or professionals sharing, providing more flexibility and a more guaranteed income stream. This reflects more general issues regarding the limited market for some apartments being constructed, and their lack of adaptability to different lifestyles.

- 4.194 While the buy-to-let market has grown, the first-time buyer market has contracted, with the two groups often competing for the same type of property and the latter being priced out by the former. Therefore, although the private-rented sector may offer one solution to problems of affordability, it may also be contributing to such problems, with the housing market increasingly driven by investment needs rather than housing needs.
- 4.195 Equally, the buy-to-let market could be viewed as assisting with affordability issues, for example by helping to increase the overall supply of housing in a constrained market where the increase in demand is acknowledged to have grown faster than the supply. Investors have effectively helped to front-fund high-density residential developments, particularly in the Regional Centre, which may not otherwise have been financially viable and/or able to secure finance from banks. This in turn has helped to cross-fund other investments through planning obligations, for example in open space, public realm and transport (and in the future has the potential to cross-fund the provision of affordable housing directly). The increased supply of private rented accommodation should also have helped to dampen prices whilst increasing quality, providing an alternative for those unable or not wanting to enter owner-occupation.
- 4.196 Within apartment developments there is also a new phenomenon of very short-term lets effectively as hotel rooms, with anecdotal evidence indicating that a lack of management can often result in anti-social behaviour such as late-night parties disturbing other residents. This potentially compromises the attractiveness of such developments for owner-occupiers, but does not normally constitute a change of use that can be controlled through the planning system.
- 4.197 At the same time, there is also considerable anecdotal evidence that a significant proportion of new apartments are being bought purely for capital appreciation rather than as a source of revenue through rental income, and investors are deliberately leaving properties vacant to maximise that potential increase in capital value (known as buy to leave). Such properties are therefore effectively not contributing to the housing supply within the city, as they are unable to meet any housing needs, only the needs of investors. As of June 2007, the average vacancy rate for apartments in Salford that were constructed over the period 2002-2006 was estimated to be 22.1%, reflecting the high level of investment activity.

- 4.198 To some extent, the buy-to-let “boom” has probably been driven by relatively unique circumstances in the housing market and other investment markets over the last few years. There would seem a reasonable prospect that the buy-to-let sector will continue to evolve, with increasing pressures on yields and capital values resulting in more owners selling or renting out their properties, thereby significantly reducing vacancy rates.
- 4.199 The current ‘credit crunch’ would indicate that this is already beginning to happen, although its long-term impacts are unclear and it would be inappropriate to read too much into some of the short-term impacts, for example which have included a greater demand for private rented accommodation in some locations because people have been unable or unwilling to take out a mortgage and this has in turn led to some rises in rental levels and investment yields. This contrasts with the situation over previous months where lower than expected rental levels had dampened down yields to the extent that buy-to-let purchases were no longer profitable in some circumstances. All of this reflects the continually evolving nature of what is a still a relatively immature market.

Short-term letting of apartments as holiday homes or hotel rooms

- 4.200 As noted above, the use of apartments for short-term ‘holiday’ lets can significantly affect the amenity of permanent residents in new apartment developments, and also reduces the ability to develop ‘communities’ given the transient nature of the occupants. This potentially affects not only the success of those developments, but also the attractiveness of the Regional Centre more generally to potential residents if they have concerns over noise, disturbance and community development.
- 4.201 Options 3 and 4 would actively seek to prevent this short-term letting by placing a condition on all planning permissions for apartment developments that individual units cannot be let for periods less than 3 months. This would help to address the aforementioned issues, whilst retaining the ability for units to be let privately. Options 1 and 2 would require this to be considered as part of a wider sales strategy, which is discussed below.

Submission of a sales strategy for apartment developments

- 4.202 Addressing the wider issue of investment purchases of apartment developments and the impact this has on vacancy rates is likely to be quite difficult. One approach that is proposed in Options 1 and 2 (given that they involve the highest amount of apartment development) is to require the submission of a sales strategy for apartment developments as part of any application/permission, in a similar way to the requirement for travel plans under PPG13 and UDP Policy A1.
- 4.203 The sales strategy would need to set out the following:

- The anticipated tenure split in terms of owner-occupation and private rented, and how this would be achieved
- The approach to investment purchases, and how a vacancy rate of around 3% would be achieved
- How first time buyer purchases would be enabled
- How 'hotel lets' would be controlled

4.204 The purpose of this would be to encourage developers to work in partnership with the city council and other agencies to ensure that the apartments that they build are occupied rather than stand empty. This would be expected to have a positive impact on sales and the reputation of developers, as well as supporting the development of more sustainable communities and minimising vacancy levels. The submission of a sales strategy would allow developers to be innovative in the mechanisms they use for ensuring low vacancy levels in their developments, and is therefore considered preferable to a blunter approach for example that involves restricting the proportion of units that could be sold to investors, or the number of units to individual investors. However, given that Options 3 and 4 would not require the submission of a sales strategy, a more specific approach is included on holiday lets as discussed above.

Student housing

- 4.205 UDP Policy H7 sets out a series of criteria that any proposals for student housing should meet. The reasoned justification explains that the University of Salford, Salford College, and other higher/further education institutions within and on the edge of the city create a significant need for student accommodation in Salford (paragraph 7.24). It is important that the provision of student housing does not adversely affect the character of existing residential areas or other parts of the city, and that it is located so as to encourage occupants to access education facilities via walking, cycling and/or public transport rather than private car.
- 4.206 One of the criteria in the UDP policy requires that there is a proven need for the development. This has been quite difficult to implement, given the limited availability of information and the number of higher and further educational institutions in the core of the conurbation. It could also have the potential to limit competition in the student accommodation sector. It is therefore not considered appropriate to carry it forward into the Core Strategy.
- 4.207 The Core Strategy Issues and Options Report instead includes two different approaches. Options 1 and 2 require that any student housing should be located on sites with very good access by public transport, walking and cycling to local facilities and the educational establishment it is designed to serve. This would help to minimise the need to travel, encourage the use of sustainable modes of transport, and promote

social inclusion by providing good access to facilities. Options 3 and 4 would take a more restrictive approach, requiring that new student housing is within easy walking distance of the educational establishment it is designed to serve. This could increase the concentration of such housing in particular areas, but would also be likely to make the most difference in terms of minimising car use and providing housing opportunities that are attractive to students.

- 4.208 All four options include a requirement that student housing does not dominate the character of the area. Communities in other parts of the country, such as Headingley in Leeds, have raised serious concerns about the impacts of large concentrations of students on their neighbourhoods. It is important that student housing is integrated into neighbourhoods and mixed-use areas, contributing to diversity and vitality, rather than being seen to unduly dominate, and this is what the Core Strategy approach would seek to deliver.

Developments incorporating family-oriented dwellings

- 4.209 Options 2, 3 and 4 take varying approaches to delivering additional houses in the city compared to Option 1. This is partly to help attract and retain families in the city. If the houses provided are to be as attractive as possible to households with children, and broader sustainability objectives such as promoting healthy lifestyles and minimising the need to travel are to be achieved, then it will be important that schools are easily accessible from these new homes.
- 4.210 This will partly be a function of the precise location of the dwellings, but will also depend on the quality of the walking and cycling routes from them to local schools. Improving safe and sustainable access to schools is a key priority for the city council, for example with a range of measures included in Salford's Sustainable Transport Strategy. The approach proposed in Options 2, 3 and 4 would not require new developments of family-oriented dwellings to provide complete Safe Routes to Schools, but rather to link into existing and proposed routes to ensure that the benefits of those routes are maximised.

Housing improvement

- 4.211 The Core Strategy Issues and Options Report identifies a range of measures under all four strategic options that would be undertaken in order to help enhance existing housing and residential areas. Although the scale of new residential development over the Core Strategy period is very high, the number of people living in homes that already exist in the city will be much greater, and therefore the importance of improving that existing housing stock cannot be underestimated.

Housing market renewal

- 4.212 Salford City Council and Manchester City Council established the Manchester Salford Housing Market Renewal Pathfinder (MSP) in 2003, to develop and co-ordinate a long-term strategic programme to restructure the housing market in the inner areas of the conurbation. The majority of Central Salford falls within the MSP area, together with large parts of North Manchester, East Manchester and South Manchester.
- 4.213 This forms part of a wider Government-backed initiative to tackle housing market problems, primarily in the North of England. Thus far, the Government has approved £221 million of funding for the first two phases of the delivery programme.
- 4.214 It is therefore a key implementation mechanism for the Core Strategy, and it is important that the planning system supports the activities of the MSP in delivering housing market renewal. The MSP's stated challenge is to create a mixed housing offer with a range of types, values and tenures that will meet the aspirations of both new and existing residents, creating neighbourhoods of choice where people choose to live, work and invest⁴⁷. This is fully consistent with the approach set out above to housing issues, and the proposed vision of the Core Strategy more generally.

Improving council housing

- 4.215 In 1997, the Government set out a vision: "To improve housing conditions in all tenures to contribute to the creation of successful, thriving and inclusive communities that will stand the test of time and in which people want to live"⁴⁸. In order to achieve this vision, the Government set local authorities across the country the target of improving all of their council housing stock to meet a 'Decent Homes Standard'. The Government defines a decent home as being warm, weatherproof, and having reasonably modern facilities.
- 4.216 As with many other local authorities, financing the improvement works required to council homes to meet the decent homes standard from the council's own budget was not possible. As a result, three investment options have been made available by the Government in order to raise the necessary funding. These are:
- Arms Length Management Organisation, where the city council retains ownership of the housing but it is managed by a separate organisation
 - Stock Transfer, to a newly formed Local Housing Company or an existing Registered Social Landlord, where the city council would no longer own the housing
 - Private Finance Initiative, where the city council enters into a long-term contract with a PFI consortium which levers in private sector investment in the short-term to improve the housing and

⁴⁷ <http://www.manchestersalfordhmr.co.uk/index.aspx>

⁴⁸ <http://www.salford.gov.uk/living/housing/councilhousing/housing-options-review.htm>

is then paid back by the council and Government over the period of the contract

- 4.217 The city council undertook a Housing Options Review between December 2003 and May 2005 to determine which of these options, or combination of options, would be most appropriate. This involved widespread consultation with tenants to determine their opinions and aspirations. Since September 2002, all of the city council's housing had been managed by an Arms Length Management Organisation called New Prospect.
- 4.218 The Housing Options review concluded that a mix of all three options would be the most appropriate way forward, on the following basis:
- Central Salford (plus Beechfarm estate, Swinton) = Arms Length Management Organisation (since established, and called Salix Homes)
 - Pendleton = Private Finance Initiative (Government confirmed in October 2008 that £102 million was available for investment, contract to be advertised in November 2008)
 - Salford West (excluding the Beechfarm estate) = Stock Transfer, to a newly established organisation called City West Housing Trust
- 4.219 These three options have now been confirmed and will be very important delivery mechanisms for the Core Strategy, helping to ensure that a key part of the existing housing stock is of a high quality. They will complement the proposals for new development in the city.
- 4.220 The improvement of existing council housing may need to take a number of forms. Refurbishment of the existing housing will normally be the preferred course of action, both in terms of minimising disturbance for existing residents and maximising the use of existing assets. However, more significant interventions may be required in some circumstances, for example because of the condition of the properties, the costs associated with refurbishment, or the impacts of building or estate design in terms of providing opportunities for crime and anti-social behaviour. Remodelling of the existing homes may be appropriate in some circumstances, for example with buildings being reorientated and/or land being brought within their cartilages because of a lack of security, defensible space and/or car parking. In some cases, it may not be possible to address such issues, or to fund the provision of improved social housing, without the demolition of some existing properties.

Retaining communities and attracting new residents

- 4.221 In developing proposals for improving existing housing and providing new dwellings, a high priority for the city council will be the retention of existing communities. The city's communities are a key aspect of its identity, and support the stability of neighbourhoods, and therefore retaining them as the city changes will be an important objective.

4.222 However, it is also an objective to attract new residents to Salford, in order to help reverse past decades of population decline, and to support the regeneration of the city. The Hills Report⁴⁹ emphasised the importance of trying to diversify existing neighbourhoods that are currently dominated by social housing. The Core Strategy therefore seeks to balance these priorities, by encouraging the diversification of housing in areas currently dominated by social rented housing whilst at the same time ensuring that existing communities are retained.

Compulsory purchase powers

4.223 As noted above in regard to council housing, the emphasis will generally be in retaining and improving existing dwellings. However, there may be circumstances where housing and other objectives can only be achieved by acquiring and demolishing existing properties. This will be minimised wherever possible, and where it does take place the city council will endeavour to acquire properties by negotiation. However, where this is not practicable within a realistic timescale then compulsory purchase powers will be utilised to ensure that the long-term success of the area is promoted. Such proposals will normally be brought forward through area-based regeneration schemes.

Reduce the vacancy rate in existing dwellings to 3%

4.224 RSS Policy L3 states that plans and strategies should “reduce vacancy rates to 3% in the existing dwelling stock, through the increased re-use of suitable vacant housing”, and it is important that this is reflected in the Core Strategy. The overall emphasis in the options on delivering regeneration and other improvements that make neighbourhoods more attractive to existing and potential residents should assist in reducing vacancy rates, and promoting investment in empty properties.

4.225 Many of the measures above will help to reduce vacancy rates, such as the investment proposed in the city council's own housing stock. This will be complemented by other services provided the city council, including the Landlord Accreditation Scheme and the use of Empty Dwelling Management Orders. As discussed earlier in this section, the vacancy rate in new apartment developments is relatively high. It is expected that this would reduce over time as the market matures, but may remain above average given the number of second homes, ‘crash pads’, etc.

Climate change mitigation and adaptation

4.226 It will be vital that the climate change impacts of new dwellings is minimised as far as possible, for example through compliance with the Code for Sustainable Homes, but it is equally important that the performance of existing dwellings is improved given that they will make up the majority of the city's housing stock even at the end of the Core

⁴⁹ “Ends and Means: The Future Roles of Social Housing in England” – John Hills (February 2007)

Strategy period in 2027. The Government has introduced some measures to support this, such as amending permitted development rights to remove the need for planning permission when installing most types of solar photovoltaics and solar thermal equipment, and to require the use of porous materials in certain circumstances to reduce flood risk⁵⁰.

- 4.227 It will be important to take a similar approach when improving existing dwellings and their surroundings, for example through schemes associated with the housing market renewal initiative and the decent homes work. This may include for example improving the energy efficiency of buildings and equipment installed within them, and providing spaces and landscaping that help minimise the impact of the urban heat island effect on residents. The city council is intending to produce a Climate Change Strategy, which will provide more detailed actions in this regard.

Enhance the security of existing housing areas

- 4.228 As noted above, the design of some existing housing and housing areas provides opportunities for crime and anti-social behaviour that can reduce the attractiveness and sustainability of neighbourhoods. Examples of this include terraced housing where ginnels between the backs of terraces provide access that is often without any natural surveillance, and 'Radburn' layouts in some local authority housing estates where the separation of public, semi-public and private spaces is unclear.
- 4.229 The remodelling of Radburn estates to provide a clearer separation between public and private spaces, with more 'defensible' spaces around dwellings, and 'alleygating' schemes where ginnels are gated off from public access, can help to address these problems. Several such schemes have already taken place in the city, and are generally popular with local residents, although the remodelling of Radburn estates can create its own issues in terms of resulting in a large number of cul-de-sacs and a predominance of fencing. UDP Policy A2 specifically allows for the diversion or extinguishment of public rights of way to enable these schemes, and it is considered important that support continues to be offered through the Core Strategy.

⁵⁰ "The Town and Country Planning (General Permitted Development) (Amendment) (No.2) (England) Order 2008 – Statutory Instrument 2008 No.2362

5. EMPLOYMENT

Background

Northern Way Growth Strategy

5.1 In February 2004, the Deputy Prime Minister invited the three northern Regional Development Agencies to demonstrate how the North of England could unlock the potential for faster economic growth and bridge the £29 billion output gap between the North and the rest of the UK. The Northern Way Growth Strategy was produced in response to this. It identified an ambitious vision, as follows:

“Together, we will establish the North of England as an area of exceptional opportunity combining a world-class economy with a superb quality of life”⁵¹.

5.2 It identified its overarching measure of success as being to achieve the national UK average GVA per head within 25 years (ibid).

5.3 The Northern Way Growth Strategy identified eight city regions as being central to any effort to accelerate the North’s economic growth (namely Liverpool, Manchester, Sheffield, Leeds, Central Lancashire, Hull and the Humber Ports, Tees Valley, and Tyne and Wear). However, these eight city regions were identified as having different characteristics:

“The city regions centred upon Manchester, Leeds and Liverpool are the North’s key success stories and those focused upon Sheffield and Tyne and Wear also perform well. There is strong evidence that the ‘hottest spots’ within the Northern Way area are grouped around the central section of the M62 (Manchester-Leeds) and that areas to the west and south of this ‘boom’ area (Chester-Liverpool-Sheffield) exhibit steady improvement” (paragraph 1.8).

5.4 Importantly, the Growth Strategy stated that:

“Manchester and Leeds are the two city regions that appear to have the momentum and capacity to develop most quickly into European-level competitive cities. ... Together, even more than separately, the Leeds and Manchester city regions offer a genuine alternative to London” (paragraph 1.26).

5.5 This all has major implications for Salford and its Core Strategy. The improvement of the economic growth prospects of the North is a key Government objective, and the Manchester City Region within which Salford is located is identified as being fundamental to achieving the

⁵¹ “Moving Forward: The Northern Way - First Growth Strategy Report” – Northern Way Steering Group (September 2004), p.1

ambition of increasing the North's per capita GVA to the UK average. Therefore, supporting a significant increase in Salford's economic growth must be an important component of the Core Strategy, to help deliver these wider ambitions. The above also indicates that Salford must not view itself in isolation, but should also consider how it can form part of a broader economic powerhouse that includes the adjoining city regions of Leeds and Liverpool. Salford's location on major east-west transport routes such as the M62 motorway is thus of significance.

Manchester City Region Development Programme

5.6 The Manchester City Region Development Programme 2006⁵² (MCRDP) states that:

“The MCR has the only combination of assets outside London to achieve the scale of growth required to meet the goals of the Northern Way. Partners within the City Region can do much to support the private sector in perpetuating strong growth rates seen locally in recent years by building on the critical mass of enterprise, innovation and investment in the natural economy that makes the Manchester City Region. At the same time, persistently high levels of worklessness, geographical concentrations of deprivation and economic performance disparities between the North and South of the City Region are currently acting as a brake on economic growth and must be addressed if the City Region's true economic potential is to be realised” (p.3).

5.7 The MCRDP sets out a vision that:

“By 2025, the Manchester City Region will be a world class City Region at the heart of a thriving North:

- One of Europe's premier City Regions, at the forefront of the knowledge economy and with outstanding commercial, cultural and creative activities;
- World class, successfully competing internationally for investment, jobs and visitors;
- An area where all people have the opportunity to participate in, and benefit from, the investment and development of their city;
- An area known for, and distinguished by, the quality of life enjoyed by its residents; and
- An area with GVA levels to match those of London and the South East” (p.4)

⁵² “The Manchester City Region Development Programme 2006: Accelerating the Economic Growth of the North” – Manchester City Region Development Programme Steering Group (2006)

- 5.8 Therefore, it can be seen that the growth objectives for the Manchester City Region (MCR) are even more ambitious than those for the North as a whole, seeking to match the best performing parts of the country rather than just the UK average. This further reinforces the need for the Core Strategy to support high levels of economic growth in Salford.
- 5.9 The CRDP sets out a series of actions that are designed to help the Manchester City Region more closely emulate the economies of better performing City Regions, which share common characteristics such as:
- A greater proportion of high value added sectors
 - A more significant share of international growth sectors
 - A higher proportion of total GVA output spent on research and development
 - Higher levels of entrepreneurship compared with the MCR
 - More significant numbers of international headquarters
 - A higher proportion of the workforce holding graduate or 'intermediate' level qualifications (NVQ levels 3 and 4)
 - Less reliance on public services as a proportion of total GVA output
 - An efficient and accessible transport system (p.8)
- 5.10 The MCRDP identifies six "business sector accelerators", which are identified as a priority for supporting future growth prospects, namely:
- Manchester Airport
 - Financial and Professional Services
 - Life Science Industries
 - Creative/Digital/New Media
 - Manufacturing
 - ICT Digital/Communications (p.19)
- 5.11 These key sectors are effectively picked up as priorities in RSS Policy W1, though with slightly different terminology (advanced manufacturing and engineering; financial and professional services; media, creative and cultural industries; biomedical; ICT/digital; and communications) and in Policy RTF5 in the case of Manchester Airport. The new BBC development at Salford Quays, forming part of a wider MediaCityUK, is seen as a fundamental driver for the creative, digital and new media growth sector (MCRDP, p.23).
- 5.12 The "knowledge economy" is viewed as being key to improving the productivity of the Manchester City Region. The "Manchester: Knowledge Capital Partnership" is coordinating delivery of the Manchester "Science City", the physical manifestation of which lies in the Arc of Opportunity stretching from the University of Salford, through Manchester City Centre to the Oxford Road Corridor in Manchester (and this is identified within Salford in Policy E3 of the UDP). The MCRDP states that:

“It offers huge potential for further growth but requires further investment to achieve world-class status, competing for students, graduates, R&D projects and the most talented knowledge workers in the global knowledge economy. Current barriers to growth are evidence in the physical environment, the quality of the public realm and transport infrastructure. In addition to improving infrastructure and facilities within the hub of Manchester’s Science City, there is also a need to improve connections between the hub and areas in need to the North of the City Region” (p.27).

- 5.13 The provision of sites and buildings that are attractive to the market is identified in the CRDP as a key factor in delivering the highest possible rates of GVA growth in the Manchester City Region, and commercial property studies indicate a need “both for existing, committed strategic regional sites and a range of smaller sites and high quality sites and premises” (p.42). The following key geographic locations for meeting demand are identified:
- The Regional Centre
 - Town Centres
 - The M60/M62/M6 Corridors
 - Manchester Airport (ibid)
- 5.14 Salford can therefore be seen to have a very important position within the city region in terms of delivering economic growth. It includes part of the Regional Centre and the Arc of Opportunity, it is the focus for the MediaCityUK proposals, the key M60/M62 corridor runs through it providing links to the next two largest city regions in the North (i.e. Leeds and Liverpool), and it also benefits from good access to Manchester Airport.

Regional Economic Strategy

- 5.15 The Regional Economic Strategy 2006⁵³ summarises the characteristics of the Manchester City Region as follows, reiterating many of the conclusions of the MCRDP (p.16):

Key Assets and Opportunities

- North’s greatest concentrations of high value activity in manufacturing, financial and professional services, media, creative and cultural industries
- Strong potential for growth in life sciences, ICT/digital and communications
- Manchester Airport’s role as the key international gateway to the North
- Highest performing research and teaching institutions outside the Golden Triangle (of London, Oxford and Cambridge)
- Critical mass of cultural assets

⁵³ “Northwest Regional Economic Strategy 2006” – North West Development Agency (2006)

- Regional Media Hub – the planned relocation of the BBC will establish its status as the premier broadcasting/commissioning centre outside London
- Dynamic private sector in Manchester – recognised as the only UK city outside London in the top 20 European business locations
- Key business tourism destination

Key challenges

- High concentrations of economically inactive people
- High concentrations of those with low levels of qualifications
- Improving connections to and within the city region including the expansion of Manchester Airport, improvements to the Manchester Rail Hub and Trans-Pennine Rail Network, and completion of the planned extensions of Metrolink
- Provision of appropriate housing to support economic growth
- Ensure the high performance in the south of the city region benefits the north

5.16 The following internationally competitive sectors are identified as priorities for the region:

- Biomedical: biotechnology, pharmaceuticals and medical devices
- Energy and Environmental Technologies
- Advanced Engineering and Materials: chemicals, aerospace, automotive, advanced flexible materials
- Food and Drink
- Digital and Creative Industries
- Business and Professional Services (p.23)

5.17 In addition, the following sectors that account for 52% of the region's employment are also identified for development:

- Maritime, Distribution, Aviation: logistics
- Construction: design, building construction, civil engineering and maintenance
- Visitor Economy
- Retail
- Public sector
- Care/Healthcare

5.18 There is clearly significant overlap between the regional sectoral priorities and those for the Manchester City Region. However, some of those regional priorities not specifically identified as key priorities for the city region could still be important for Salford, for example in terms of the visitor economy and, depending on options chosen elsewhere through the Core Strategy, energy and environmental technologies.

Regional Spatial Strategy

- 5.19 As noted above, RSS Policy W1 promotes opportunities for economic development in relation to the MCRDP's key growth sectors. It also supports sustainable diversification of the rural economy, improvements to transport infrastructure, growth in service sectors, improvements in skills, and linking areas of opportunity and need.
- 5.20 Policy W2 identifies the key locational criteria for regionally significant employment development and particularly types thereof (offices, knowledge-based services, knowledge-based manufacturing, logistics, and high-volume manufacturing). Policy RT8 identifies "South West Greater Manchester (with access to rail and the Manchester Ship Canal)" as a location for an inter-modal freight terminal. The existing allocation of part of the Barton Strategic Regional Site for such a use in Policy E1 of the UDP is consistent with this.
- 5.21 RSS Policy MCR1 states that plans and strategies in the Manchester City Region should "support interventions necessary to achieve a significant improvement in the sub-region's economic performance by encouraging investment and sustainable development in the Regional Centre, surrounding inner areas, the towns/cities and accessible suburban centres as set out in RDF1 and other key locations which accord with the spatial principles policies (DP1-9) and the criteria in policies W2 and W3 in order to contribute to the growth opportunities identified in policy W1". The policies are based on a "dual approach", which seeks "to support growth in those parts of the City Region that are already performing strongly while generating additional growth in those parts which are lagging. It will be essential to monitor development to ensure that delivery in the Regional Centre and Inner Areas is at the level anticipated, and that it benefits those 'who are most in need'" (paragraph 10.4).
- 5.22 Policy MCR2 states that: "Plans and strategies should ensure that the Regional Centre of the Manchester City Region continues to develop as the primary economic driver, providing the main focus for business, retail, leisure, cultural and tourism development in the City Region. The expansion of the knowledge economy throughout the Regional Centre, and particularly related to the Universities and Central Manchester hospitals, will be a particular priority".
- 5.23 Within the northern part of the city region, within which the rest of Salford is located, Policy MCR5 seeks to "secure improvements which enable the area to compete more effectively for economic investment now and in the future, helping to achieve significant improvements in productivity and creating the conditions for sustainable growth. This will require significant interventions to improve skill levels within the labour market, to deliver appropriate development sites, and to secure necessary infrastructure improvements". It also states that employment development should be focussed "in the town/cities as set out in RDF1 and at other locations which accord with the spatial principles (policies

DP1-9), policies W2 and W3 and MCR1, to support the overall economic growth of the sub region, to encourage the ‘spin off’ of functions linked to the Regional Centre and to address worklessness”.

Sectoral requirements

5.24 The recent Greater Manchester employment land study⁵⁴ considered the locational requirements of the key sub-regional growth sectors. The table below summarises the conclusions of the report, and how they relate to Salford (the Construction, Education, Public Sector and Retail sectors have not been included because their locational requirements relate to the distribution of population and development).

Sector	Geographic implications	Implications for Salford
Creative industries	Tend to cluster in attractive regional centre fringe locations with historic/interesting buildings available at lower cost. BBC likely to fuel additional demand	BBC development at Salford Quays already identified by city council as the core of a wider mediacity:uk, which meets Regional Centre fringe requirements; also opportunities in Chapel Street area
Customer contact and shared service centres	Low cost, high public transport access locations on fringe of regional centre; and attractive, accessible, peripheral business parks with lower rents	Report identifies the whole of Salford as having potential; key issue will be providing an attractive low cost product with good public transport access
Engineering and manufacturing	Low cost land/premises with good road/rail access, particularly around M60; and in locations with existing high concentrations of such businesses (inertia)	Strong potential around M60, particularly where lower levels of congestion; also some existing clustering in former enterprise zone (and in the adjoining Trafford Park)
Environmental technologies and services	Attractive, high quality business parks outside the Regional Centre, with good access to universities and national/international access	Report identifies N-S corridor incorporating south-eastern part of Salford as having the greatest potential, although all parts of the sub-region could be appropriate

⁵⁴ “Demand for Employment Land in Greater Manchester: Final Report” – Ove Arup and Partners Ltd (Manchester Enterprises, May 2006)

Sector	Geographic implications	Implications for Salford
Financial and professional services	Extremely high levels of demand in Regional Centre; areas with lower rental values and good car parking; 'back office' functions in more cost effective locations in outlying areas	Major demand in Salford's part of the Regional Centre; potential for lower cost business parks elsewhere in the city
Food and drink	Low cost, peripheral areas with high levels of environmental quality; locations with existing clusters	Report identifies existing cluster in western parts of Central Salford and eastern parts of Salford West (extending into north-east Trafford)
Healthcare/ biotechnology	Co-location with Manchester University and its existing cluster; corridor between university and airport; manufacturing elements could locate elsewhere	Report identifies some potential demand in Central Salford and northern half of Salford West
ICT/digital	Relatively weak geographic focus of likely future demand around the Regional Centre; high quality accommodation in good environment with ample parking	Report identifies about one third of sub-region as having strong potential including the whole of Salford; Regional Centre has greatest potential
Logistics	High accessibility and opportunities for inter-modal transfer, including western M60; rental values may push businesses to more outlying areas	M60 corridor through Salford identified in the report as having significant potential

Future opportunities and demand

5.25 The above analysis of the policy context, key growth sectors and their locational requirements, and the attributes of Salford suggest that there are a number of key economic development opportunities that need to be considered through the Core Strategy. However, in developing proposals it is also important to take into account forecasts of demand for employment premises.

Demand in Greater Manchester

- 5.26 The Greater Manchester employment land study referred to above made an estimate of future demand for different types of employment accommodation based on forecasts produced by the Greater Manchester Forecasting Model (GMFM). The GMFM is an integrated economic, housing and demographic model produced by Oxford Economics, which sits within a wider hierarchy of models.
- 5.27 The employment land study used the GMFM results with a 2005 base date. It took the forecasts of changes in job numbers in different sectors, and estimated how much floorspace would be required to accommodate those jobs split by offices/R&D (Use Classes B1a and b), industry (B1c and B2), and warehousing (B8). This was done for the baseline forecast (which is fully consistent with forecasts at the regional, national and global levels) and the optimistic scenario (which assumes better performance in Greater Manchester on some key variables, and therefore is not fully consistent with forecasts at other geographical levels). The floorspace figures were then used to identify an overall land requirement. The results of this work are set out in the tables below (taken from Tables 4 and 6 of the report, p.25 and p.27 respectively).

Greater Manchester floorspace change	Gross Internal Floorspace (m ²)			Increase/decrease (m ² (%))	
	2005	2021		Reference Forecast	Optimistic Scenario
		Reference Forecast	Optimistic Scenario		
B1a (office)	4,133,197	4,999,047	5,704,148	866,850 (21.0%)	1,570,951 (38.0%)
B1b/c and B2 (industrial)	17,310,198	11,447,094	12,535,355	-5,863,104 (-33.9%)	-4,774,843 (-27.6%)
B8 (wholesale and distribution)	13,443,152	13,651,694	14,640,432	208,542 (1.6%)	1,197,280 (8.9%)

Scenario	B1a (office)		B1b/c and B2 (industrial)		B8 (wholesale and distribution)	
	Reference	Optimistic	Reference	Optimistic	Reference	Optimistic
Greater Manchester	86.64	157.10	-586.33	-477.48	20.85	119.73
Greater Manchester + 20% churn	103.96	188.51	-469.06	-381.99	25.03	143.67

- 5.28 This indicates a potentially significant increase in floorspace in B1a and B8 uses, but a very significant decrease in B1b/c and B2 uses potentially leading to a net reduction in employment land requirements overall.
- 5.29 These figures are only available at the Greater Manchester level, and for the period 2005-2021. There is no simple way of splitting them down to individual districts or projecting them further forward to 2026 as they do not assume a straight line change over the period 2005-2021 that can simply be carried forward. An employment land review is currently being undertaken for Salford, and it is anticipated that this will

be published in November/December 2008. This will include a similar approach to the above based on the GMFM but specifically for Salford, and this will be important evidence to inform the next stages of the Core Strategy.

- 5.30 In the absence of this more local report, the Greater Manchester study does give an overall indication of how the economy may evolve over a large part of the Core Strategy period, and the implications this may have on the demand for employment land and premises. The tables above indicate that even in the optimistic scenario and allowing an additional 20% for churn, there would be a net reduction in employment land of 49.81 hectares in Greater Manchester, increasing to a net reduction of 340.07 hectares in the reference scenario. However, it should be noted that this does not take into account the demand from uses outside the B classes for employment land, such as waste uses.
- 5.31 Notwithstanding these very significant provisos, if it were assumed that the net rate of reduction in Greater Manchester over the period 2005-2021 was constant and continued at the same rate throughout the Core Strategy period (2007-2027), then this would equate to between 3.11 hectares (49.81/16) and 21.25 hectares (340.07/16) per annum, or between 62.26 hectares and 425.09 hectares in total. The Greater Manchester Forecasting Model indicates that approximately 9.53% of Greater Manchester jobs in 2006 were located in Salford. If the net loss of employment land mirrored this then over the Core Strategy period 2007-2027 it would equate to a net loss of between **5.93 hectares** and **40.51 hectares** in Salford. However, a lower net loss, or even a net gain, could potentially be expected if a more ambitious economic growth agenda were pursued.

Past take-up rates

- 5.32 RSS Policy W3 (Table 6.1) identifies the sub-regional land requirements for the North West over the period 2005-2021. This is based on past take-up rates, with an allowance for an increase in productivity (which is identified as 6% for Greater Manchester) and for churn/flexibility (20% for all sub-regions). This is identified as giving an employment land requirement for Greater Manchester of 917 hectares, which is in addition to existing allocations. This figure is gross rather than net, and is therefore not directly comparable with the Greater Manchester employment land study figures above.
- 5.33 Splitting these 917 hectares evenly between the ten Greater Manchester authorities would give a figure of 91.7 hectares for Salford, in addition to existing allocations. However, this would not reflect the pattern of housing growth proposed, nor the prioritisation of the urban cores in RSS Policy RDF1. Mirroring the proportionate distribution of the housing figures between the ten Greater Manchester authorities would increase Salford's share from 10% to 16.63% (1,600/9,623*100), giving a figure of 152.5 hectares.

- 5.34 The table below utilises the same approach as RSS Table 6.1 to roll forward the figures to 2027, the end of the Core Strategy period. This indicates that Salford could potentially need 293.7 hectares of land in addition to existing allocations in order to support the sub-region's employment land requirement.

	Greater Manchester 2005-2021	Greater Manchester 2005-2027
2005 supply	1,368 ha	1,368 ha
Current take up per annum	112 ha	112 ha
Projected increase in take up	6%	6%
Projected take up per annum	119 ha	119 ha
Flexibility factor	20%	20%
Need 2005 to end date	2,285 ha	3,134 ha
Extra allocation required	917 ha	1,766 ha
Salford share at 10%	91.7 ha	176.6 ha
Salford share at 16.63%	152.5 ha	293.7 ha

- 5.35 The table below sets out the past take-up rates for Salford. It can be seen that the average take-up for B1, B2 and B8 uses over the period January 1998 to March 2008 was 10.1 hectares. These figures do not include employment developments of less than 500 square metres, and nor do they take account of losses to the stock of employment land and premises for example resulting from redevelopment for housing. However, they do include new buildings that may have been constructed on an old employment site following the demolition of an existing premises (and so possibly not involving any net change in floorspace). They therefore represent a proportion of gross additions but do not really give an indication of net change.

Year	Office		Industry		Warehousing		Total employment in B1, B2 and B8	
	Floorspace (m ²)	Area (ha)	Floorspace (m ²)	Area (ha)	Floorspace (m ²)	Area (ha)	Floorspace (m ²)	Area (ha)
Apr 2007 to Mar 2008	26,089	3.31	23,244	6.35	2,205	0.31	51,538	9.97
Apr 2006 to Mar 2007	4,916	0.8	36,430	9.57	2,247	1.3	43,593	11.67
Apr 2005 to Mar 2006	4,613	0.39	2,381	1.45	4,452	1.25	11,446	3.09
Jan-Mar 2005	6,929	0.5	0	0	1,170	0.2	8,099	0.7
Jan-Dec 2004	22,129	2.3	1,888	0.86	9,113	2.52	33,130	5.68
Jan-Dec 2003	11,716	2.3	8,818	2.1	20,367	7.82	40,901	12.22
Jan-Dec 2002	1,830	1.3	5,886	2.3	28,300	6.4	36,016	10
Jan-Dec 2001							43,181	11.77
Jan-Dec 2000							32,598	12.03
Jan-Dec 1999							28,665	13.31
Jan-Dec 1998							42,896	12.84

- 5.36 Applying the RSS approach directly to Salford's past-take up rates, with the additional 6% increase and 20% churn, would give a total requirement for the city of 256.9 hectares over the period 2007-2027 (10.1 x 1.06 x 1.2 x 20). Taking into account permissions and allocations as of April 2007 (excluding the Barton Strategic Regional

Site, as 'inter-modal freight interchanges' are specifically excluded in paragraph 6.8 of the RSS), would give a gross land requirement of 173.5 hectares (256.9 minus 83.4).

- 5.37 It is questionable as to exactly how indicative past take-up rates can be of future demand, because they do not take account of changes in the economy and therefore in the scale and nature of demand (e.g. the move to a more office-based economy could result in lower take-up rates in the future; trends towards larger B2/B8 units with fewer jobs could result in higher take-up rates). Furthermore, it is possible that demand in the past has been constrained by the quality of employment sites available, and therefore past take-up may have been higher if more/better sites had been available.

Regionally and sub-regionally significant sites

- 5.38 Paragraph 6.2 of the RSS states that: "The region will require a range of sites with influences at different spatial levels to support the growth potential identified". In this regard, it identifies three different types of site:
- Regionally significant – "a limited number of sites which will have a significant role to play in the growth of the regional economy, as a result of the type of development accommodated and the location of the site"
 - Sub-regional – "sites which sit below, and play a complementary role to, regionally significant economic development sites and have the potential to make a significant contribution to the growth of the sub-regional economy"
 - Local – "provision of a wide range of sites for a variety of uses which will support the development of a diversified local economy, ensuring that there is access to a range of job opportunities for the local population"
- 5.39 Given the strategic nature of the Core Strategy, it would be appropriate for it to identify any regionally or sub-regionally significant employment sites within Salford. Local sites are considered more appropriate for identification in the proposed Allocations Development Plan Document.
- 5.40 RSS Policy W2 sets out a series of criteria for regionally significant economic development, which are as follows:
- Capable of development within the plan period, having regard to the condition and availability of the land, infrastructure capacity, market considerations and environmental capacity
 - Highly accessible, especially by adequate public transport services, walking and cycling
 - Well-related to areas with high levels of worklessness and/or areas in need of regeneration
 - Well-related to neighbouring uses, particularly in terms of access, traffic generation, noise and pollution

- 5.41 Additional criteria are identified in the policy for particular regionally important uses as follows:
- Offices – should be located in accordance with the sequential approach in PPS6, focusing on the regional centres and town/cities listed in Policy RDF1
 - Knowledge-based services – may be clustered close to universities, major hospitals or other research establishments
 - Knowledge-based manufacturing – should be well connected to these facilities by transport and ICT links
 - Logistics and high-volume manufacturing – should be well connected to the primary freight transport networks

Regional Centre

- 5.42 The Regional Centre is clearly identified in the RSS as being the sub-region's primary economic driver (e.g. Policy MCR2), and the locational requirements of key sectors such as the financial and professional services (identified as such in RSS Policy W1) mean that demand for new office-based development is likely to be high. This is reflected by the emerging proposals for locations such as Salford Quays, Exchange Greengate, Middlewood, Salford Central Station and Ordsall Riverside. RSS Policy MCR2 is also clear that residential development within the Regional Centre should come forward as part of mixed-use employment schemes and should not constrain the area's economic potential.
- 5.43 Therefore, the Core Strategy will need to support this strong economic role for the Regional Centre, ensuring that employment uses are not potentially restricted by higher value residential developments. Some locations within the Regional Centre are particularly suited to employment development, and the scale of their potential makes them of regional or sub-regional importance. It is therefore proposed to identify the following such sites within the Core Strategy:

Regionally significant sites:

- MediaCityUK/Quays Point
- Salford Central
- Exchange Greengate

Sub-regionally significant sites:

- Ordsall Waterfront
- The Crescent
- Liverpool Street

MediaCityUK/Quays Point

- 5.44 The development of MediaCityUK is being led by Peel Media, and is described on the Central Salford URC's website as follows⁵⁵:

⁵⁵ <http://www.centralsalford.com/index.php?page=Projects>

“A hugely exciting development at Salford Quays is already underway. The UK's first purpose-built media city is set to become an internationally significant hub for the media and creative industries. mediacity:uk is a new broadcasting centre for the UK with leading media and technology brands at its heart.

At the core will be the relocation of several BBC departments from London together with the BBC's existing Manchester operations. Beyond the BBC, world-class production facilities will be available to other broadcasters and the region's burgeoning independent sector. Designers, programmers, advertising, video games, music and much more will locate to form a media community. Covering 200 acres, the site will include, among others, business and studio space, residential development, public facilities, retail space and education space.

Forming an iconic architectural trio with The Lowry and the Imperial War Museum North. mediacity:uk will provide an environment where creative and media industries can thrive in a highly attractive waterside location. In total, it will provide employment opportunities for 15,500 people, training posts for 1,500 people per year and space for 1,150 media, creative and related businesses.

mediacity:uk will be an exciting environment to be in - a 21st century digital environment with, for example, composite video walls displaying real time web camera feeds from around the world and intelligent street lamps responding to pedestrians”

- 5.45 It can therefore be seen to be a scheme not just of regional, but international importance. The first phase of the development at Quays Point, incorporating the BBC development, includes around 120,000m² of B1 floorspace. Not only is the site within the Regional Centre, and therefore identified as appropriate for regionally significant office development in RSS Policy W2, but it also has a landowner keen to develop it, is highly accessible (with the development incorporating a new spur of the existing Eccles-Salford Quays-Manchester City Centre Metrolink line), is close to the high concentration of deprivation at the heart of the conurbation, and is well-related to neighbouring uses (forming part of a vibrant mixed-use area), thereby meeting all of the criteria for regionally significant economic development in RSS Policy W2.

Salford Central

- 5.46 Salford Central Station is a key attribute of Salford's part of the Regional Centre, and major improvements to the station are proposed. The ongoing Spinningfields development across the River Irwell in Manchester is also an important influence on the area, and has accounted for more than half of recent office take up in the city centre market⁵⁶. There is the potential for this major corporate development to

⁵⁶ “A Yarn Worth Spinning” – David Quinn (Estates Gazette, 13 September 2008, p.114-116)

extend business growth westwards into the Salford Central area, and this has been identified as a key priority for the Salford Central URC. The location coupled with the availability of land means that Salford Central constitutes a regionally-significant site. This is reflected in the Salford Central Planning Guidance adopted by the city council in March 2008, which seeks to facilitate this scale of development.

- 5.47 In terms of compliance with the criteria in RSS Policy W2, the site lies within the Regional Centre. The presence of Salford Central Station and the main A6 bus route into the city centre means that the site has excellent accessibility. The recent Salford Central Development Framework⁵⁷ acknowledges that fragmented ownership has been a problem in the past, but the framework, supported by English Cities Fund and the URC, seeks to overcome this issue. The location within the Regional Centre makes it suitable for regionally significant office development, and it is in very close proximity to areas with a high concentration of deprivation. It forms part of a vibrant city centre, where a mix of uses including office development is considered essential.

Exchange Greengate

- 5.48 Planning guidance has also been adopted for the Exchange Greengate area⁵⁸, where comprehensive major mixed-use development is ongoing. The guidance envisages the completion of around 1 million square feet of commercial development, with a mix of “large floorplate commercial schemes as well as smaller floorplate buildings (perhaps offices for owner occupation) set within a high quality environment” (paragraph 6.7). The site is particularly well-located for major commercial development, lying within the inner relief road and therefore forming an integral part of the Manchester/Salford city centre only a very short walk from the primary shopping area. It is therefore considered to represent an employment site of regional significance.
- 5.49 The characteristics of the site in relation to RSS Policy W2 are similar to Salford Central, for example with it being a short walk from Manchester Victoria rail station.

Ordsall Waterfront

- 5.50 Ordsall Waterfront lies within a less central part of the Regional Centre, lying between Ordsall Lane and the River Irwell/Manchester Ship Canal, effectively linking the Chapel Street and Salford Quays areas. It has the potential for significant mixed-use development, with a masterplan having identified the scope for around 100,000 square metres of commercial floorspace⁵⁹. The focus of this provision is likely to be around the existing Exchange Quay, in the south-west of the area. This cluster would be of a scale that would give it sub-regional

⁵⁷ “Salford Central Development Framework – Consultation Draft” – Central Salford Urban Regeneration Company (May 2008)

⁵⁸ “The Exchange, Greengate Planning Guidance” – Salford City Council (17 January 2007)

⁵⁹ “Ordsall Riverside Planning Guidance” – Salford City Council (15 July 2007)

significance, contributing to the office-based growth sectors identified in RSS Policy W1.

The Crescent

- 5.51 The Crescent forms part of one of the key transformation areas for the Central Salford URC. Its potential is described in the Central Salford Vision and Regeneration Framework as follows:

“Enhancement of the University precinct will promote commercial and residential investment, and support research and business incubation activities. The lands south of The Crescent, extending eastward, have great potential to support new commercial and residential development and to contribute to a stronger University precinct” (p.47).

- 5.52 Although it is proposed as a sub-regionally rather than regionally significant employment site, it meets the criteria in RSS Policy W2, for example being located within the Regional Centre, having excellent accessibility (adjacent to Salford Crescent Station and on the main A6 bus route), and being close to areas with high levels of worklessness. It also benefits from immediate proximity to the University of Salford, which makes it appropriate for a cluster of knowledge-based services. However, the availability of land means that the scale of development is likely to be of sub-regional rather than regional significance.

Liverpool Street

- 5.53 RSS Policy MCR2 states that a particular priority for the Manchester City Region will be the expansion of the knowledge economy throughout the Regional Centre, and particularly related to the universities and hospitals. Paragraph 10.6 of the RSS expands on this, stating that: “The expansion of the knowledge based economy will be a priority in the area which stretches from University of Salford in the West to Piccadilly Station in the east, via the Higher Education Precinct and the Central Manchester Hospitals campus”.
- 5.54 Within Salford, this area reflects the ‘Knowledge Capital Arc of Opportunity’ identified in Salford’s adopted Unitary Development Plan (Policy E3). Not only does this area include The Crescent site discussed immediately above, as well as Exchange Greengate and Salford Central, but it also incorporates land around Liverpool Street east of Albion Way. The area is currently characterised by a broad mix of economic uses, many of which could be considered low value and/or ‘bad neighbour’ uses.
- 5.55 The location on the edge of the Regional Centre close to the University of Salford and Salford Crescent Station means that it has significant potential for a range of knowledge-based uses that could be of at least sub-regional importance. The profile of the area is likely to increase significantly with the proposed redirection of through traffic from the A6 (Crescent/Chapel Street) along Liverpool Street, which is discussed further in the Transport section of this report.

Barton

- 5.56 Barton is one of 25 strategic regional sites identified in the Regional Economic Strategy⁶⁰, and therefore its appropriateness for regionally significant economic development has therefore already been accepted. Part of the 80 hectare Barton Strategic Regional Site has planning permission for a new 20,000 seat sports stadium for Salford Reds with associated enabling development (including a retail warehouse park).
- 5.57 The rest of the site is specifically identified in Salford's UDP (Policy E1) as being appropriate for a multi-modal freight interchange. RSS Policy RT8 sets out four broad locations for inter-modal freight terminals, one of which is "South West Greater Manchester (with access to rail and the Manchester Ship Canal", which Barton would be consistent with.
- 5.58 A planning application has been submitted for a multi-modal freight interchange development on the Barton site, demonstrating that it is capable of being brought forward. The proposal is known as Port Salford and would include 154,500m² of 20m high warehousing and 83,000m² of open storage. The development of the site for a multi-modal freight interchange would involve significant investment in a new rail spur from the Manchester-Liverpool railway into the site as well as a new road link over the Manchester Ship Canal (referred to as the Western Gateway Infrastructure Scheme within the existing planning application). A multi-modal freight interchange in this location would help to reduce rail congestion in the Manchester Hub (see Transport section of this report).
- 5.59 This location is possibly unique within Greater Manchester, not only benefiting from direct access to the Manchester Ship Canal and the proposed rail spur onto the Manchester-Liverpool line, but it also lies within the M60/M62 corridor which forms part of the wider Trans-European Road Network (with junction 11 of the M60 less than 1km away) and provides direct connections between the three strongest city regions in the North of England (Manchester, Leeds and Liverpool). It is therefore a strategically important location, and is identified above as having major potential for attracting logistics, engineering and manufacturing businesses. In addition, it is also immediately opposite City Airport Manchester (formerly Barton Aerodrome) which provides a range of business and general aviation opportunities.
- 5.60 As such, it could be argued that these genuine multi-modal opportunities in a strategically important location should be exploited as much as possible in order to support the success of the sub-regional economy, particularly given the scale of infrastructure investment associated with developing the Barton Strategic Regional Site, and this

⁶⁰ "Northwest Regional Economic Strategy 2006" – Northwest Regional Development Agency (March 2006)

would potentially offer clustering benefits as well. The provision of additional development in this location, given the relatively high levels of deprivation in the Eccles area could also have more local benefits. However, other than some relatively minor infill development, any significant additional development in this location could only be achieved by developing parts of the Green Belt around City Airport Manchester to the south of the M62 motorway.

- 5.61 UDP Policy A9 states that positive consideration will be given to a link road between the A57 and M62 at Barton, running through this part of the Green Belt, and it would seem likely that this new road linking to a new junction on the M62 would need to be a prerequisite of any strategic employment development in the Green Belt at Barton. This could have significant benefits for the wider strategic highway network, as the M60/M62/M602 interchange at Eccles is currently a major bottleneck leading to large-scale congestion at peak times, and a new A57-M62 link road connected to a new crossing of the Manchester Ship Canal could potentially help to relieve this by providing an alternative route for traffic between the M62 and the southern part of the M60. There may also be potential for a strategic park and ride facility, and the extension of the Eccles Metrolink line via Barton to connect through to the proposed Trafford Centre line.
- 5.62 RSS Policy W2 requires regionally significant logistics developments to be well-connected to the primary freight transport networks, and a Green Belt location immediately adjacent to the proposed Barton multi-modal freight interchange would meet that requirement. RSS Policy RT8 specifically states that a review of the Green Belt boundary to accommodate an inter-modal freight interchange would be appropriate.
- 5.63 Notwithstanding the potentially significant economic and transport benefits associated with releasing part of the Green Belt at Barton for employment uses, the policy presumption against the loss of land from the Green Belt means that it is considered that this proposal cannot be included in all of the strategic options within the Core Strategy Issues and Options Report. Consequently, it is only included within Options 3 and 4, with Options 1 and 2 only identifying the existing Barton Strategic Regional Site as a regionally significant employment site. Furthermore, to ensure that the benefits of the release of a Green Belt site were maximised, there is a specific reference to focusing on logistics, and in order to minimise the environmental impact there is a requirement to avoid the loss of Grade 1 and 2 agricultural land.

Cutacre/Wharton Lane

- 5.64 In July 2006, coal recovery work commenced at Cutacre, which is located primarily in Bolton but is also partly in Salford (to the west of Little Hulton, including part of the Green Belt) and Wigan. The work will last for up to four years and includes the recovery of coal from eight excavation areas and the colliery spoil tip, which would be removed. The site will be restored to open pasture, landscaped amenity

woodland, and an industrial estate platform (allocated for employment use in Bolton's UDP (allocation 38E)⁶¹), with additional rights of way provided⁶².

- 5.65 The site is approximately 1km from junction 4 of the M61 motorway (which is identified in the RSS as a route of national importance (Appendix RT(c)) and has the potential to provide high quality, cost effective accommodation in an attractive environment, and therefore would meet the locational requirements of several of the growth sectors discussed above. As with the Barton area, there is therefore an argument that the opportunities of the location should be maximised, and that consideration should be given to a larger employment site than is currently allocated in Bolton's UDP, potentially extending into Salford in the Wharton Lane area. The Draft version of Salford's UDP allocated 20 hectares of land at Wharton Lane for a mix of employment development and strategic open space (under Policy MX3), but this was removed following the Public Inquiry and recommendation of the Inspector. With regard to the proposal, the UDP Inspector stated that he was "not satisfied that a sufficient case has been made out to support the allocation of this very substantial area of greenfield land for development" (paragraph 5.47).
- 5.66 The qualities of the location are perhaps not as unique as those at Barton, with access limited to road and rail (via the Wigan line to the south of the site). However, given the scale of development already being undertaken as part of the coal recovery scheme, and the fact that part of the site within Bolton is already identified for employment development, there could be a justification for more substantial economic development in this location. The argument for this is further strengthened by the fact that the wards of Little Hulton and North Walkden in Salford both have high levels of deprivation and unemployment. They are relatively remove from the main centres of employment in the Regional Centre and on either side of the Manchester Ship Canal, as is demonstrated by the Accession maps in the Transport section of this report, and therefore the provision of major new employment opportunities within the area could have very significant local benefits. However, as with Barton, the main justification would be the ability to provide a new strategically important employment area, the scale and quality of which it is not realistic to create within the existing urban area.
- 5.67 If development were to be permitted on greenfield land in the Cutacre/Wharton Lane area, then it would seem appropriate for it to provide major improvements to the rest of the open land in the area, opening it up to public access to ensure the broadest possible community benefits and to offset some of the potential impacts of the development. Within Salford, there is also a longstanding objective to

⁶¹ "Unitary Development Plan for Bolton" – Bolton MBC (adopted April 2005)

⁶² <http://www.salford.gov.uk/living/planning/planninglist/cutacre.htm> - visited 22 October 2007

improve access to and from Lester Road, and the provision of a connection to Lester Road through the Cutacre/Wharton Lane site in order to take pressure off the junction of Lester Road and Manchester Road West would therefore be likely to be a prerequisite of any employment development so as to help mitigate potential impacts on Manchester Road West.

- 5.68 Bolton's emerging Core Strategy⁶³ proposes to allocate their part of the Cutacre site as a strategic employment location (144 hectares), which would include releasing some Green Belt land (104 hectares, with 12 hectares of new Green Belt designated) (paragraph 6.43). It indicates that development would take place over the period 2012-2026, and could create up to 8,000 jobs. Given that part of the site within Salford would involve development on greenfield land (although outside the Green Belt), the proposal has not been included within all four strategic options, but instead in Options 2, 3 and 4. However, if the proposal were to proceed in Bolton then this would significantly diminish any benefits of retaining the greenfield land within Salford.

Salford Innovation Park

- 5.69 The existing Innovation Park is based around three main elements, with strong links to the University of Salford:
- The Innovation Forum – completed in 2007, providing 5,000m² of high quality, managed office space for growing businesses that rely on technology or knowledge transfer, including the digital, media, creative and cultural industries
 - Technology House – a fully serviced business incubator comprising 3,995m² across 75+ units
 - Salford University Business Park – developed by English Partnerships in the early 1990s, and consisting of 54 business units totalling 7,136m²
- 5.70 The scale of the remaining development opportunities within and adjacent to the Innovation Park are relatively limited, and it is considered to be a sub-regionally rather than regionally significant site. However, it fully accords with the criteria in RSS Policy W2 relating to regionally significant sites, in terms of providing a cluster of knowledge-based uses near to a university, with excellent public transport links (including close proximity to Salford Crescent Station), and adjacency to areas with high levels of deprivation and worklessness (with some of the development opportunities adjoining the existing Innovation Park being located within a New Deal for Communities area).

Office development

⁶³ "Bolton's Core Strategy Preferred Options" – Bolton MBC (August 2008)

5.71 Offices are identified in PPS6 as a main town centre use, and should therefore normally be located in designated centres⁶⁴. The Core Strategy proposals are consistent with this approach, with the focus for office development primarily being the Regional Centre, together with the city's district centres. However, the Government's recent consultation on a new PPS4⁶⁵ recognised that office development may be appropriate outside existing centres:

“For office (B1a) development, give preference to the identification of sites in or on the edge of town centres for larger office development, consistent with the sequential approach in Planning Policy Statement 6, whilst recognising that market demand will influence office location. Opportunities for smaller scale office development should be promoted taking account of local circumstances and wider benefits that may arise from the proposal. Where office development is ancillary to other forms of economic development not located in the town centre there should be no requirement for such offices to be located in the town centre” (p.8).

Regional Centre office development overview

5.72 The aforementioned regionally and sub-regionally significant sites, together with other locations within the Regional Centre have enormous potential for office development over the next few decades. It is estimated that schemes capable of delivering around 750,000m² of office floorspace could commence during the Core Strategy period, consisting approximately of the following:

• Exchange Greengate	100,000m ²
• Salford Central	300,000m ²
• Crescent	50,000m ²
• Liverpool Street	20,000m ²
• Ordsall Riverside	100,000m ²
• Salford Quays	200,000m ²

5.73 The level of demand that could realistically be forthcoming when taking account of schemes that are likely to come forward in other parts of the Regional Centre outside Salford, coupled with the scale of these proposals within Salford, means that the schemes are likely to be phased over a long period. It would not therefore be expected that all of this development would come forward by the end of the Core Strategy period, and it is estimated that around 500,000m² would be delivered.

5.74 This scale of development would strongly support the approach in the RSS, which emphasises the importance of encouraging investment in

⁶⁴ “Planning Policy Statement 6: Planning for Town Centres” – Office of the Deputy Prime Minister (2005), paragraph 1.8

⁶⁵ “Consultation Paper on a new Planning Policy Statement 4: Planning for Sustainable Economic Development” – Department for Communities and Local Government (December 2007)

the Regional Centre to deliver a significant improvement in the sub-region's economic performance (Policy MCR1).

District centres

- 5.75 The office function of Salford's district centres is relatively limited at present. Swinton has a significant civic function, being the primary location of the city council. There are also three significant office buildings in Eccles (Peel House, Emerson House, and Orbit House), and the large St. James's House in Pendleton.
- 5.76 The redevelopment proposals for Pendleton currently being supported through the Draft Pendleton Planning Guidance offer the potential to provide some additional office development within and immediately adjacent to the district centre, reflecting its role as Salford's strongest centre and its location next to the A6 road. The Salford West regeneration framework specifically identifies there being an opportunity to expand the Eccles office market as a result of its proximity to MediaCityUK, its role as a transport hub, and the relocation of the Magistrates Court and Justice Centre⁶⁶. Consequently, the Core Strategy Issues and Options Report highlights the particular potential of Eccles and Pendleton for additional office development, whilst recognising that some expansion in the other district centres may also be possible.
- 5.77 There is also a specific reference to ensuring that the upper floors of mixed-use developments are not completely dominated by apartments when new schemes come forward. These upper floors are an important supply of smaller offices, and help to ensure diversity within the district centres that promotes their vitality and viability. The Core Strategy therefore seeks to support their provision as part of a mixed-use approach in the district centres.

Loss of existing employment areas

- 5.78 The discussion above regarding the future demand for employment floorspace in Greater Manchester highlighted that a continuing restructuring of the sub-regional economy is expected, with a significant increase in floorspace required for offices and warehousing, and a major decrease in demand for manufacturing floorspace. This will inevitably have implications for the city's existing employment areas.
- 5.79 Salford's forthcoming Employment Land Review, due to be published before the end of 2008, will make an assessment of the future prospects of all of the city's employment areas (around 70 in total). However, it is considered important for the Core Strategy Issues and

⁶⁶ "Salford West Strategic Regeneration Framework and Action Plan 2008-2028" – Salford City Council (2008), see for example paragraph 6.2

Options Report to set out the potential scale and location of change in the existing employment land supply over the next 20 years, to provide a basis for consultation.

- 5.80 An initial assessment has therefore been made of the employment areas that could potentially be redeveloped for other uses, primarily housing, depending on the policy approach that is taken and the level of demand for older employment premises. In doing this, regard has been had to the following factors in particular:
- The location of the employment area, especially in terms of accessibility and surrounding uses
 - The existing condition of the employment area, especially in terms of the local access arrangements and environmental quality
 - The typical age and condition of the buildings within the employment area, and their attractiveness to modern businesses
 - The rental levels and development values within the employment area, and therefore the likely viability of any redevelopment proposals for employment uses
 - Evidence of interest from landowners/developers for redevelopment to other uses such as housing
- 5.81 This assessment has fed into the four strategic options on the following basis:
- Option 1 = limited release of employment land for other uses, taking forward the current approach of protecting existing employment areas wherever practicable
 - Option 2 = higher release of employment land for other uses, with the additional areas released compared to Option 1 almost all within Salford West
 - Option 3 = major release of employment land for other uses, again with the additional areas released almost all within Salford West
 - Option 4 = slightly lower level of release than in Option 3, but still significantly higher than in Options 1 and 2
- 5.82 It is important to note that this is only an initial assessment, and that the Employment Land Review will provide more detailed information on which to base decisions on the release of existing employment areas. Therefore, the inclusion of any of the employment areas within the options at this time does not indicate that the city council would support their redevelopment for other uses. Further information is required before such decisions can be made.
- 5.83 The options that involve the more significant release of existing employment areas would potentially have implications in terms of the accessibility of employment opportunities. Focusing new jobs in locations that are easily accessible by public transport, such as the Regional Centre, potentially helps to improve accessibility overall.

However, releasing a large number of existing employment areas could decrease accessibility at the local level, with fewer jobs within individual neighbourhoods that people can easily walk or cycle to. A high level of release could therefore increase the need to travel, and research suggests that the absence of local employment opportunities affects women more than men meaning that there are gender implications associated with any decisions on employment land release⁶⁷. When determining which employment areas to release, therefore, one objective may need to be to ensure that there remains a good distribution of employment areas across the city so that all residents are only a short distance away from job opportunities wherever possible. Skewing the loss of existing employment areas towards particular locations could have implications for social inclusion and sustainability objectives.

- 5.84 It also needs to be recognised that many of these 'low-grade' existing employment areas provide cheap accommodation that is essential to the city's economy, in terms of providing low-cost space for business start-ups or for storage uses associated with established firms. Therefore, although an assessment based on the theoretical criteria that businesses use in selecting sites and accommodation may point towards the need for an overall increase in the quality of premises and the accessibility of locations, in practice cost factors may still mean that there is a significant demand for the type of accommodation provided in some the employment areas identified as potentially being suitable for redevelopment, even if they are not particularly visually attractive or well-maintained. Some of the estates are also particularly appropriate for 'bad neighbour' uses, that can be difficult to accommodate and may be considered inappropriate in the higher quality employment areas. Therefore, although the Core Strategy needs to promote the continued evolution of the city's economy, it also needs to ensure that there is a full variety of accommodation in terms of type, location and cost, in order to support local business opportunities and entrepreneurialism.
- 5.85 The redevelopment of some employment areas may be able to make a particularly important contribution to neighbourhood regeneration or other important policy objectives, and this will also need to be factored into any decision-making. It will be possible to make an argument that residential development on any employment site/area could make a contribution to diversifying the supply of housing within the local area or across the city more generally, but this will not in itself be sufficient to justify the loss of that employment site/area. However, in some cases there may be particular benefits in terms of type or scale that could not be achieved elsewhere.
- 5.86 Ultimately, it will be vital to ensure that the overall supply of employment land remains sufficient. If the supply of land and premises is constrained then this may result in some businesses being unable to

⁶⁷ "Heeding women's needs" – Ben Lee (Planning, 12 September 2008, p.10)

locate within the city either due to the lack of suitable accommodation or such accommodation being too expensive. This may lead to businesses moving to less sustainable locations, for example in terms of public transport accessibility or their proximity to the main supply of labour, or could even lead to them locating outside the sub-region altogether, resulting in implications for achieving the economic growth objectives. However, an oversupply of accommodation may mean that other uses such as housing are located in less sustainable locations when they could be accommodated more centrally on land that has been identified for, or previously been in, employment use.

Redevelopment of employment areas

5.87 Given the potentially significant release of existing employment areas for redevelopment to other uses in Options 2, 3 and 4, under those options it is proposed that there would be a requirement for at least 5% of the dwellings provided on those redevelopment employment sites to be in the form of live-work units. This recognises the potential loss of local employment opportunities and accommodation for start-up businesses, and the provision of live-work units could help to offset these impacts to some extent. It also reflects the changing nature of the economy, and the benefits of providing a range of different types of accommodation across the city. Live-work units also have the benefit of reducing commuting trips.

Implementation

5.88 Although over the lifetime of the Core Strategy it could potentially be appropriate for a reasonably significant release of existing employment land for other uses, at the present time the majority of those employment areas have relatively high occupancy rates, and there are likely to be thousands of jobs across them as a whole. It is therefore vital that the release of employment areas for redevelopment is carefully managed, so that any existing businesses within those areas can satisfactorily be relocated, within the immediate area wherever possible, so as to retain job opportunities and economic development within the city. An ad hoc approach to employment land release would risk businesses being forced out, either directly as part of the redevelopment, or because the redevelopment of neighbouring sites has made it difficult for them to continue their operations.

5.89 It is also important that the release of employment land for redevelopment to other uses such as housing is carefully phased in order to ensure that there is always a good supply of economic development opportunities across the city. Any constraint in the supply could compromise economic growth objectives that underpin the Core Strategy, the Manchester City Region Development Programme, the RSS, and the Northern Way Growth Strategy. Options 2, 3 and 4 partly permit a higher level of employment land redevelopment because major new employment sites would be brought forward in locations such as Cutacre and Barton. If that redevelopment took place before those new sites started to come on-stream, then not only could this

lead to a deficiency in sites for businesses, but could also diminish the availability of employment opportunities within the city.

Employment land supply

5.90 The implications of the above proposals in terms of the numerical changes in land supply under each of the options are set out in the Core Strategy Issues and Options Report and repeated in the table below.

	Option 1	Option 2	Option 3	Option 4
Existing employment land lost to other uses (hectares) ^(a)	120 ha	180 ha	225 ha	205 ha
<i>Within the Regional Centre</i>	55 ha	55 ha	50 ha	45 ha
<i>Within the Rest of Central Salford</i>	35 ha	40 ha	50 ha	50 ha
<i>Within Salford West</i>	30 ha	85 ha	125 ha	110 ha
Existing permissions and allocations carried forward ^(b)	125 ha	125 ha	125 ha	125 ha
Office development within the Regional Centre ^(c)	25 ha	25 ha	25 ha	25 ha
Strategic greenfield employment development ^(d)	0 ha	10 ha	50 ha	50 ha
Gross additions of employment land (excluding other developments in existing employment areas and town centres) (= b + c + d) ^(e)	150 ha	160 ha	200 ha	200 ha
Net change of employment land (= e – a)	+ 30 ha	- 20 ha	- 25 ha	- 5 ha

- 5.91 It should be noted that all figures are approximate, and it is intended to provide an overall guide to the implications of the options rather than a precise assessment of the employment land supply. A more detailed consideration of that supply situation will be possible once the Employment Land Review has been completed.
- 5.92 Notwithstanding the limitations of the figures, Options 2, 3 and 4 all involve a relatively low net loss of employment land, whereas Option 1 would involve a slight net increase. This would generally accord with the results of the Greater Manchester employment land study discussed above, which indicated a slight net loss of employment land overall in the optimistic scenario.
- 5.93 The balance of new and old within each approach varies, as follows:
- Option 1 = low release of existing employment areas, and general reliance on existing allocations and permissions
 - Option 2 = moderate release of existing employment areas, with release of the Cutacre site partly in compensation, particularly assisting a part of the city (Little Hulton) with comparatively high unemployment and low levels of accessibility to major employment concentrations

- Option 3 = high release of existing employment areas, with emphasis on providing major new strategic employment sites to attract modern businesses (at Little Hulton and Barton)
- Option 4 = similar approach to Option 3, but with a slightly lower loss of existing employment areas

Other employment issues

Approach to existing employment areas outside the Regional Centre and district centres

- 5.94 The potential for releasing some of the existing employment areas for redevelopment for other uses such as housing is discussed above. The remaining estates would continue to play an important part in providing a diverse and good geographical spread of employment opportunities within Salford.
- 5.95 The purpose of identifying specific employment areas for redevelopment is to ensure that it is those that have the least potential to support the economy, or the most potential to support other objectives if released for alternative uses, that are redeveloped rather than there being an ad hoc, unplanned approach where redevelopment is considered on a case by case basis that could result in some of the better employment areas being lost.
- 5.96 Therefore, where employment areas are not specifically mentioned in the options as being appropriate for redevelopment, it is considered appropriate to take a strong approach to protecting their continued employment function, to ensure that there is a continued supply of business opportunities and that employment land supply is not constrained. Given that the decision would have been made to retain the employment areas as part of the overall strategy for maintaining a suitable employment land supply and supporting economic growth, it is not considered appropriate to permit the ad hoc release of sites and premises for other uses simply on the basis that they may be vacant or due to become vacant. This will include where there is evidence of a lack of financial viability for built employment redevelopment, as this may only be a temporary situation and other approaches that retain some form of employment use, or some other use considered in the proposed policy approach to be appropriate in an employment area, may be realistic. This could include for example waste uses and open storage, which will always need to be accommodated somewhere in the city. It may also be appropriate to temporarily landscape a vacant site until financial viability improves that would enable a positive employment use in the future.
- 5.97 The Issues and Options Report proposes a policy approach in all options that seeks to support the successful functioning of the remaining employment areas, whilst recognising that some element of flexibility needs to be retained. As a result, that approach supports the

continued renewal and improvement of existing employment areas for employment purposes. This includes office developments of a modest scale in order to provide a good mix of local employment opportunities, in a way that complements rather than competes with the key office locations such as the Regional Centre and district centres. As discussed above, this is considered to be consistent with Government guidance in PPS6 and Draft PPS4, as well as supporting economic growth.

- 5.98 The proposed approach would support the inclusion of certain uses that sit outside the traditional B1, B2 and B8 uses found in existing employment areas, recognising the broader function of those areas in supporting the local and sub-regional economy. An example of this is training facilities, which can help to enable local residents to access new jobs and ensure that new businesses can find sufficient labour to maximise their effectiveness. They are therefore considered appropriate in employment areas provided they do not dominate. Waste management developments normally fall outside the B1, B2 and B8 use classes, but share similarities with such uses and can be difficult to accommodate in other locations. They are therefore also generally considered acceptable within existing employment areas, although some will be more appropriate than others in terms of the relationship with neighbouring uses.
- 5.99 As discussed in the Housing section of this report, sites for travelling people, particularly travelling showpeople but also gypsies and travellers to some extent, can involve a mix of housing and employment uses. For example, travelling showpeople may use plots for the storage and maintenance of equipment, particularly in the winter months. As a result, it is considered that there may be occasions where the provision of sites for travelling people within existing employment areas could be appropriate, and that any policy approach in the Core Strategy should allow for this. However, it will also be important to ensure that the residential amenity of travelling people is protected when identifying sites for them, and that the presence of that residential element of the use does not compromise the operating conditions of employees elsewhere within the employment area.
- 5.100 The proposed approach also gives positive consideration to the provision of community facilities, but only where they cannot be accommodated elsewhere within the local area. Normally such facilities would be expected to be located within existing centres, or for example in accessible locations along major roads in clusters with other similar uses. However, some community facilities can be difficult to accommodate because of the nature of the use or the type of accommodation they require, and in these circumstances it may be appropriate to permit them within employment areas where they can be satisfactorily accommodated in relation to other objectives such as environmental quality, amenity and safety.

- 5.101 As discussed above, this approach also emphasises that where redevelopment to other uses is permitted then it will be vital that it is coordinated through a masterplan and makes provision for the relocation of any remaining businesses.

Supporting home-working

- 5.102 The changing nature of the economy and changing lifestyles that place a strong emphasis on flexibility mean that an increase in home-working is to be expected over the lifetime of the Core Strategy. This can also support broader objectives such as minimising the need to travel, and encouraging entrepreneurialism. In order to enable such changes, the provision of local hubs that support home-working is considered important, for example providing meeting facilities and car parking for clients that it is not possible to accommodate within the home. The preference would be for such facilities to be located within local or district centres, in order to maximise accessibility and promote linked trips, or within employment areas so that they can be utilised by other businesses as well. It is possible that it could be appropriate to locate them within major new residential areas as well, particularly if they include a significant number of live-work units (see above), but this would be dealt with on a case-by-case basis.

Improved links to key employment locations outside Salford

- 5.103 It is important to recognise that almost 50% of Salford residents in employment work outside the city⁶⁸. The whole of Salford has a very strong relationship with Manchester, with Walkden North being the only ward where less than 10% of people work in Manchester, and the relationship is particularly strong for Broughton where the figure exceeds 30%. The whole of the city also has a strong relationship with Trafford, with all wards having more than 5% of residents commuting to the borough, and the southern half of the city having more than 10%. Little Hulton and North Walkden residents have a strong relationship with Bolton, and to a lesser extent South Walkden and Worsley/Boothstown also do. In contrast, the relationship of the city with Bury is relatively weak, despite the close proximity, with Kersal being the only ward where even 5% of residents work in the borough. The relationship with Wigan is even weaker, with no wards having more than 5% of residents commuting to the borough to work, and several having less than 1%, and this relationship is similar to that with the more distant borough of Stockport. There is a slightly stronger relationship with Warrington, particularly from the adjoining ward of Cadishead. Generally, there is very little commuting to the eastern side of the conurbation (Oldham, Tameside and Rochdale) from Salford, and virtually none to the other parts of the city region (i.e. Congleton, High Peak, Macclesfield and Vale Royal).

⁶⁸ 2001 Census – 41,593 of the 90,301 Salford residents who were in employment worked outside the city

5.104 Therefore, access to major employment areas around the edge of Salford is very important, particularly Manchester City Centre, Trafford Park, the Trafford Centre, and Bolton. It is considered that improving public access to such locations should be a priority. In addition, around 7 million square feet of B1, B2 and B8 uses are proposed on the Omega site in Warrington, providing around 24,000 jobs. This is a very significant potential employment source for Salford residents, and therefore excellent public transport links are essential if objectives relating to minimising car use and maximising social inclusion are to be supported.

Tackling worklessness

5.105 Addressing worklessness is a key theme of Salford's Local Area Agreement, with two of the designated performance indicators being:

- 16 to 18 year olds who are not in education, employment or training (NEET)
- Working age people claiming out of work benefits in the worst performing neighbourhoods

5.106 Tackling problems of worklessness is also an important aspect of Salford's Community Plan, with one of the aims being: "To provide local people with the skills, ambition and support to play an active role in the growth of the city" (Theme 6, Priority 3). Associated targets relate to increasing the city's employment rate, reducing the unemployment rate in the 20% most deprived wards, and enabling people to move off incapacity benefit (p.45).

5.107 It is therefore important that the Core Strategy supports these objectives relating to reducing worklessness in Salford. The development management process offers the opportunity to engage developers/businesses in training schemes, for example the Salford Construction Partnership.

6. SHOPS, HEALTH, EDUCATION AND OTHER FACILITIES

Hierarchy of centres

- 6.1 Paragraph 1.6 of PPS6 states that regional spatial strategies and local development frameworks should develop a hierarchy and network of centres. More specifically, paragraph 2.15 states that local planning authorities should set out a strategy for the network and hierarchy of centres within their area. Annex A of PPS6 sets out the different types of centre that should be included within that hierarchy, and provides definitions of each, namely city centres, town centres, district centres, and local centres.
- 6.2 Salford's UDP currently identifies four 'town centres' and eighteen 'neighbourhood centres' although these do not necessarily clearly relate to the definitions in PPS6.

Manchester/Salford City Centre

- 6.3 Salford does not have what would traditionally be considered a 'city centre' within its boundaries, which acts as a focus for the whole city. Instead, it effectively shares a city centre with Manchester.
- 6.4 RSS Policy W5 identifies the city centres of Manchester/Salford and Liverpool as the North West's primary retail centres. However, at present the primary shopping area of the Manchester/Salford City Centre is effectively wholly within the local authority area of Manchester.
- 6.5 This situation is unlikely to change, but the close proximity of Salford means that there may be the potential within the city for some secondary frontages containing small-scale uses, for example within the southern part of Greengate and along the river. Nevertheless, this city centre constitutes the top of Salford's retail hierarchy and it is important to recognise this through the Core Strategy.

Town centres

- 6.6 RSS Policy W5 goes on to identify 25 other centres within which comparison retailing facilities should be enhanced and encouraged, in order to ensure a sustainable distribution of high quality retail facilities outside the regional centres. None of those 25 centres lie within Salford, although some of them could potentially serve part of Salford's population, particularly Bolton Town Centre.

District centres

- 6.7 The current UDP defines four 'town centres' in Salford, located at Pendleton (based around the Salford Shopping City mall), Swinton, Eccles and Walkden. These town centres would appear to fall within

the PPS6 definition of a 'district centre' rather than a 'town centre', and are of a different scale to the region's 'town centres' that are effectively identified as the 25 second tier centres listed in RSS Policy W5. This effectively leaves Salford with no town centre within its boundaries, and none of the primary shopping area of a city centre. However, Eccles, Pendleton, Swinton and Walkden are referred to locally as 'town centres' and so although they may be designated as district centres for the purposes of the retail hierarchy they are still referred to as town centres in their titles.

- 6.8 In addition to the four district centres mentioned above, Salford also shares a small part of Cheetham Hill District Centre, which is located primarily in Manchester but has an important function in relation to the north-eastern part of Salford. It is currently identified as a 'neighbourhood centre' in Salford's UDP, given only a small part of it is within the city, but it would seem appropriate to recognise that the centre as a whole functions more as a district centre, particularly with the improvements that are proposed such as a major new food superstore, even though most of it is within Manchester.
- 6.9 These five district centres have an important role to play within the city, and act as a focus for the local communities. It is important that the Core Strategy supports and enhances that role, particularly given the scale of residential development and population growth proposed. Significant change is envisaged within all of the centres, whether through additional major stores or redevelopment of existing malls. They also face other issues, particularly related to transport. Given the importance of the centres, it is considered that the most appropriate way for coordinating their evolution is to develop masterplans for each. This would be done in conjunction with key stakeholders, including the owners of the malls in the centres.
- 6.10 This supports the approach taken in other strategies such as the Salford West Strategic Regeneration Framework. This states that each centre should have its own Action Plan. It highlights engagement with developers, occupiers and operators as a priority, and also picks up specific issues that need to be addressed such as car parking in Swinton and Eccles (Action QN1). The masterplan process would be a useful mechanism for tackling these issues.

Pendleton

- 6.11 Pendleton Town Centre is the largest of these centres in retail terms. The North West Town Centre Assessment Study⁶⁹ considered 16 centres within Greater Manchester. Table 5.2 of the study (p.56) groups the centres by their place in the hierarchy, as defined by the Management Horizons Europe score 2003-04. This identifies Manchester City Centre as a 'Major City' centre, Bolton, Stockport and

⁶⁹ "Town Centre Assessment Study: Final Report" – White Young Green Planning on behalf of the North West Regional Assembly (June 2005)

Wigan as 'Regional' centres, Bury, Oldham, Altrincham, Ashton-under-Lyne and Rochdale as 'Sub-Regional' centres, Stretford, Leigh, Salford (Pendleton Town Centre) and Sale as 'Major District' centres, Hyde and Middleton as 'District' centres, and Wythenshawe was not classified.

- 6.12 The UDP allocates a 3.7 hectare site within Pendleton Town Centre for a new food superstore. The Core Strategy Issues and Options Report envisages a significant growth in the centre, with an extra 15,000m² of net retail floorspace. This would not only include the aforementioned superstore, but also the expansion of the existing mall. There would also be a strong emphasis on introducing other town centres uses into the centre, as despite Pendleton being the city's strongest centre it has very few non-retail uses within it.
- 6.13 Even with this major growth, Pendleton would still be significantly smaller than the sub-regional centres in Greater Manchester. Its capacity for further growth is probably limited by the proximity of other major centres, particularly Manchester/Salford City Centre. Therefore, it would seem appropriate for it to be identified as a 'district centre' for the purposes of PPS6, rather than as a 'town centre'. Consideration has been given to whether it would be appropriate to afford some sort of primacy within the city for Pendleton Town Centre, recognising its size and catchment compared to the other district centres, for example using the above terminology of 'major district centre'. It is considered appropriate to identify it as such in broad terms, but recognising that its relationship to the other district centres is primarily complementary rather than competitive or hierarchically higher.

Eccles

- 6.14 The Salford West Regeneration Framework prioritises Eccles Town Centre for action, particularly in terms of encouraging the comprehensive redevelopment of the existing mall. The regeneration framework notes that the mall suffers from high levels of vacancy and very poor environmental quality (paragraph 9.32), but its central location means that it is vital to the future success of the centre. The redevelopment of the mall is therefore encouraged.
- 6.15 As noted above in the Employment section, Eccles has the potential to develop its office market further given its excellent transport accessibility in terms of a train station, Metrolink station, bus station and junction onto the M602 motorway. Its proximity to MediaCityUK also offers the potential to increase office demand.
- 6.16 The West One shopping mall is located approximately 300 metres to the east of the Eccles Town Centre boundary as identified on the UDP Proposals Map. West One is separated from the centre by a major dual carriageway, significantly limiting the ease of pedestrian movement between the West One site and the centre. Most of West One is also set back behind a large area of car parking and visual links are limited,

further increasing its detachment from Eccles Town Centre. As a result, it is considered that West One is in an out-of-centre location rather than an edge-of-centre location. This reflects the definition of 'edge-of-centre' in Annex A of PPS6, which is as follows:

"For retail purposes, a location that is well connected to and within easy walking distance (ie. up to 300 metres) of the primary shopping area. ...

In determining whether a site falls within the definition of edge-of-centre, account should be taken of local circumstances. For example, local topography will affect pedestrians' perceptions of easy walking distance from the centre. Other considerations include barriers, such as crossing major roads and car parks, the attractiveness and perceived safety of the route and the strength of attraction and size of the town centre. A site will not be well connected to a centre where it is physically separated from it by a barrier such as a major road, railway line or river and there is no existing or proposed pedestrian route which provides safe and convenient access to the centre" (Table 2)

- 6.17 Given this out-of-centre location, it is considered that West One should continue to focus on comparison rather than convenience retailing, in order to complement rather than compete with other centres such as Eccles Town Centre. In particular, to minimise the possible for it to have a negative impact on existing centres, it is considered that there is the potential for a move more towards bulky goods, providing the type of retail facility that is relatively limited within the city. Any major convenience retailing in particular, and to some extent non-bulky goods comparison retailing, is more appropriately located within the existing centres. For example, as discussed above, within the Eccles area the redevelopment of the existing mall in Eccles Town Centre provides a particular opportunity in this regard.

Swinton and Walkden

- 6.18 The Salford West Regeneration Framework highlights Swinton Town Centre and Walkden Town Centre as being relatively successful, with low vacancy levels in the former and a programme of improvements in the latter (paragraph 9.32). A new LIFT centre has recently opened on the edge of Walkden Town Centre, and a major new food superstore within the centre has recently being granted planning permission (reference 08/56280/FUL).
- 6.19 It is therefore proposed that the emphasis in the Core Strategy should be on maintaining and enhancing the role of these two district centres. This could include some moderate expansion of retail facilities, reflecting housing development and expenditure growth in the surrounding areas. As noted above, there are also some traffic issues relating to Swinton Town Centre, particularly in terms of car parking, and addressing these would need to be a priority for any masterplan for the centre.

Salford Quays

- 6.20 The largest existing concentration of retail facilities and other town centres uses in the city that is not identified as any sort of centre in the UDP is at Salford Quays, centred around The Lowry and the Lowry Outlet Mall. The retail provision is mainly focused around comparison shopping, although there is also some limited convenience provision as well as a number of bars and restaurants, a cinema, and a health and fitness centre. The Lowry is immediately adjacent to the Outlet Mall and provides gallery, theatre and conference facilities. There are other facilities nearby such as a hotel and a watersports centre, and the Imperial War Museum for the North is located on the opposite side of the Manchester Ship Canal in Trafford. All of this is located within the Regional Centre, with Salford Quays providing a large supply of office floorspace. Therefore, the existing provision would appear to meet some of the criteria for centres identified in PPS6.
- 6.21 In addition to this existing provision, planning permission has been granted for 2,415m² of retail floorspace, 3,176m² of leisure floorspace, and hotel provision of 300 bedrooms, forming part of a much larger mixed-use development at Quays Point to the north-west of the Lowry and the Outlet Mall, which also includes the new BBC headquarters in the North and a major public space, both of which could become significant tourist attractions.
- 6.22 Although the tourism attractions and the outlet mall have a relatively large catchment area, it is also important to note that both the resident and business populations of Salford Quays are increasing significantly, and this is expected to continue in the future. For example, the aforementioned Quays Point mixed-use development also includes 119,120m² of office space and 2,249 dwellings. Within the wider Salford Quays area, as of 1 April 2007, 1,070 dwellings were under construction and a further 1,510 had planning permission on top of the Quays Point permission. The total number of additional dwellings proposed in the Salford Quays area over the period 2007-2027 varies between 5,650 and 7,950 in the four strategic options set out in the Core Strategy Issues and Options Report, and the potential for further office floorspace in addition to the existing permissions is also identified. Therefore, there is a strong argument that such a large community should have its own centre.
- 6.23 However, if part of the area were to be designated as a centre, it would be important that any growth in retail and other floorspace was complementary to other centres, particularly Pendleton Town Centre and Manchester City Centre. Therefore, some limit on the scale of additional development could potentially be appropriate, although that may be in the form of reflecting its designation at a particular point in the retail hierarchy rather than a quantified maximum floorspace.

- 6.24 As a result of the way it has evolved, and the strong tourism function of the area, the concentration of town centre uses does not easily sit within any of the definitions for the different types of centre, although it does share a number of their characteristics. This is potentially an argument against designating it as a centre, but such a designation could also help to clarify its function and encourage a greater provision of the type of facilities that would characterise a centre such as additional convenience shopping, banks/building societies, and a wider range of community facilities.
- 6.25 Even with the additional development proposed, the scale and type of provision would not justify designation as either a city centre or town centre for the purposes of PPS6, and it is certainly in a different category to sub-regional centres such as Bolton, Bury and Stockport. The level of convenience provision is limited, although its expansion would seem appropriate given the population in the area, and although there are cash machines there are no branches of banks or building societies. This means that it partially fulfils the criteria for a district centre in PPS6, but probably does not fall wholly within the definition at present. It does have some similarities to a local centre, but the scale of provision, particularly in terms of comparison shopping, food and drink, and tourism facilities is well in excess of what might be expected in a local centre.
- 6.26 Therefore, the Core Strategy currently presents two different approaches for a centre at Salford Quays. Options 1 and 2 would designate the existing concentration of town centre uses around the Lowry at the end of Pier 8, together with the proposed town centre uses at the end of Pier 9, as a district centre. In order that it could fulfil that role more effectively, significant additional convenience retailing would be supported where it would complement provision in the other district centres, together with other typical district centre facilities such as banks. Options 3 and 4 would envisage a smaller level of growth in main town centre uses, and would instead designate the ends of Piers 8 and 9 as a local centre, reflecting the lower level of residential development proposed in the surrounding area under those options.
- 6.27 Even with a district centre or local centre designation, major mixed-use developments elsewhere within Salford Quays could still potentially provide some small-scale retailing to serve part of the needs of those developments, but this would need to be complementary to the establishment of the centre.

Irlam and Cadishead

- 6.28 The five existing district centres (Cheetham Hill, Eccles, Pendleton, Swinton, and Waldken) are reasonably evenly distributed across the city in geographical terms with the majority of communities within 3-4km of them. The exceptions to this are the neighbourhoods of Irlam and Cadishead, which are 5-10km from the nearest district centre at Eccles.

- 6.29 This raises the question as to whether efforts should be made to develop a town centre within the Irlam and Cadishead area. However, it is questionable whether its catchment would be sufficient to support its own district centre, as it would be unlikely to draw in trade from elsewhere (unless this was at the expense of an existing district centre such as Eccles). The population of Irlam and Cadishead is less than 20,000 people, whereas Salford's four existing district centres have catchments containing around 40,000 to 50,000 people.
- 6.30 Therefore, the approach may need to focus on improving the existing local centres rather than developing one of them as a district centre, although the situation will need to be reviewed once the city's Retail Needs Assessment has been completed. However, consideration is being given to the provision of a new road bridge across the Manchester Ship Canal, linking Irlam/Cadishead with Partington/Carrington in Trafford. There are proposals to secure major improvements to Partington Town Centre (although despite its name it may be more akin to a larger local centre), and there are also proposals to develop an "Eco Town" at neighbouring Carrington in Trafford, which would no doubt have its own local/district centre, and therefore these facilities could potentially provide for some of the needs of the residents of Irlam and Cadishead.

Local centres

- 6.31 Salford's UDP identifies eighteen neighbourhood centres. One of these is Cheetham Hill District Centre, which as discussed above is proposed for designation as a district centre in the Core Strategy recognising the scale and function of the wider centre that mainly lies within Manchester.
- 6.32 The other seventeen centres vary enormously, for example with Irlam having a major superstore but limited other provision, Monton having a strong mix of uses and evening economy, Patricroft and Peel Green being small concentrations of town centre uses within a longer extent of such uses along a main road, and Ellenbrook being a very small, purpose built parade within a relatively new residential development.
- 6.33 The difference between the definitions in Annex A of PPS6 of a 'local centre' and a 'small parade of shops of purely neighbourhood significance' is not completely clear. Many of the UDP's neighbourhood centres would appear to fall within the definition of a local centre, but both the other neighbourhood centres and other concentrations of town centre uses in the city that are not identified in the UDP as neighbourhood centres could be viewed as either a local centre or a small parade under those definitions.
- 6.34 Further survey work coupled with Salford's new Retail Needs Assessment is required in order to inform any decisions regarding whether neighbourhood centres identified in the UDP should not be

identified as part of the hierarchy of centres in the Core Strategy, and whether additional centres should be designated or planned for. However, at the present time it is considered appropriate to carry forward all of the existing neighbourhood centres in the UDP as local centres in the Core Strategy, other than Cheetham Hill which would be a district centre.

Chapel Street

- 6.35 Active ground floor uses are currently being encouraged within appropriate locations within the Chapel Street area as part of mixed-use developments, particularly along Chapel Street. UDP Policy MX2 requires the provision of active ground floor uses along the frontage to Chapel Street itself, which could include town centre uses where appropriate. This will help to add to the vibrancy of the area and provide important facilities for the resident and business communities. However, at present, there has been limited occupation of the premises provided and this has tended to be by office uses falling with use classes A2 and B1.
- 6.36 In addition to developments that have already taken place, there is some reasonably significant provision of town centre uses proposed as part of mixed-use developments with planning permission (or where the city council is minded to grant permission subject to a legal agreement), including:
- Middlewood, which would involve 27,191m² of leisure/retail uses (use classes A1, A2, A3, A4 and D2)
 - Greengate (north of viaduct), which would involve 4,763 m² of A1, A3, A4, D2 and B1 uses
 - Greengate (viaduct proposal), which would involve a maximum of 2,499 m² of A1 retail
- 6.37 The scale of provision is very much in terms of local needs, generated by the other elements of these mixed-use developments. However, one issue is whether there would be any benefit in seeking to focus these town centre uses in particular locations in order to maximise the potential for linked trips and to maximise their positive impact on the area. This could potentially involve the designation of one or more local centres. It would seem unlikely that any concentration of such uses would be sufficient to be designated as a district centre. Alternatively, it may be considered more appropriate for there to be no designation, whilst ensuring that policies support the provision of retail and other town centre uses to meet local needs as part of mixed-use developments.
- 6.38 In light of this, two different approaches are included in the Core Strategy Issues and Options Report. Option 1 proposes concentrating active ground floor uses in three new centres, located at the new Greengate Square, around Salford Central Station, and at the junction of Chapel Street and Islington Way. This would give a good distribution of local centres throughout the Chapel Street area, in locations that are

both easily accessible to the surrounding communities and likely to benefit from business and passing trade (e.g. from users of Salford Central Station).

- 6.39 Options 2, 3 and 4 would not involve the designation of any local centres in the Chapel Street area. Instead, the focus would be on adding to the vibrancy of the area by providing active ground floor uses along key pedestrian routes such as Chapel Street, and around major public spaces such as the new Greengate Square. In some circumstances, these ground floor units may be provided ahead of the developments that they would be intended to serve, which could result in short-term vacancies initially. As a result, there would be a requirement that any changes of such units to non-active uses would only be permitted where it could be demonstrated that there had been full flexibility in seeking to attract active uses, for example in terms of the length and cost of leases. This would help to ensure that the long-term success of the Chapel Street area was not undermined by short-term considerations such as the phasing of developments.

Other new local centres

- 6.40 The Core Strategy Issues and Options Report includes a number of other proposed new local centres, which vary between the four strategic options depending on where housing growth is to be focused. These are as follows:
- Bury New Road, Higher Broughton – Options 2, 3 and 4 propose a small new local centre, which would be located around Newbury Place and Knoll Street where there are or have recently been some town centre uses
 - Cromwell Road, Charlestown – all four options propose the designation of a local centre, which would incorporate the existing town centre uses immediately to the east of the Charlestown roundabout on the south side of Cromwell Road, augmented by some additional provision on the north side of Cromwell Road as part of any redevelopment of the Castle Irwell site
 - Eccles New Road – Options 3 and 4 propose the establishment of a small local centre to act as a focus for the residential community that is spread along Eccles New Road, reflecting the higher level of housing development proposed in those two options
 - Trafford Road – all four options propose the designation of a small local centre to replace the existing parade at Robert Hall Street (which was identified as a ‘key local centre’ in Salford’s first UDP adopted in 1995), to serve the new homes proposed within the Ordsall estate and to a lesser extent development at Ordsall Waterside and in the eastern edge of Salford Quays. The size of the centre would need to complement the proposed new centre at Salford Quays, as well as the existing centres at Pendleton and Regent Road

- Linnyslaw, Walkden – Options 2, 3 and 4 propose the establishment of a small new local centre on Manchester Road as part of the redevelopment of part or all of the Linnyslaw Industrial Estate, reflecting the scale of additional housing that such redevelopment would involve, complementing existing provision in Walkden Town Centre to the west
- Bridgewater Canal, Patricroft – Options 3 and 4 propose the provision of a small new local centre on Liverpool Road to the east of the Bridgewater Canal, as part of the comprehensive redevelopment of the Legh Street, Cawdor Street and Vine Street employment areas, serving the additional need generated by that development and complementing the existing Patricroft and Peel Green local centres to the east and west respectively
- West Cadishead – Options 2, 3 and 4 propose the establishment of a small local centre as part of the redevelopment of the west Cadishead employment area, meeting the additional needs generated by that redevelopment and complementing the existing Cadishead Local Centre to the east

Evolution of existing local centres

- 6.41 It is important that the Core Strategy is flexible enough to respond to changing circumstances. The city's district centres are considered to be very well established, but some of the local centres could be affected by market conditions and development proposals in surrounding areas. As a result, it is proposed that the Core Strategy should allow for these local centres to evolve as required, which could include relocating them on other sites nearby where this would help to improve the overall quality and accessibility of the facilities that they provide.

Development within existing centres

Provision of major new stores

- 6.42 PPS6 states that: "The scale of development should relate to the role and function of the centre within the wider hierarchy and the catchment served" (paragraph 2.41). As a result, it says that local planning authorities should "consider setting an indicative upper limit for the scale of developments likely to be permissible in different types of centres, and developments above these limits should be directed to centres higher up the town centre hierarchy" (paragraph 2.42). The Government has proposed a slight amendment to the latter paragraph, so that it would read: "Local planning authorities will need to judge the scale of development they consider appropriate for their area and should therefore consider preparing policies for the scale of developments likely to be permissible in different types of centres"⁷⁰.

⁷⁰ "Proposed Changes to Planning Policy Statement 6: Planning for Town Centres – Consultation" – Department for Communities and Local Government (July 2008)

- 6.43 Given the scale of development proposed through the Core Strategy, the different geographical distribution of that development between the four options, and the varied nature of the size and function of the city's district and local centres, it is not considered appropriate at this time to include any maximum sizes for individual stores or developments within particular types of centre. Instead, a more flexible approach is proposed, that sets out the key requirements for individual new stores in existing centres, namely:
- The scale of the store should reflect the role of the centre, so that individual proposals do not result in a modification of the hierarchy of centres that should be considered through the development plan process
 - The scale of the store should not adversely affect the diversity of retail provision within the centre in terms of the number and type of other retailers, which would be a risk of a very large store in a small centre with a limited catchment, effectively reducing choice and competition contrary to paragraph 1.4 of PPS6

Policy approach to loss of shops and introduction of non-active uses

- 6.44 PPS6 recognises the importance of providing a wide range of services in centres (e.g. paragraph 1.3), and diverse uses are important to providing successful centres. However, it is important that the primary retail function of the various centres in the city is protected and enhanced in order to ensure that they effectively serve local communities and minimise the need to travel. This is reflected in the key indicators for assessing the vitality and viability of existing centres set out in paragraph 4.4 of PPS6, which include retailer representation levels.
- 6.45 In this regard, Annex A of PPS6 distinguishes between 'primary frontages' which are likely to have a high proportion of retail uses, and 'secondary frontages' which provide greater opportunities for a diversity of uses. It is considered that this distinction should be reflected in the Core Strategy, although the definition of what is a primary or secondary frontage would be provided either through the Allocations Development Plan Document or a supplementary planning document.
- 6.46 Consequently, a flexible approach is proposed for changes of use in secondary frontages, with no restrictions on the provision of active uses even where this would involve the loss of Class A1 retail uses. This would enable diversification of the city's centres, and allow them to adapt to changing market conditions as demand for different uses varies over time. However, it is considered essential that the secondary frontages fully contribute to the vitality and viability of the centres, encouraging pedestrian activity. Consequently, it is proposed that there should be a presumption against changes of use of ground floor units to non-active uses such as housing or Class B1 offices, which would lead to 'dead' frontages that detract from the success of the centre.

- 6.47 A much stricter approach would be taken to primary frontages. This reflects the fact that the purpose of their designation as primary frontages would be because of their important retail function, and decisions on what should be identified as primary or secondary frontage would reflect the need to provide a diverse range of services in the centre. As a result, it is considered that at least 70% of the total primary frontages in each centre, measured by length of frontage rather than internal floorspace, should be in Class A1 retail use. In order to avoid an over-concentration of non-A1 uses in particular parts of the primary frontage which would effectively lead to it de facto becoming a secondary frontage, a maximum of 50% non-A1 uses in any individual primary frontage is considered appropriate.

Support facilities

- 6.48 The success of Salford's centres in attracting customers, and their ability to meet community needs, will rely not just on the provision of shops and other active ground floor uses, but also on the quality of the environment and support facilities such as public toilets and seating areas. This is reflected for example in recent Government guidance on public toilet provision, which highlights the important equity and social inclusion issues associated with such facilities⁷¹.
- 6.49 As a result, a specific reference to encouraging the provision of such facilities is included in the Issues and Options Report. Delivery of these facilities could potentially be both through new developments and public realm improvement schemes. Ensuring that centres can meet all of the needs of their customers, and that access to them by certain sections of the communities who may be more reliant on particular types of facilities, may therefore be a material consideration in determining planning applications.

Provision and clustering of local facilities

- 6.50 Although the hierarchy of centres will provide the location for the majority of shops and other local facilities, it may not always be possible or appropriate to locate all such uses within them, for example because they are intended to serve a very local catchment or because of a lack of sites in the relevant centres. However, where such uses are to be located outside centres, it is considered that there should still be some locational preferences.
- 6.51 In particular, it is considered that shops and other local facilities should be clustered together wherever possible, effectively acting as very small local centres. This will help to promote linked trips, which in turn helps to minimise the need to travel, and is therefore preferable to having individual facilities scattered around an area. These clusters

⁷¹ "Improving Public Access to Better Quality Toilets: A Strategic Guide" – Department for Communities and Local Government (March 2008)

should be located where they can maximise the accessibility for the catchment population, and therefore locations on public transport routes are generally likely to be most appropriate.

- 6.52 Clustering facilities together may provide economies of scale for service providers, enabling joint-working. This could also help to encourage public services in particular to be utilised by local communities, if they can access them more easily as a result of clustering. Consequently, the city council and its partners are seeking to co-locate facilities within individual buildings or developments where possible, and this has been seen recently with the new Gateway centres that not only provide health facilities but also other community facilities such as a library (e.g. in the recently opened Walkden Gateway centre). Schools are also considered to have particular potential for the co-location of facilities, and this is being investigated through the Building Schools for the Future programme through the Joint Service Centre concept⁷².
- 6.53 New developments may generate additional needs for local facilities that cannot be satisfied through the existing level of provision. It may be appropriate for those new developments to make provision for the additional facilities, either on-site as part of the developments or off-site through financial contributions. The need for this is recognised in Government guidance such as Circular 05/2005, which uses the example that “if a proposed development would give rise to the need for additional or expanded community infrastructure, for example, a new school classroom, which is necessary in planning terms and not provided for in an application, it might be acceptable for contributions to be sought towards this additional provision through a planning obligation”⁷³.
- 6.54 Where developments would make provision for additional local facilities, it is important that this is done in a way consistent with the general principles discussed above. In particular, the local facilities should be provided in a location that maximises their accessibility to the whole of the local neighbourhood and not just the development in question, in order to promote linked trips and social inclusion. The relationship with similar existing facilities also needs to be considered, so that they are complementary rather than competing, to ensure that the quality and level of overall provision increases.

Education in Salford

- 6.55 High quality education and skills are clearly vital components of a successful Salford, and need to be supported through the Core

⁷² See for example the Salford Education Vision via <http://www.salford.gov.uk/learning/secondary/bsf/bsfdocuments.htm>

⁷³ “ODPM Circular 05/2005: Planning Obligations” – Office of the Deputy Prime Minister (July 2005), paragraph B15

Strategy. This will be essential both in improving the quality of life of Salford residents and in supporting economic growth.

- 6.56 Salford currently has 84 primary schools, 15 high schools, 5 special schools, 3 colleges and one university, and also benefits from the close proximity of the University of Manchester, Manchester Metropolitan University, and the Manchester College of Arts and Technology (MANCAT).
- 6.57 Skill levels are a long-standing issue in Salford. 35.5% of the city's adult population (aged 16-74) has no qualifications, compared to the national average of 28.9%. 14.4% have qualifications equivalent to NVQ levels 4 and 5, compared to the national average of 19.9% (2001 Census). These low qualification levels inevitably affect the life chances of Salford residents, and the move towards a more knowledge-based economy will only increase the importance of good qualifications.
- 6.58 Salford's 2006/7 Local Development Framework Annual Monitoring Report highlights significant recent improvements in GCSE performance, although attainment is still below the national average and there are significant disparities across the city (paragraphs 7.1.1-7.1.3).

Provision of schools

Pre-school

- 6.59 The Government is committed to delivering a Sure Start Children's Centre for every community by 2010. Sure Start centres are places where children under five years and their families can receive integrated services and information, and where they can access help from multi-disciplinary teams of professionals such as health visitors, family support workers and early education. Fourteen such centres are now open in Salford, and work is continuing on the provision of more centres across the city⁷⁴.
- 6.60 The Audit Commission corporate assessment of Salford City Council, published in April 2006, found high levels of early years provision, and the Joint Area Review commended the early years provision as a major strength that ensures children make a good start to their formal learning⁷⁵. In January 2006, 78% of all children aged 3-4 in Salford were attending nursery or primary school reception on a full or part-time basis, which compares very well with the national average of 69% (DfES SFR32).

Primary education

⁷⁴ <http://www.salford.gov.uk/learning/preschool/childcare/eyc.htm>

⁷⁵ <http://www.audit-commission.gov.uk/cpa/stcc/lfcpa/cases/study45.asp>

- 6.61 Earlier in 2008, the city council submitted its 'Primary strategy for change' bid for funding through the Government's Primary Capital Programme. The strategy covers a 13-year period, including the first five years of investment, with the detail of how individual schools might benefit to be finalised once a funding announcement has been made. Seven new state-of-the-art primary schools are proposed, with at least half of the city's 84 primary schools benefiting from the investment in some way. The programme is targeted towards addressing deprivation and responding to population changes.
- 6.62 The programme in Salford will need to look closely at cost effectiveness and sustainability if it is to make a real difference. It may therefore result in school closures and amalgamations, reducing the overall number of schools. In order to facilitate this, sites for new schools may need to be found.

Secondary education

- 6.63 Salford has seen a very significant improvement in educational attainment over the last few years. The proportion of young people achieving five or more GCSE A*-C grades has increased from 38% in 2004 to 60% in 2007 (with the national average rising slightly from 54% to 62% over the same period). The gap between the city and national average has therefore almost completely closed.
- 6.64 "Building Schools for the Future" (BSF) is a Government initiative seeking to rebuild or renew every secondary school in England over the next 10-15 years. BSF aims to change the educational experience for both pupils and teachers, and to increase opportunities for life-long learning for the wider community.
- 6.65 Salford has been placed in wave three of this national programme, and has been awarded £150 million to improve the city's secondary school estate. Transformation is central to Salford's BSF programme and a clear plan and process have been developed to manage the transformation via a partnership between the council, schools and wider stakeholders, which will maintain standards and support school staff during the process. The aim within Salford is for secondary schools to be at the heart of their communities, offering facilities and services that everyone can benefit from outside school hours.
- 6.66 The proposals for the schools involved in the programme are as follows:
- New build:
- All Hallows Roman Catholic High School
 - Walkden Community High School
 - The Swinton High (joined with Moorside)
 - Moorside Community High School (joined with Swinton)
 - Wentworth Community High School
 - Hope High (as an Academy school)

Refurbishment:

- St. Ambrose Barlow Roman Catholic High School
- St. Patrick's Roman Catholic High School
- Irlam and Cadishead Community High School

Closure:

- St. George's Roman Catholic High School

- 6.67 The remaining mainstream and special schools either already have new buildings or are part of a Private Finance Initiative programme. In addition, the three existing Pupil Referral Units at Broadwalk, Grosvenor and Clifton are to be replaced by four new units within the four new build schools proposed as part of the programme.

Core Strategy Issues and Options Report

- 6.68 Changes in the numbers and location of students coupled with the ongoing investment programmes in primary and secondary schools means that there will be considerable change in the school estate within Salford. The options taken forward through the Core Strategy in relation to the scale, location and type of new housing development will influence those changes in student numbers/location.
- 6.69 Given that the Core Strategy provides the overall strategic spatial planning framework for the city, that an Allocations Development Plan Document is proposed, and that school improvement proposals are still developing, it is not considered appropriate for the Core Strategy to seek to identify specific sites for new/improved schools. However, it should provide a positive framework within which such decisions take place, whilst not unduly constraining decisions, in order to fully support educational improvements within the city.
- 6.70 As a result, the Issues and Options Report proposes taking a flexible approach to site identification for new schools, with the main criteria being that the quality of the schools is maximised and that they are accessible to their catchment populations. This will help to minimise the need to travel, promote sustainable modes of travel, and support the quality of education facilities.
- 6.71 Given the number of schools involved, the size of the sites required, and the competing demands for such sites given the scale of development proposed in the city, it is considered appropriate to introduce a presumption in favour of redeveloping sites in other uses for schools and other education uses. This presumption in favour of schools uses would include sites within existing employment areas identified for protection, where this would not compromise the amenity of the occupiers of the school or the operating conditions of any surrounding employment uses. This approach recognises the fundamental importance of improving educational attainment to Salford's future success, both economically and socially, and the

priority it is given through the city's Local Area Agreement and Community Plan.

Redevelopment of existing school sites for other uses

- 6.72 The provision of new schools, and the closure/amalgamation of existing schools, will mean that some school sites become redundant. The disposal of such sites for other uses is often an essential part of the funding package for the provision of new schools and/or the improvement of existing schools. If redundant school sites cannot be redeveloped then the overall improvement of the schools estate may be constrained. However, many school sites include significant areas of playing fields, and the sequential approach in RSS Policy DP4 therefore acts as an inhibitor on their reuse for built development given their greenfield status.
- 6.73 Local communities are also often reluctant to see school playing fields redeveloped for other uses. The Department for Children, Schools and Families (DCSF) has its own rules relating to the loss of school playing fields, and these also act as a significant constraint on the redevelopment of former school sites. These DCSF rules are strict, and seek to ensure that there is no net loss in the overall quantity of school playing fields (although all weather pitches effectively count as "double", and consequently it is possible for there to be some reduction in the total site area of provision). There is therefore some duplication between the DCSF rules and existing planning policies, which can cause confusion.
- 6.74 In order to simplify the process of reusing school sites, and to maximise the support that can be given to improving the remaining schools estate, it is considered appropriate to rely solely on the DCSF rules. Provided that those rules were being complied with, there would be a presumption in favour of the redevelopment of former school playing fields as well as former school buildings. The DCSF rules would ensure in the vast majority of cases that the overall recreation value of school playing fields was retained (and the approach of encouraging dual use of playing fields could actually increase the overall value), and other planning policies could still require the retention of additional school playing fields that do not need to be retained under those rules, for example because of their contribution to the character or appearance of a conservation area or because of an urgent need to provide additional public open space within the local area.
- 6.75 However, it would also permit redevelopment where this provided an overall benefit in terms of supporting educational provision within the city. Such sites would generally be most appropriate for residential development, but the scale of redevelopment involved would be sufficiently limited for it not to compromise the achievement of at least

90% of new dwellings on previously-developed land. This approach would more effectively enable the pattern of school provision to be improved to reflect the changing needs of the city, rather than it being constrained by a geography that is no longer appropriate.

University of Salford

- 6.76 The University of Salford is a broad-based teaching and research Higher Education Institution, with a student population of approximately 19,000. The latest Government Research Assessment ranks Salford in the top third of UK universities for research, and Salford is ranked in the top 10 universities in the UK for teaching. 93% of postgraduate students are in employment or go on to further study within six months of graduating⁷⁶.
- 6.77 The university employs around 3,000 staff and its core academic activities are served by more than 40 buildings focused around the Crescent and Peel Park. In addition, the university currently provides residential accommodation for around 4,000 students on five sites. The university is investing over £150 million to improve its campus facilities, including the recently completed Faculty of Health and Social Care building, a new Law School, and proposed new accommodation for one of the largest media schools in the UK to be completed in 2011 as part of the MediaCityUK development at Salford Quays (with a planning application for the university building having been recently submitted (reference 08/56940/FUL)). The university is currently in the process of developing a campus masterplan to set out a framework for the development of the physical estate over the next 15 years.
- 6.78 The university has a central role to play in the economic as well as educational future of the city. Salford's existing UDP includes a policy that supports the continued improvement of university facilities, and something similar would be appropriate in the Core Strategy. In order to ensure that the benefit of any improvements to be brought forward in an integrated manner, as part of a coordinated masterplan covering all of the university campuses.
- 6.79 It is also considered important to identify in the Core Strategy the provision of a new arts and media campus at Quays Point. This will help to maximise both the potential of the MediaCityUK concept and the benefits of it for those in higher education in the city. Improved integration, particularly through public transport, between the different campuses and facilities of the university will also be important.

Colleges and sixth forms

⁷⁶ "University of Salford Key Facts & Figures 2007/08" – University of Salford

- 6.80 The city has three post 16 colleges: Pendleton College, Eccles College, and Salford College. Two new sixth forms have recently opened at Irlam and Cadishead Community High School (in 2006) and the Salford Academy in Eccles (2007), and are the only such facilities attached to high schools in the city. As part of the BSF programme, the new academy replacing Hope High will also include sixth form provision.
- 6.81 In February 2008, a consultation document was published proposing the merger of Eccles College, Salford College and Pendleton College⁷⁷. This stated that the merger would support development and regeneration in the city “by improving access to learning and raising attainment levels within the city and providing Salford residents with the skills they require to take up sustainable employment opportunities” (p.4). The proposals are intended to “enhance choice and flexibility across a wide range of curriculum areas and occupational sectors” (ibid).
- 6.82 In terms of the implications for land use, the consultation document stated the following:
- “The mix of provision at the three colleges is somewhat different and this is reflected in the type of accommodation they offer. Eccles College and Pendleton College are predominantly 16-19 institutions and offer accommodation which suits the needs of their curriculum. Salford College has a wider range of vocational specialisms and this is reflected in the type of accommodation offered at both the Worsley Campus and the City Campus.
- In the short to medium term the merged institution will continue to offer provision at all the existing sites of the constituent colleges.
- In the longer term it is envisaged that the merged college will develop a model of three sixth form centres based in Eccles, Pendleton and Walkden together with a range of vocational skills centres across the city. In order to fully achieve this vision the merged college will require significant capital investment in the estates infrastructure, for which it will seek the support of the Learning and Skills Council” (p.37, section 11.4).
- 6.83 Whether the merger takes place or not, a key principle for college provision within the city will need to be to develop a more integrated college system with a strong profile and high quality facilities. Other important principles will be that the accessibility of facilities is maximised and that links between the colleges and the economic growth sectors are maximised. This is reflected in the merger

⁷⁷ “Consultation Document for a merger between Eccles College & Salford College with Pendleton College” – Learning and Skills Council (February 2008)

proposals, which indicate the following approach for the three different types of facility:

“Sixth Form Centres – these will be located to meet the transport and access requirements for the students likely to attend for the specific curriculum delivered on the sites

Advanced Skill Centres – these will be located to suit the demands and requirements of each specific sector although co-location should be considered to improve the efficiency of shared property services where appropriate

Foundation Skill Centres – these will be located within those communities which demonstrate a high demand for the type and level of curriculum offered so as to achieve best alignment with the Building Schools for the Future programme” (p.6)

- 6.84 Creating strong links to the economic growth sectors, including locating campuses within business clusters, is considered particularly important in order to ensure that students can benefit from the learning and training opportunities presented by the city’s strong business growth. This would be similar to the university’s approach of providing their new arts and media campus at the heart of MediaCityUK.

Health in Salford

- 6.85 Salford’s Community Plan identifies that health in the city is improving, but there are still significant health inequalities within Salford, and it has on average poorer health than the population of England and Wales. The standardised mortality rate for Salford over the period 2003-2005 was 125, effectively meaning that residents were on average one quarter more likely to die than the national average. The position in parts of Central Salford is particularly poor, with rates above 150 (i.e. more than 50% as likely to die as the national average). The gap between life expectancy in Salford and the national average is 2.7 years for women and 3.1 years for men (AMR, 2007)⁷⁸.
- 6.86 Obesity is a significant problem within the city, with approximately 23.4% of the population overweight by more than one stone (AMR, 2007), and this is reflected to some extent in lifestyles. Only 18.3% of Salford residents take regular exercise, compared to the national average of 21% (Sport England, 2005/6 figures). Access to healthy food is also considered an issue (Community Plan, 2006-2016). The ageing population is expected to have implications for health services.

⁷⁸ “Salford City Council Local Development Framework Annual Monitoring Report 2006/7” – Salford City Council (December 2007)

- 6.87 The health and wellbeing of the population is a key component of sustainable development and sustainable communities, and one of the seven themes of Salford's Community Plan. It therefore needs to run through many different aspects of the Core Strategy, and is perhaps the most cross-cutting of all issues that the document will need to consider. Health issues are relevant in many ways including:
- The provision of new and improved health facilities
 - The provision of new and improved recreation facilities, to promote healthy lifestyles
 - The improvement of cycling and pedestrian routes, to encourage the use of transport modes that involve physical activity and therefore support good health
 - The provision of local shops to support access to healthy foods
 - The reduction of pollution to reduce causes of poor health
 - The improvement of local environments and the reduction of crime and the fear of crime to promote good mental health
 - The minimisation of risks associated with the production and storage of hazardous substances, and with road transport
 - The mitigation of the impacts of climate change, for example in terms of extreme high temperatures and severe weather events
 - The minimisation of the risks and impacts of flooding
 - Ensuring that the size and condition of housing promotes good health (e.g. in terms of damp, warmth, etc)

Salford Royal NHS Foundation Trust

- 6.88 Salford Royal (formerly Hope) Hospital is a large and busy teaching hospital caring for an average of 320,000 people per year. It provides a range of medical, surgical, maternity and emergency services to the people of Salford. It also offers specialist care to people from all over the UL who need expert help with brain, neuroscience, kidney, bone, intestine or skin conditions⁷⁹. The hospital has been rated the best in the North West for the second year running, and one of the best 19 hospitals in the country by the Healthcare Commission⁸⁰.
- 6.89 The hospital is currently undergoing major redevelopment, which commenced in September 2007, much of it funded through a Private Finance Initiative (PFI). This will include the refurbishment of some existing buildings, but also significant demolition and the provision of new buildings, as well as a new multi-storey car park and landscaping. The works are expected to be completed by 2012⁸¹. Temporary car parks for hospital staff have been permitted at Stott Lane playing fields, the West One retail park, and land north of Eccles New Road, but their

⁷⁹ <http://www.srht.nhs.uk/about-us/>

⁸⁰ "My Hospital: The Newsletter for Members of Salford Royal NHS Foundation Trust" – Autumn 2007

⁸¹ "Full Business Case for the Redevelopment of Salford Royal Foundation Trust site" – October 2007

use will cease once a new multi-storey car park is provided on the main site (currently under construction).

- 6.90 The overall redevelopment of the hospital site was granted outline planning permission in April 2000, and the reserved matters for the latest phase of activity were approved in December 2006. A residents' parking scheme has been introduced in surrounding neighbourhoods. The redevelopment is therefore already being guided through the development management process, and this limits to some extent the role that the Core Strategy can play.
- 6.91 Nevertheless, given the importance of Salford Royal to the city, its potential impacts on surrounding neighbourhoods, and the likelihood of further planning applications as it continues to adapt to changing needs and medical practices, it is considered important for the Core Strategy to support the continued modernisation and expansion of the hospital, to help address the health issues affecting the city and also to support regional/national facilities. It is also important that any such modernisation/expansion minimises its environmental and local impacts. Therefore, it is also proposed that the Core Strategy should require improvements to take place as part of a coordinated programme, so that their full and cumulative impact can be properly assessed, and that they should be subject to a travel plan to help manage the impacts on local communities such as in terms of staff and visitor car parking, and to maximise the accessibility of the site by modes other than the private car.

Royal Manchester Children's Hospital

- 6.92 This hospital, located on Hospital Road in Pendlebury, is managed by the Central Manchester and Manchester Children's University Hospital NHS Trust. The trust has been awarded three stars by the Government, which is the highest rating possible, reflecting its clinical and managerial effectiveness.
- 6.93 It is proposed that the hospital will be merged with the former Booth Hall facility, providing the largest integrated children's hospital outside America. This will be located in Manchester, as part of a larger integrated £500m hospital complex incorporating the Manchester Royal Infirmary, Saint Mary's Hospital for Women, and the Royal Eye Hospital. The hospital complex is due to open in 2009, leading to the closure of the site in Salford. In order to maintain good access to hospital facilities for Salford children and their relatives, it is considered important that public transport improvements to the new site from Salford are delivered.
- 6.94 There are currently no firm proposals for the reuse of the existing site. The main building is identified on the Local List of Buildings, Structures and Features of Architectural, Archaeological or Historical Interest, and

is classed as Grade A meaning that it is potentially of sufficient quality to be statutorily listed. This could therefore act as a constraint on the site's redevelopment.

- 6.95 Given the location and surroundings of the site, it is considered that a primarily residential use would be most appropriate in the future, providing an opportunity to deliver new houses in the Pendlebury area. It is important that the development of the car park site on the west of Hospital Road is coordinated with that of the main hospital site, to ensure the highest quality scheme possible, and this is likely to be particularly important when considering open space issues. It is also considered that the retention of the locally listed main building should be sought where practicable.

Local health facilities

- 6.96 The primary care trust's estates strategy⁸² indicates that around 40% of its estate "is less than satisfactory in terms of its physical condition and is not fully compliant with statutory standards" (p.2). Dental properties are identified as having particular problems, with it not being possible to bring many up to the standards required by the Disability Discrimination Act or the likely requirements associated with the decontamination of re-usable medical devices (p.3).
- 6.97 Such problems are seen more generally across the whole estate, with much of it "performing badly in terms of its functional suitability, space utilisation and environmental management. Significant change and investment is needed on the existing property portfolio to address these issues. However, in many of the buildings it is not technically feasible to achieve the standards of functionality and space provision that are needed to support the delivery of primary care and community based services" (ibid).
- 6.98 The following operational problems are identified:
- "The existing estate is fragmented which in turn fragments services, mitigates against effective coordination of care and frustrates the effectiveness of integrated pathway development.
 - Inappropriate size and capacity with cramped premises limiting the range of services and volume of activity deliverable. Most premises do not have the capacity to deliver the range of outpatient and diagnostic services that should be delivered in the community in the future.
 - Inappropriate location with premises being too dispersed for the development of integrated primary healthcare team working and the safe rebalancing of care and being totally absent in some areas of high need.

⁸² "Salford NHS Primary Care Trust Estate Strategy 2008-2018" – Strategem (June 2008)

- Premises only capable of supporting single-handed general practice, which is the status of more than a third of Salford's GP practices.
- Inflexibility to changes in service need. It is doubtful if any of the premises used for primary and community based health and social care in Salford fit with the intended future service model. This is predicated on the grouping together of the range of services needed to serve natural catchment populations of at least 10,000. The existence of premises that can accommodate similar provision for populations of over 40,000 is even more doubtful. This is because of their size, design and construction and external development potential or combinations of these factors" (p.3-4).

6.99 Service problems are already manifest with Salford having fewer GPs per capita than the UK average. The high proportion of single-handed practitioners raises concerns over governance, peer support, demand, and capacity to commission/deliver additional services⁸³.

6.100 The primary care trust (PCT) splits the city into eight practice based commissioning (PBC) clusters, which will work together to decide the services that primary healthcare teams need to commission. Each of the PBC clusters need to reconfigure its estate to support the services required for its local population. "In practice, this will be achieved through a combination of:

- Rationalisation of the existing portfolio of properties to make most use of those buildings that best support the local service need and to dispose of those that are then surplus to requirements.
- Investment in new buildings through the LIFT programme. It is the PCT's current policy that these buildings will primarily be used for the delivery of 'front line' clinical and patient services. Hence, 'back of office' functions will be grouped together in other nearby buildings such as those which become vacant when services transfer to the new LIFT buildings. This policy will need to be reviewed for future LIFT projects.
- Investment in those existing building [sic] that have been identified as suitable for delivering the future models of service delivery so that their condition and performance are appropriate for a modern healthcare service.
- Future proofing and risk taking e.g. investing in buildings that can be used for diagnostics even if no firm intention now so as to maximise future opportunities" (Estates Strategy, p.6-7)

6.101 A Local Improvement Finance Trust (LIFT) covering Manchester, Salford and Trafford is being used to improve local health facilities within the city. This has delivered the Energise Healthy Living Centre in

⁸³ "Salford Strategic Service Development Plan" – Salford Primary Care Trust (September 2007) (paragraph 6.17)

Douglas Green and the Willow Tree Healthy Living Centre in Lower Kersal, providing a variety of health and community services. A 'Gateway Centre' opened in Walkden in September 2008, and two further centres are under construction in Eccles and Pendleton and are due to open in late 2008/early 2009. A centre is also proposed in Swinton Town Centre, but the scheme is still to be finalised.

6.102 A second tranche of schemes is proposed in the Salford Strategic Service Development Plan 2007 (SSSDP). From a health perspective, their main aim will be to make a recognisable impact on the existing GP estate, co-locating practices within new facilities. It is also intended that they will deliver:

- Facilities for the provision of services which meet the needs of the population, with particular regard to long term conditions management, lifestyle and cultural issues, and the public health agenda
- Multi-disciplinary care team management
- Purpose built estate which meets contemporary healthcare standards
- Integrated social care and related local authority services
- Generic community facilities
- A positive contribution to local area regeneration

6.103 The existing estate in the areas outlined for these tranche two developments are full to capacity, meaning that additional service development in these localities is constrained (SSSDP, paragraph 6.15). The proposed locations for the new developments also reflect likely population change and deprivation, and are:

- Ordsall
- Broughton
- Little Hulton
- Eccles/Winton ("The Withies" – a specific site identified)

6.104 The Broughton scheme is identified as having the potential to respond to the cultural needs of the local population, including the strictly Orthodox Jewish community (SSSDP, paragraphs 6.40-6.41). The high level of population growth amongst that community is discussed in the Housing section of this report.

6.105 It is therefore important that the Core Strategy supports this ongoing improvement of the city's primary health care estate, particularly given the poor average health in the city and the problems with existing facilities outlined above. As with other types of local facility, this may include requiring major new developments to accommodate new health facilities, and for developments more generally to contribute to their provision through planning obligations.

7. TRANSPORT

Background

- 7.1 There is a wide range of transport strategies and policies at the national, regional and local levels⁸⁴, but they essentially all seek to further the following objectives:
- Support economic growth
 - Improve accessibility to jobs, shopping, leisure facilities, etc
 - Support the use of more sustainable forms of transport for both people and freight
 - Reduce the need to travel, especially by car
 - Reduce the negative impacts of transport infrastructure in terms of safety and environmental quality
 - Improve the cost effectiveness and efficiency of transport systems
- 7.2 National planning policy places a strong emphasis on integrating land use and transport planning objectives. Accessibility, particularly by public transport, needs to be a key factor in determining the broad location of new development, and transport infrastructure required to support new development needs to be planned for.
- 7.3 The new PPS12 places a very strong emphasis on infrastructure provision, stating that:

“The Core Strategy should be supported by evidence of what physical, social and green infrastructure is needed to enable the amount of development proposed for the area, taking account of its type and distribution. The evidence should cover who will provide the infrastructure and when it will be provided. The core strategy should draw on and in parallel influence any strategies and investment plans of the local authority and other organisations” (paragraph 4.8).

Managing travel demand

- 7.4 RSS Policy RT2 states that: “The Regional Planning Body, local authorities, and other highway and transport authorities should develop a coordinated approach to managing travel demand”. It specifies that plans and strategies should:
- Ensure that major new developments are located where there is good access to public transport, backed by effective provision

⁸⁴ e.g. “The Future for Transport – White Paper” – Department for Transport (July 2004); “Planning Policy Guidance Note 13: Transport” – HM Government (March 2001); “The North West Plan: Submitted Draft Regional Spatial Strategy for the North West of England” – North West Regional Assembly (January 2006); “Sustainable Transport IN Salford” – Salford City Council et al (April 2007)

for pedestrians and cyclists to minimise the need to travel by private car

- Seek to reduce private car use through the introduction of 'smarter choices' and other incentives to change travel behaviour
- Consider the reallocation of road space in favour of public transport, pedestrians and cyclists, alongside parking charges, enforcement and provision, and other fiscal measures including road user charging
- Make greater use of on-street parking controls and enforcement
- Incorporate maximum parking standards that are in line with, or more restrictive than those set out in Table 8.1 of the RSS and define standards for additional land use categories and areas where more restrictive standards should be applied

7.5 Salford is a highly accessible city overall, although the level of public transport access varies quite significantly. Services along the radial routes into the Regional Centre are particularly well-developed, whereas orbital journeys (north-south within the city) are often more difficult to make by public transport.

7.6 Salford's Annual Monitoring Report⁸⁵ (AMR) includes a series of maps that show public transport accessibility levels across the city in relation to a variety of different facilities (p.91-93). Access to GP surgeries, primary schools and employment areas can be seen to be very good across the whole city. Access to retail centres and secondary schools is also generally good and, even though there is more significant variance between different parts of the city, all households are within approximately half an hour of such facilities.

Overarching approach to transport issues

7.7 In accordance with national and regional policies and sustainability principles, the overall approach to transport issues in the Core Strategy focuses on minimising the need to travel, particularly by car, whilst maximising opportunities to travel in order to promote social inclusion and economic opportunity, particularly by more sustainable modes such as walking, cycling and public transport.

7.8 It is considered important that the objective of minimising the need to travel does not become distorted into an approach that reduces the ability of people to travel and seeks to force them to focus on short journeys. If Salford is to maximise its ability to attract residents, businesses and tourists then it needs to maximise the opportunities for travel, enabling people to make journeys as easily and speedily as possible. Reducing the need to travel is an important aspect of this, but

⁸⁵ "Salford City Council Local Development Framework Annual Monitoring Report 2006/7" – Salford City Council (December 2007) - <http://www.salford.gov.uk/planning-annual-monitoring-report.htm>

the complexity of people's lives and journeys also needs to be recognised.

Overall spatial strategy

- 7.9 RSS Policy DP5 states that: "Development should be located so as to reduce the need to travel, especially by car, and to enable people as far as possible to meet their needs locally. A shift to more sustainable modes of transport for both people and freight should be secured, an integrated approach to managing travel demand should be encouraged, and road safety improved". The reasoning to the policy explains that the impact of this approach goes beyond the transport objectives and policies of the RSS and "has helped shape the broad spatial priorities in the RSS, which have in turn influenced the distribution of housing ... the locational criteria for regionally significant economic development, ... retail policy and the emphasis on development in town centres and KSCs [Key Service Centres]" (paragraph 4.6).
- 7.10 This perhaps seen most clearly in the spatial priorities set out in RSS Policy RDF1, which identifies the regional centres of Manchester and Liverpool as the first priority for growth and development, the surrounding inner areas as the second priority, and 23 towns/cities as the third priority. The supporting text identifies this policy as "the cornerstone of the RSS" (paragraph 5.1). It also states that it "has itself been influenced by the spatial principles in DP1 to 9. It builds on the concepts of the city region, of public transport accessibility and making the best use of existing resources" (paragraph 5.3).
- 7.11 As discussed in chapter 2 of this report, the spatial approach proposed for Salford's Core Strategy is based on, and fully consistent with, this approach in RSS Policy RDF1. Therefore, the concept of minimising travel demand is integrated throughout it. By focusing the large majority of development within the Regional Centre and the surrounding inner areas at core of the conurbation, this approach helps to minimise the need to travel, distances travelled, and travel by private car. In particular, the mixed-use approach in the Regional Centre will help to enable large numbers of people to live and work within the same area, or to utilise public transport where there is a need to travel.
- 7.12 There is a risk that Option 4 begins to depart from this approach by permitting a significant amount of residential and employment development around the edges of the urban area, in locations that are not currently particularly well-served by public transport. As a result, public transport improvements would need to be a prerequisite for any such development, although this would not overcome the problem of the locations increasing the need to travel even if journeys could be made by more sustainable modes.

Transport assessments and travel plans

- 7.13 UDP Policy A1 covers the issues of transport assessments and travel plans. It is not considered that there needs to be any specific guidance on such issues within the Core Strategy, other than possibly mentioning them as a delivery mechanism for maximising the use of more sustainable modes of transport, because there is already considerable guidance and requirements placed on new development at the national level, particularly in PPG13.

Influencing modal choice

Travel to work modes

- 7.14 The table below compares travel to work modes in Salford with the regional and national averages (2001 Census). It can be seen that Salford is more reliant on buses/coaches and walking than the regional and national averages, and less reliant on not just the car but also trains.

	Salford	North West	England
Car/van/minibus	67.3	73.5	69.9
Motorbike	1.0	1.0	1.2
Bicycle	2.5	2.6	3.2
Bus/coach	12.7	8.4	7.4
Rail	1.2	2.1	4.3
Underground/metro/tram	1.2	0.6	2.9
Foot	12.2	11.1	10.6
Taxi/other	2.0	0.6	0.5

- 7.15 Car use is the dominant travel to work mode across the vast majority of the city, although some parts of Central Salford have higher levels of walking to work. The middle band through Salford West has the highest level of car use, possibly reflecting both its affluence, public transport accessibility, and the distance to the main employment areas. Irlam and Cadishead are also relatively reliant on car use, as is the Broughton Park area.
- 7.16 It is generally those areas with the highest levels of deprivation that have the highest use of buses for travelling to work. There is relatively low bus use in the middle band through Salford West, as well as parts of Broughton Park and Cadishead. It is also interesting to note that Salford Quays has very low levels of bus use for travelling to work, but this probably reflects the presence of Metrolink which has a high level of use for travel to work journeys, as much as it does the limited bus services in the area. Train use is relatively limited across the city, with only slight hotspots around the stations.
- 7.17 There are relatively significant levels of walking as the mode of travel to work across large parts of the city, particularly within Central Salford. The middle band of Salford West has low levels, but this may be partly because of the limited employment opportunities nearby, with virtually

no employment areas in that part of the city. The proportion of people walking to work within the Western Gateway area identified in the UDP would not appear to be any greater than in the northern parts of the city. Despite the emphasis on mixed-use development, the proportion of people walking to work in Salford Quays is lower than many other parts of Central Salford, in contrast to the other parts of the Regional Centre in Salford along Chapel Street. It is unclear as to the reason for this, but it could possibly be that many of those working in Salford Quays live outside the area, and many of those living in Salford Quays live there because of the Metrolink access to Manchester City Centre rather than because they work there. There would not appear to be any clear pattern to bicycle use for work journeys.

Social inclusion

- 7.18 Salford has car ownership levels significantly below the national average, as is shown in the table below. It ranks 341 out of 376 local authorities in England and Wales for the proportion of households with 2 or more cars (2001 Census).

	Salford	England and Wales
Households without car/van	39.18%	26.79%
Households with 1 car or van	41.93%	43.80%
Household with 2 or more cars/vans	18.89%	29.42%

- 7.19 This highlights the importance of ensuring that there are high quality, realistic alternatives to the private car, not simply for environmental reasons but also to promote social inclusion.

Personal travel planning

- 7.20 The Government recently published a report on personal travelling planning⁸⁶, which is an approach that seeks to engage people on an individual basis to consider what trips they make and how they could make them in more sustainable ways. It is particularly targeted at overcoming habitual car use, enabling more journeys to be made on foot, by bike, bus, train or in shared cars. Pilot projects have shown significant reductions in overall car use in urban areas (11-12%), and therefore it would be of relevance to Salford.
- 7.21 Schemes generally involve one to one conversations, the provision of information on how to travel sustainably, and the offer of gifts and incentives to encourage the use of sustainable modes. Programmes typically cost £20-38 per targeted household, and international experience demonstrates a £30 return over a 10-year period for every £1 invested (ibid).

⁸⁶ "Making Personal Travel Planning Work: Summary Report" – Department for Transport (October 2007)

- 7.22 Many travel plans include a commitment to personal travel planning, but given the importance of securing a shift to more sustainable modes of travel it is considered important that all major new residential developments involve the implementation of a personal travel planning programme for their residents.

Congestion charging

- 7.23 In July 2007, Greater Manchester submitted a bid to the Government's Transport Innovation Fund (TIF) for a £3 billion package of transport funding, which the Department for Transport has now confirmed its support. The TIF package is made up of:
- An investment programme of up to £3 billion
 - Reforms to the way public transport is managed, including greater local influence over public transport systems
 - A weekday peak-time only system of congestion charging starting in summer 2013 at the earliest, once at least 80% of the transport improvements are in operation
- 7.24 This represents the biggest and most far-reaching local transport investment programme ever contemplated within the UK outside London.
- 7.25 The recent consultation brochure⁸⁷ on the proposals explains that neither the Government grant (£1.5 billion) nor the loan package (£1.2 billion) would be available without the introduction of a weekday peak-time only congestion charge. The congestion charge scheme would be used to pay for the wide-ranging transport improvements, at least 80% of which would be delivered before the charge would be introduced. This would be the summer of 2013 at the earliest. Any extra revenue would be ring-fenced to fund future transport investment and this is guaranteed for at least 30 years.
- 7.26 The proposed charges at 2007 prices would be as follows:
- Inbound Morning Peak (Monday-Friday, 7.00am-9.30am)
 - £2 to cross the outer ring
 - £1 to cross the intermediate ring
 - Outbound Evening Peak (Monday-Friday, 4.00pm-6.30pm)
 - £1 to cross the intermediate ring
 - £1 to cross the outer ring
- 7.27 A Greater Manchester wide referendum on the proposals has been confirmed by the Association of Greater Manchester Authorities (AGMA). It will be held by postal ballot with papers to be returned no later than 11 December 2008⁸⁸.

⁸⁷ "Consultation Brochure – Your opportunity to comment on proposals for improvements to public transport and a weekday peak-time only congestion charge in Greater Manchester" – GMPTA/AGMA (2008)

⁸⁸ <http://www.gmfuturetransport.co.uk/default.aspx> - visited 30 September 2008

- 7.28 Given that the proposals are subject to a referendum, and therefore could evolve significantly over the next few years, it is only appropriate at this stage for the Core Strategy to consider the issue in broad terms rather than set out a firm commitment to a particular approach to congestion charging. However, it is considered important to highlight that road user charging would only be supported as part of a coordinated approach within Greater Manchester. Given the integrated nature of Greater Manchester's transport systems, and the number of journeys that cross local authority boundaries, it is not an issue that can be considered in Salford in isolation. Any approach that sought to do this would be likely both to disadvantage the city and its economy, and to cause confusion for road users.
- 7.29 It should be noted that some of the transport proposals in the Core Strategy Issues and Options Report would be reliant at least in part on funding through the TIF bid, and may therefore need to be revisited once the outcome of the referendum is known.

Car parking standards

- 7.30 As noted above, RSS Policy RT2 states that plans and strategies should "incorporate maximum parking standards that are in line with, or more restrictive than, Table 8.1, and define standards for additional land use categories and areas where more restrictive standards should be applied. Parking for disabled people and for cycles and two-wheel motorised vehicles are the only situations where minimum standards will be applicable".
- 7.31 Following discussions with Government Office for the North West and the NWDA, 4NW (the Regional Planning Body) has decided that the initial proposals for an urgent Partial Review of the new RSS should be limited to the following issues⁸⁹:
- Gypsies and travellers
 - Travelling showpeople
 - Regional car parking standards
- 7.32 The timetable for this Partial Review is currently being finalised. The previous programme for a broader review that also involved housing figures, waste and renewable energy indicated that it would be completed by December 2010⁹⁰. This suggests that the new regional car parking standards would be published in their final version around the same time that the Core Strategy is adopted.
- 7.33 Given that the RSS forms part of Salford's development plan, and the potential for confusion if new car parking standards are being considered through both the RSS and the Core Strategy, it is not proposed to incorporate any car parking standards within the Core

⁸⁹ <http://www.northwestplanpartialreview.org.uk/downloads/revised-scope.html> - visited 30 September 2008

⁹⁰ "Partial Review of North West Regional Spatial Strategy: Project Plan and Statement of Public Participation" – North West Regional Assembly (8 May 2008)

Strategy. The consultants' report⁹¹ that is likely to underpin the Partial Review car parking standards sets out very broad ranging proposals, which would address all of the issues identified in RSS Policy RT2 as set out above. In the interim, Appendix B of Salford's UDP provides minimum standards for car parking provision for disabled people, cycle parking and motorcycle parking, which will continue to be used until they are superseded by the Partial Review standards.

Car clubs

- 7.34 The Department for Transport identifies car clubs as being an approach that can deliver more sustainable transport⁹². It states that: "A car club gives people the choice of a fleet of vehicles parked in their neighbourhood and gives them access to a car whenever they need it but without the high fixed costs of individual car ownership. Car club members are able to mix and match their travel, using a car when that is the best option but travelling by public transport or cycling or walking at other times. ... Members of a car club usually pay an annual fee of between £100 and £200 plus a charge for each mile and hour they use a car. The total annual cost for members is usually less than that of buying and running a car. Membership of a car club may also replace a second car" (ibid).
- 7.35 There are not currently any car clubs functioning in Salford, but Manchester City Council has indicated that their scheme which commenced in November 2006 has been successful. After 12 months in operation the scheme, operated by Whizzgo, had more than 300 members, and was considered to have successfully cut car use⁹³. The London Plan estimates that a car in a car club replaces six private cars, and sees them as a way of minimising space taken up by car parking without denying people access to the benefits of a private car⁹⁴.
- 7.36 Over recent years there has been an increasing trend towards some new developments not providing car parking for every dwelling, partly because of the pressures of land values and partly because of the guidance in PPG13 in terms of maximum standards. Although this approach can support sustainability objectives in terms of discouraging private car use, it can also lead to on-street car parking pressures and can affect the long-term attractiveness of developments. This can be particularly problematic within the Regional Centre, where car parking provision may be very low and on-street options extremely limited.
- 7.37 Taking this into account, and given the successes of schemes elsewhere, it is considered that car clubs should be encouraged within Salford to ensure that dwellings that do not have their own dedicated

⁹¹ "Review of Regional Parking Standards: Final Report" – Mouchel (NWRA, December 2007)

⁹² <http://www.dft.gov.uk/pgr/sustainable/cars> - visited 30 September 2008

⁹³ "Green car club celebrates first anniversary" – Manchester City Council (22 November 2007)

⁹⁴ "The London Plan: Consolidated with Alterations since 2004" – Mayor of London (February 2008), paragraph 3.196 and p.A47-48

car park space(s) still have access to a car when required. This balances the need to encourage modes other than the private car and the need to minimise land lost to car parking with the need to ensure that developments are attractive to a wide variety of potential residents and respond to their lifestyles.

- 7.38 As a result, it is proposed that all residential developments that would have ten or more dwellings with no car parking space should contribute to a car club that would serve the needs of those dwellings. The city council will investigate the potential for partnering with a single operator, as has happened in other major cities, in order to simplify the process for developers, although flexibility would need to be retained for developers to choose alternative providers where this could be demonstrated to be practicable and to achieve the desired outcomes.

Park and ride

- 7.39 There is currently only one park and ride facility within Salford, located on Eccles New Road adjacent to the Ladywell Metrolink stop. It has 450 parking spaces and is used not only by those working in the Regional Centre, but also by visitors to the Lowry and Old Trafford football ground⁹⁵.
- 7.40 Appendix RT(d) of the new RSS states that park and ride (P&R) facilities “can help to promote sustainable travel patterns by reducing distance travelled by car and improving accessibility and attractiveness of the areas that they serve but should not introduce perverse incentives that encourage car use. Plans and strategies should develop P&R facilities that complement other parking and demand management measures and are integrated with public transport provision” (Appendix RT9(d), section 6).
- 7.41 The congestion charge proposed as part of the Greater Manchester Transport Innovation Fund (TIF) bid could lead to an increased demand for park and ride facilities, particularly around the outer charging ring around the M60. This is reflected in the schematic map for the TIF bid⁹⁶, which identifies six different park and ride schemes immediately outside the M60.
- 7.42 Within Salford, there would appear to be two main locations related to the motorway network where park and ride facilities could potentially help to intercept traffic before it reaches the M60, reducing congestion on this outer ring road, minimising the amount of traffic moving through the main urban area of Salford, and reducing the distance travelled by private car, namely at Linnyslaw and Barton.
- 7.43 Both of these locations would be likely to be in the Green Belt. PPG2 recognises that: “The countryside immediately around urban areas will

⁹⁵ http://www.gmppte.com/content.cfm?subcategory_id=341237 – visited 30 September 2008

⁹⁶ See for example “Our Future Transport: A great move for Greater Manchester” summary leaflet (AGMA/GMPTA)

often be the preferred location for park and ride schemes. ... The Government's commitment to maintaining the openness of the Green Belt means that when seeking to locate park and ride development, non-Green Belt alternatives should be investigated first. However, there may be cases where a Green Belt location is the most sustainable of the available options" (paragraph 3.17). Given that the purpose of the aforementioned park and ride schemes would be to intercept traffic from the M61 and the M62 motorways, a location immediately adjacent to those motorways is likely to be most appropriate, which will almost certainly mean a Green Belt site given the relative tight Green Belt boundary around the edge of the urban area.

- 7.44 All four options would give positive consideration to a strategic park and ride site at Wardley/Linnyslaw, around junctions 14/15 of the M60. This should help to reduce pressure on what is a very busy part of the regional motorway network, complementing other proposals discussed below. Consideration of detailed sites would be taken forward through the Allocations Development Plan Document and/or a planning application, and this would need to comply with the guidance in paragraphs 3.17-3.20 of PPG2. However, in broad terms, it is considered that the principle of a park and ride site in this location is appropriate and, if located within the Green Belt, this could be accommodated without undermining the purpose of that designation.
- 7.45 As discussed below, Options 3 and 4 include a proposal for a new junction on the M62 and a new link road through to the A57, coupled with some Green Belt development adjacent to it. This would offer the opportunity to provide a strategic park and ride facility intercepting traffic before it reaches the M60. With the proposed rail spur to the Barton strategic regional site, and the possible extension of the Metrolink to connect the Eccles/Salford Quays line with the proposed Trafford Centre line, there is the potential for a multi-modal park and ride that enables direct public transport connections to several of the sub-region's largest employment areas including Salford Quays, Manchester/Salford City Centre, the Trafford Centre, and Trafford Park. This could help to significantly reduce congestion on the M60 as well as in the urban area within the M60 ring. Any park and ride facility could potentially also utilise some of the car parking associated with the proposed Salford Reds stadium. As with the Linnyslaw/Wardley scheme, this would be considered further through the Allocations DPD. However, given that it would be associated with the proposed removal of land from the Green Belt in order to provide additional employment development opportunities, unlike the Linnyslaw/Wardley proposal it could itself possibly involve de-designation of Green Belt land.
- 7.46 In addition to these strategically important park and ride proposals, it is also considered that there may be some scope for a more local facility associated with Irlam train station. Irlam Station has been identified for TIF funded improvements, and complementary investment in park and

ride facilities could help to maximise the use of the station for commuter journeys, as well as more effectively integrating this part of Salford into the rest of the city and conurbation more generally. The Irlam Industrial Estate lies immediately adjacent to the station, and would offer the potential for a park and ride facility. This has only been included in Option 2 given that it would involve the loss of a reasonably well-occupied employment estate, albeit one that could be considered to be an underuse of land in such an accessible location.

Potential transport routes

- 7.47 UDP Policy A15 safeguards former railway lines within the city from development that could prevent their future reuse as transport routes. At present, many of these routes are used as 'looptines', providing walking and cycling routes through parts of the city and forming part of the city's Countryside Access Network.
- 7.48 However, there may be the potential in the longer term to utilise them for public transport facilities, and a section of the looptine at Ellenbrook forms part of the Leigh Guided Busway proposal. If Option 4 were taken forward, then the provision of rapid public transport along some of these looptines could potentially be a prerequisite of developing greenfield land for housing, given the location of that land and its current limited public transport accessibility.
- 7.49 It is therefore important that the Core Strategy carries forward the UDP approach of protecting these former railway lines from development that could prevent their future use as sustainable transport routes.

Salford's streets

Road user hierarchy

- 7.50 Salford's Design Supplementary Planning Document states that: "Places should be designed to provide ease of movement of all users, beginning with those with disabilities. Where possible a hierarchy of road users should be applied, placing pedestrians first; followed by those who cycle, public transport, commercial access and private vehicles" (p.37).
- 7.51 This road user hierarchy provides an important principle that it is considered should be incorporated within the Core Strategy, as it assists in supporting moves towards more sustainable modes of transport and making the city more 'liveable'. It should influence all development proposals, highway improvement schemes, etc, in order to maximise the benefits for the city.
- 7.52 However, it is important to recognise that it may not always be practicable to implement this road user hierarchy. In particular, the function of some of the city's highways as part of the Strategic Route Network and/or Abnormal Route Network needs to be accepted. On

such routes, it may not for example be appropriate to give pedestrians complete priority as this would undermine the purpose of those routes, compromising the ability to move people and goods across the city and therefore affecting economic growth. Within residential areas in particular there is likely to be much more scope to fully implement the road user hierarchy, ensuring that new developments are designed for people rather than vehicles.

- 7.53 Wherever possible, schemes to enhance the function of streets for those further up the road user hierarchy will be brought forward. This may be through a variety of mechanisms, including through city council schemes funded by its Block 3 programme and schemes brought forward as part of new developments to ensure they are accessible by walking and cycling.

Streetscene

- 7.54 Improving the quality of Salford's streets will be an important aspect of enhancing the city's image and the quality of life more generally. This has been recognised over recent years in a variety of ways. For example, the city council has worked with other organisations such as the Environment Agency, Network Rail, United Utilities, Urban Vision, Salix Homes and New Prospect Housing to produce a streetscene charter⁹⁷, which seeks to coordinate activity to help produce a clean and beautiful streetscene. It is anticipated that this will establish principles applicable across the city rather than just Central Salford.
- 7.55 The creation of a beautiful city is a key aspect of the vision set out by the Central Salford Urban Regeneration Company⁹⁸, and an interconnected network of attractive, safe and efficient streets is seen as "one of the main organising elements in a well-functioning urban environment" (paragraph 4.55). The development of a local network of green boulevards is therefore an important proposal for the URC, and a public realm handbook for the area is currently being produced.
- 7.56 The Design SPD puts a strong emphasis on the importance of the quality of connections between different places, for example highlighting the need to:
- Design places to provide ease of movement of all users
 - Make streets attractive and easy to find your way around
 - Use appropriate materials that are attractive and easily maintained, and act as visual clues to aid navigation
 - Avoid placing too much street furniture
 - Use trees and soft landscaping to form shelters and avenues connecting greenspaces along 'green access corridors'⁹⁹

⁹⁷ "Streetscene charter" – LIFE IN Salford Issue 43 (Salford City Council, July 2007), p.7-9

⁹⁸ "Central Salford Vision and Regeneration Framework" – Central Salford Urban Regeneration Company (April 2006)

⁹⁹ "Shaping Salford: Salford City Council Design Supplementary Planning Document" – Salford City Council (March 2008)

- 7.57 Policy EN23 of the UDP also recognises the importance of delivering environmental improvements on key transport corridors. It requires development along any of the city's major road, rail and water corridors "to preserve, or make a positive contribution to the corridor's environment and appearance".
- 7.58 As a result of this, it is considered important that the Core Strategy highlights streetscene issues, and emphasises the importance of taking a coordinated approach to securing a high quality streetscene wherever practicable. The design of streets would be one aspect of this, for example in terms of the surfaces used, the location and design of street furniture, the minimisation of signage clutter, and the incorporation of landscaping such as trees. Maintenance and management issues would also be important, for example ensuring the speedy repair of significant potholes and the restoration of surfaces to a high quality following any works by utility companies.
- 7.59 The provision of further guidance may therefore be appropriate, for example through regeneration strategies, development frameworks, the Central Salford URC's proposed public realm handbook, or a new supplementary planning document, providing more detail of how a quality streetscene is to be delivered in certain parts of the city or along certain key corridors.

Highway proposals

Background

- 7.60 The RSS identifies highway routes of national/regional importance, and the following parts of Salford are listed (Appendix RT(c)):
- M60 – route of strategic national importance
 - M62 – route of strategic national importance
 - M61 – other route of national importance
 - M602 – route of regional importance (trunk road)
 - A575 North from M60 at Junction 13 to A580 Worsley – route of regional importance (non-trunk road)
 - A580 (East Lancashire Road) west of M60 – route of regional importance (non-trunk road)
- 7.61 In addition, the M60, M61 and M62 form part of the European Union's Trans-European Road Network, which in turn is a key spine through the North European Trade Axis Corridor that extends from Ireland through the North of England and across into the northern part of continental Europe. The M62/M60 also connect the Manchester City Region with the next two largest city regions in the North of England, Leeds and Liverpool, and the M61 provides direct access to Preston and the rest of the Central Lancashire City Region. Salford can therefore be seen to be in an important strategic position in terms of the national/regional highway network.

7.62 Salford has a number of important radial highways that provide access to the Regional Centre and the rest of the conurbation core, including the A580 (East Lancashire Road) east of the M60; the A6 (Chapel Street/Broad Street/Chorley Road/Manchester Road); the A666 (Bolton Road); the A56 (Bury New Road); and the A57 (Cadishead Way/Liverpool Road/Eccles New Road). It also includes part of the Inner Relief Road, which provides access around the edges of Manchester/Salford City Centre. There are several other 'A' roads in the city that form part of the strategic route network, and these are listed in full in paragraph 11.33 of the UDP. Many of these also function as abnormal load routes.

Congestion

7.63 As with many urban areas, congestion is a major problem across large parts of Salford, particularly at peak time, and this affects routes of local, regional and national importance. Key routes around Eccles and Weaste, including the M602, A57 Liverpool Road/Eccles New Road and B5229 Monton Road/Half Edge Lane, have problems both during the morning and evening peaks. Congestion on the A57 through Cadishead was previously a problem but should now be reduced with the completion of the Cadishead Way by-pass. It is also important to note that congestion is a problem along orbital as well as radial routes.

7.64 The Greater Manchester Integrated Transport Strategy (GMITS)¹⁰⁰ states that:

“The latest projections by the Highways Agency suggest however that even a central growth scenario could see traffic flows exceeding the capacity of a large proportion of the city region’s motorway network by the year 2020 (including most or all of the M60, M62, M6, M56, M602 and M66)” (paragraph 60).

7.65 Therefore, it can be seen that Salford benefits from having access to highways of national and regional significance, but congestion reduces the positive impacts and, without intervention, is likely to worsen.

Broadway Link

7.66 The Broadway Link, connecting Broadway in Weaste (just to the north-west of Salford Quays) to Centenary Way in Eccles, is identified on the UDP Proposals Map and supported under Policy A9/1. Planning permission for the scheme was granted in April 2008 (reference 07/55210/FUL).

7.67 The Broadway Link is seen as essential to improving highway access to Salford Quays, and MediaCityUK more generally. This is demonstrated by Condition 30 of the outline planning permission for the Quays Point development (which includes new offices and studios

¹⁰⁰ “An Integrated Transport Strategy for Greater Manchester” – Association of Greater Manchester Authorities (2005)

for the BBC and 2,249 apartments), which requires that the Broadway Link be available for use before any of the buildings are first occupied. However, an application has recently been submitted seeking permission to occupy some of the buildings before the completion of the Broadway Link (reference 08/56810/FUL), although this has yet to be determined. Given the importance of the Broadway Link, it is included in all four strategic options for the Core Strategy.

New road crossing over the Manchester Ship Canal at Barton

- 7.68 Policy A9/2 of the UDP identifies the provision of a new link road between the A57 at Barton and Trafford Park in Trafford, via the Barton strategic regional site. A line for this road is identified on the Proposals Map, although the policy states that the precise line would be subject to further consideration. The reasoned justification to the UDP allocation explains that the new road is important not only for improving access to the Barton strategic regional site but also to the Trafford Centre, for both cars and public transport.
- 7.69 In late 2003, a planning application was submitted for a multi-modal freight interchange on part of the Barton strategic regional site. This proposal also included the provision of a 'Western Gateway Infrastructure Scheme', which would include a new canal crossing (reference 03/47344/EIAHYB). However, this would be located immediately to the east of the M60 with slip roads from Junction 11, rather than following the line shown on the UDP Proposals Map which is to the west of the M60 roughly through the centre of the strategic site. This planning application is yet to be determined, and is subject to a holding direction from the Highways Agency.
- 7.70 Irrespective of the precise line, the importance of a new road link across the Manchester Ship Canal at Barton remains and is generally accepted, both in terms of enabling the development of key sites, improving access to surrounding locations such as North Trafford, and relieving pressure on surrounding roads such as the M60 motorway. It is therefore considered important that it be identified in the Core Strategy, and as a result is included in all four strategic options.

Crescent and Chapel Street

- 7.71 One of the key proposals in the Central Salford Vision and Regeneration Framework is to transform the Crescent and Chapel Street into a 'green boulevard', allowing it "to become a street of quality and reputation to match the best in Europe" (paragraph 4.49) with the provision of "a series of high-calibre urban open spaces" (paragraph 4.61). It would be "the strand that links the waterfront, the Regional Centre, the University of Salford and the historic area, to all of the surrounding neighbourhoods" (paragraph 4.76). It would also help to enhance the prominence of the university (paragraph 4.79).
- 7.72 More specifically, the Vision and Regeneration Framework explains that:

“Chapel Street will be a pedestrian-friendly boulevard unified by a narrower roadway and wider pavements. Trees, special landscaping treatments and substantial investments in distinctive street lighting and furniture will signal its importance. Vehicular activity will be calmed by reducing the road width, and integrating the proposed Leigh-Salford-Manchester corridor. A continuous street edge defined by wider pavements, ground-oriented restaurant, retail and service uses will animate the public realm and reinforce the character of a promenade. Buildings of four-to-six floors will line the street, with opportunities for townhouses and larger units behind. This character and quality will extend along The Crescent and Broad Street to link Pendleton Gateway with the University and Salford’s city core” (paragraph 4.81).

- 7.73 In order to support the calming of traffic along Chapel Street, some traffic would need to be diverted from the A6/The Crescent along Albion Way to Liverpool Street and the inner relief road. Detailed feasibility work is currently being undertaken on this.
- 7.74 These proposals are central to the vision for transforming Central Salford into a beautiful, vibrant and prosperous place. They are also supported in Policy SC5 of the Salford Central Planning Guidance, helping to support the comprehensive and coordinated improvement of that part of the Regional Centre. It is therefore considered essential that they are reflected in the Core Strategy, supporting development proposals across this part of the Regional Centre.

Existing motorway junctions

- 7.75 There have previously been suggestions that Junction 13 of the M60 (Worsley) could be closed¹⁰¹, and there has been a temporary closure in the past when works have been undertaken to the M60. Retaining this junction is vital both to maximising accessibility and to ensuring that other roads in Salford do not become highly congested as vehicles seek to access other junctions. It is therefore considered important to the successful functioning of the city, economic growth, and quality of life. As a result, for the avoidance of doubt, it is considered important to clarify in the Core Strategy that all existing motorway junctions would be retained.

M60 (junction 12 to the city’s northern boundary)

- 7.76 The M60 carries a large volume of traffic, and is heavily used by local traffic as well as functioning as a sub-regional ring road and part of the regional, national and international route networks as discussed above. The stretch between junctions 12 (M62/M602 interchange) and 13 (Worsley) is the most heavily trafficked section of motorway in the North West, and one of the busiest in the UK, with an average weekday traffic flow in excess of 185,000 vehicles per day (vpd). Over 150,000 vpd use the M60 between junctions 15 (M61 interchange) and

¹⁰¹ See for example http://services.salford.gov.uk/solar_documents/ECCM261102A.DOC

18 (M62 interchange, to the east of Salford). Average traffic speed is 34mph clockwise reducing to 18mph at peak times, and 26mph anticlockwise increasing slightly to 27mph in peak periods. The large volume of traffic coupled with close spacing of junctions results in major congestion, particularly between junctions 12 and 13, and the approaches to junction 15 (stretching onto the M61 in the morning peak), and a poor safety record¹⁰².

- 7.77 In January 2003, a multi-modal study relating to the M60 Junctions 18 to 12 (JETTS) reported, which considered potential solutions to transport pressures. A key element of this was the introduction of Quality Bus Corridors on key routes into the Regional Centre, and several of these have already been implemented (see below). The Highways Agency itself published its preferred strategy for the M60 towards the end of 2006. The key elements of this were:
- The provision of five lanes in each direction, utilising the existing hard shoulder and grass verge
 - An above ground level bypass of junction 12 on the western side of the M60
 - A two lane drop/gain between junctions 14 and 15, avoiding the need to rebuild a number of large structures
 - Elements from the Active Traffic Management toolkit, including variable speed limits and access control
- 7.78 It was indicated that the scheme would not start until 2014/15, other than the introduction of a fourth lane anticlockwise, and that it would be funded from the Highway Agency's national allocation rather than the Regional Funding Allocation. The Highways Agency assessed that there would be a reduction in the number of people annoyed by noise, no significant increase in air pollution or greenhouse gas emissions, a slightly adverse impact on landscape and townscape, heritage and the water environment, and a moderate adverse impact on biodiversity, and this information has informed the sustainability appraisal of the Core Strategy Issues and Options Report.
- 7.79 Given the significance of the M60 motorway both to the city and more widely, it is important that the Core Strategy supports the improvement of its capacity and proposals to address congestion. All four strategic options therefore include at least some of the elements of the Highways Agency's preferred strategy identified above, in terms of Active Traffic Management and utilising land within the existing highway envelope to provide additional lanes.
- 7.80 However, the construction of major new infrastructure in the form of an above ground level bypass of junction 12 and a two lane drop/gain between junctions 14 and 15 could have large local impacts, for

¹⁰² "M60 JETTS (Junction 18 to 12 Transport Study): Targeted Programme of Improvements Pre Entry Preparation" – Report to NWRA Regional Transport Group (29 November 2006); and Highways Agency presentation to the Greater Manchester LTP Steering Group (16 November 2006)

example in terms of the immediate landscape and nearby heritage assets. The strategic benefits of these works are potentially very significant, for example in terms of enabling traffic to flow more freely along routes of national/regional significance and allowing major development sites to come forward both within and outside Salford. However, this needs to be balanced against the localised impacts.

- 7.81 Consequently, the structures around junctions 12, 14 and 15 are only included in Options 3 and 4, where the scale of development in Salford West is greatest and therefore motorway improvements are likely to be most important. However, given that this is the Highways Agency's preferred strategy, the more restricted approach in Options 1 and 2 is to some extent a compromise.

M62-A57 link road at Barton

- 7.82 The above options would help to improve movements between the M62 and the north-western part of the M60, which in turn should benefit the nationally important route of the M61 providing connections to the North West's third city region of Central Lancashire. However, it is also important for the Core Strategy to consider how movements between the M62 and the south-western part of the M60 could be enhanced, particularly given the major development proposals within both Salford and Trafford. The new road crossing over the Manchester Ship Canal at Barton discussed above would be part of this.
- 7.83 It is also considered that there should be an option that includes a proposal for a new junction on the M62 and a link road through to the A57, located somewhere between Irlam and City Airport Manchester (Barton Aerodrome). UDP Policy A9 states that positive consideration will be given to a link road between the A57 and M62 at Barton, with there being a proviso that the benefits to be gained outweigh any harm particularly to the Green Belt. However, no line is shown on the Proposals Map given the embryonic nature of the proposal.
- 7.84 An A57-M62 link road has potentially considerable network benefits, particularly when combined with the aforementioned A57-Trafford Park link road, complementing the above proposals for the M60. It could significantly reduce pressure on the heavily congested M60/M62/M602 interchange at Eccles as a result of traffic being able to move between the M62 and the south-west part of the M60 without having to pass through the Eccles interchange. The road may also be necessary to allow the full development of the Trafford Rectangle and would significantly increase the attractiveness of the Green Belt around Barton as a site for economic development were that option to be taken forward (see Chapter 5 of this report). In addition, it would improve access for the communities of Irlam and Cadishead, which currently suffer from effectively only having one road in and out of the area.
- 7.85 As with any new highway, a new A57-M62 link road could be expected to increase overall traffic levels. However, its potential economic

benefits at the local, sub-regional and regional levels are considerable, and when combined with the M60 improvements and the proposed canal crossing at Barton could make a major contribution to the objectives of maximising sub-regional economic growth and securing improvements that enable the northern part of the Manchester City Region to compete more effectively for economic investment.

- 7.86 Given both the significant costs and benefits of this road proposal, it is considered inappropriate to include it in all of the strategic options. As a result, it only appears in Options 3 and 4 where it would complement and enable the higher level of development proposed in Salford West, particularly in terms of the release of around 40 hectares of Green Belt at Barton for employment uses and the expansion of activity at City Airport Manchester. The road would also offer potential for a strategic park and ride facility, further reducing pressure on the highway network to the east, which is discussed in more detail above.

New road crossing over the Manchester Ship Canal at Irlam/Cadishead

- 7.87 In addition to some of the aforementioned schemes, Policy A9 of the UDP also states that further investigation will be made into the potential for a new road and bridge linking the A57 (Cadishead Way) in Salford with the A6144 (Manchester Road) in Trafford. It states that any such scheme would only be permitted where:

- a. It has been clearly demonstrated that there would be no unacceptable impact on the capacity of the highway network within Salford, and that it would not prevent the release of sites allocated for development in the UDP; and
- b. All junctions on surrounding roads are upgraded as required to manage the resulting traffic flows.

- 7.88 The reasoned justification to the UDP policy states that:

“The A57-A6144 link and bridge would help to improve links across the Manchester Ship Canal and along the canal corridor. The scheme has the potential to make a significant contribution to the regeneration of areas either side of the ship canal, enabling Irlam and Cadishead residents to gain access to job opportunities at Carrington, and Partington residents to gain access to job opportunities at Northbank. The scheme would also enable the provision of integrated public transport links between the two communities by catering for bus services between Partington and Irlam/Cadishead and enabling improved public transport access to Irlam railway station” (paragraph 11.40).

- 7.89 Policy T8 of Trafford’s UDP¹⁰³ states that the route as shown on its Proposals Map for a bridge and link road between the A6144

¹⁰³ “Revised Trafford Unitary Development Plan” – Trafford MBC (June 2006), p.162

Manchester Road and A57 Cadishead Way will be safeguarded from any development that would prejudice its construction work. The justification to the policy states that the road and bridge “will service the substantial new employment development proposals for the wider Carrington Priority Regeneration Area” (paragraph 4).

- 7.90 Trafford’s recently published Core Strategy Preferred Options¹⁰⁴ report sets out three spatial options. Option 2 identifies a significant level of development in the Carrington and Partington areas, and a new link road from Carrington to Salford is included as part of that option. The scale of development proposed in Options 1 and 3 is identified as not being sufficient to fund a new link road (p.57).
- 7.91 The benefits of a link road and bridge connecting the A57 in Salford to the A6144 in Trafford as discussed above continue to be relevant. However, whether any such transport infrastructure were provided would depend as much on the scale of development in Trafford, and possibly more so if the proposed EcoTown at Carrington is taken forward in the long-term. Nevertheless, at this stage it is considered important to include it in all relevant options within Salford’s Core Strategy, and this is considered to be Options 2, 3 and 4 given the scale of housing and employment development they propose in the Irlam, Cadishead and Barton areas.

New road crossing between Adelphi Street and Lower Broughton

- 7.92 The Lower Broughton Design Code SPD¹⁰⁵ sets out a series of proposals for improving the accessibility of the Lower Broughton area in order to support its regeneration. These proposals include the provision of a new vehicular bridge across the River Irwell to improve access into the area (see for example paragraph 6.5 and Plan 7). This would help to open up the south-western part of Lower Broughton, making the available sites around Meadow Road more attractive to potential residents and developers, as well as improving access to Crescent Meadows which are seen as a key open space within Central Salford.
- 7.93 This proposal is also specifically supported by Policy SC10 of the Salford Central Planning Guidance, linking the Adelphi area with the Meadows¹⁰⁶, and is also identified on Map 10.7 of the Irwell City Park Planning Guidance¹⁰⁷. In July 2007, the city council approved in principle an exchange of lands to enable this new road bridge across the River Irwell to take place¹⁰⁸, and the proposed developments

¹⁰⁴ “DPD1: Core Strategy: Preferred Options” – Trafford MBC (July 2008)

¹⁰⁵ “Salford City Council Supplementary Planning Document: Lower Broughton Design Code” – Salford City Council (January 2006)

¹⁰⁶ “Salford City Council Planning Guidance: Salford Central” – Salford City Council (March 2008)

¹⁰⁷ “Manchester City Council, Salford City Council, Trafford Metropolitan Borough Council Planning Guidance: Irwell City Park” – Salford City Council et al (March 2008)

¹⁰⁸ See Salford City Council Decision Notice 8007, accessible via <http://www.salford.gov.uk/decisionnotices.htm?ID=14>

immediately to the north and south of it at Adelphi Terrace have been designed to enable its provision.

- 7.94 The scheme is therefore considered to be important to improving accessibility and supporting regeneration within Central Salford, and particularly Lower Broughton, and enabling the delivery of additional housing in the area. The proposed land exchange and design of surrounding development schemes indicate that the road bridge could be implemented. It is therefore included in all four strategic options for the Core Strategy.

Railways

Existing infrastructure

- 7.95 Salford has several key railway lines, and these are listed below with the relevant stations:

- Bolton-Manchester line (Clifton, Salford Crescent, Salford Central)
- Wigan-Manchester line (Walkden, Moorside, Swinton, Salford Crescent, Salford Central)
- Liverpool-Newton-le-Willows-Manchester line (Eccles, Patricroft)
- Liverpool-Warrington-Manchester line (Irlam)

- 7.96 Both Salford Central and Salford Crescent are considered to be of sub-regional or regional importance, with the former serving part of the Regional Centre and the latter being an important interchange between the Bolton and Wigan lines. Otherwise the city's stations essentially provide local access. Salford's rail stations generally offer little in the way of passenger comforts.

- 7.97 The Greater Manchester Integrated Transport Strategy (GMITS)¹⁰⁹ identifies that the Bolton to Manchester corridor suffers from significant peak period overcrowding of train, and the Wigan-Atherton-Manchester corridor also suffers from peak period overcrowding as well as poor quality of infrastructure and rolling stock (p.11).

Salford Central Station

- 7.98 Appendix RT(b) of the RSS identifies key transport gateways and interchanges in the North West. No international or national gateways or interchanges are identified in Salford, but the list of those of more than sub-regional significance includes a general entry for 'Other Central Manchester Railway and Bus Stations' (with Manchester Piccadilly Railway Station having been identified as being of national or international importance). It is assumed that this includes Salford Central Station, which has an important role serving the western part of

¹⁰⁹ "An Integrated Transport Strategy for Greater Manchester" – Association of Greater Manchester Authorities (2005)

the Manchester/Salford City Centre particularly with the major ongoing development at Spinningfields.

- 7.99 Improvements to Salford Central Station are currently underway, with the further expansion of services and customer facilities an objective highlighted within both the Central Salford Vision and Regeneration Framework and the North West Route Utilisation Strategy¹¹⁰. The utilisation strategy identifies the potential in the medium term (2009-2014) to develop new platforms that would allow services on the Liverpool-Manchester Victoria lines to serve Salford (p.132-133). The Central Salford Vision and Regeneration Framework describes that ultimately the station will provide a key driver of a creative quarter. It is important to recognise that the station is not just important for Salford, but also part of Manchester.
- 7.100 In addition to improving the rail facilities at Salford Central Station, it will also be important to ensure that interchange facilities with buses and other transport modes are significantly enhanced. This will help to exploit its full potential in supporting the economic growth of the Regional Centre, as well as encouraging more people to use public transport.

Salford Crescent Station

- 7.101 Salford Crescent Station has been identified as being one of three stations in the Manchester area where passenger flows in the North West are focused. Services are 100-125% loaded from Clitheroe, Southport and Kirby via Wigan, and from the North West generally via Bolton and Preston. There are three running lines, but only two are served by a single short island platform, and this limits the number and size of trains that can call at the station, and the space for passenger circulation. This is particularly problematic given that Salford Crescent is currently the only station near central Manchester that offers interchange between trains through Manchester Piccadilly and Manchester Victoria¹¹¹.
- 7.102 The Route Utilisation Strategy looks to expand the role of Salford Crescent Station, improving facilities and circulation space in the short term (pre-2009). In the medium term (2009-2014), it recommends the relocation/expansion of the station to increase capacity and enable the extension of Calder Valley services allowing trains from Leeds to call at Salford Crescent rather than Manchester Victoria. This would raise the importance of the station to a pan-regional level, and allow direct connections with Manchester Airport Services. If the necessary improvements to Salford Crescent were not possible then the construction of an east-facing bay at Salford Central Station is identified as an alternative (p.133-134).

¹¹⁰ "North West Route Utilisation Strategy" – Network Rail (May 2007)

¹¹¹ "Manchester Hub: Objectives, options and next steps" – Steer Davies Gleave (The Northern Way, August 2007), p.11

- 7.103 Options for the relocation of Salford Crescent Station were considered as part of the Pendleton Area Action Plan Preferred Options Report. 87.1% of the 673 respondents supported the option that would see the refurbishment/improvement of the station on its existing site. 54.6% supported the relocation of the station to a new site south of the Crescent, but only 45.1% supported its relocation northwards to a site east of Frederick Road (these figures are not mutually exclusive, and respondents may have identified support for more than one of the options). Relocating the station northwards could potentially reduce its local functionality in terms of serving the university and the wider Crescent area, effectively prioritising its regional/sub-regional role.
- 7.104 It is considered that flexibility should be retained at the current time regarding the precise location of an improved Salford Crescent Station, and therefore the Core Strategy Issues and Options Report focuses on the general principles for the station's enhancement in light of the above. The emphasis is therefore on providing improved facilities, circulation space, interchange and additional rail services. The importance of increasing its sub-regional role is highlighted, but it is considered important that this should not be at the expense of its local role in terms of serving the University of Salford and surrounding communities.

Rail spur to the Barton Strategic Regional Site

- 7.105 As discussed above, the provision of a multi-modal freight interchange at Barton is considered to be a high priority. In order to provide rail access, a rail spur would need to be constructed from the Manchester-Newton-le-Willows-Liverpool rail line into the site. In order to avoid having to cross the M62 motorway, that spur would need to be from the section of the existing rail line between the M60 and M62, and would therefore be likely to pass between City Airport Manchester and Peel Green Cemetery, and then across the A57 Liverpool Road into the freight interchange site.

Enhance the gauge of the Manchester-Newton-le-Willows-Liverpool rail line

- 7.106 The Regional Freight Strategy¹¹² identifies the Manchester-Newton-le-Willows-Liverpool line for enhancement to W10 gauge to accommodate deep sea containers of 9'6" height and 2.5 metre width (p.26), and there are also general aspirations for longer trains. These changes could potentially result in the need for bridge alterations and longer signalling sections within Salford, particularly if consideration is given to increasing the gauge to W12 or even W18 ('piggyback' trailers).
- 7.107 Gauge enhancement could support the success of the proposed multi-modal freight interchange at Barton as well as sustainability objectives more generally in terms of enabling greater use of rail for freight movements. However, it will be vital to ensure that any gauge

¹¹² "North West Regional Freight Strategy" – North West Freight Advisory Group (November 2003)

enhancements are not at the expense of the success of individual neighbourhoods within Salford, and therefore it would need to be compatible with regeneration proposals and the maintenance of environmental quality and residential amenity.

Ordsall Lane Junction

7.108 The tackling of congestion within the Manchester Rail Hub has been identified by The Northern Way as the single most important investment needed in the North's rail network, because it critically affects the operation of both freight and passenger services across the whole of the North, and therefore all of the North's city regions would stand to benefit from resolving this problem¹¹³.

"The Manchester Hub is critical for the improvement of rail links between the North's City Regions, access to the largest international airport in the North and for the growth of rail freight traffic, including to and from the North's major ports. Resolution of the Manchester hub problem, which is essentially the capacity constraint created by the poorly-interconnected Victorian-era rail networks in Manchester, involves capital investment. The improved infrastructure that would result will allow the reliable operation of a much-enhanced set of services" (ibid).

7.109 Services on Salford's four rail lines feed directly into the Manchester Rail Hub, and therefore it potentially has severe implications for the Core Strategy. For example, the aforementioned report identifies that the provision of one or more additional multi-modal freight terminals on the west side of the conurbation "could facilitate a reduction in the number of trains passing through central Manchester to reach Trafford Park" (p.13), complementing other activities aimed at tackling problems in the Manchester Rail Hub. The aforementioned proposed improvements to Salford Crescent Station and Salford Central Station would help to support this, particularly in terms of taking pressure off Manchester Victoria Station.

7.110 The Ordsall Lane Junction, located within Salford between the Regent Road Neighbourhood Centre and Middlewood, is specifically identified as having conflicts between east/west (Manchester Victoria-Liverpool) services and south-east/north-west services (connecting Manchester Piccadilly with Salford Crescent, Wigan, Bolton and Preston). This, along with "other flat junctions on the lines approaching Manchester from the west, leads to delays, affects performance and constrains capacity" (p.14). The Bolton to Salford Central Station line is identified as having a Capacity Utilisation Index in excess of 90%, and is therefore one of the most congested in the Manchester Hub.

¹¹³ "Manchester Hub: Objectives, options and next steps" – Steer Davies Gleave (The Northern Way, August 2007), p.1

- 7.111 Two schemes have previously been proposed for the area around Ordsall Lane Junction, and are referred to in paragraph 11.23 of the UDP, namely:
- Ordsall Curve (referred to as the Castlefield Curve in the UDP) – it would run north-south across the River Irwell and the Inner Relief Road east of the Ordsall Lane Junction, and would allow North Trans Pennine trains to run via Victoria and Piccadilly to the Airport, reducing conflicts in the Piccadilly area but increasing pressure on the Deansgate Viaduct
 - Ordsall Flyover (referred to as the Ordsall Chord in the UDP) – it would be located over the existing Ordsall Lane Junction, where grade separation of the existing junctions would increase capacity and flexibility, reducing conflicts at the Ordsall Lane Junction, and would also allow freight movements between Merseyside/Warrington and the North East to be separated from other traffic (ibid, p.24-30)
- 7.112 The report on the Manchester Rail Hub identifies that either this package of works around the Ordsall Lane Junction, or alternatively a package of works at Ardwick, could be the appropriate solution to the problems of the hub and both have broadly similar costs. However, it does note that:
- “the Northern Way and other parties have concluded that a strategy based on the Ordsall Package appears to be the most promising approach to meeting its objectives and providing capacity and flexibility in the longer term. This is because when combined with a Manchester-wide timetable re-cast and re-routeing of express service (and not just TPE services) it offers the greatest potential to enhance City Region to City Region connectivity and increase the number of destinations served directly by services to/from Manchester Airport” (p.30).
- 7.113 Improving the performance of the hub could therefore clearly have major benefits for Salford as well as the wider sub-regional economy, but could also have significant physical implications around the Ordsall Lane Junction area. The RSS Panel Report states that “in order to relieve congestion and overcrowding, a very high priority should be given to improvements to the Manchester Rail Hub” (paragraph 7.35). On 4 October 2007, Transport Minister Rosie Winterton announced that Network Rail would be undertaking a detailed feasibility study of the Manchester Hub.
- 7.114 Given the very significant benefits that addressing the problems of the Manchester Rail Hub could have both for the city and the sub-region more generally, particularly in terms of supporting economic growth, it is considered essential that the Core Strategy plays a full part. Although the Ordsall Junction improvements are not the only possible solution to the rail hub problems, they have been identified as the preferred option, and therefore it is important that their implementation

is not potentially damaged by the location and design of nearby developments.

Eccles interchange facilities

7.115 Eccles Town Centre has excellent public transport facilities with a rail station, a Metrolink stop, and a new bus station. This places it in an important position not just as a location for major trip generating developments, where the number of private car journeys can be minimised, but also as an interchange between different modes of public transport. The presence of the Metrolink line provides the opportunity for Eccles to be used as a rail station for accessing Salford Quays and MediaCityUK.

7.116 This potential has been recognised in the regional Rail Utilisation Strategy, which states that:

“At Eccles, the railway station and the Metrolink stop are only 300 metres apart with bus connections to Trafford Park and the Trafford Centre also nearby. However, there are few interchange opportunities due to limited signage between the two and the fact that there is only one train per hour in each direction that stops at Eccles”¹¹⁴.

7.117 As a result, the Rail Utilisation Strategy includes a specific proposal “to make Eccles a better interchange, with DDA access, improved facilities and improved signage and advertising of the connection to the Metrolink stop at Eccles. In addition more trains would need to stop at Eccles” (ibid, p.102). As a result, the strategy recommends that interchange improvements are taken forward immediately at Eccles (p.132-133).

Metrolink

Background

7.118 Salford benefits from a Metrolink line that runs from Manchester City Centre via St. George’s Island through Salford Quays to Eccles Town Centre. This forms part of a wider network that also includes lines from the city centre to Bury and Altrincham. As the table below demonstrates, patronage on the Eccles line has been increasing since it opened¹¹⁵.

Eccles Line Peak Period (07:30-09:30) Patronage – November 2000-2005												
All Salford Stations	Inbound (to Manchester)						Outbound (to Eccles)					
	2000	2001	2002	2003	2004	2005	2000	2001	2002	2003	2004	2005
Boarders	510	637	625	707	800	846	41	94	74	115	110	136
Index	100	125	123	139	157	166	100	229	180	280	268	331
Alighters	103	186	189	202	222	227	816	987	1024	1147	1174	1140

¹¹⁴ “North West Rail Utilisation Strategy” – Network Rail (May 2007), p.38

¹¹⁵ “Transport Statistics Salford 2005: GMTU Report 1144” – Greater Manchester Transportation Unit (July 2006), p.11

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7.119 At the Greater Manchester level, there are proposals for the major expansion of the Metrolink system with three new lines to Oldham/Rochdale, Droylesden (and later through to Ashton), and Chorlton (and later through to Manchester Airport and East Didsbury), together with the replacement of track on the Bury and Altrincham lines, new ticket machines, stop upgrades, and new trams¹¹⁶.

Salford Quays Spur

7.120 A planning application was approved in October 2007 for the extension of the existing Eccles-Salford Quays Metrolink line from a point between the Broadway and Harbour City stops into the piazza of the Quays Point development that will accommodate the BBC (see Employment section above). The frequency of trams on the line is to be doubled to 10 per hour, with half of these stopping at this new MediaCityUK stop.

Eccles Metrolink extension

7.121 The major development proposals at Barton, both in terms of the permission for a stadium and retail park and the proposed multi-modal freight interchange, would significantly benefit from the extension of the Eccles Metrolink line through the site. Policy A3 of Salford's UDP identifies this route as being subject to further investigation. Continued support for the expansion of the Metrolink network in Salford is identified as one of the accessibility actions in the Salford West Strategic Regeneration Framework and Action Plan (BL9d).

7.122 Policy T11 of Trafford's UDP includes a proposal for a private sector financed Metrolink extension through Trafford Park to the Trafford Centre from the existing line at Cornbrook. The policy also supports the possible extension of this line through Trafford Quays across the Manchester Ship Canal to the Barton Strategic Regional Site and Eccles¹¹⁷. This link could therefore not only help to integrate an existing and proposed line, but also support the delivery of major development proposals on both sides of the canal, including the Trafford Quays site in Trafford.

7.123 Any extension of the Metrolink line in this location would be likely to require significant private sector contributions, and therefore would probably only be financially viable if there were a very significant scale of development to help cross-fund it and to provide a supply of potential passengers. As a result, this proposal is only included in Options 3 and 4, where the scale of development in the Barton area would be at its greatest, including some Green Belt development. These two options also propose a strategic park and ride facility that could potentially utilise an extended Metrolink line. If the Metrolink extension were not possible, then the provision of a bus-based rapid

¹¹⁶ http://www.gmpta.gov.uk/latest_news_detail.asp?newsid=46 – visited 8 November 2007

¹¹⁷ "Revised Trafford Unitary Development Plan" – Trafford MBC (June 2006)

transit system would be considered an appropriate lower cost alternative, and this is the approach taken in Options 1 and 2.

Tram-train proposals

7.124 The Manchester-Wigan line has been identified as having the potential for both trams and trains. The Manchester Rail Hub report¹¹⁸ notes that:

“Network Rail continues to work with GMPTE to explore possible ‘tram-train’ use by Metrolink of the rail lines west to Atherton and east to Marple. If such proposals were adopted, conversion to tram-train (Metrolink) would remove some rail passenger services using the Atherton line from Salford Crescent and Manchester Victoria, and others from the Marple line from Manchester Piccadilly, which in turn would make some capacity available for other services” (p.21).

7.125 The Greater Manchester Integrated Transport Strategy (GMITS)¹¹⁹ states that there will be an “investigation of alternatives for the Wigan-Atherton-Manchester rail service including improvements to heavy rail, Metrolink or tram-train services to improve quality, reliability and access to inter-city rail services” (p.12). This proposal is also included in the Salford West Strategic Regeneration Framework and Action Plan (BL9a), although it is recognised as a long-term proposal.

7.126 Therefore, it can be seen that this proposal could have significant regional benefits as well as local benefits in terms of the opportunity to provide more stations and more frequent services within Salford. It is therefore included in all four strategic options for the Core Strategy. Similarly, in addition to the Wigan line, the GMITS also refers to the investigation of the potential for tram-train use of the Bolton to Manchester rail corridor and this is also included in the four options.

Buses

Quality bus corridors

7.127 Two Quality Bus Corridors (QBCs) have been completed within Salford:

- A56 Bury New Road (Bury to Manchester)
- A57 Liverpool Road and A576 Eccles Old Road (Brookhouse/Eccles to Manchester)

7.128 The aim of QBCs is to encourage more people to use buses by improving service reliability and journey times, enhancing the bus stop

¹¹⁸ “Manchester Hub: Objectives, options and next steps” – Steer Davies Gleave (The Northern Way, August 2007)

¹¹⁹ “An Integrated Transport Strategy for Greater Manchester” – Association of Greater Manchester Authorities (2005)

environment, improving the quality of passenger information, and providing better pedestrian access to bus stops¹²⁰.

7.129 As part of the JETTS proposals discussed above, a further four QBCs are proposed:

- A6, A580 and Ellenbrook looline (Leigh-Salford-Manchester guided busway)
- A6 and A5082 (Cleggs Lane) (through Swinton to Little Hulton and northwards to Bolton)
- A666 (through north Swinton to Kearsley and Bolton)
- A572 (via Boothstown) and A575 (Worsley Road North/Bolton Road/Walkden Road), B5211 (Barton Road), B5229 (Parrin Lane/Monton Road) (Bolton to Eccles)

7.130 The first of these proposals consists of the Leigh Guided Busway. The Secretary of State announced in June 2005 that the Transport and Works Act Powers for the scheme would be granted¹²¹. The busway would run along the former rail route between Leigh and Ellenbrook, down the B5232 (Newearth Road), and then in a nearside bus lane along the A580 (East Lancashire Road) and A6 (Broad Street/Crescent/Chapel Street). It is anticipated that journey times between Leigh and Manchester City Centre would be cut to 40 minutes¹²². It could therefore also be expected to improve public transport into the Regional Centre from some of the western parts of Salford.

7.131 Both the Leigh Guided Busway and the A666 'Bolton Streetcar' are identified as 'bus rapid transit routes' and form a key part of the Greater Manchester Transport Innovation Fund proposals¹²³.

Feeder services and orbital routes

7.132 The Greater Manchester Transport Corridor Partnerships and associated bus improvements such as the Quality Bus Corridors are very much focused on radial routes through Salford into the Regional Centre. These are very important, but their potential will only be maximised if there are high quality feeder services into them, enabling all residents to benefit from them and also providing access from them to other key locations such as Salford Quays, Trafford Park and the Trafford Centre. This will help to ensure that there is a strong and coordinated bus network throughout the city, promoting more sustainable travel choices.

¹²⁰ <http://www.jettsgbc.com/home.html> - visited 8 November 2007

¹²¹ "Greater Manchester Local Transport Plan 2: 2006/07 – 2010/11" – Association of Greater Manchester Authorities and Greater Manchester Passenger Transport Authority (March 2006), p.126

¹²² http://www.gmpte.com/content.cfm?subcategory_id=409693 – visited 8 November 2007

¹²³ "Consultation Brochure – Your opportunity to comment on proposals for improvements to public transport and a weekday peak-time only congestion charge in Greater Manchester" – GMPTA/AGMA (2008)

Regional Centre bus routing strategy

7.133 The GMITS contains a number of references to improving bus services, including the development of an effective bus routing strategy for the Regional Centre, which would be likely to impact on key highways in Salford (paragraph 53). This bus routing strategy forms part of a coordinated approach to ensuring that the Regional Centre can satisfactorily fulfil its ever-increasing role as a major focus for a broad range of public transport services.

7.134 However, it is important that this public transport role of the Regional Centre is not viewed in isolation, and its efficient running is not at the expense of the success of individual parts of the Regional Centre. In particular, if the scale of development proposed in Salford's Core Strategy is to be realised in the Regional Centre and sustainable and attractive mixed-use areas are to be provided, then any bus routing strategy will need to both ensure good public transport access for those parts of the Regional Centre and support the provision of a high quality environment.

MetroShuttle

7.135 The MetroShuttle is a free city centre bus service that runs around three circular routes. It links all of the Manchester/Salford City Centre railway stations, including Salford Central, as well as the main NCP car parks and many bus stops and Metrolink tram stops¹²⁴.

7.136 This service helps to ensure that it is quick and easy to move around the city centre, reducing the demand for car journeys. Given the importance of the Regional Centre to the North West's economic growth, and the need to ensure that its constituent parts are fully integrated, the expansion of the MetroShuttle to the rest of the Regional Centre should be sought.

Salford Central Station interchange

7.137 The Greater Manchester Transport Innovation Fund proposals include the provision of a new bus interchange at Salford Central Station. Not only will this make changing between modes of transport easier, but it will also help to open up job opportunities in the Chapel Street area¹²⁵. This proposal is also supported in Policy SC5 of the Salford Central Planning Guidance.

7.138 In order to maximise the interchange potential, whilst not restricting key development opportunities or the integration of the area around Salford Central with the rest of the city centre within Manchester, it is considered that a location immediately to the north of the Salford Central Station railway viaduct would be the most appropriate site for the bus interchange.

¹²⁴ http://www.gmpte.com/content.cfm?subcategory_id=370432

¹²⁵ <http://www.gmfuturetransport.co.uk/MyDistrict/salford/bus.aspx>

Services to key employment and leisure centres

7.139 As discussed elsewhere in this report, Salford is strongly integrated into the wider sub-region and its residents are dependent to a significant degree on employment and leisure opportunities outside the city. It is therefore essential that bus services continue to be improved to these locations. Examples include Bolton (which provides major town centre facilities for the north-west of the city), the Trafford Centre (which provides retail, leisure and employment opportunities for the whole of the city), Trafford Park (which provides a regionally-important concentration of employment opportunities on the edge of the city but is not particularly accessible to residents), and Omega in Warrington (where around 7 million ft² of employment floorspace is proposed and therefore has the potential to provide major job opportunities for Salford residents, particularly those in the west of the city).

Bus priority measures

7.140 In order to maximise the efficient running of bus services and reduce journey times so as to make buses an attractive alternative to the private car, a range of bus priority measures may be introduced across the city. Many of these will be associated with schemes discussed above, particularly the Quality Bus Corridors, but it may be appropriate to introduce bus lanes, traffic light priority, etc, in other locations as well.

Use of 'looptines' for rapid bus transit

7.141 As discussed earlier in this section, the former railway lines in Salford are now used as 'looptines' providing walking and cycling routes particularly in the west of the city. UDP Policy A3 identifies one of these routes, between Monton and Little Hulton, as having the potential for a Metrolink line in the future. Given the capital costs and the already ambitious programme of expansion proposed for Metrolink, although the looptines may have potential for Metrolink lines in the future it would seem much more realistic to secure rapid bus transit services along them. A stretch of the Ellenbrook looptine is already identified as forming part of the route for the Leigh Guided Busway. It is therefore considered that this potential bus use of the looptines should be further investigated, in order to improve bus routes, particularly north-south, across Salford West.

7.142 The importance of this will be increased significantly if the release of greenfield land for housing around the edge of the urban area were taken forward, as proposed under Option 4. The greenfield sites that would be likely to be released generally have relatively limited public transport accessibility, particularly when compared to other parts of the city, and improvements would be required in order to justify and support their development. The location of the looptines in relation to the sites means that they could assist in this, potentially providing faster routes than the existing road-based services, which could have wider benefits for Salford West as well as enabling the development of those sites.

Walking and cycling

Cycling

7.143 Salford's Local Cycling Strategy¹²⁶ has the primary aim of "promoting and developing cycling to maximise its role as a safe, quick, efficient, convenient, healthy and environmentally friendly form of travel" (p.5). In this regard, it sets the following four targets:

- Complete the implementation of the Cycle Route Network by 2012
- No more than 10% of school pupils travel to school by car by 2012
- Provide secure cycle parking at 50% of public buildings, public transport interchanges and educational establishments by 2006 rising to 100% by 2012
- Contribute to the National Cycling Strategy headline targets and achieve the transport 2010 target of tripling cycle usage between 2000 and 2010 and quadruple cycle usage by 2012 (p.9)

7.144 Appendix B of the UDP includes minimum standards for cycle parking. These will eventually be superseded by the Partial Review of the Regional Spatial Strategy.

New developments

7.145 It will be essential that all new developments support the objective of reducing the number of car journeys being made. In particular, walking and cycling need to be encouraged both as sustainable modes of transport and to support healthier lifestyles (given the poor average health of Salford residents).

7.146 The prioritisation of Salford in the RSS, and the scale of development it proposes for the city, is partly a function of the high level of accessibility across large parts of the city. It is therefore important that all developments are accessible, as this is par of their justification for locating within Salford. Policy RT9 of the RSS specifically relates to walking and cycling, and states that:

"Local authorities should work with partners to develop integrated networks of continuous, attractive and safe routes for walking and cycling to wide accessibility and capitalise on their potential environmental, social and health benefits. A high priority should be given to routes linking residential areas with employment areas, transport interchanges, schools, hospitals and other community services".

¹²⁶ "Encouraging cycling IN Salford: Salford City Council's Local Cycling Strategy" – Salford City Council (September 2003)

- 7.147 Given the congestion problems within Salford and the wider sub-region, and the impact of commuting on them, the Core Strategy Issues and Options Report specifically highlights the importance of ensuring that all new workplaces are linked into this type of continuous network of high quality walking and cycling routes. In addition, it is considered that all new developments should be linked by good walking and cycling routes to public transport and local facilities, to help minimise car use and maximise the use of public transport for longer journeys.
- 7.148 One of the disincentives to cycle travel at the present time is the limited provision of facilities at the start and end points of journeys, for example in terms of safe cycle storage/parking facilities in an appropriate location. It is therefore considered appropriate that all new developments should provide such facilities, otherwise the potential for cycle use will be constrained, and they should be provided in a location that maximises their use.
- 7.149 Major destinations potentially have a greater role to play in encouraging greater use of bicycles as a mode of transport, particularly given the number of trips they generate. The city council has been trialling a free bike loan scheme at Clifton Country Park, and there is the potential to expand this across the city as has happened in other parts of Europe. The potential is greatest for major destinations, as they provide both the economies of scale to deliver an effective service and are the type of locations that people could be expected to cycle between. In order to encourage their use, any such provision would need to be sited within a high activity area that helps to maximise the attractiveness of cycling compared with other modes of transport.
- 7.150 One of the difficulties within Salford is that many of its cycle routes are located on roads, where perceived safety and environmental issues can reduce their attractiveness to potential users. Consequently segregated routes are generally preferred, but it can be difficult to accommodate them within the existing built form. However, large scale new developments can provide opportunities to incorporate segregated cycling routes from the start of the design process, for example where an existing employment area is being redeveloped for housing. This will help to increase the attractiveness of cycling as a transport alternative for those occupying the development, particularly when coupled with the requirement for those segregated routes to link into the wider cycle route network.

Taxis

- 7.151 UDP Policy A6 requires that major trip generating developments make satisfactory provision for both hackney carriage and private hire taxis where this is compatible with objectives relating to road safety and safeguarding residential amenity. Although not the most sustainable of

transport modes, taxis do provide an important facility for those moving around the city, and they are often combined with public transport trips (for example people may take a taxi from a train station to a nearby destination).

- 7.152 The principle of providing good taxi facilities within all major visitor destinations, district centres and rail stations therefore remains important, and is proposed within the Core Strategy Issues and Options Report.

Manchester Ship Canal

- 7.153 The Manchester Ship Canal runs along the southern edge of Salford, marking the boundary with Trafford, and connects to the River Irwell beyond Salford Quays to the east and ultimately to the Mersey Estuary to the west. It is described in the Draft RSS Technical Appendix as follows¹²⁷:

“The Port of Manchester (Manchester Ship Canal) is owned by the Manchester Ship Canal Company, part of the Peel Holdings Group. It is effectively a 56 kilometre linear port comprising one of the UK’s major inland waterways, with facilities located along its length from the Queen Elizabeth II Dock near the entrance to the Canal at Eastham on the Wirral to Salford Quays. Some of these primarily handle dry bulk traffic, for example, Runcorn, others are dedicated to industries such as chemicals and petroleum products. Traffic using the Canal halved between 1970 and 1990 from almost 16 million tonnes to 8 million tonnes, due in part to an inability to accommodate increasingly large vessels. Nevertheless the Canal is still a major port, handling just over 6 million tonnes of freight in 2003, 75% of which was liquid bulk.

The Ship Canal has scope for an increase in traffic along its length, including the potential to transfer freight from road and rail to water. For example, grain is currently being transported from Seaforth (Liverpool) to Salford Quays, removing an estimated 0.7 million tonne miles per annum from the highway network. The potential is also there to move freight between the Liverpool and Manchester City Regions and other parts of the UK and Europe. Development sites adjacent to dock and wharf facilities are available along the length of the Canal” (paragraphs 5.273-5.274).

- 7.154 Appendix RT(b) of the RSS identifies the Manchester Ship Canal as one of seven international and national gateways and interchanges in the North West region, highlighting the importance of this waterway. However, it is important to note that the uppermost reaches now

¹²⁷ “The North West Plan: Submitted Draft Regional Spatial Strategy for the North West of England – Technical Appendix” – North West Regional Assembly (January 2006)

essentially have a recreation function, and the freight potential relates to the rest of the canal.

- 7.155 As discussed in the Employment section of this report above, a site for a multi-modal freight interchange, including use of the Manchester Ship Canal, is allocated at Barton under UDP Policy E1 and this proposal is included in the Core Strategy Issues and Options Report.
- 7.156 The Draft RSS Technical Appendix considers that there is particular potential for the Manchester Ship Canal to benefit from the combination of a growth in container volumes and the trend for container lines to utilise feeder services to distribute containers from post Panamax¹²⁸ container ships that can only access hub ports such as Rotterdam because of their size (paragraph 5.291). It generally considers that the Manchester Ship Canal can play a greater role in the internal transportation of freight (paragraph 5.292), and these messages feed into the RSS which states that land needs to be identified, allocated and safeguarded in Local Development Frameworks for wharves, warehousing and facilities to enable interchange between road, rail and water (paragraph 10.22). Similar messages are included in the Greater Manchester Freight Strategy¹²⁹. This strategy states that wherever possible existing rail terminal/private siding facilities and wharfs on the Manchester Ship Canal should be protected in development plans, and greater use of the Manchester Ship Canal should be supported (Proposed Action 17a).
- 7.157 Policy RT6 of the RSS states that land-side surface access plans should be developed to accommodate existing and proposed freight and passenger traffic related to the Manchester Ship Canal. It also states that:
- “There should be a strong presumption in favour of safeguarding land close to ports for logistics, transport and port-related development where there is at least a reasonable likelihood of restitution to significant operational use within fifteen years and where the alternative use in contemplation is one, such as residential development, which will be difficult to reverse. Land with wharfside frontages should also be protected for future uses that require a water connection where there is a likelihood of such re-use in the short term” (p.81).
- 7.158 It is therefore important that the Core Strategy supports the increased use of the Manchester Ship Canal for freight movements. A key element of this is the proposed multi-modal freight interchange at Barton, which appears in all four strategic options and would support a

¹²⁸ Post Panamax ships are those that are larger than can be accommodated by the locks on the Panama Canal

¹²⁹ “Greater Manchester Freight Strategy – 5th Draft” (2005) – http://www.gmltp.co.uk/pdfs/A1_6_freight_strategy.pdf - visited 8 November 2007, paragraph 10

major increase in the canal's freight use. However, the above elements of the RSS could suggest that the significant infrastructure investment proposed as part of a multi-modal freight interchange would justify giving positive consideration to a larger facility, and the potential use of part of the adjacent Green Belt is therefore included in Options 3 and 4. This is discussed further in the Employment section of this report above.

Site protection

- 7.159 In addition to providing new wharves and protecting existing ones, the RSS would indicate that consideration should be given to protecting sites alongside the Manchester Ship Canal that have particular potential for utilising the canal's freight movement potential. Other than Barton, there are relatively few undeveloped areas alongside the canal. However, there are some remaining sites within the Northbank industrial estate and between Centenary Way and Broadway (although the latter are in turn limited to some extent by existing and proposed road infrastructure).
- 7.160 One approach would be to leave the development of such sites to the market, in terms of whether they take advantage of the canal-side location, and this is the approach taken in Options 1 and 2. However, given the limited number of sites available for employment development alongside the canal, it could be argued that their freight potential should be maximised. Consequently, Options 3 and 4 would specifically require development on sites in the aforementioned locations to utilise the canal for freight movements.

Public transport use

- 7.161 Given its freight use and location, the potential of the Manchester Ship Canal for public transport use is likely to be relatively limited although it should still be encouraged. However, there would appear to be the opportunity for water-taxis to be provided that connect major visitor destinations such as Salford Quays, the Bridgewater Canal and the Trafford Centre.
- 7.162 This has already been recognised by Peel Holdings, which has secured planning permission for the construction of a 600 metre long canal from the Trafford Centre to the Manchester Ship Canal. This would then enable people to travel between Salford Quays and the Trafford Centre by boat, contributing to the overall tourism experience of this part of Greater Manchester. It is considered important that Salford's Core Strategy supports such innovations.

City Airport Manchester

- 7.163 Barton Aerodrome (since renamed City Airport Manchester) officially opened in January 1930, following completion of the UK's first control

tower. It reflected the City of Manchester's desire to establish a municipal airport, which was the first in England¹³⁰.

- 7.164 Manchester Ship Canal Developments (a joint venture between Peel Holdings and Manchester City Council) acquired the airport in 2002. It has since been renamed City Airport Manchester, and is now managed by Peel Airports (which also runs Liverpool John Lennon Airport, Durham Tees Valley Airport, Robin Hood Airport Doncaster Sheffield, and Sheffield City Airport). There are currently around 60,000 aircraft movements each year, which equate to approximately 25,000 actual flights, and this level has not changed significantly in more than a decade¹³¹.
- 7.165 The stated ambition of Peel Airports is to continue investment in the site to realise its full potential, further promoting it for business and general aviation use¹³². The recent Ocean Gateway document¹³³ states that: "The airport is closer to the city centre than Manchester Airport, and with the rise in executives using business jets and helicopters, it would provide a real opportunity to add value to the business community and local economy" (p.41).
- 7.166 UDP Policy A14 states that Barton Aerodrome will be retained and protected for general aviation purposes, and development that would be incompatible with this will not be permitted. During the production of the UDP, the city council received 13 objections to this policy and 6 statements of support. Several of the objections related to minor issues of wording, but two raised concerns regarding noise and one relating to safety. In relation to these, the UDP Inspector concluded that they were matters principally regulated under other legislation.
- 7.167 English Heritage raised concerns that improvements to aviation facilities could lead to the loss of the grass runways, which they considered an important part of its heritage, and recommended the production of a development brief for the site. The Planning Sub-Group of the city council's Environment, Housing and Planning Scrutiny Committee made a recommendation at its meeting in April 2007 that Barton Aerodrome should be designated as a conservation area, reflecting the unique heritage value of the collection of listed buildings (control tower, main hangar, workshops, and office) and the grass runways.
- 7.168 There is therefore some tension between maximising the business and recreation potential of the airport and protecting its historic interest. As

¹³⁰ <http://www.cityairportmanchester.com/generalinfo/index.asp?id=11> (visited 6 October 2008)

¹³¹ <http://www.cityairportmanchester.com/generalinfo/index.asp?id=08> (visited 6 October 2008)

¹³² <http://www.cityairportmanchester.com/generalinfo/index.asp?id=16> (visited 6 October 2008)

¹³³ "Ocean Gateway" – Peel (2008)

a result, the Core Strategy Issues and Options Report identifies three different approaches to City Airport Manchester.

- 7.169 Option 1 would see the airport designated as a conservation area, with future development and other activities managed accordingly. This recognises that the grass strips are a rare feature, particularly in conjunction with the listed buildings on the site, as identified by English Heritage and a cross-party group of Salford's elected members. It would be possible for the airport to continue to function successfully without any significant upgrading that could affect its heritage interest, but this would inevitably constrain its overall economic and recreation potential to some extent.
- 7.170 Option 2 would retain the existing format of the airport, including the grass strips, but without any conservation area designation, and it would also support a significant expansion of business and general aviation activity. This approach seeks to balance the economic and heritage objectives.
- 7.171 Options 3 and 4 would also support a significant expansion of business and general aviation, but this would be enabled by support for the provision of hard surface runways that would allow business jets to land at the airport. It is possible that this could require some runway realignment as well. This approach would effectively seek to maximise the economic growth benefits of the airport, complementing the other measures proposed for the Barton area under Options 3 and 4, such as additional employment land release and transport infrastructure investment. This would provide an employment location with unique characteristics in Greater Manchester, having access to high quality road, rail, water and air transport, providing regionally significant economic benefits.

Management of airport activity

- 7.172 Whichever of these approaches is taken forward, it is considered essential that there should be a requirement that their implementation should be consistent with objectives relating to maintaining air quality and residential amenity. The control of noise associated with airport activity would be particularly important, and for example this would need to influence the design and orientation of any hard surface runways under Options 3 and 4 as well as the flight paths of aircraft using the airport.

Approach to recreation flights

- 7.173 The airport continues to provide an important facility for recreation flights, and it is considered that this should be protected in the future. This reflects guidance in PPG13, which highlights the fact that general aviation activities such as recreation flights are increasingly restricted from larger airports (such as Manchester Airport) and therefore local planning authorities need to consider their needs in relation to smaller airports (Annex B, paragraph 5).

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8. ENERGY AND WATER

Electricity

Primary substations

- 8.1 Initial discussions with United Utilities have suggested that the scale of additional development proposed in the city will put a major strain on electricity supplies. United Utilities has indicated that four additional primary substations may be required – three in Central Salford (one of which is already planned at Chapel Wharf, although the associated development that would provide it has now been delayed) and one in Pendlebury.
- 8.2 As the Core Strategy options are narrowed down and worked up in greater detail, there is the potential for the identified primary substation requirements to evolve, and therefore continued discussions throughout the process will be important. If required, the Allocations Development Plan Document may be used to specifically identify sites for these new substations. Within areas of major change and/or strategic sites, individual developments may need to provide space to accommodate a primary substation, as has already happened at Chapel Wharf. This should be an important consideration in any masterplanning of such sites/areas.
- 8.3 Whatever the proposals are, it will be important for the city council to work with both developers and United Utilities to deliver improvements in electricity supply infrastructure in a way that ensures important development activity is not delayed, both through developer contributions (both financial and the provision of sites for substations) and forward investment from United Utilities.

Bulk supply

- 8.4 The next point up the electricity supply chain is known as the bulk supply point, and for Central Salford this is the facility on Frederick Road. This site is beyond its original design capacity, and is likely to require some improvements during the lifetime of the Core Strategy, particularly given the scale of development proposed and the additional primary substations required.
- 8.5 The line of the former Manchester, Bolton and Bury Canal runs along the edge of the Frederick Road site. It should be possible to upgrade the bulky supply point within the rest of the site whilst retaining the ability to restore the canal in the future, and this is therefore identified as a requirement in the Issues and Options Report.

Sustainable approach to energy

Renewable energy

- 8.6 RSS Policy EM17 states that, in line with the North West Sustainable Energy Strategy, by 2010 at least 10% of electricity supplied within the region should be from renewable energy sources, rising to at least 15% by 2015 and at least 20% by 2020. In order to achieve this, the policy states that new renewable energy capacity should be developed in accordance with a series of indicative capacity targets, and these are summarised for Greater Manchester in the table below (taken from Tables 9.7a-c).

Indicative Renewable Energy Generation Type/size	2010		2015		2020	
	No. of schemes	Installed capacity (MW)	No. of schemes	Installed capacity (MW)	No. of schemes	Installed capacity (MW)
Offshore wind farms	-	-	-	-	-	-
On-shore wind farms/clusters	5-7	90	6-8	97.5	6-8	97.5
Single large wind turbines	8	12	14	21	14	21
Small stand-alone wind turbines	12	0.36	18	0.54	18	0.54
Building-mounted micro-wind turbines	370	0.37	3,700	3.7	7,400	7.4
Biomass-fuelled CHP/electricity schemes	1	4	2	9	2	9
Biomass co-firing	-	-	-	-	-	-
Anaerobic digestion of farm biogas	1	2	2	4	3	6
Hydro power	2	1	2	1	2	1
Solar photovoltaics	370	0.74	9,250	18.5	18,500	37
Tidal energy	-	-	-	-	-	-
Wave energy	-	-	-	-	-	-
<i>Energy from waste</i>						
Landfill gas	13	23.7	2	12	0	0
Sewage gas	5	8.5	5	8.5	5	8.5
Thermal treatment of municipal/industrial waste	1	10.5	2	100.5	2	100.5
Total (excluding micro wind and photovoltaics)	48-50	153.2	53-55	276.2	52-54	288.4

- 8.7 RSS Policy EM17 sets out the criteria that should be taken into account in identifying proposals and schemes for renewable energy. It is considered that this effectively fulfils the requirement in paragraph 1 of PPS22 relating to the need for a criteria-based policy for determining planning applications, and it is unnecessary to repeat this in the Core Strategy.

- 8.8 Work is currently ongoing at the sub-regional level to Greater Manchester's renewable energy potential, and there is only limited information currently available regarding the potential of Salford. The review below focuses on those renewables likely to have the greatest potential in the city.

Wind

- 8.9 The suitability of a site for wind turbines depends not just on average wind speed but also the variability of speed and direction. No detailed analysis of Salford's suitability for wind turbines has been undertaken, but it is possible to draw some general conclusions.
- 8.10 Most wind turbines can start generating electricity at speeds of around 3-4 metres per second (m/s), but schemes are unlikely to be commercially viable much below 6-7m/s and often only reach maximum performance at around 12-15m/s¹³⁴. Turbines on a site with a mean wind speed of 5m/s would generally produce less than half the electricity of the same turbines on a site with a mean wind speed of 7m/s¹³⁵.
- 8.11 The Department for Business, Enterprise and Regulatory Reform's wind speed database¹³⁶ provides information on annual mean wind speed for 1km squares of the country, although no allowance is made for local characteristics such as thermally driven winds and small-scale topography. However, the database gives a general indication of wind speeds in Salford, and the table below provides information for selected areas of the city (focusing on open areas, locations that are known for being windy, and the civic centre at Swinton for comparison; the City of Manchester Stadium is also given as a comparison, because a scheme for an 85m high turbine generating electricity sufficient to power 1,248 homes has been granted planning permission, although it has since been decided not to proceed with the proposal because of a fear of falling ice¹³⁷).

Area	OS grid reference	Average mean wind speed (m/s)		
		10m agl	25m agl	45m agl
Burgess Farm, Walkden South	SD7202	5.2	5.9	6.4
Cutacre, west Little Hulton	SD7003	5.1	5.8	6.4
Blackleach Country Park	SD7403	5.6	6.3	6.7
Linnyslaw Moss	SD7503	5.5	6.2	6.6
Civic Centre, Swinton	SD7701	5.2	5.9	6.3
Slackbrook Country Park	SD7902	4.3	5.1	5.7
North of Little Woollen Moss	SJ6895	4.8	5.5	6.0

¹³⁴ "Wind Turbine Technology: BWEA Briefing Sheet" – The British Wind Energy Association (September 2005)

¹³⁵ "Wind Energy and Aviation Interests: Interim Guidelines" – Department of Trade and Industry et al (2002), p.32

¹³⁶ <http://www.berr.gov.uk/energy/sources/renewables/explained/wind/windspeed-database/page27708.html> - visited 23 October 2007

¹³⁷

<http://newsvote.bbc.co.uk/mpapps/pagetools/print/news.bbc.co.uk/1/hi/england/manchester/712500.stm?ad=1>

Area	OS grid reference	Average mean wind speed (m/s)		
		10m agl	25m agl	45m agl
North of Irlam and M62	SJ7296	4.9	5.6	6.1
South of Boothstown	SJ7199	4.7	5.5	6.1
Salford Quays	SJ8097	4.5	5.3	5.8
City of Manchester Stadium	SJ8698	4.5	5.3	5.9

- 8.12 These figures suggest that there are a number of areas in Salford with adequate wind speeds to accommodate wind turbines. However, some of these locations are not considered appropriate due to their built up nature or their current use as country parks. It is considered that the greatest potential in Salford for wind turbines may be the north-western parts of the city, particularly around Linnyslaw Moss. However, the Chat Moss area would also appear to have wind speeds more favourable than those around the City of Manchester Stadium where a wind turbine is proposed. In considering further the future potential to accommodate wind turbines in these locations, it will be important to carefully assess the possible landscape and visual impacts and the effects on local amenity in accordance with RSS Policy EM17.

Hydro-electricity

- 8.13 There is already one reasonably significant hydro-electric scheme in the city, at Barton Lock on the Manchester Ship Canal. Constructed in 1994, it exports electricity to the National Grid, providing an average annual output of 3,200 MWh, sufficient for around 600 homes¹³⁸. No analysis has been undertaken, but the presence of one scheme may suggest that there are other opportunities to utilise the River Irwell and Manchester Ship Canal for hydro-electric schemes. However, any scheme would need to be carefully designed to ensure no unacceptable impacts in terms of flood risk, water quality, and general environmental quality.

Combined heat and power

- 8.14 Combined heat and power (CHP) involves the simultaneous production of electricity and useable heat from a fuel (either fossil or renewable source), thereby utilising that fuel more efficiently than is possible when using it solely for electricity. Such systems also tend to be localised and therefore less electricity is lost through transmission. Carbon dioxide savings can be significant, and for many fuels up to twice as much energy is obtained (ibid, p.46).
- 8.15 CHP schemes are potentially applicable in a wide variety of situations, such as micro-CHP in individual homes, district heating schemes allied to industrial premises, and larger schemes in high density mixed-use developments. As with many technologies, it will generally be easier to incorporate CHP into the initial design of developments rather than to retrofit it. Consequently, the high levels of development/redevelopment

¹³⁸ "North West Sustainable Energy Strategy" – North West Regional Assembly et al (July 2006), p.44

proposed in Salford offer potentially significant opportunities for CHP and other decentralised energy supply/distribution networks.

Energy reduction, renewable energy and decentralised energy supply systems

8.16 RSS Policy EM18 states that:

“In advance of local targets being set, new non residential developments above a threshold of 1,000m² and all residential developments comprising 10 or more units should secure at least 10% of their predicted energy requirements from decentralised and renewable or low-carbon sources, unless it can be demonstrated by the applicant, having regard to the type of development involved and its design, that this is not feasible or viable”.

8.17 This therefore sets the baseline position for Salford’s Core Strategy. Each of the Core Strategy options takes a different approach on this issue.

8.18 Option 1 would simply encourage the use of decentralised energy supply systems, particularly within areas of major redevelopment. The masterplanning of areas of major change, as discussed above, would be especially important in this regard, as well as negotiations on individual development proposals. This approach recognises that there is increasing guidance at the national as well as regional level, for example with the publication of the Code for Sustainable Homes, changes to building regulations, a commitment from the Government that all new homes should be zero carbon, and indications that a similar approach may be taken to non-residential development in the near future. Consequently, it could be argued that any additional local requirements would duplicate approaches that are already being taken at the national and regional levels, and/or could lead to confusion.

8.19 Option 2 would take a stronger approach. There would be no set target for individual developments, but applicants would need to demonstrate that each proposal was taking all practicable opportunities to maximise the use of low carbon decentralised energy supply systems and renewable energy. As with Option 1, the importance within areas of major change would be particularly emphasised. This could potentially be the most successful way of ensuring the incorporation of sustainable energy considerations in the design of new development, as developers would need to demonstrate that opportunities had been maximised rather than simply minimum standards being met. However, the absence of any minimum requirement could make it more difficult for the approach to be implemented, as there may be a lack of clarity as to what is considered achievable. More detailed guidance would probably be required to support such an approach, for example in the form of a supplementary planning document.

- 8.20 Option 3 would take the approach of setting a minimum requirement, which is similar to the approach traditionally taken by local authorities and suggested in RSS Policy EM18. The target figure would be 25%, reflecting a balance between the need to ensure that development viability is not adversely affected and the importance of enhancing the sustainability of new development. As an alternative to at least 25% of energy needs being derived from renewable and/or low carbon decentralised energy systems, developments could also achieve 25% greater energy efficiency than required under Building Regulations and/or the Code for Sustainable Homes. This recognises that a reduction in energy use sits at the top of the energy hierarchy (see for example RSS Policy EM15).
- 8.21 Option 4 would take a similar approach to Option 3, but with a more ambitious target of 40%. This reflects a greater prioritisation of the need to ensure that Salford is a truly sustainable city, with a low impact on the environment and a high level of energy security. It is considered that this should be achievable given the scale of change proposed in parts of the city, and the opportunity that this provides to design in renewable/decentralised energy from the start rather than seeking to retrofit it later on. In addition, there would be an even stronger approach to residential development on major greenfield sites in Salford West. Option 4 is the only option that would permit development on such sites, in order to increase the supply of houses rather than apartments in the city, and in order to offset the potentially significant environmental impacts of such development it is considered that the highest standards of sustainable design should be required on those sites. As a result, there would be a requirement for all new homes on major greenfield sites in Salford West to be zero carbon.

Parts of the city appropriate for large wind turbines

- 8.22 As discussed above, an analysis of wind speeds indicates that Linnyslaw would appear to have the greatest potential for wind energy in the city, followed by Chat Moss.
- 8.23 Linnyslaw Moss has an important function as part of the Green Belt, and this needs to be protected. However, both its overall landscape quality and its active use are relatively limited, and soil quality is generally moderate (although part of the northern side is Grade 3a and would ideally need to be protected). Therefore, given that it has amongst the highest wind speeds in the city, there are existing electricity pylons running through the area which provide a significant vertical element to the landscape, and there is already background noise from the M60 and M61 motorways, it may be appropriate to identify Linnyslaw as an area where large wind turbines would be actively encouraged. This approach is therefore included in Options 2, 3 and 4.
- 8.24 Chat Moss is a much more sensitive location, with large areas having very important biodiversity resources and restoration potential,

significant areas of high grade agricultural land, a very flat landscape within which wind turbines would potentially be a prominent feature, and some areas of relative tranquillity. Therefore, any wind turbine proposals would need to be very carefully located to ensure that their impacts were acceptable. As a result, Chat Moss is only identified as being appropriate for such developments in Options 3 and 4, and then with certain provisos.

- 8.25 Given the discussion above in relation to other forms of renewable energy, at this stage it is not considered that there is sufficient information to support the promotion of other locations for particular types of renewable energy generation.

Electricity use

- 8.26 It will be important not only to increase the use of renewable energy and low carbon decentralised energy systems, but also to minimise energy use within developments. Energy efficiency measures are one element of this, but there is also potentially a role in terms of seeking to influence individual behaviour. One way of doing this is to provide residents and businesses with real time information on how much energy they are using, so that this can inform their decision-making. Pilot projects indicate that this can be quite successful in reducing energy use¹³⁹.
- 8.27 This is therefore included as a proposal in Options 3 and 4, in terms of all new dwellings and business units providing an electricity monitor in a prominent location. This would need to be in a place where it would be likely to influence decision-making on energy use, such as a kitchen or a management office.

Water

Regional water supply network

- 8.28 United Utilities has identified the need for a new pipeline to transfer bulk supplies of potable water between the water systems serving the Manchester and Liverpool city regions¹⁴⁰. This is in order to respond to a likely reduction in source waters in some areas resulting from the following:
- The EU Habitats Directive, compliance with which will result in a reduced summer flow into upland reservoirs, including the major Haweswater and Thirlmere systems
 - The EU Water Framework Directive, compliance with which will increase the compensation flows required into some of the rivers that supply upland reservoirs or from which there is abstraction
 - Climate change, predictions of which indicate drier summers and therefore reduced abstraction

¹³⁹ See for example "Politicians are devouring the work of academics who explain why the carrot beats the stick" – Richard Woods (Sunday Times, 22 June 2008)

¹⁴⁰ "West East Link Main: Environmental Statement Volume 1" – United Utilities and MWH UK Ltd (July 2008)

- 8.29 Connecting the water systems would enable a more flexible approach to be taken to dealing with these changing circumstances, and in particular to move water to those areas likely to see a reduction in source waters. It would also enable water to be transferred in the event of any problems with one of the key supply aqueducts, and would enable improved maintenance of some of the existing regional pipelines/aqueducts supplying the two city regions.
- 8.30 The proposal put forward by United Utilities is for a 54km pipeline connecting the Prescott Reservoirs to the east of Liverpool with the Woodgate Hill Reservoirs to the east of Bury. The pipeline would pass through the administrative areas of Knowsley, St. Helens, Wigan, Warrington, Salford, Bolton, Bury and Rochdale, and planning applications for the proposal have recently been submitted. United Utilities propose to commence construction of the pipeline in February 2009, with it becoming fully operational by April 2011.
- 8.31 Given the regional significance of the pipeline, and its importance in ensuring that Salford and the rest of the city region continue to have a sufficient water supply, it is considered essential that the Core Strategy supports the principle of its construction. This would not mean support for the precise line for which a planning application has been submitted, but would agree the concept of a pipeline in that general location.
- 8.32 Once the pipeline has been constructed, it would be important to ensure that it can be properly maintained. Consequently, the Issues and Options Report also refers to protecting it from any development that could compromise its integrity or maintenance.

Thirlmere Aqueduct

- 8.33 Greater Manchester is supplied with water via the Manchester ring main, and this key piece of infrastructure passes through Salford in the form of the Thirlmere Aqueduct. This is shown on the Energy and Water diagram in the Issues and Options Report.
- 8.34 Given the strategic importance of the Thirlmere Aqueduct, it is essential that it is protected from inappropriate development that may compromise its integrity or its maintenance, similar to the proposed pipeline above.

Local water supply network

- 8.35 Discussions with United Utilities have indicated that although there are no overall water supply issues for the city, in order to maintain flexibility of supply and to reduce the potential for problems within individual parts of the city there may be the need for some local improvements to the water supply network.

- 8.36 In particular, given the scale of development proposed at Salford Quays and MediaCityUK, United Utilities has indicated that a new direct mains connection from that part of the city to the Thirlmere Aqueduct will probably be required by around 2015. This would be a small diameter main and the route of it could most probably follow existing highways, minimising its impact on existing properties and proposed developments.

Water quality

- 8.37 Significant water quality improvements have occurred in the Mersey Basin catchment area over recent years across a range of indicators, and this has been largely due to massive investment through the Asset Management Programmes of the water utilities and the effects of the Environment Agency's regulatory work, but has also been supported by the Mersey Basin Campaign¹⁴¹. For example the length of rivers classified as good or very good (categories A and B) in terms of general water quality has increased from 141.1km in 1990 to 1,053.9km in 2004, and those identified as poor or bad (categories E and F) have reduced from 734.4km in 1990 to 368.6km in 2004. More locally, the proportion of Salford's watercourses of good or fair quality increased from 66% in 2004/5 to 78% in 2005/6¹⁴².
- 8.38 It will be important to continue this progress, particularly in light of the requirements of various EU Directives, and it is important that this is highlighted in the Core Strategy.
- 8.39 The Salford Quays Oxygenation Project has had an important role to play in delivering some of these water quality improvements, as the Evaluation of the Mersey Basin Campaign report explains:

"The Campaign (through the Healthy Waterways Trust) together with United Utilities and the Environment Agency, worked with specialist aquatic science consultants on a unique project involving liquid oxygen being pumped in the Quays as part of a scheme to bring the waters back to life. This project has been of regional significance and the improvements to water quality in the Quays have been the catalyst for significant investment in the area over recent years" (ibid, p.16).

"As well as the water quality improvements, the wider benefits from this project have been extensive, including stimulating investment in the regeneration of the area both for housing and commercial uses; increasing in [sic] visitor numbers to the area by providing a clean attractive setting for significant cultural attractions such as the Lowry and Imperial War Museum; and the wider publicity and promotion gained for the Quays and sub-region through the site of swimmers in

¹⁴¹ "Evaluation of the Mersey Basin Campaign – Final Report" – EKOS Consulting/Government Office for the North West (July 2006), p.4

¹⁴² "Core Strategy Sustainability Appraisal Scoping Report: Appendix 3 – Details of Baseline Information" – Salford City Council (July 2007), p.19

the Quays as part of the Commonwealth Games and Salford Triathlon” (p.34).

- 8.40 The oxygenation project therefore continues to be important for the success of Salford Quays and the city more generally, particularly in terms of its economic and cultural roles, but its future funding is yet to be secured. The next Asset Management Plan offers the potential to secure this funding and ensure the continued success of the project and maintenance/improvement of water quality. Given the scale of development proposed at Salford Quays, and its key economic, tourism and residential roles in the city and wider sub-region, it is considered that the oxygenation should be a very high priority.
- 8.41 The Mersey Basin Campaign has an important role in organising events and seeking funding for locally based water projects such as clean ups and litter traps, and has also helped to secure long-term funding for litter boats (ibid, p.35). This continues to be an important issue in terms of the image of the city and the environmental quality of the waterways, particularly the River Irwell. The Manchester Ship Canal Company also has an important role in maintaining Salford Quays, where litter collects around the bunds at the various basins.
- 8.42 The cumulative impact of individual developments on water quality can be significant, and they therefore need to be controlled accordingly. This is an issue both in terms of the impact on watercourses such as the River Irwell, and groundwater.
- 8.43 Groundwater provides approximately one-third of drinking water in England and Wales, and is also important to maintaining the flow of many rivers. In order to protect the quality of groundwater, the Environment Agency has defined Source Protection Zones (SPZs) for around 2,000 groundwater sources such as wells, boreholes and springs used for the public drinking water supply¹⁴³.
- 8.44 Generally, the closer a polluting activity or release is to a groundwater source the greater the risk of pollution, and as a result the SPZs are split into three subdivisions reflecting the degree of restrictions on activities within them:
- Zone 1 (Inner Protection Zone) – the area in which any pollution can travel to the borehole within 50 days
 - Zone 2 (Outer Protection Zone) – the area in which any pollution can travel to the borehole within 400 days, or 25% of the total catchment area, whichever is the largest
 - Zone 3 (Total Catchment) – the total area needed to support removal of water and/or any discharge from the borehole¹⁴⁴

¹⁴³ <http://www.environment-agency.gov.uk/maps/info/groundwater/> - visited 28 November 2007

¹⁴⁴ <http://www.environment-agency.gov.uk/maps/info/groundwater/963948/?version=1&lang=e> – visited 28 November 2007

- 8.45 Two parts of Salford are covered by source protection zones:
- East Salford
 - Zone 1 = eastern part of Greengate and Greengate North
 - Zone 2 = eastern part of Chapel Street, Trinity, Lower Broughton, and south-east Charlestown
 - Zone 3 = much of Lower Kersal, parts of the Cliff, and the western part of Charlestown
 - South-west Salford
 - Zone 3 = westernmost part of the city north of the main Manchester-Liverpool railway, and the much of the south-western part of Chat Moss west of Astley Road
- 8.46 The Environment Agency has strong controls over groundwater source protection zones, and therefore it is not considered appropriate to seek to introduce any additional specific requirements under the Core Strategy. However, it is considered useful to identify groundwater protection as a material consideration, given that the Environment Agency could raise objections to developments on these grounds through the planning application process, and this is done in the proposed Development Management policy (see later in this report).

Waste water treatment

- 8.47 Discussions with United Utilities have indicated that improvements will be required to both the Weaste and Eccles waste water treatment works. As the Core Strategy options are narrowed down and worked up in greater detail, there is the potential for the identified wastewater treatment requirements to evolve, and therefore continued discussions throughout the process will be important.

9. DESIGN

Mainstreaming design

- 9.1 Although a short design section is included within the Core Strategy Issues and Options Report, it is important to recognise that design issues are integrated throughout the four options. For example, the identified need for the comprehensive masterplanning of areas of major change partly reflects design objectives, in terms of ensuring that individual developments add up to a successful neighbourhood rather than seeing a series of isolated, incremental developments that are not designed to successfully interrelate.
- 9.2 Several elements of the housing proposals discussed above also have an important design component. This is seen for example in terms of the proposed policy approach for the mix of houses and apartments in different parts of the city, the minimum sizes for apartments, the requirements for amenity space, and the inclusion of a requirement for wheelchair accessible housing.

Overall policy approach

- 9.3 Design is highlighted in national policy as one of the key issues for planning to address. PPS1 states that: “Good design is indivisible from good planning” (paragraph 33). It emphasises the importance of design within the planning process and a responsibility to actually deliver a positive improvement:

“Good design should contribute positively to making places better for people. Design which is inappropriate in its context, or which fails to take the opportunities available for improving the character and quality of an area and the way it functions should not be accepted” (paragraph 34).

- 9.4 PPS1 states that local policies on design and access should be based on key objectives that include ensuring that developments:
- Are sustainable durable and adaptable, and make efficient and prudent use of natural resources
 - Optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses, and support local facilities and transport networks
 - Respond to their local context and create or reinforce local distinctiveness
 - Create safe and accessible environments where crime and disorder or fear of crime does not undermine quality of life or community cohesion
 - Address the needs of all in society and are accessible, usable and easy to understand by them

- Are visually attractive as a result of good architecture and appropriate landscaping (paragraph 36)
- 9.5 Other guidance at the national level also sets out key principles for good design. For example, *By Design*¹⁴⁵ identifies seven objectives of urban design, which are:
- Character – a place with its own identity
 - Continuity and enclosure – a place where public and private spaces are clearly distinguished
 - Quality of the public realm – a place with attractive and successful outdoor areas
 - Ease of movement – a place that is easy to get to and move through
 - Legibility – a place that has a clear image and is easy to understand
 - Adaptability – a place that can change easily
 - Diversity – a place with variety and choice

- 9.6 In terms of residential development, CABE has developed the Building for Life criteria, which can be used to support the creation of high quality homes and places. These criteria are expressed in the form of questions, which are grouped under four headings and are as follows:

Character

- 1) Does the scheme feel like a place with a distinctive character?
- 2) Do buildings exhibit architectural quality?
- 3) Are streets defined by a well-structured building layout?
- 4) Do the buildings and layout make it easy to find your way around?
- 5) Does the scheme exploit existing buildings, landscape or topography?

Roads, parking and pedestrianisation

- 6) Does the building layout take priority over the roads and car parking, so that the highways do not dominate?
- 7) Are the streets pedestrian, cycle and vehicle friendly?
- 8) Is the car parking well integrated and situated so it supports the street scene?
- 9) Does the scheme integrate with existing roads, paths and surrounding development?
- 10) Are public spaces and pedestrian routes overlooked and do they feel safe?

Design and construction

- 11) Is the design specific to the scheme?

¹⁴⁵ “By Design – Urban design in the planning system: towards better practice” – Department for Environment, Transport and the Regions, and the Commission for Architecture and the Built Environment (2000)

- 12) Is public space well designed and does it have suitable management arrangements in place?
- 13) Do buildings or spaces outperform statutory minima, such as building regulations?
- 14) Has the scheme made use of advances in construction or technology that enhance its performance, quality and attractiveness?
- 15) Do internal spaces and layout allow for adaptation, conversion or extension?

Environment and community

- 16) Does the development have easy access to public transport?
- 17) Does the development have any features that reduce its environmental impact?
- 18) Is there a tenure mix that reflects the needs of the local community?
- 19) Is there an accommodation mix that reflects the needs and aspirations of the local community?
- 20) Does the development provide (or is it close to) community facilities, such as a school, parks, play areas, shops, pubs or cafes?

9.7 The Core Strategy seeks to integrate design-related issues throughout the options, and some of these issues have been discussed in earlier sections of this report, for example the road user hierarchy, integration with pedestrian and cycling routes, access to public transport, and access to and provision of local facilities.

9.8 The UDP currently includes a separate chapter on design issues, which includes eleven separate policies. The city council has recently published a Design SPD¹⁴⁶ and a Sustainable Design and Construction SPD¹⁴⁷, which expand on the policies in the UDP. The Design SPD states that new developments will achieve good design by addressing the following key factors (p.35):

- 1) Improving connections within Salford by:
 - Connecting 'people to places' with pedestrian friendly paths
 - Giving preferential treatment to the pedestrian and cyclist
- 2) Our spaces and places will be:
 - Perfect places to play, sit and contemplate
 - Designed to allow urban living to 'spill out' in summer months
 - Designed so that the car is subservient to the pedestrian
- 3) Our waterside will:
 - Utilise the unique opportunities presented by waterside development for the benefit of all the people of Salford
- 4) Our buildings will:

¹⁴⁶ "Salford City Council Supplementary Planning Document: Design – Shaping Salford" – Salford City Council (March 2008)

¹⁴⁷ "Salford City Council Supplementary Planning Document: Sustainable Design and Construction" – Salford City Council (March 2008)

- Be designed and constructed to the highest environmental standards using materials and details to delight the senses
- 5) Our homes will:
 - Provide the very best in housing to encourage city living for the family now and into the future
- 6) Our skyline will:
 - Welcome the variety that tall buildings bring whilst respecting their immediate environment
- 7) Our green landscape will:
 - Be green corridors throughout the city for the enjoyment of all
- 8) Our arts and creativity will be:
 - Reflected in our buildings, spaces and places

9.9 Repeating the UDP's level of detail on design issues in the Core Strategy would seem to be inappropriate and at odds with Government guidance that seeks to ensure such documents are concise and strategic. However, a more strategic approach risks simply repeating the aforementioned objectives set out in national guidance, and therefore not adding any value to policies that already exist. Given the importance of design to the future success of Salford it is considered appropriate for the Core Strategy to provide some sort of strategic framework in relation to it, which can for example set the context for new and updated supplementary planning documents in the future.

9.10 In order to ensure high quality design, the following key design principles are instilled in the four strategic options, which seek to ensure that new developments:

- Make a positive contribution to local character and distinctiveness
- Exhibit architectural and landscape quality
- Function effectively and efficiently
- Minimise their environmental impact
- Are durable
- Minimise crime and the fear of crime

9.11 These principles are considered to set an overarching framework for implementing other proposals in the Core Strategy and producing supplementary planning documents.

Building for Life assessment of residential developments

9.12 In July 2008, the Government introduced a new Core Output Indicator for inclusion in Local Development Framework Annual Monitoring Reports that requires all new completed housing sites of 10 or more dwellings to be assessed against the Building for Life questions discussed above. The identified purpose of this is to show the level of quality in new housing development as described in PPS3¹⁴⁸. A score

¹⁴⁸ "Regional Spatial Strategy and Local Development Framework Core Output Indicators – Update 2/2008" – Department for Communities and Local Government (July 2008), p.19

of 16 or more positive answers out of 20 is categorised as very good, 14 or more as good, 10 or more as average, and less than 10 as poor.

- 9.13 The importance attached to the Building for Life criteria is also highlighted by the need for all affordable housing overseen by the Housing Corporation to achieve a Building for Life score of at least 14, and that by English Partnerships of at least 16.
- 9.14 It is therefore considered appropriate to include some options within the Core Strategy that would incorporate some sort of requirement for housing quality in relation to the Building for Life questions. Option 2 would require all new residential developments to achieve a score of at least 14, matching that required by the Housing Corporation. Options 3 and 4 would require a score of at least 16, matching the approach of English Partnerships. There would be no requirement under Option 1.

10. HERITAGE

Background

- 10.1 Salford has a rich heritage, particularly in relation to its industrial and social history. This heritage is not only worthy of protection in its own right, but also potentially has an important role to play in supporting an increased tourism economy and neighbourhood regeneration.

Listed buildings

- 10.2 278 buildings and structures in Salford have been identified as “listed buildings” by English Heritage. The gradings of these are as follows:
- 6 are Grade I
 - 14 are Grade II*
 - 258 are Grade II
- 10.3 Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires special regard to be had to the desirability of preserving listed buildings and their setting, or any features of architectural or historic interest which they possess, when determining planning applications.

Locally listed buildings

- 10.4 In addition to the nationally identified listed buildings, the city council designates buildings, structures and features that are of architectural, archaeological or historic significance on a “local list”. This currently has no statutory weight, but the Unitary Development Plan does include a policy (following the recommendation of the UDP Inspector) that identifies inclusion on the local list as a material consideration in determining planning applications (Policy CH8). Last year’s Heritage Protection White Paper states that the Government will in the future provide local planning authorities with new tools to protect locally designated buildings from demolition¹⁴⁹. The Draft Heritage Protection Bill does not currently include any proposals related to this, other than for controlling the demolition of structures of potential national importance whilst they are considered for registration¹⁵⁰. Further clarification of the statutory status of locally listed buildings is anticipated as the Draft Bill proceeds through Parliament.
- 10.5 There are currently around 540 entries on Salford’s local list, comprising approximately 1,000 buildings, structures and features.

Conservation areas

¹⁴⁹ “Heritage Protection for the 21st Century” – Department for Culture, Media and Sport (March 2007), p.8

¹⁵⁰ “Draft Heritage Protection Bill” – Presented to Parliament by the Secretary of State for Culture, Media and Sport (April 2008)

- 10.6 Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990 places a duty on local planning authorities to designate as conservation areas any “areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance”. In this regard, Salford has designated 16 conservation areas, as follows:
- Flat Iron, Ordsall
 - The Crescent, Irwell Riverside
 - Adelphi and Bexley Square, Irwell Riverside
 - The Cathedral, Ordsall
 - The Cliff, Kersal/Broughton
 - Ellesmere Park, Eccles
 - Monton Green, Eccles
 - Barton-upon-Irwell, Barton
 - St. Augustine’s, Pendlebury
 - Irlams O’ Th’ Height, Claremont
 - Radcliffe Park Road, Claremont
 - St. Mark’s, Worsley
 - Worsley Village, Worsley
 - Worsley Old Hall, Worsley
 - Roe Green/Beesley Green, Worsley
 - Mines Rescue Station, Boothstown and Ellenbrook
- 10.7 The boundaries of the Barton-upon-Irwell, Worsley Village, Cliff, and Crescent conservation areas have recently been amended following new conservation area appraisals. Appraisals are still being completed for some of the other conservation areas, and so there may be further amendments to boundaries. Consideration is currently being given to the designation of a new conservation area covering the Barracks Estate in Ordsall, which includes the ‘real’ Coronation Street and the famous Salford Lads’ Club. The Planning Sub-Group of the city council’s Environment, Housing and Planning Scrutiny Committee has also recommended that Barton Aerodrome and its grass landing strips be designated as a conservation area, and options related to this are discussed in the Transport section above.
- 10.8 In the exercise of its planning powers in a conservation area, the local planning authority is required by section 72 of the aforementioned Act to pay special attention to the desirability of preserving or enhancing the character or appearance of that area.

Historic parks and gardens

- 10.9 English Heritage maintains a separate list of historic parks and gardens. Weaste Cemetery and Buile Hill Park are both identified as Grade II parks and gardens. Peel Park is also of considerable historic interest as Salford’s first public park, opened in 1846. The Crescent conservation area has recently been extended to include both the original park and its later extensions.

Possible world heritage site

10.10 In June 1999, the Government published a “tentative list” of 22 possible world heritage sites¹⁵¹. One of these was titled “Manchester and Salford (Ancoats, Castlefield and Worsley)”, and included the Bridgewater Canal, Worsley Village and the Barton Swing Aqueduct. The Bridgewater Canal holds a unique place in the world’s industrial history, helping to drive forward the development of Manchester and Salford by reducing the price and increasing the availability of coal to power the new industrial economy. Worsley Delph, which marks the original starting point of the canal, is a unique feature (and is accordingly a Scheduled Ancient Monument (see below)), and includes the entrances to 46 miles of underground canals.

10.11 Initial work has taken place on developing a bid for world heritage status, but this is currently on hold.

Scheduled ancient monuments

10.12 There are three existing scheduled ancient monuments in Salford, and a further one is proposed, as follows:

- The Delph, Worsley Road, Worsley (canal tunnel entrances and wharf, dating back to 1759-1760)
- Wardley Hall, Wardley Hall Road, Worsley (a moated site with island occupied by medieval hall and gardens)
- Promontory Fort, 300m west of Great Woollen Hall Farm, Cadishead (a promontory hill fort dating back to the Iron Age)
- Lime Kiln, Barton Road, Worsley (proposed)

10.13 Monuments on the schedule are, by definition, considered to be of national importance. Broadly speaking, they rank in importance with Grade I and Grade II* listed buildings¹⁵². Works to scheduled ancient monuments require the consent of the Secretary of State.

Other heritage features

10.14 In addition to the above existing and proposed designations, the city has a wide range of other heritage features, including the former Manchester, Bolton and Bury Canal (only a small part within Salford of which remains), and the Wet Earth Colliery. There is also a wide range of archaeology both above and below ground, not all of which has been identified (for example with some being unearthed during construction work, such as recently at Greengate).

Overall policy approach

¹⁵¹ “World Heritage Sites: The Tentative List of The United Kingdom of Great Britain and Northern Ireland” – Department for Culture, Media and Sport (June 1999)

¹⁵² “Planning Policy Guidance Note 16: Planning and Archaeology” – HM Government (November 1990), paragraph 4 Annex 3

- 10.15 Relatively detailed guidance is provided on heritage issues in PPG15¹⁵³ and PPG16, and there are clear statutory requirements¹⁵⁴. It is not considered necessary or appropriate to seek to duplicate such legislation/guidance in the Core Strategy. Therefore, other than stating a commitment to supporting the protection, enhancement and appreciation of the city's heritage, and a brief reference in the Development Management policy (see below), general guidance on heritage matters is not proposed for inclusion in the Core Strategy.
- 10.16 Nevertheless, it is important that key heritage considerations are reflected in the Core Strategy. Salford's heritage reflects the city's history, and its buildings are vital components of local identity. A positive approach to the protection and management of historic assets, in line with best conservation practice, is desirable to promote high quality environments with a distinctive sense of place that Salfordians can respond to. Salford's historic buildings are seen as assets which can contribute to urban and social regeneration across the city.
- 10.17 Some heritage issues are more appropriately covered under other topics, for example with the future of Barton Aerodrome (City Airport Manchester) discussed in the Transport section above. However, two particular issues are identified in the Issues and Options Report.

Bridgewater Canal, Worsley Village and Barton Swing Aqueduct

- 10.18 As noted above, the Bridgewater Canal, Worsley Village and Barton Swing Aqueduct form a central part of one of the potential world heritage sites on the UK's tentative list, recognising their international importance. Worsley Village and the Barton Swing Aqueduct also fall within conservation areas, with the latter itself being a Grade II* listed building and the former including several important listed buildings and a scheduled ancient monument.
- 10.19 It is therefore vital that this heritage is protected and enhanced. There are opportunities to improve public access to and appreciation of that heritage, expanding its tourism role. This is reflected in the existing UDP which identifies Worsley Village, Barton Swing Aqueduct and the Bridgewater Canal Corridor as one of three key tourism areas in the city (Policy ST4).

Improvements are already being secured along the canal itself as part of the Bridgewater Way project. This £8 million project will provide a 65km leisure route for walkers and cyclists alongside the canal, forming part of the Sustrans network, with 130 new and improved access points. The route will be safer and more appealing than that which already exists, with public art, heritage interpretation and other focal points, and improved signage. A feasibility study has indicated that the

¹⁵³ "Planning Policy Guidance Note 15: Planning and the Historic Environment" – Department of the Environment/Department of National Heritage (September 1994)

¹⁵⁴ Planning (Listed Buildings and Conservation Areas) Act 1990

scheme could bring an additional 500,000 visitors, providing benefits for the local economy¹⁵⁵.

10.20 The restoration of Worsley Delph and Old Warke Dam are identified as key actions in the Salford West Strategic Regeneration Framework and Action Plan, as part of the overall objective of developing a Salford West industrial heritage hub (EL1, p.63). Worsley Delph was originally a quarry, but its international importance derives from its later use for coal mining. It was Worsley's role as coal mining centre that led to the construction of the Bridgewater Canal (commencing in 1759 and completed in 1765) in order to help move coal more cheaply and efficiently from Worsley Delph to the nearest markets in Manchester. The canal was the first of its kind, as it was independent of rivers, crossed over a number of valleys and was commercially successful.

10.21 At the same time, the construction of a series of underground canals commenced, and Worsley Delph is the entrance to these. They were constructed both to drain the mines and move coal more efficiently from the coal face. The first section from Worsley Delph opened in 1761, and by 1840 there were approximately 69km of underground canals on four different levels connected by winding shafts and an inclined plane. This is the largest and earliest internationally known example of the extensive use of canal tunnels in a mine. Worsley Delph can therefore be seen to be a unique feature of historical significance.

10.22 It is described in summary in the Worsley Village Conservation Area Appraisal as follows¹⁵⁶:

“The Delph was the original canal basin, which lies at the foot of the quarry walls. A number of significant artefacts including the canal entrances (Listed Grade 2 monument), the one remaining sluice gate, the two short canals from the Delph which formed a one way system to the Bridgewater Canal and a starvationer boat, grounded within the basin, complete the evidence of its history. The Delph epitomises all three uses of the site, in which the quarry, coal mining and transport canal features remain virtually unchanged from the late 18 century. The survival of such integrated components is remarkable as demonstrated by its status as a scheduled ancient monuments”.

10.23 The city council has cleared the Delph of vegetation in recent years, but it still has an air of neglect and is not publicly accessible (ibid, p.16). As the conservation area appraisal explains:

“Whilst being at the historical heart of the development of Worsley, a lack of maintenance is having a detrimental effect on the Delph and the Delph Basin resulting in the silting up of these water bodies. It is also a

¹⁵⁵ “The Bridgewater Way: Connecting Communities with History” – The Bridgewater Canal Trust

¹⁵⁶ “Worsley Village Conservation Area Appraisal” – Salford City Council (July 2007), p.12

negative factor that access to the mines is no longer possible as the subterranean tunnels could have potential as a major tourist attraction” (p.26).

- 10.24 As a result of this, all four strategic options for the Core Strategy would support opening up Worsley Delph and part of the underground canals for public access.
- 10.25 Old Warke Dam was constructed around 1760 to provide a head of water for the Bridgewater Canal, and was later used to power downstream flour mills¹⁵⁷. Originally there were three lakes, although only one now remains with the other being drained in 1890 and 1967 respectively. In addition to being an important historic feature, Old Warke Dam also forms part of the Worsley Woods Site of Biological Importance. Public consultation on the draft Worsley Village Conservation Area Appraisal indicated strong support for expanding the conservation area to include Old Warke Dam, and this amendment was made in July 2007.
- 10.26 The conservation area appraisal notes that “since the dredging of Old Warke Dam was last implemented in 1969, the visible surface area of water has decreased to an alarming extent reducing the Dam’s capacity for water volume retention and encouraging an unwelcome distribution of water within its environs” (p.33). As a result, silt traps have recently been fitted. However, further restoration works are considered important, as highlighted in the Salford West Strategic Regeneration Framework and Action Plan. Consequently, the restoration and enhancement of Old Warke Dam is included as a proposal in the Core Strategy Issues and Options Report.
- 10.27 All of the above proposals would assist in developing Worsley Village as a tourism centre, carrying forward the current approach in UDP Policy ST5. This would help to enable people to appreciate the unique collection of heritage assets in Worsley, whilst also supporting the local economy. One of the key opportunities for Salford West identified in the strategic regeneration framework is “An enhanced role for Worsley village linked to the heritage and tourism offer” (p.23), and establishing a heritage hub in Worsley is one of the framework main proposals. As part of this, one of the framework’s identified actions is to “Explore how Worsley can be further developed as a tourist hub and asset for local communities in a sustainable way” (p.63).
- 10.28 The development of Worsley Village as a tourism centre is therefore taken forward as an important proposal within the Core Strategy Issues and Options Report. However, it is essential that this is not at the expense of the area’s rich heritage and high quality environment, as these are of intrinsic historic and architectural value as well as the basis for the area’s tourism potential.

¹⁵⁷ http://services.salford.gov.uk/solar_documents/CCWGR281105C.DOC

10.29 Although Worsley Village provides the main concentration of heritage interest, there are also other important features along the Bridgewater Canal corridor, not least the canal itself and the swing aqueduct at Barton. These also have tourism potential, and therefore the Core Strategy would support related development in those locations. However, it is essential that any such developments are linked to each other and to the main focus at Worsley Village, and co-locating them wherever possible would be one way of achieving this, helping to enhance the tourism viability and reducing the need to travel. This would also be consistent with the Salford West Strategic Regeneration Framework and Action Plan's approach of Worsley Village being a hub that links to heritage assets across the wider area (p.75).

Manchester, Bolton and Bury Canal

10.30 The Manchester, Bolton and Bury Canal was constructed to transport coal and cotton to the many mines and mills of the area, and was later adapted to carry passengers, post and other supplies. The canal originally opened in 1796 with branches from both Bolton and Bury connecting through to the terminus at Oldfield Road. It was then extended through to the River Irwell in 1808. The gradual abandonment of the canal began following two serious breaches in 1936, and the right of navigation ceased in 1962¹⁵⁸.

10.31 The restoration of the canal is one of the key actions in the Salford West Strategic Regeneration Framework and Action Plan (EL8, p.46 and 67), although most of the line of the canal within the city actually lies within Central Salford. The framework recognises that:

“The restoration of the canal for navigation will provide a catalyst to regeneration and development along its length. Reviving the region's waterways not only provides unique recreational resources, but also delivers significant economic benefits. It enhances the environment and quality of life, offering safe pedestrian and cycling routes from urban to rural areas. It increases activity and heritage tourism while improving the image of the area. Ultimately it creates areas where people want to live and work” (paragraph 9.83).

10.32 Similarly, the potential of a restored canal is also recognised in the Central Salford Vision and Regeneration Framework. It is identified as ‘Key Project 8’, where “A major, long-term project to revitalise and restore the Canal is proposed in three phases. These will involve realignment, reconstruction, restoration work and coordination with new development” (paragraph 4.97), and it would be expected to “inspire

¹⁵⁸ Information from British Waterways Press Release (26 September 2008), and the Manchester, Bolton and Bury Canal Society website (www.mbbcs.org.uk)

the quality and character of the central open space network” (paragraph 4.60).

- 10.33 More specifically, it is seen as providing the focus for the redevelopment of the Middlewood area, and this is already leading to the restoration of the first 437 metre stretch of the canal from the River Irwell to Oldfield Road via a tunnel under the Inner Relief Road and a series of basins through the Middlewood site. This restoration was funded by the Northwest European Regional Development Fund, Salford City Council, Northwest Regional Development Agency, and Valley & Vale Properties Ltd.
- 10.34 Both the city council and British Waterways remain committed to the restoration of the Manchester, Bolton and Bury Canal. British Waterways has indicated that: “The next stage in restoring the wider Manchester, Bolton & Bury Canal could be achieved within five to ten years subject to funding”¹⁵⁹. It is therefore considered important that this commitment to the canal’s restoration is taken forward in the Core Strategy, replacing UDP Policy CH7.
- 10.35 Land to the south of the Crescent, between the railway and the conservation area, has major redevelopment potential as well as including the former line of the canal. British Waterways has significant landholdings in this area, which would enable the canal’s restoration. However, it is also considered that there is the potential for a marina in this location, which would provide additional recreation opportunities, enable more active use of the canal, increase the vibrancy of this part of the Regional Centre, and provide an attractive backdrop for new development.
- 10.36 The restoration of the stretch of the canal through the Middlewood site has been supported by a variety of funding streams, including contributions from the developer of the surrounding sites both in terms of land and finance. It is considered that this approach is appropriate for the rest of the canal as well, given that it helps to support the redevelopment of adjoining land and provides important open space, walking and cycling links for new developments. Consequently, the Core Strategy Issues and Options Report includes a requirement for developments alongside the canal to enable its restoration, which could for example include setting land aside, phasing works, actively restoring the canal, and/or making a financial contribution towards that restoration.

¹⁵⁹ “Salford Canal Brought Back To Life” – British Waterways press release 26 September 2008

11. OPEN SPACE AND RECREATION

Open space network

- 11.1 Policy EM3 of the RSS states that: “Plans, strategies, proposals and schemes should aim to deliver wider spatial outcomes that incorporate environmental and socio-economic benefits by:
- conserving and managing existing green infrastructure;
 - creating new green infrastructure;
 - enhancing its functionality, quality, connectivity and accessibility”.
- 11.2 ‘Green infrastructure’ is defined in the Glossary to the RSS as: “The network of green and blue spaces that lies within and between the North West’s cities, towns and villages which provides multiple social, economic and environmental benefits”. Paragraph 9.7 of the RSS states that: “The green infrastructure approach calls for networks of green space to be managed in an integrated way that allows for the provision of wider socio-economic and public health benefits e.g. increased opportunities for physical activity, while at the same time contributing to the delivery of regional biodiversity targets. Other benefits of green infrastructure include the adaptation and mitigation of climate change”.
- 11.3 The importance of the green infrastructure approach is reflected in the Central Salford Vision and Regeneration Framework. This refers to creating “an interconnected River and Open Spaces Network of parks, pedestrian routes and river/canal-side walkways which make walking, cycling, recreation and the enjoyment of beautiful places everyday activities in Central Salford” (Executive Summary, p.19). Improving open spaces is also a key theme of the Salford West Strategic Regeneration Framework and Action Plan, with proposals related to delivering high quality open spaces and parks (EL7) and a network of green trails for walking and cycling (EL6) (p.46).
- 11.4 In order to support the Greater Manchester New Growth Point, and the scale of residential development it proposes, a report has been produced on green infrastructure in the sub-region¹⁶⁰. This states that:
- “The green infrastructure of Greater Manchester is part of the city-region’s life support system. It is a planned and managed network of natural environmental components and green spaces that intersperse and connect our urban centres, our suburbs and our rural fringe. **In simple terms, it is our natural outdoor environment.**

In Greater Manchester, green infrastructure consists of:

¹⁶⁰ “Towards a Green Infrastructure Framework for Greater Manchester: Summary Report” – TEP (AGMA/Natural England, September 2008)

- **open spaces** (parks, woodlands, informal open spaces, nature reserves, lakes, historic sites and natural elements of built conservation areas, civic spaces and plazas, and accessible countryside) ...
 - **linkages** (river corridors and canals, pathways, cycle routes and greenways)
 - **networks of ‘urban green’** (the collective resource of private gardens, pocket parks, street trees, verges and green roofs)” (p.1, original emphasis)
- 11.5 The report identifies different scales at which green infrastructure can be planned and delivered, and the different functions it may perform at each scale, such as the neighbourhood, town/city, and city regional scales (see p.18 for example). Within Salford, the Irwell Valley and Chat Moss are identified as priority areas for green infrastructure investment, given their sub-regional role (Figure 9.5, p.12).
- 11.6 There can be seen to be two key consistent elements through the definitions and proposals relating to ‘green infrastructure’, namely:
- The multiplicity of functions that open spaces and other green features perform; and
 - The importance of integrating and connecting those spaces/features in order to maximise their benefits.
- 11.7 It is therefore considered important that Salford’s Core Strategy places a very strong emphasis on this, as it is a strategic concept that cuts across a wide variety of issues and affects all parts of the city. It does this by referring to the development and enhancement of an integrated, multi-functional network of green open spaces, emphasising that this relates to private as well as public spaces. As a result, it could apply to private gardens and public streets, as well as what may be traditionally considered as green spaces such as parks.
- 11.8 The Core Strategy Issues and Options Report sets out a long list of functions that this integrated network will have, and it should be designed and managed accordingly. This huge variety of functions helps to demonstrate how fundamental the network will be to the future success of the city, and therefore how central it is to the Core Strategy’s overall approach. The functions include:
- Providing a wide range of recreation facilities and opportunities
 - Providing a wide range of wildlife habitat
 - Providing ‘green’ walking and cycling routes
 - Providing meeting places and sitting areas
 - Providing relief from the relatively high densities of development
 - Providing an attractive setting for development
 - Providing relief from anticipated higher temperatures associated with climate change
 - Mitigating the risks and impacts of flooding
 - Mitigating air pollution

- Contributing to the character of the city and its individual neighbourhoods
- Contributing to the wider Greater Manchester network of 'green infrastructure', connecting to open spaces in adjoining districts

11.9 All new developments will be expected to contribute to and link into this network wherever possible. This will include protecting existing open spaces and their function, and integrating new open spaces and other green features within new developments. Such features could include green roofs and walls, as well as larger green open spaces. The implementation of this will always need to have regard to the two primary considerations identified above, in terms of maximising the multi-functionality, and maximising the integration. For example, ensuring that the various open spaces are integrated will help to support biodiversity objectives by enabling the movement of species, support health and recreation objectives by providing attractive walking and cycling routes, and support economic and social objectives by enabling more developments to benefit from the backdrop of or proximity to open spaces.

Strategic recreation facilities

Irwell City Park

11.10 Irwell City Park encapsulates a vision "to see the restoration of the River [Irwell] to create a new and exciting urban park, focusing on its spectacular industrial and architectural achievements, attracting new waterfront development and activities and linking neighbourhoods and communities with the heart of the Regional Centre"¹⁶¹. It is seen as providing "a new city centre place" that "will reconnect Manchester, Salford and Trafford. The river will no longer be the forgotten periphery but will become part of the heart of the two Cities and Trafford, ensuring that it makes a significant contribution to the physical, economic and social life of the emerging integrated city region" (ibid, paragraph 5.9).

11.11 Irwell City Park was one of 23 UK projects shortlisted by the Big Lottery Fund Living Landmarks programme. Although the bid was ultimately unsuccessful, the three councils and their partners remain committed to delivering the project and alternative funding sources are being identified including planning obligations and staged applications for NWDA funds. The park would stretch from The Meadows to The Quays, and is therefore wholly or partly within Salford along its full extent. The anticipated impacts of Irwell City Park include¹⁶²:

- An additional £940 million of private sector investment levered in
- 3,648 net additional jobs created

¹⁶¹ "Manchester City Council, Salford City Council, Trafford Metropolitan Borough Council Planning Guidance: Irwell City Park" – Salford City Council et al (March 2008), paragraph 1.3

¹⁶² http://services.salford.gov.uk/solar_documents/ITEM%208.DOC

- £158 million GVA growth and net value added from development and tourism
- An additional 9.8 million visits to the area per annum

11.12 The Irwell City Park planning guidance sets out an overall Design Framework for the city park, the key principles of which are to (paragraph 5.10):

- Create a cohesive and vibrant linear park with its own distinctive sense of place and character, exploiting the richness and fascination of the river and drawing on the energy and activity of the city centre
- Provide essential infrastructure to support this qualitative change including new riverside cycle/walkways, open spaces and bridges
- Build on the diversity of the historic waterfront and urban environment, creating places which are lasting and memorable and which create an attractive focus for living, working and visiting
- Create new pedestrian and cycle connections between key parts of the urban centre to encourage integration with surrounding neighbourhoods and the commercial core of Manchester/Salford City Centre, Central Salford and Trafford Wharfside
- Create pedestrian and cycle links to key public transport facilities to make the city park accessible over a wider area
- Promote a well conceived pattern and structure to the provision of built facilities, urban in scale, of exceptional design quality and sustainable in construction, with flexibility to evolve and change over time
- Provide new recreational opportunities, breathing spaces and meeting places for local communities within centres for healthier living and less reliance on vehicular transport
- Promote activity and uses on the river including water transport
- Make a major contribution to the sustainability of the area's regeneration in environmental and biodiversity terms
- Provide a gateway to the Croal Irwell Regional Park (see below)

11.13 Irwell City Park is therefore seen as being essential to supporting the future success of the Regional Centre, and the anticipated benefits highlighted above are extremely significant. The city park is accordingly identified in the Core Strategy Issues and Options Report as a strategic recreation opportunity.

Regional Parks

11.14 Policy EM4 of the RSS supports the development of regional parks in the North West. Figure 9.1 of the RSS identifies the following overall objectives of regional parks, to deliver:

- Major improvement in the provision of high quality, easily accessible recreation, leisure and sporting opportunities,

sustainable tourism, appropriate to the character and environmental sensitivity of the area

- Major environmental quality improvement to aid regeneration and image and contribute towards mitigating the impacts of climate change
- Significant increases in employment and business activity in leisure, sport and recreation
- A mechanism for the conservation of the landscape close to where people live, its character, biodiversity and heritage assets

11.15 Table 9.1 of the RSS identifies eleven existing or potential Regional Park projects, two of which could include parts of Salford:

- Wigan/Salford Greenheart Regional Park
- Croal-Irwell River Valley

Croal-Irwell Regional Park

11.16 A Vision and Action Plan has been produced to support the development of this regional park, which would extend from the heart of the conurbation in Salford's part of the Regional Centre along the River Irwell Valley and into the surrounding local authority areas of Bolton and Bury. As noted above, Irwell City Park would be an important gateway into the regional park, and there are potentially strong synergies between them.

11.17 The following vision has been identified: "The Croal Irwell Regional Park will become the foremost active urban recreation location in the North West of national significance. To this end, the park will radically enhance and promote its environment and facilities to deliver a truly unique tourism, leisure and healthy lifestyles experience for Greater Manchester and the North West region"¹⁶³. To help deliver this vision, the following objectives have been identified:

1. To radically improve the image of the Valley to create an environment for inward investment
2. To tackle the extensive derelict land legacy
3. To create an attractive regional visitor destination focused on active recreation
4. To support and develop opportunities to improve biodiversity and the interpretation of heritage
5. To ensure the resources of the Regional Park are accessible for all across the North West and beyond
6. To encourage community participation, reconnect people to 'abandoned' landscapes and promote a legacy of healthy and active living
7. To provide an identity and framework for existing and future regeneration programmes

¹⁶³ "Coral Irwell Regional Park: Greater Manchester's Urban Playground – Vision and Action Plan" – Red Rose Forest (2006?)

- 11.18 Potential projects within Salford include Clifton Country Park, Newlands (LIVIA), the restoration of the Manchester, Bolton and Bury Canal, and smaller scale proposals around Fletcher's Canal (Pendlebury), Kersal Dale, disused railway remnants, etc. The Vision and Action Plan also highlights the need to develop a major regional active recreation facility that provides a range of cycle-based, equestrian, skateboarding, climbing, light motorised and children's adventure play activities (both indoor and outdoor), and a location around junction 16 or 17 of the M60 is identified as being preferred.
- 11.19 The Croal-Irwell Regional Park now has explicit support from the North West Development Agency, and its inclusion in the RSS also emphasises its importance. In addition, it is identified as a key proposal in the Salford West Strategic Regeneration Framework and Action Plan (EL5), and more generally the Irwell valley has been identified as a key part of Greater Manchester's green infrastructure¹⁶⁴.

Wigan/Salford Greenheart Regional Park

- 11.20 The RSS refers to a "Wigan/Salford Greenheart Regional Park", but work thus far has focused on proposals within the Wigan MBC area, primarily within the geographically central parts of the district around nationally important wetlands including Wigan and Pennington flashes, as well as the Leeds/Liverpool and Bridgewater Canals.
- 11.21 Nevertheless, it is considered that there is the potential to extend the proposals into Salford, particularly given that the Bridgewater Canal runs through the city, is identified as a key tourism and heritage asset (see Chapter 10 of this report above), and is subject to a range of recreation-based improvements through the Bridgewater Way project. Also, as discussed in more detail below, parts of the Chat Moss area have significant recreation/tourism potential, which could also form part of a wider regional park. Therefore, it is considered important to include both regional park proposals in the Core Strategy, as they would have both local and strategic benefits.

Watersports activities at Salford Quays

- 11.22 Salford Watersports Centre at Salford Quays is a key facility within the city and wider conurbation, and offers a range of watersports and outdoor activities including sailing, powerboating, wind surfing and kayaking, and it is the base for the majority of the city's watersports clubs (e.g. Agecroft Rowing Club, Salford University Rowing Club, Salford Canoe Club, Salford Sharks Windsurf Club, Salford Junior Sailing Club). Salford Quays has hosted several international triathlon events, with the open water swimming taking place in the heart of the area.

¹⁶⁴ "Towards a Green Infrastructure Framework for Greater Manchester: Summary Report" – TEP (AGMA/Natural England, September 2008), Figure 9.5, p.12

- 11.23 The importance of water-based recreation at Salford Quays is already recognised in Salford's UDP, with the canal and docks being identified as a key recreation area (Policy R4/8) and the recreational use of waterways being encouraged (Policy R8).
- 11.24 Salford Quays can therefore be seen to provide strategically important water-based recreation opportunities, and it is important to the future success of the city and the wider region that this is maintained and enhanced in the future. It makes an important contribution to the vibrancy of this part of the Regional Centre, supporting its tourism role. In this regard, there are also links to the continuation of the oxygenation of the water at Salford Quays, discussed in Chapter 8 of this report above.

Sports stadium at Barton

- 11.25 Salford City Reds is the city's only professional sports team. This rugby league club is currently based at The Willows in Weaste, but has secured planning permission for a new 20,000 set sports stadium and associated enabling development (including a retail warehouse park) on the eastern part of the Barton Strategic Regional Site. The promise of this new stadium played an important role in the recent decision to award Salford City Reds a licence to play in the Super League over the next three seasons (2009-2011)¹⁶⁵. The provision of this new stadium is therefore important to the sporting and cultural identity of the city, and should be supported through the Core Strategy.

Salford Sports Village

- 11.26 The Salford Sports Village at Littleton Road in Lower Kersal provides high quality sports facilities, including both grass and synthetic pitches, as well as community and computer facilities. It also acts as the county headquarters for the FA, and hosts the Salford Mini Soccer Festival, one of the largest and most successful such events in the country.
- 11.27 The sports village is therefore of sub-regional significance, as well as being an important local facility, and needs to be identified as such. There may be potential to further enhance facilities at the site, particularly as part of the Croal-Irwell Valley Regional Park proposals. Proposals for a second phase of the sports village are being considered within the vicinity of the existing facilities.

Former Swinton Sewage Treatment Works

- 11.28 The Salford Greenspace Strategy¹⁶⁶ states that all households should be within 2,000 metres walking distance of a strategic semi-natural greenspace that is at least 20 hectares in size, provides significant areas for a rich variety of wildlife to thrive, and offers public access without restrictions on entry (Policy GS2). The strategy assesses that

¹⁶⁵ "Celtic Crusaders and Salford City Reds awarded Super League licences" – Times Online (22 July 2008)

¹⁶⁶ "Salford City Council Supplementary Planning Document: Salford Greenspace Strategy" – Salford City Council (July 2006)

42% of households would be more than 2,000 metres walking distance from a strategic semi-natural greenspace, with the main areas of deficiency being the south-east quadrant of the city extending as far west as the Bridgewater Canal, and Little Hulton (paragraph 5.11).

- 11.29 The former Swinton Sewage Treatment Works is identified as having the potential to meet the needs of those parts of Swinton South, Eccles and Barton that are currently more than 2,000 metres from a site (paragraph 5.12). It could also serve some of the population more than 2,000 metres away to the east, given that the potential for identifying 20 hectare sites in that part of the city is severely limited given its built-up nature.
- 11.30 The sewage treatment works site is effectively made up of four smaller sites, namely:
- Campbell Road Playing Fields
 - Beechfield Playing Fields
 - Swinton-Monton Walkway
 - Former Swinton Sewage Treatment Works
- 11.31 The first three of these are owned by the city council and are publicly accessible and in recreation use. The former treatment works is owned by United Utilities, is not publicly accessible (although most of it is open to informal access), and has problems of land contamination resulting from its previous use. Working in partnership with United Utilities, the city council considers that there is the potential to develop a strategic semi-natural greenspace in this location, providing a diverse range of recreation opportunities as well as important biodiversity resources. Map 2 of the Nature Conservation and Biodiversity SPD shows that it is one of the largest areas of Greater Manchester Priority Habitat in the city¹⁶⁷.

Red Rose Community Forest

- 11.32 Red Rose Forest was established in 1991, and covers almost 292 square miles of Greater Manchester focused in Manchester, Wigan, Bolton, Bury, Trafford and Salford, with around 1.5 million people living within its boundaries. It is one of twelve community forests being established in and around some of England's larger towns and cities.
- 11.33 By creating new areas of woodland, it will provide opportunities for recreation, sport, relaxation, socialising and wildlife appreciation, supporting a healthier environment. Part of the Red Rose Forest mission is to plant 25 million trees over a 40 year period. However, it is not all about the creation of woodlands, and it includes other important environmental initiatives such as the planting of street trees¹⁶⁸.

¹⁶⁷ "Salford City Council Supplementary Planning Document: Nature Conservation and Biodiversity" – Salford City Council (July 2006)

¹⁶⁸ See for example <http://www.redroseforest.co.uk/> and <http://www.salford.gov.uk/living/green/redroseforest.htm>

- 11.34 Several schemes have already commenced in Salford, including at Moat Hall Wood, New Madams Wood, and Blackleach Country Park, as well as the 'green streets' initiative. It is therefore an important project that should be referred to in the Core Strategy.

Other strategic recreation issues

- 11.35 In order to maximise the benefits of these strategic recreation opportunities for local residents and other users, it will be important to ensure that there are high quality, well-signed walking, cycling and public transport routes to and between them. This will help to minimise private car use, maximise social inclusion, and promote healthy lifestyles.
- 11.36 It will be important to consider links to strategic recreation opportunities outside the city as well as those within Salford. For example, Heaton Park in Manchester is one of Europe's largest municipal parks, totalling more than 250 hectares in size, and has a programme of regular events and activities. It is very accessible to Salford's residents, particularly those in the north-east of the city, and therefore it is important to consider it as part of the Core Strategy's approach to recreation provision. The Trafford Centre area provides sub-regionally important indoor recreation facilities including a football centre and ski slope, and is located immediately to the south of the city, being particularly accessible to Eccles residents.
- 11.37 Where appropriate, planning obligations could be used to support some of the strategic recreation schemes within Salford and associated access improvements, to ensure that occupiers of new developments have good access to a full range of recreation opportunities.

Wharton Lane/Cutacre

- 11.38 As discussed in Chapter 5 of this report, Core Strategy Options 2, 3 and 4 identify the potential for part of the Cutacre site (approximately 10 hectares) in Little Hulton to be developed for employment uses. As part of this, it is proposed that the rest of the site (approximately 40 hectares) should be improved for a country park, which would extend into Bolton and Wigan. Given that most of Little Hulton is more than 2,000 metres from a strategic semi-natural greenspace as discussed above, and that a large part of the site is designated as a Site of Biological Importance (UDP Policy EN8/11), this country park could potentially incorporate a strategic semi-natural greenspace.

Residential development of major greenfield sites in Salford West

- 11.39 As discussed in Chapter 4 of this report, Option 4 would permit the release of major greenfield sites in Salford West for residential development. Given the potentially significant environmental impacts of such development, the relatively peripheral nature of the sites, and the loss of open land associated with it, it is considered important that those developments integrate significant areas of multi-functional greenspace within them, providing a broad range of recreation

opportunities. This would help to minimise their negative impacts, particularly in terms of the impact on landscape character, and ensure that they have good access to recreation facilities.

Local recreation standards

Current approach

11.40 Policy R2 of the UDP sets out the following standards that the city council will seek to meet:

- a) All households to be within:
 - i. 400 metres walking distance of a Locally Equipped Area for Play (LEAP)
 - ii. 1,000 metres walking distance of a Neighbourhood Equipped Area for Play (NEAP)
 - iii. 1,200 metres walking distance of a Neighbourhood Park
 - iv. 3,200 metres walking distance of a District Park
- b) A full range of youth and adult facilities available in each Service Delivery Area
- c) A minimum of 0.73 ha of high quality managed sports pitches per 1,000 population
- d) A minimum of 0.25 ha of equipped children's playspace per 1,000 population
- e) Amenity open space to a standard reasonably related in scale and kind to the development it serves and sufficient to meet the need for casual children's play space

11.41 The Greenspace Strategy Supplementary Planning Document (SPD) provides details of existing levels of provision in relation to those standards, and how those levels will be improved in the future. It also identifies the following additional standards, expanding on the UDP policies:

- All households should be within 500 metres walking distance of a Local Semi-Natural Greenspace of at least 1 hectare in size
- All households should be within 2,000 metres walking distance of a Strategic Semi-Natural Greenspace of at least 20 hectares in size

11.42 In addition, the National Playing Fields Association (NPFA) standard for informal children's play space of 0.4-0.5 hectares per 1,000 people is referred to in Policy GS15 of the SPD in relation to the provision of Public Amenity Open Space.

11.43 The table below identifies performance against these standards, and the targets that are set in the SPD¹⁶⁹. Significant improvements have been made to the levels of provision since 2005, particularly towards

¹⁶⁹ "Greenspace Strategy monitoring report" – submitted to Environment, Housing and Planning Overview and Scrutiny committee on 17 September 2007; and "Citywide and LAA 2008 Provision – Dwellings within Walking Distance Catchments of Existing & Proposed Greenspace Standards"

the District Park standard. The decline in performance during 2007/2008 was primarily down to a significant increase in the number of households in locations that were already deficient in facilities, particularly in the Regional Centre.

	Indicator	Performance			Targets set by SPD (2006)	LAA Targets 2011#
		2005 -2006	2006-2007	2007-2008		
1.	% of Households within 500m walking distance of a Local Semi-Natural Greenspace	47.3%	49.3%	Not Available	76%	No Target
2.	% of Households within 2,000m walking distance of a Strategic Semi-Natural Greenspace	50.8%	50.8%	Not Available	58%	No Target
3.	Area of Equipped Children's Play Space per 1,000 people across the whole of Salford	0.05ha	0.053ha	Not Available	0.25ha	No Target
4.	% of Households within 400m walking distance of a LEAP	33.1%	33.5%	33.6%	55%	50%
5.	% of Households within 1,000m walking distance of a NEAP	63.3%	58.4%	57.1%	82%	58%
6.	% of Households within 1,200m walking distance of a Neighbourhood Park	69.0%	73.7%	72.7%	87%	83%
7.	% of Households within 3,200m walking distance of a District Park	21.0%	59.0%	58.2%	93%	100%
8.	Area of Sports Pitches per 1,000 population across the whole of Salford	0.82ha	Not Available	0.92ha*	0.80ha	No Target

* = Salford Playing Pitch Assessment, 2007

= Subject to review and revision

Distance standards

11.44 The distance standards for the various types of open space are considered to be robust and remain appropriate. It may be very difficult to achieve all of the standards in all locations, particularly in some parts of Central Salford where development densities have been traditionally high, but it is still realistic for them to be gradually achieved in most areas. The need for public access to greenspace is likely to become more important in the future given the likely effects of climate change. The LEAP and NEAP standards in particular are not unusual, and are

the same as the standards in Rochdale, Stockport, Trafford and Warrington. None of these standards is therefore proposed for amendment in the Core Strategy.

Children's playspace

- 11.45 It can be seen from the table above that the current level of provision of equipped children's playspace is only 20% of the 0.25 hectares per 1,000 population standard identified in the UDP (indicator 3). That standard is based on the NPFA standard of 0.2-0.3 hectares per 1,000 population. There would appear to be little prospect of the 0.25 hectare standard ever been met, either across the city as a whole or within individual neighbourhoods, particularly given the scale of additional development proposed in the city and the land that is available for new children's playspace (including the land required to act as a buffer to residential properties). It is not therefore proposed to carry it forward into the Core Strategy.
- 11.46 With its omission there is a greater reliance on the distance standards for Local and Neighbourhood Equipped Areas for Play (400 metres and 1,000 metres respectively). However, in areas with high densities of children it may be possible to meet these distance standards but still have insufficient provision to meet demand. Consequently, there is a need to include a reference to providing a choice of facilities within areas of higher demand.
- 11.47 One distance standard that is not currently included but which some other local authorities use is for Local Areas of Play. These are smaller than Local Equipped Areas for Play and depending on the facilities that they contain may not require the same buffer zones around them in order to protect residential amenity. Stockport and Trafford both have a standard within their UDPs that households should be within 100 metres of a Local Area of Play (LAP). However, such areas effectively provide an alternative to Local Equipped Areas for Play (LEAP) rather than being a facility that should necessarily be provided in addition to them. Therefore, including a standard for both types of facility is not considered to be appropriate.
- 11.48 Although it should be possible to meet the LEAP standard in many parts of the city, it may not be practicable for some neighbourhoods and LAPs may be a good alternative. Consequently, it is considered that the Core Strategy should retain the current standard for LEAPs, but introduce a LAP standard as an alternative, i.e. all households should be within 400 metres of a LEAP, but where this is not possible they should be within 100 metres of a LAP. In addition, in locations where it is not possible to provide either LEAPs or LAPs up to the necessary standard, it may be appropriate to seek the provision of home zones as they might be the only way of delivering some local areas for children to play. However, they would need to be very carefully designed in order to ensure safety, provide a clear recreation function, protect amenity and be easily maintained.

Local nature reserves

11.49 There are currently five local nature reserves in Salford:

- The Cliff/Kersal Dale
- Kersal Moor
- Worsley Woods
- Clifton Country Park
- Blackleach Country Park

11.50 Natural England recommends that local nature reserves should be:

- Normally greater than 2ha in size; and
- Capable of being managed with the conservation of nature and/or the maintenance of special opportunities for study, research or enjoyment of nature as the priority concern.¹⁷⁰

11.51 Local nature reserves should also be either:

- Of high natural interest in the local context;
- Of some reasonable natural interest and of high value in the local context for formal education or research; or
- Of some reasonable natural interest and of high value in the local context for the informal enjoyment of nature by the public (ibid).

11.52 This last criterion therefore has a strong relationship with the concept of semi-natural greenspaces, the standards for which are discussed above.

11.53 Natural England recommends (based on the Accessible Natural Greenspace Standards (ANGSt), previously sponsored by English Nature) that there should be a minimum standard of 1 hectare of Local Nature Reserve per 1,000 population. The five existing Local Nature Reserves in Salford total 144.87 hectares, giving a figure of 0.66 hectares per 1,000 population (using the 2007 mid-year population estimate of 219,200). Provision is currently skewed towards the northern half of the city, and inevitably opportunities for new provision will be limited by the pattern and type of open space. If required, additional Local Nature Reserves could potentially be identified in the Allocations Development Plan Document.

11.54 It is considered appropriate to include this ANGSt standard of 1 hectare per 1,000 population within the Core Strategy, to emphasise the importance of improving current provision.

Allotments

11.55 Local authorities have a statutory duty to provide a sufficient quantity of allotment plots for local people if there is a demand¹⁷¹. The PPG17 companion guide anticipates an increase in demand as a result of the

¹⁷⁰ <http://www.english-nature.org.uk/Special/lnr/office.htm>

¹⁷¹ www.nsalg.org.uk – National Society of Allotment and Leisure Gardeners Limited

growing interest in organic farming, increasing housing densities and a reduction in garden sizes, and it recommends local demand-based standards¹⁷².

- 11.56 The National Society of Allotment and Leisure Gardeners (NSALG) promotes a national standard of 20 allotment plots per 1,000 households, with an allotment defined as being 250m² (0.025ha) in size (i.e. 40 per hectare). This would equate to a requirement for 1,885 plots in Salford (based on the 2001 Census figure of 94,237 households). As of June 2007, there were 464 available plots of an appropriate standard within Salford, 432 of which were occupied. In addition there were 109 substandard plots available that would require investment to reinstate them. There was a waiting list of 285 people, and so even with the reinstatement of the substandard plots there would be a shortfall before considering the potential increase in demand predicted in the PPG17 companion guide and which may result from household growth in the city (an additional 285 plots to meet the waiting list requirements would give a total of 749 plots, equating to 7.9 plots per 1,000 households).
- 11.57 The table below breaks down the plots and waiting list by area of the city.

Area	Available	Sub-standard	Waiting list
Little Hulton	13	0	29
Worsley/Walkden	93	3	91
Irlam	44	30	28
Eccles	106	20	50
Swinton	76	30	58
Claremont/Weaste	60	26	8
Kersal	72	0	21
Total	464	109	285

- 11.58 The NSALG standard of 20 allotments per household would appear unrealistic to achieve in Salford, as current provision is less than 25% of that level (464/1,885). The scale of residential development proposed through the Core Strategy would increase the number of households in the city by 38,600, requiring a further 800 allotments to meet the NSALG standard.
- 11.59 Although the scale of existing provision could act to depress demand, waiting lists only total 285 compared with the “shortfall” in relation to the NSALG standard of 1,421 plots (1,885 minus 464). The provision of 285 additional allotments would increase the total to 749, or 40% of the NSALG standard (7.9 plots per 1,000 households).

¹⁷² “Assessing needs and opportunities: a companion guide to PPG17” – HM Government (September 2002)

11.60 Therefore, if the Core Strategy were to include a standard for allotments, then something lower than the NSALG standard would seem to be appropriate. A figure around 8 plots per 1,000 households would reflect current supply and known demand. However, it is considered that a higher figure of a citywide average of 10 allotments per household would be more appropriate to reflect the potential existing depressed demand due the current scale/location of provision, the city council's aspirations to actively promote the use of allotments, and the impact that rising food prices and environmental awareness are likely to have on households wanting to grow their own food.

Publicly accessible amenity space

11.61 The UDP's approach to the provision of publicly accessible amenity space is quite general, with a requirement to provide "amenity open space to a standard reasonably related in scale and kind to the development it serves and sufficient to meet the need for casual children's play space" (Policy R2(e)). Policy GS15 of the Greenspace Strategy SPD states that in determining the appropriate level regard will be had to a number of factors, including the National Playing Field Association's (NPFA) standard for informal children's play space of 0.4-0.5 hectares per 1,000 people.

11.62 It is considered that the NPFA standard provides an appropriate minimum standard for publicly accessible amenity space, and a figure of 0.45 hectares per 1,000 people, in the middle of the NPFA range, is included in the Core Strategy Issues and Options Report.

Playing fields

11.63 The city council updated its playing pitch assessment in December 2007¹⁷³, and this concluded that the standard should be increased from the UDP target of 0.73 hectares of high quality managed sports pitches per 1,000 population to 0.92 hectares. It is proposed to include this figure in the Core Strategy, but make a more general reference to meeting the minimum standards in the latest playing pitch assessment given that new assessments are likely to take place over the lifetime of the document.

11.64 People accessing sports pitches are generally more able and willing to travel to do so than for other types of local recreation facilities. There are also significant benefits in having a smaller number of large sites, where higher quality facilities such as changing rooms and better management can be secured, rather than a large number of small sites that may generally involve shorter travel distances but may compromise the ability to deliver quality facilities. It is considered that there is potential to secure more dual use of school playing fields through formal agreements with schools, particularly as part of the Building Schools for the Future programme.

¹⁷³ "Salford City Council: Playing Pitch and Outdoor Sports Assessment Report" – Knight Kavanagh & Page (December 2007)

Youth, adult and indoor sports

11.65 UDP Policy R2 seeks to secure a full range of youth and adult facilities available in each Service Delivery Area (also known as community committee areas, of which there are eight), and Policy GS9 of the Greenspace Strategy SPD identifies nine different types of facility that should be provided as part of this (i.e. bowling greens, tennis courts, all-weather pitches, skateboarding/wheeled-activity facilities, mini-football hard standing, athletics track/jogging/fitness circuit, multi-use games area, basketball courts, youth shelters). However, there are other types of outdoor recreation facility such as angling, horse-riding, pitch and putt courses, and off-road motorcycling facilities.

11.66 The NPFA standard for youth and adult sports is 0.4-0.6 hectares. The Greenspace Strategy SPD identified that Salford's average provision was only 17-25% of that level in 2001/2 (p.97). The latest playing pitch assessment proposes a standard of 0.07 hectares per 1,000 population, but this is very limited in terms of the range of facilities that it covers and is therefore not considered appropriate for inclusion in the Core Strategy. In the absence of any local standard, the lower end of the NPFA standard is instead proposed, although any more detailed assessments in the future could assist in identify how this should be proportionately split between different types of facility, and such information could be included in a supplementary planning document. This is then augmented with a more general requirement to ensure good levels of access to other types of indoor and outdoor recreation facilities.

New residential development

11.67 Policy H8 of the UDP states that: "Planning permission for housing development will only be granted where adequate and appropriate provision is made for formal and informal open space, and its maintenance over a twenty-year period". This approach has been successful in helping to ensure that new developments have good access to recreation facilities, and therefore a similar approach is proposed for the Core Strategy.

12. COUNTRYSIDE AND URBAN FRINGE

Green Belt and major greenfield development

Policy background

- 12.1 Policy DP4 of the RSS states that development should accord with the following sequential approach:
- First, using existing buildings (including conversion) within settlements, and previously developed land within settlements
 - Second, using other suitable infill opportunities within settlements, where compatible with other RSS policies
 - Third, the development of other land where this is well-located in relation to housing, jobs, other services and infrastructure and which complies with the other principles in DP1-9 [the spatial principle policies in the RSS]
- 12.2 Therefore, there is effectively a presumption against greenfield development if there is sufficient previously-developed land within settlements to accommodate development needs.
- 12.3 National planning guidance¹⁷⁴ explains that: “The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the most important attribute of Green Belts is their openness” (paragraph 1.4). It also states that both the general extent and detailed boundaries of the Green Belt should only be changed in exceptional circumstances (paragraph 2.6).
- 12.4 Policy RDF4 of the RSS states that the general extent of the region’s Green Belt will be maintained. It considers that there is no need for any exceptional substantial strategic change to the Green Belt in Greater Manchester before 2011, and any such need after that date should be investigated through a strategic study undertaken by the Regional Planning Body. However, the policy does state that, subject to the agreement of the Regional Planning Body, “local detailed boundary changes should be examined through the LDF process”. Taking national and regional guidance together would therefore indicate that Green Belt boundary changes should be avoided but are not precluded.

Existing Green Belt in Salford

- 12.5 Salford’s Green Belt effectively forms part of three larger swathes of Green Belt:
- i) Green Belt around the Salford/Bolton/Bury boundary, which serves to separate Prestwich and Radcliffe in Bury from Kearsley in Bolton and Walkden, Swinton and Pendlebury in

¹⁷⁴ “Planning Policy Guidance 2: Green Belts” – Office of the Deputy Prime Minister (January 1995, amended March 2001)

Salford. Within Salford, it also serves to separate Walkden from Swinton, and Clifton from Agecroft

- ii) Green Belt around the Salford/Bolton/Wigan boundary, which serves to separate Walkden and Little Hulton in Salford from Tyldesley and Atherton in Wigan and Over Hulton in Bolton
- iii) Green Belt in the south-west of the city that extends into Wigan and Warrington, forming part of a very large area of Green Belt that effectively separates the main urban areas of the three authorities, and more locally separates Boothstown from Worsley, and to some degree Irlam from Eccles.

12.6 Within the context of the wider Greater Manchester Green Belt, there is no part of Salford's Green Belt that could be identified as clearly not justifying this designation, in terms of meeting the five purposes of Green Belt set out in paragraph 1.5 of PPG2, namely:

- To check the unrestricted sprawl of large built-up areas
- To prevent neighbouring towns from merging into one another
- To assist in safeguarding the countryside from encroachment
- To preserve the setting and special character of historic towns
- To assist in urban regeneration, by encouraging the recycling of derelict and other urban land

12.7 Any removal of land from the Green Belt would, to some extent, result in the built-up area expanding, neighbouring towns merging into one another and or encroachment into the countryside. Therefore, there is no urgent need to consider the redrawing of the Green Belt boundaries within Salford simply because they do not accord with the purposes of Green Belt as set out in national guidance.

12.8 This does not preclude the possibility of redrawing the boundaries for other reasons, such as to meet development needs, but any justification would need to be very strong. In particular, it would have to be demonstrated that there was an important need that could not be met outside the Green Belt, and that the overall function of the Green Belt in Salford and the sub-region more generally was not compromised.

The case for additional Green Belt in Salford

12.9 There are several areas of open land either on the edge of the urban area, or that separate neighbourhoods within the urban area, that could be considered for inclusion in the Green Belt. These are discussed in turn below. However, in considering their inclusion within the Green Belt, regard also needs to be had to paragraph 2.8 of PPG2, which states that:

“Green Belt boundaries ... should be carefully drawn so as not to include land which it is unnecessary to keep permanently open. Otherwise there is a risk that encroachment on the Green Belt may

have to be allowed in order to accommodate future development. If boundaries are drawn excessively tightly around existing built-up areas it may not be possible to maintain the degree of permanence that Green Belts should have. This would devalue the concept of the Green Belt and reduce the value of local plans in making proper provision for necessary development in the future”.

i) Worsley Greenway

12.10 This area is given strong protection under Policy EN2 of the UDP and is shown on the Proposals Map. The policy seeks to retain its openness and continuity. It effectively prevents Worsley Village and Westwood Park from merging with the southern part of Swinton, and also helps to preserve the historic character of Worsley, Roe Green and Monton. The case for the inclusion of Worsley Greenway within the Green Belt was considered at the Public Inquiry into Salford’s first UDP, held in 1993. The Planning Inspector recommended that it should not be included within the Green Belt because whilst the Worsley Greenway possesses some of the characteristics which would further Green Belt aims, its links with the existing Green Belt were considered tenuous in physical terms (paragraph 5.55.1 of the Inspector’s Report¹⁷⁵). It is important to note that the Inspector also considered that “it is appropriate for the particular value of this land to be recognised by a specific policy which draws attention to its special characteristics” (paragraph 5.43.3).

12.11 This approach was reiterated in the new UDP (adopted June 2006), with the Inspector holding the Public Inquiry into that document concluding that: “in many respects ... this wedge of largely undeveloped land performs a similar function [to Green Belt]. However, I agree with the Inspector who held the previous UDP Inquiry that the physical links with the existing Green Belt are tenuous” (paragraph 12.13)¹⁷⁶.

12.12 Therefore, given that the inclusion of the Worsley Greenway into the Green Belt has been considered at two previous public inquiries and both have concluded against it, it would not appear appropriate to include this as an option for the Core Strategy. Its role is more as a green wedge rather than a Green Belt.

ii) Bridgewater Park and former UDP school allocation, Boothstown

12.13 The recreation land on the southern edge of Boothstown (to the north of the Bridgewater Canal), coupled with the open greenfield land at the end of Vicars Hall Road that was allocated in Salford’s first UDP for a new primary school (Policy SC16/7) but is now unallocated, could be seen to effectively form part of the much larger area of open land that

¹⁷⁵ “Inspector’s report into objections to the City of Salford Unitary Development Plan” – The Planning Inspectorate (1994)

¹⁷⁶ “Report of a public inquiry into objections to the City of Salford Replacement Unitary Development Plan” – The Planning Inspectorate (2005)

separates Salford's urban area from that of Warrington and Wigan and which is already designated as Green Belt.

12.14 The Bridgewater Canal and Vicars Hall Lane currently define the edge of the Green Belt, but they seem relatively arbitrary boundaries and in terms of openness and the roles identified in paragraph 1.5 of PPG2, there would appear to be a strong argument for the inclusion of this land within the Green Belt. This would restrict any future opportunity to expand the residential area of Boothstown southwards, for example by relocating the recreation uses to land south of the Bridgewater Canal and developing the existing site for housing. In terms of paragraph 2.8 of PPG2, an important issue is therefore whether there is a need to keep the land permanently open or whether its inclusion as part of the built-up area of Boothstown would be acceptable at some point in the future (though not necessarily during the Core Strategy period).

iii) Burgess Farm and former Ellenbrook Brickworks

12.15 The boundary of the Green Belt that separates Tyldesley in Wigan from Walkden and Little Hulton in Salford currently follows the local authority boundary, resulting in a large triangle of land around Burgess Farm being excluded. However, in terms of openness and the roles identified in paragraph 1.5 of PPG2, there would appear to be no difference between Burgess Farm and the surrounding Green Belt. It forms part of the same continuous area of open land, and therefore there would appear to be a strong argument in favour of its inclusion in the Green Belt. However, as with the recreation land at Boothstown above, the issue then becomes one of whether it is necessary to keep the land open in the long term.

iv) Wharton Lane

12.16 The Green Belt boundary currently follows the southern boundary of the major spoil heap on the Cutacre site in Bolton, and then effectively follows the same line into Salford. This means that some open land immediately to the north in Salford is not included within the Green Belt.

12.17 Its inclusion would only really make sense in terms of continuity if adjoining land in Bolton were also included. Bolton's Core Strategy Preferred Options Report¹⁷⁷ includes such a proposal, identifying 104 hectares of the existing Green Belt at Cutacre for employment development and the inclusion of 12 hectares of additional land within the Green Belt (paragraph 6.43). Some of that new Green Belt would adjoin land south of Wharton Lane in Salford that is not currently Green Belt. Therefore, if Bolton takes forward its proposals for Cutacre then there would be a strong argument for a small extension of Salford's Green Belt in this location.

¹⁷⁷ "Bolton's Core Strategy Preferred Options: Volume 1 – Main Report" – Bolton Council (August 2008)

v) Brackley Golf Course

- 12.18 The golf course forms part of a much larger open area of land that extends into Bolton. The open land in Bolton to the west immediately adjoining the golf course is designated as Green Belt, forming part of the Green Belt that separates Over Hulton from Farnworth in Bolton and Little Hulton in Salford, and visually would appear to form part of the same open area as Brackley Golf Course. The land immediately to the north in Bolton is identified as protected open land rather than Green Belt, and the Green Belt boundary is effectively in line with the western boundary of Salford.
- 12.19 These designations would not be altered by Bolton's Core Strategy proposal for Cutacre discussed above. However, if the Cutacre scheme is taken forward then there would be some merit in both Brackley Golf Course and the land immediately to the north in Bolton being designated as Green Belt as far east as Anchor Lane. When viewed together, they form part of the wider open area that benefits from Green Belt protection, and help to separate the settlements of Little Hulton and the western part of Farnworth.

vi) Blackleach Country Park and surroundings

- 12.20 Considering Salford's Green Belt in isolation, the area of open land to the north of Blackleach Country Park would appear to be very similar to land immediately to the east that is within the Green Belt. The northern part of the country park itself could also be viewed similarly to some extent. However, that Green Belt extends northwards into Bolton, and consequently forms part of a wider wedge whereas the open land immediately to the north of Blackleach Country Park does not extend into Bolton (there instead being an employment area).
- 12.21 Therefore, the inclusion of this land in Salford within the Green Belt, although having some merit, would result in a relatively narrow finger of Green Belt, and it may be more appropriate for it to be protected as open/recreation land rather than designated as Green Belt.

vii) Robin Hood Sidings

- 12.22 This open area of land lies between Clifton Junction employment area and the Clifton residential area, and adjoins the large area of Green Belt to the west that separates Clifton from Prestwich and Radcliffe. It is a relatively narrow finger of land and, although it has an important open space function, is probably not appropriate for inclusion in the Green Belt.

viii) Silverdale

- 12.23 This open area of land lies between the Clifton residential area and the rest of Pendlebury/North Swinton, and adjoins the Green Belt to the east that separates Clifton from Agecroft, and which forms the southern end of the much larger Bolton/Bury/Salford Green Belt area. It is similar in nature and function to Robin Hood Sidings, and for similar reasons is not therefore considered appropriate for Green Belt designation.

ix) Forest Bank Open Space

- 12.24 The open space to the east of Forest Bank Prison adjoins the Green Belt to the north and east, which separates Prestwich from Salford's settlements. Although it is contiguous, and on a plan base would appear to form a natural extension, in practice it is a relatively thin area of open space and its inclusion within the Green Belt would not seem to provide any particular benefit. There is currently a planning application for the extension of the prison onto a small part of this open space, and in the longer term it may offer the potential for further expansion.

Potential removal of land from the Green Belt

- 12.25 PPG2 is clear that the "essential characteristic of Green Belts is their permanence" (paragraph 2.1). Consequently, the Core Strategy should only consider the removal of sites from the Green Belt where there is a very strong justification, and where the benefits of that removal could not be secured through other means.

Employment uses – Barton

- 12.26 As discussed in Chapter 5 of this report, there may be significant benefits in releasing part of the Green Belt at Barton to the south of the M62 between Eccles and Irlam for employment development. Policy E1 of the UDP allocates the Barton Regional Strategic Site for a multi-modal freight interchange, and a planning application has been received for such a proposal. This would involve substantial investment in transport infrastructure, including the provision of wharves on the Manchester Ship Canal and a rail spur from the Manchester-Liverpool rail line. As discussed elsewhere in this report, the owners of Barton Aerodrome (now called City Airport Manchester) have indicated that they would like to continue the site's improvement including the provision of hard surface runways to allow the expansion of its business and general aviation use. It is also the city council's longstanding ambition to provide a new junction on the M62 to help service the Barton area, and Policy A9 of the UDP specifically states that positive consideration will be given to a link road between the A57 and M62. Such a scheme could potentially help to take pressure off the M60/M62/M602 interchange at Eccles, which is a major bottleneck on the regional motorway network, when coupled with the proposal in Policy A9/2 of the UDP to provide a new crossing over the Manchester Ship Canal through the Barton site.
- 12.27 The release of Green Belt land at Barton for employment development would enable the maximum benefit to be derived from existing investment proposals, and could also help to subsidise additional infrastructure investment in terms of the new M62 junction and link road to the A57. This in turn could have major benefits for the economy, providing a high quality new employment area with the unique attribute of having direct access to rail, road, water and air transport, thereby helping to achieve regional economic growth

objectives. It is not considered that such opportunities can be matched elsewhere within the sub-region, and therefore this could be considered to constitute an exceptional circumstance that would justify removing land from the Green Belt. Most of Salford's existing employment areas have some constraints associated with them, and the locational attributes of the Barton Green Belt could provide a major boost for the sub-regional economy.

- 12.28 In Green Belt terms, this would not affect the main function of the Green Belt in the south-west of the city, which is to separate the main urban areas of Salford, Wigan and Warrington. However, this particular part of the Green Belt also has the function of preventing the merger of Eccles and Irlam, and the development of part of it would increase the coalescence of the two settlements, although the development of the Barton Strategic Regional Site would already result in this to some extent.
- 12.29 Having regard to these issues, Options 3 and 4 include the release of 40 hectares of Green Belt at Barton (west of City Airport Manchester) for employment use. This would partly compensate for the higher loss of existing employment areas under those options, as well as providing more diverse economic development opportunities within the city.

Housing

- 12.30 As discussed in Chapter 4 of this report, if a high priority is given to significantly increasing the supply of houses rather than apartments in Salford then additional land would need to be identified in the city for residential development. Existing employment areas would provide one source of land, but if the proportion of houses was to increase closer to 50% of all new dwellings then some greenfield and Green Belt land would need to be released. This is the approach taken in Option 4.
- 12.31 Option 4 identifies the following Green Belt locations as potentially being appropriate for residential development if this approach were to be taken forward, having regard to the need to limit changes to local amendments to Green Belt boundaries so that the strategic function of the Green Belt is not compromised, maintain the separation of settlements, protect high grade agricultural land, protect biodiversity resources, ensure good open space provision across the city, and be capable of implementation in terms of landowner interest. Similar issues have informed the identification of possible sites outside the Green Belt, including the city council's Landscape Character Assessment (the conclusions of which are summarised later in this chapter)¹⁷⁸.
- 12.32 As a result, Option 4 identifies the following broad locations for residential development:

¹⁷⁸ "Landscape Character Assessment: Consultation Draft" – Salford City Council (September 2007)

- 13 hectares west of City Airport Manchester and east of Irlam (Green Belt)
- 18 hectares at Hazelhurst Farm (Green Belt)
- 4 hectares at Wardley and Mossfield (Green Belt)
- 16 hectares at Burgess Farm, Walkden (outside Green Belt)
- 15 hectares at Broad Oak, Worsley (outside Green Belt, but within the UDP Worsley Greenway designation)
- 9 hectares at High Clove Lane, Boothstown (outside Green Belt)
- 8 hectares at Crossfield Drive, Worsley (outside Green Belt, but within the UDP Worsley Greenway designation)
- 1 hectare at Ellenbrook (outside Green Belt)

12.33 These broad locations are identified as one way of delivering additional housing on greenfield/Green Belt land. If Option 4 were to be taken forward, then a more detailed assessment of each of the broad locations would be required to ensure that they are appropriate for residential development on the scale indicated above.

Addition of land to the Green Belt

12.34 It can be seen that some of the above greenfield locations outside the Green Belt identified for housing in Option 4 are sites discussed above that have the potential for inclusion within the Green Belt. This would suggest that there is some question whether they would meet the requirements of paragraph 2.8 of PPG2 in terms of being appropriate to remain open in the very long-term. This does not necessarily mean that they are appropriate for development, but their inclusion within the Green Belt could be considered to be an excessively tight drawing of the Green Belt boundary in terms of PPG2.

12.35 However, paragraph 5.25 of the RSS is clear that: “Local authorities should bear in mind that any proposal to adjust Green Belt boundaries would need to meet the Government’s commitment to maintaining or increasing the amount of Green Belt in every UK region”. Therefore, under Options 3 and 4 it would be advisable to provide some compensatory new Green Belt where possible. The above analysis would suggest that the most appropriate location for this is south of Wharton Lane and Brackley Golf Course, which would equate to around 40 hectares of new Green Belt. This approach has therefore been included in Options 3 and 4.

Overall impact

12.36 Taking all of these proposals into account, this would mean that there would be no changes to Green Belt boundaries under Options 1 and 2. There would be no net change in the overall area of Green Belt in Option 3, but there would be some local amendments to boundaries with new Green Belt at Little Hulton and the removal of some land from the Green Belt at Barton. The scale of Green Belt removal would be more significant under Option 4, resulting in a net loss of around 35 hectares which would start to create challenges in terms of the

Government's commitment to maintaining or increasing the total amount of Green Belt in the region.

12.37 In terms of other greenfield land, there would be no release of major greenfield sites under Option 1. Options 2 and 3 would release around 10 hectares of greenfield land at Wharton Lane for employment uses, as part of a much larger scheme on the Cutacre site extending into Bolton. Option 4 would release an additional 50 hectares of land in various locations for housing.

The Rural Economy

12.38 The proportion of the national economy arising from farming halved in the decade from 1993 (1.6%) to 2003 (0.8%), and there has been a 30% reduction in the numbers employed in farming over the last 20 years. Employees in rural businesses are more likely to be in manufacturing (25%), wholesale/retail (18%) or tourism (9%) than in agriculture (6%). Therefore, although agriculture is still at the core of rural society, there has been a convergence between the urban and rural economies resulting from technological development, restructuring of the global and national economies, and the resulting social, economic and cultural changes¹⁷⁹.

12.39 Over the next 20 years, the following changes are expected:

- Further convergence between urban and rural economic activity in most rural communities
- A continued reduction in the proportional direct contribution of farming to total economic activity, but an increasingly important contribution to sustainable development through provision of other public benefits
- A greater premium on the economic (as well as other) contribution of the countryside to quality of life, and the linking of improved land management and access for all (ibid)

12.40 The Rural Strategy 2004 identifies three Government priorities for rural areas:

- Enhancing the value of the countryside
- Supporting rural enterprise, targeting areas of greatest need
- Tackling rural social exclusion

12.41 The strategy encourages farm businesses to maximise economic benefits derived from environmental management, not just through tourism but also the marketing of niche/quality food products and attracting other businesses to locate in rural areas. Good land management that respects both landscape value and biodiversity is seen to help sustain rural tourism and market food, timber and other land products more effectively.

¹⁷⁹ "Rural Strategy" – Department for the Environment, Food and Rural Affairs (2004)

12.42 Planning Policy Statement 7: Sustainable Development in Rural Areas (PSS7) states that planning policies should recognise the varied roles of agriculture, including the maintenance/management of countryside and landscape, and support development proposals that enable farming to:

- Be more competitive, sustainable and environmentally friendly
- Adapt to new and changing markets
- Comply with legislation/guidance
- Diversify into new agricultural opportunities (such as renewable energy crops)
- Broaden operations to add value to primary produce

12.43 In relation to diversification, the NWDA's guide to planning for such projects says that they should help to support rather than replace existing businesses¹⁸⁰.

Agriculture

12.44 Figures from the Department for the Environment, Food and Rural Affairs (DEFRA) indicate that Salford has a total of 3,945 hectares of agricultural land, equating to 40.7% of its total land area. Consequently, despite its very urban image, issues relating to agriculture and the rural economy are therefore extremely important for the city. However, this is not reflected in its employment figures, with only 381 residents working in agriculture, hunting and forestry, representing just 0.42% of all residents in employment (2001 Census).

12.45 Agricultural land is classified into grades 1-5, with grade 1 being the highest quality. Grades 1-3a are often referred to as "best and most versatile" agricultural land. The classification is based on long-term physical characteristics that constrain the agricultural use of land:

- Climate – temperature, rainfall, aspect, exposure, and frost risk
- Site – gradient, micro relief, and flood risk
- Soil – texture, structure, depth, stoniness, and chemical properties that cannot be corrected

12.46 1,580 hectares of Salford's agricultural land is of the highest quality, grade 1, equating to 40.1% of all agricultural land in the city. A further 220 hectares is grade 2. All of this grade 1 and 2 land is within Chat Moss, primarily to the south of the Manchester-Liverpool railway line. Together, this represents 36.4% of all grade 1 and 2 agricultural land in Greater Manchester (and 83.3% of all grade 1 land), and it is therefore a resource of sub-regional importance.

12.47 There is 1,556 hectares of grade 3 land, but no figures are available for the split between grades 3a and 3b. This grade 3 land occurs along the

¹⁸⁰ "Farm Diversification in the North West: A Guide to Planning" – North West Development Agency (2003)

edge of the River Glaze, the northern edge of Linnyslaw/Wardley/Clifton Mosses, around Worsley/Boothstown (including the Worsley Greenway), on the outer fringes of Little Hulton, and the southern edge of the Green Belt between Barton and Irlam.

- 12.48 There is 203 hectares of grade 4 land, at Clifton Country Park and on the southern edge of Linnyslaw/Wardley/Clifton Mosses, and 386 hectares of grade 5 land at Botany Bay Wood and peat extraction sites in Chat Moss.
- 12.49 PPS7¹⁸¹ states that where significant development of agricultural land is unavoidable, planning authorities should generally seek to use that of poorer quality (i.e. grades 3b, 4 and 5), with the presence of best and most versatile land being an important sustainability consideration alongside other factors such as biodiversity and landscape quality/character (paragraph 28).

Use of agricultural land in Salford

- 12.50 The majority of farmland in Chat Moss is used for the “ranch” style production of cereals such as wheat and barley, potatoes, oil seed rape and turf. The land is in a mix of owned and tenanted land, and the majority of activity is by just two farmers. There is little farming infrastructure, for example with no electricity supply suitable for horticultural cold storage and propagation facilities, and no storage/packing facilities¹⁸².
- 12.51 There has been a recent trend of land in Chat Moss being let on short-term tenancies (sometimes even on an annual basis) to farmers based outside the mosslands for growing high value crops, particularly potatoes. There is also a range of non-agricultural enterprises, such as field-scale turf production for sports facilities, housing development and garden centres, horse grazing (both small scale and commercial liveries, which are generally separate enterprises rather than examples of farm diversification), and peat extraction. The attractive rural landscape close to major urban areas has led to the conversion of traditional farm buildings to residential use, and the purchase of existing dwellings with a small amount of land attached (often farmhouses with normally no more than 4 hectares). Overall levels of diversification are not high, with little evidence of this situation changing for example in terms of planning applications for diversification activities, and this possibly reflects the low level of full-time agricultural businesses and the large amount of land occupied by non-agricultural interests¹⁸³. The poor road and electricity infrastructure is also likely to act as a significant constraint. Some of the characteristics of arable farming on Chat Moss are particularly important for farmland birds.

¹⁸¹ “Planning Policy Statement 7: Sustainable Development in Rural Areas” – Office of the Deputy Prime Minister (2004)

¹⁸² “Business Evaluation of Future Potential for Agriculture on Chat Moss” – Hillman (2004)

¹⁸³ “Mosslands Visioning Project – Main Report” – Maslen (2007)

12.52 Information is more limited for other agricultural land within Salford. There is some arable farming within the Worsley Greenway, and livestock farming on grade 3 land at Burgess Farm in Walkden and grade 4 land on the southern edge of Linnyslaw/Clifton Mosses. However, there are large areas of unused grade 3 agricultural land in the Worsley/Boothstown area to the east of Wardley Woods, and on Linnyslaw Moss. Apart from a shire horse farm at Clifton House Farm, there is no other farming in the Irwell Valley¹⁸⁴.

Impact of climate change

12.53 Anticipated higher temperatures would be expected to increase evaporation rates, reduce frost hazards and winter chilling, lengthen the growing season and accelerate plant growth, and therefore climate change could potentially have a positive effect on agriculture. However, heat stress may affect some crops, and pests and disease are expected to become increasingly problematic. The combination of higher temperatures and changing patterns of precipitation could reduce summer soil moisture by about 30%, and has implications for the water balance and organic content of soils. Soil organic matter levels will depend on the balance between carbon inputs to soils and the rate of loss arising from decomposition, whilst the water balance will affect the need for irrigation during drier weather¹⁸⁵.

12.54 All of Salford's grade 1 and 2 soils are in Chat Moss and are formed from peat. Peat soils have very good water holding qualities and are likely to require less irrigation than other soil types. There are also grade 3 peat-based soils on the Linnyslaw/Clifton/Wardley Mosses. Therefore, Salford's agricultural land may be better placed than other such land, both locally and nationally, to adapt to anticipated climate change without the need for major irrigation investment. As noted in the Biodiversity section of this report, peatlands in the north and west of the country are generally expected to be less susceptible to climate change than those in the south and east¹⁸⁶, further emphasising the potential importance of peat-based agricultural land in Salford. Those soils are also identified as one of the UK's largest carbon sinks¹⁸⁷.

12.55 It has been estimated that about 57% of all grade 1 agricultural land in the UK lies below the 5 metre contour, leaving some of this land subject to flooding, inundation, erosion and salinisation depending on the extent of sea level rise¹⁸⁸. This may therefore increase the

¹⁸⁴ "Salford Landscape Character Assessment: Consultation Draft" – Salford City Council (September 2007)

¹⁸⁵ "Climate Change and Agriculture in the UK" – Department for the Environment, Food and Rural Affairs (2000)

¹⁸⁶ "England Biodiversity Strategy: Towards Adaptation to Climate Change" – Department for the Environment, Food and Rural Affairs (2007)

¹⁸⁷ "Conserving Biodiversity – The UK Approach" – UK Biodiversity Partnership (Defra, October 2007), p.8

¹⁸⁸ "Part of the Solution: Climate change, agriculture and land management" – NFU/CLA/AIC Climate Change Task Force (December 2007), p.40

importance of high quality agricultural land elsewhere in the country, such as in Salford.

- 12.56 It is anticipated that climate change could have major impacts on agricultural activity across the globe, with some of the world's major food producers suffering problems of drought and extreme temperature. This is likely to be exacerbated by economic pressures for agricultural activity to switch from food crops to biofuels. This could all serve to increase the importance of self-sufficiency in food production at the national and local levels.

Contributions to climate change

- 12.57 It is also important to consider the potential contributions of agricultural activity to climate change, as agricultural processes can both release and absorb greenhouse gases. Collectively, the agricultural and forestry sectors are estimated to contribute 7% of UK greenhouse gas emissions, primarily in the form of methane and nitrous oxide¹⁸⁹.

- 12.58 The crop cycle is assumed to be neutral, with emissions mainly resulting from fertiliser use, land use change and animal wastes. Overall, a reduction in the volume or intensity of agricultural activity, or an improvement in the efficiency of inputs, would be expected to reduce greenhouse gas emissions. Practices such as erosion or drainage of peat, or conversion of grassland to arable, can lead to the loss of carbon from soils. As noted in the Biodiversity section of this report, the mosslands are a major carbon sink, and this needs to be taken into account in determining the most appropriate uses for that part of the city. The National Farmer's Union's (NFU) 'Part of the Solution' report cites research that concludes that the majority of carbon in soils in England and Wales is within peat soils¹⁹⁰. There may therefore be the potential for farmers to enter their land into carbon reduction schemes that involve the rewetting of peat soils to lock their carbon in, but this is likely to be reliant on the availability of grant aid.

- 12.59 Although they have benefits in terms of water retention, peat soils are acidic and low in nitrogen. Growing crops on Chat Moss is therefore understood to require high levels of nutrient input, which involves the release of greenhouse gases. This may make the growing of crops such as wheat less attractive in environmental terms than oil seed rape which is more productive. Securing more local food production could help to reduce climate change emissions relating to transport, although this would need to be balanced against the potential for greater resource inputs in terms of heating, irrigation, cold storage, etc.

Landscape

¹⁸⁹ "Climate Change: The UK Programme" – HM Government (March 2006), p.90

¹⁹⁰ "Part of the Solution: Climate change, agriculture and land management" – NFU/CLA/AIC Climate Change Task Force (December 2007), p.32

- 12.60 Salford does not include any areas subject to national landscape designations (such as Areas of Outstanding Natural Beauty). PPS7 says that the Government recognises that other landscapes may be highly valued locally, but they should be protected using criteria-based policies based on landscape character assessments rather than through rigid local designations that introduce unacceptable restrictions (paragraph 24).
- 12.61 Salford's UDP includes two policies that seek to protect local landscapes outside the Green Belt:
- Policy EN2, which states that development will not be permitted where it would fragment or detract from the openness and continuity of the Worsley Greenway
 - Policy EN5, which sets out eight criteria that development in the Irwell Valley must meet, including avoiding its severance or fragmentation as an open land resource
- 12.62 In September 2007, the city council published a draft Landscape Character Assessment. The key conclusions are summarised below.

Rural Mosslands: Chat Moss

12.63 Key features:

- Low lying, flat topography associated with reclaimed former lowland peat bogs allows extensive views
- Wide network of deep drainage ditches alongside the private roads and between the larger fields results in a simple ordered landscape
- Dominant arable agricultural land use with large scale fields
- Relative lack of built development in striking contrast to adjoining urban areas

- 12.64 The northern parts of Chat Moss (north of the Manchester-Liverpool railway line and south of the Bridgewater Canal) are identified as having a particular sense of remoteness and isolation, adding to the rural atmosphere, with limited evidence of human activity. The southern parts have a large scale landscape with open views and a general lack of built development, providing a sense of rural remoteness.

Urban Mosslands: Linnyslaw, Clifton and Wardley Mosses

12.65 Key features:

- Flat topography associated with former lowland raised bog, with reasonably open views where not interrupted by motorways
- Dominated by the noise from the motorway network
- Relative lack of buildings
- Pattern of large fields is partly scarred by past mining activity and disused farmland

Urban fringe lowland (Worsley/Boothstown)

12.65 Key features:

- Predominantly open land and relatively few buildings, provides a relaxing visual contrast to more densely developed adjoining urban areas
- Deciduous woodland provides a seasonally changing scene
- Traffic noise and visual impact of major roads dominates some parts

12.66 The Middle Wood area, between Worsley and Boothstown, is identified as having a mixed landscape with a large golf course, wooded area, and disused arable farmland. The Worsley Greenway offers extensive woodland around Worsley Woods, and the distinctive landscape feature of Old Warke Dam, with a mix of landscapes to the south including a golf course, farmland, and a tranquil canal. The sense of openness varies throughout. Wardley Woods to the north again provides a mixed landscape.

Urban River Valley (River Irwell)

12.67 Key features:

- Medium scale, U shaped river valley
- Major corridor of principally open land along the valley, which is constrained and sometimes encroached on by urban development

12.68 The northern section around Clifton has a relatively rural character, with limited development, woodland covering much of the valley floor, and an enclosed appearance, but this is marred by traffic noise from the motorway. A sense of visual anticipation is provided by narrow sided valleys dropping steeply down to the main valley floor, where the river is mainly hidden from view. The river continues in a deep channel through a relatively wide U shaped valley in the Pendlebury/Newlands area, with a series of large open sites requiring or in the process of reclamation, and tributaries in culverts. The river then runs through a broad flood plain, onto which large areas of residential development have spilled, which includes a series of extensive open land in a range of formal and informal recreation and other uses.

Chat Moss

12.69 A Draft Vision has been produced for the rural mosslands area extending across the south-west of Salford (effectively Chat Moss) into parts of Wigan and Warrington¹⁹¹. This study was funded by three councils, Natural England, and the Northwest Development Agency. It emphasises the multi-functional nature of the mosslands, with it having important roles in terms of landscape value, Green Belt separating the surrounding settlements, biodiversity, agriculture, and public enjoyment.

¹⁹¹ "The Mossland Project – The Vision: Final Draft Vision" – Maslen Environment Ltd (February 2007)

- 12.70 Following an analysis of these functions, and the issues and opportunities within the area, the study identifies three possible responses:
- Zero intervention – assumes that no coordinated land use planning occurs and the current trends in agriculture, land ownership, peat extraction, funding and tourism continue
 - Maximum wetland vision – where a large ‘biodiversity zone’ would extend across the central parts of the area, surrounded by a ‘hydrological management zone’ (both discussed in more detail in the following chapter of this report), and then by an ‘agricultural zone’, with the rest of the area (including the north and eastern parts of the mosslands within Salford) identified as a ‘public enjoyment and access zone’
 - Integrated vision – which is based around the same four types of zone as the maximum wetland vision, but with a much smaller biodiversity zone and a more even balance between the various functions of the mosslands
- 12.71 These proposals and the associated analysis are considered to form an appropriate basis for developing the options in the Core Strategy. However, it is considered that the ‘zero intervention’ approach should be discounted, as it would not respond to some of the key issues affecting the area and the city more generally, particularly in terms of the biodiversity priorities and the need to respond to the challenges of climate change discussed elsewhere in this report.

Overall approach

- 12.72 As a result, a different approach is identified in each of the four strategic options for the Core Strategy, reflecting a varying balance between the numerous functions of Chat Moss.
- 12.73 These approaches can be broadly summarised as follows:
- Option 1 = balanced approach, which seeks to ensure that virtually all functions of Chat Moss are supported into the future, with none dominating
 - Option 2 = environmental-led, with a strong emphasis on maximising the size of the area identified for restoration to lowland raised bog and a high degree of protection for high grade soils
 - Option 3 = economic-led, with a focus on supporting the rural economy in terms of agriculture, farm diversification, and tourism/recreation uses
 - Option 4 = mixed approach, with strong elements both in terms of supporting environmental and economic objectives, taking forward key elements of Options 2 and 3

Extent of Mossland Heartland

- 12.74 The importance of developing a Mossland Heartland is discussed in the following chapter of this report. The size and broad extent of this

Mossland Heartland proposed in the Core Strategy options is based on the 'biodiversity zone' shown in the 'maximum wetland vision' and 'integrated vision' within the Mossland Project report discussed above.

- 12.75 The 'integrated vision' identifies a biodiversity zone extending to around 560 hectares, and this is proposed as part of Options 1 and 3 which take a moderate approach on biodiversity issues. The 'maximum wetland vision' identifies a larger biodiversity zone of around 900 hectares, and this is proposed as part of Options 2 and 4 which take a more ambitious approach on biodiversity issues reflecting issues such as the importance of the lowland raised bog habitat and the 'carbon sink function of the mosslands.

Hydrological buffer zone

- 12.76 The Mossland Project report suggests that a 'hydrological management zone' would be required around the perimeter of the 'biodiversity zone' and "typically this is likely to be in the order of 200m-400m" (p.10). Further research is required on both the size of hydrological buffer zone required to protect the Mossland Heartland, and the type of activities that could be acceptable within it. However, taking a risk-based approach would suggest that the protection of the biodiversity function of the Mossland Heartland is likely to be increasingly effective as the size of the buffer zone increases and as the activities within it becoming more restricted so that there is less potential for disturbing the hydrology or for nutrient infiltration.
- 12.77 As a result, three different approaches are proposed in the Core Strategy Issues and Options Report. Option 3 would be the most economically-focused option, and has the smaller Mossland Heartland. Reflecting this, a narrow buffer would be proposed to enable greater economic activity within the rest of Chat Moss. However, given the smaller extent of the buffer, activity within it would need to be very strictly controlled to ensure the potential for negative impacts on the hydrology and nutrient levels of the Mossland Heartland was minimised.
- 12.78 Option 1 has the same approach to the Mossland Heartland as Option 3, but would have a larger hydrological buffer zone reflecting its more balanced approach to the various functions of Chat Moss. There would still need to be controls on activity within the buffer zone to ensure that the hydrology of the Mossland Heartland was protected, but its wider extent would be likely to allow a wider range of activities within it. In other words, more land would be affected by controls but those controls would not be as strong.
- 12.79 Options 2 and 4 would both have a stronger emphasis on biodiversity objectives, with a larger Mossland Heartland than under Options 1 and 3. Reflecting this emphasis, there would be a more extensive buffer zone with proposals brought forward for a modified drainage system that would help to maximise the protection and enhancement of the

Mossland Heartland. This could potentially include areas of water storage to assist in maintaining the wetness of the peat in the event of a drought. It is possible that an internal drainage board might need to be established if this approach were to be taken forward.

Soils

- 12.80 The discussion earlier in this chapter highlights the importance of the soils within Chat Moss, given the relatively high concentration of Grade 1 and 2 agricultural land particularly within the sub-regional context. The importance of that land is likely to increase over time as climate change affects the productivity of other soils within the country, either because of the climate itself or inundation from the sea.
- 12.81 As a result, all four strategic options for the Core Strategy take a protectionist approach to high grade agricultural land, redirecting developments to lower grade land wherever possible. This reflects guidance at the national level in PPS7. However, there would be an even stronger protection for high grade soils under Options 2 and 4, given their greater emphasis on environmental issues. Those two options also have a larger Mossland Heartland and hydrological buffer zone, which could reduce agricultural activity and soil quality within the buffer. However, this reflects the fact that continued intense agricultural activity on such high grade land could remove the potential for restoration to lowland raised bog habitat of adjacent relatively undisturbed peat deposits, whereas if the high grade land was used as a hydrological buffer then there would still be the potential in the future for drainage works and nutrient inputs to bring the land back up to a high quality for agricultural use if there was considered to be an urgent need for additional food production.

Agriculture

- 12.82 The approach to agricultural activity is partly reflected in the approach to soils discussed above. However, given that nutrient inputs and the growing of certain crops could reduce or remove the potential for mossland protection/restoration within the Mossland Heartland and buffer zone, it is considered important to highlight that agricultural activities may need to be restricted in some locations.
- 12.83 Elsewhere within Chat Moss, the approach to agriculture reflects the overall emphasis within each option. Consequently, Option 1 takes a supportive approach to agricultural activity, balancing this with biodiversity objectives. Options 2 and 4 encourage crops with low nutrient inputs and/or that are targeted at local markets, as this would help to minimise some of the negative biodiversity and climate change impacts discussed above, and would reduce emissions associated with distributing food over long distances. Option 3 would have a strongly supportive approach to agricultural activity outside the Mossland Heartland and buffer zone, reflecting its overall economic emphasis.

Scale of farm diversification

12.84 Similarly, the degree of support given for farm diversification projects would reflect the overall emphasis of each option, with the greatest support under Option 3. However, it is important to note that any diversification projects would need to be consistent with national guidance, and particularly the NWDA's advice that they should help to support rather than replace existing businesses¹⁹².

Minerals extraction

12.85 This issue is discussed in detail in the Minerals section of this report below. In order to support key sustainability objectives, the proposed approach is that there should be no further permissions for peat, sand and gravel extraction beyond those already existing, unless an urgent sub-regional need cannot be satisfied in locations with lower impact in terms of greenhouse gas emissions and biodiversity potential. This could include looking at alternative products or secondary sources as well as primary extraction options.

Landscape

12.86 As discussed earlier in this section, there are parts of Chat Moss that are relatively tranquil (away from the noise of the M62 and M60), particularly within the wider citywide and sub-regional context. Options 1 and 2 would therefore seek to protect this to some extent, with the extent of this being wider in Option 2.

12.87 The primary landscape characteristic of Chat Moss is its open, flat appearance, and therefore all options would seek to protect this, even where they would allow for some evolution of the landscape, e.g. with possible provision of wind turbines under some options (see below).

Glaze Brook

12.88 As discussed in the Biodiversity section of this report below, in order to support biodiversity, climate change and flood risk objectives it is proposed that the Core Strategy should support projects that would enable the natural development of the Glaze Brook, with the establishment of additional wetland habitats and improved public access. This would include the development of a catchment management plan to ensure that a coordinated approach is taken to any changes to this watercourse, and their implications are fully assessed.

Northern parts of Chat Moss

12.89 The Mossland Project report discussed above seeks to identify and develop a 'public enjoyment and access zone'. It explains that: "The primary purpose of this zone is to meet the needs of the surrounding urban communities. A wide range of both active and passive leisure/access facilities could be established and linked to existing sites. By concentrating zones of public enjoyment along existing

¹⁹² "Farm Diversification in the North West: A Guide to Planning" – North West Development Agency (2003)

access routes and adjacent to population centres, the more sensitive landscapes of the biodiversity zone can be protected” (p.10).

- 12.90 The ‘maximum wetland vision’ in the Mossland Project report identifies a large area in the north and east of Chat Moss for this role as a ‘public enjoyment and access zone’. The report explains that: “The positioning of the Public Enjoyment and Access Zone on the periphery of the project area could facilitate access from the surrounding conurbations providing the dual functions of ‘bridge to the country’ and ‘gateway to the town’. This would enable to provision of new access and leisure facilities in close proximity to local communities fulfilling the [sic] and ‘health centre’ functions and creating opportunities for the diversification of urban fringe farmland” (p.17).
- 12.91 The ‘integrated land use’ zone also directs the ‘public enjoyment and access zone’ to this part of Salford, but integrated with some agricultural uses as well. It would therefore be expected to have a more limited concentration of recreation/tourism uses.
- 12.92 Taking these proposals into account, and the overall approaches proposed for Chat Moss within the Core Strategy’s four strategic options, three different approaches are proposed. Activity would be most limited under Option 2, reflecting its environmental-led approach, with the emphasis being on improving public access particularly in terms of opportunities for walking and wildlife appreciation. Option 1 would also seek to improve public access generally, but seeking a more varied range of formal and informal activities. However, the emphasis would be on low-impact activities of limited scale, to reflect the balanced approach of this option and the Green Belt location.
- 12.93 Options 3 and 4 would take a more ambitious approach to expanding tourism and recreation opportunities in the northern parts of Chat Moss. This could potentially include major visitor attractions where they could be made accessible by public transport, and would avoid Grade 1 and 2 agricultural land. However, the Green Belt designation would remain, and this would act as a constraint on the scale of any built development, as the openness of the Green Belt would need to be maintained in accordance with national guidance in PPG2.
- 12.94 PPG2 states that: “Green Belt policies in development plans should ensure that any planning applications for inappropriate development would not be in accord with the plan” (paragraph 3.3). Therefore, given that the northern parts of Chat Moss would remain as Green Belt in all four Core Strategy options, the support for major visitor attractions under Options 3 and 4 should not be read as support for any development that would be considered ‘inappropriate’ for the purposes of PPG2. Any such development would need to be treated as an exception to the Core Strategy.

Renewable energy

12.95 The issue of renewable energy is discussed in Chapter 8 of this report above. As explained there, Options 3 and 4 would support large wind turbines in Chat Moss provided that this would be outside sensitive biodiversity and landscape areas.

13. BIODIVERSITY

Background

13.1 Policy EM1(B) of the RSS states that: “Plans, strategies, proposals and schemes should secure a ‘step-change’ increase in the region’s biodiversity resources by contributing to the delivery of national, regional and local biodiversity objectives and targets for maintaining extent, achieving condition, restoring and expanding habitats and species populations. This should be done through protecting, enhancing, expanding and linking areas for wildlife within and between the locations of highest biodiversity resources, including statutory and local wildlife sites, and encouraging the conservation and expansion of the ecological fabric elsewhere”.

Salford’s biodiversity resources

13.2 Salford currently includes the following key biodiversity resources:

- 33 Sites of Biological Importance (local designation, shown on the UDP Proposals Map), including one proposed Site of Special Scientific Interest within part of Botany Bay Wood, and ancient woodland within Clifton Country Park
- Five types of UK Priority Habitat (see Map 1 of the Nature Conservation and Biodiversity Supplementary Planning Document (Biodiversity SPD)¹⁹³):
 - Lowland raised bog (readily restorable)
 - Lowland acid grassland
 - Lowland heathland
 - Wet woodland
 - Eutrophic standing water
- Seven types of Greater Manchester Priority Habitat (see Map 2 of the Biodiversity SPD):
 - Lowland raised bog (degraded)/mosslands
 - Lowland dry acid grassland
 - Marsh/marshy grassland
 - Unimproved neutral grassland
 - Lowland broadleaved woodland
 - Ponds and lodges
 - Canals
 - Urban managed greenspace
- Five local nature reserves

13.3 Since production of the Biodiversity SPD it has become apparent that the areas in Salford previously identified as having UK Priority Habitats (which are now referred to as English priorities), should instead be treated as areas having the ‘potential’ for the presence of UK/English

¹⁹³ “Salford City Council Supplementary Planning Document: Nature Conservation and Biodiversity” – Salford City Council (July 2006)

Priorities. Whether or not the particular type of habitat present is a UK/English Priority or not is usually dependant on its 'quality' and it is not possible to determine relative quality from a single Phase 1 Habitat Survey as had previously been understood. In addition, both the national priorities and the Greater Manchester priorities have been subject to review since the production of the SPD. This review has led to the need to establish whether any of the newly identified national and Greater Manchester Priorities are likely to occur in Salford. This issue is being examined as part of a new habitat survey for the city that was commissioned earlier this year and the results of which should be available in late November/early December 2008.

- 13.4 The main concentrations of priority habitats previously identified are perhaps unsurprisingly within the larger open areas of land such as the Irwell Valley, the Worsley Greenway and Chat Moss. However, there are also other significant areas in locations such as the former Swinton Sewage Treatment Works. There are also Astley and Bedford Mosses (part of the Manchester Mosses Special Area of Conservation) just to the west of the city in Wigan, which have been designated because they are degraded raised bog still capable of natural regeneration.

Likely general impacts of climate change

- 13.5 A recent report for the Department for the Environment, Food and Rural Affairs (DEFRA)¹⁹⁴ concludes that:

“The changing climate is beginning to have an impact on English ecosystems and this impact is expected to increase and accelerate in future, threatening the conservation of biodiversity” (p.xi).

- 13.6 The UK Biodiversity Partnership has produced guidance that identifies the following key impacts of climate change on biodiversity using observational data and modelling of future trends¹⁹⁵:
- Changes in the timings of seasonal events, leading to loss of synchrony between species and the availability of food, and other resources upon which they depend
 - Shifts in suitable climate conditions for individual species leading to change in abundance and range
 - Changes in the habitats which species occupy
 - Changes to the composition of plant and animal communities
 - Changes to habitats and ecosystems, such as altered water regimes, increased rates of decomposition in bogs and higher growth rates in forests (p.6)

¹⁹⁴ “England Biodiversity Strategy – Towards adaptation to climate change” – Mitchell et al (DEFRA, May 2007)

¹⁹⁵ “Conserving biodiversity in a changing climate: guidance on building capacity to adapt” – DEFRA on behalf of the UK Biodiversity Partnership, May 2007

- 13.7 In the view of some scientists, the greater frequency of extreme weather events is likely to have as much impact upon biodiversity as overall trends in temperature and precipitation (ibid).
- 13.8 Relatively undisturbed peat soils are probably Salford's most important and extensive biodiversity resource, with some of them having the potential to be restored to lowland raised bog, which is a priority habitat at the European level¹⁹⁶. Peatland habitats potentially have a vital role to play in terms of future climate change, with research on behalf of DEFRA stating that:
- “Temperate peatlands (all areas with a naturally accumulated peat layer at the surface) hold a quarter of all soil carbon, illustrating their importance as a global sink” (p.21), and
- “Peatlands can act as a source or sink depending on delicate balance of climate, water supply, and temperature” (ibid).
- 13.9 The research indicates that warmer, drier summers accelerate the rate of carbon dioxide release from peatlands, potentially doubling it (p.22). As a result, the research concludes that:
- “Where summers are drier and winters wetter (as in mires within the more continental part of England e.g. the Fenland Basin, East Anglia and Lincolnshire), there are likely to be peat loss and contraction of bogs, with increased decomposition of peat making such wetlands a net carbon source” (p.22)
- 13.10 Peatlands in the coastal zone (e.g. Somerset Moors) are also considered to be at risk because of rising sea levels and an increased likelihood of inundation (p.32). In contrast, the bogs of the North and West of the country are identified as being more secure (p.31). Broadleaved and mixed woodland are thought unlikely to be under direct threat, although there may be some species composition change (p.37).
- 13.11 Within urban areas, the extent and the frequency of the urban heat island effect is expected to increase in the future as a result of an increase in both the temperature and the number of sunny days during summer days, which could be exacerbated by increased areas of hard surfaces. This urban heat island effect may increase the mortality of plants and animals as a result of heat stress, as well as increasing pests and diseases. However, buildings can also offer protection from strong winds and extreme cold, benefiting some birds and habitats (p.48-50).
- 13.12 If impermeable areas increase then this, coupled with more intense rainfall events, could contribute to additional urban flooding, which

¹⁹⁶ Council Directive 92/43/EEC, Annex 1 Section 7

could in turn contaminate habitats as a result of combined sewer and road drainage overflow. The combined impact of the urban heat island effect and impermeable surfaces restricting water supply to plants could lead to water stress (p.49).

- 13.13 However, one of the key issues that needs to be recognised is the level of uncertainty associated both with the likely changes in the climate of the North West, and the potential impacts that this could have on the different habitats within Salford. This uncertainty needs to be factored into any policy response.

Policy response

- 13.14 The evidence and the guidance would indicate that the chances of protecting and enhancing biodiversity as the climate changes can be improved by maximising the following:
- The total area of habitats;
 - The size of individual spaces providing habitats;
 - The diversity of habitats; and
 - The integration of spaces that provide habitats.
- 13.15 This will maximise the chances of individual habitats and species adapting to any changes in the climate, and to any individual severe events associated with climate change. However, it cannot guarantee their survival given the level of uncertainty associated with the type and impacts of any climate change, and the response of different species and habitats. Therefore, the emphasis needs to be on protecting opportunities as well as specific habitats.
- 13.16 This would all point towards a policy approach that seeks to protect existing habitats, in particular avoiding their fragmentation, and introducing new habitats and connections between habitats wherever possible. The Greater Manchester Ecological Framework project has also identified the presence of a high proportion of private garden space as being of high importance for biodiversity. Habitat creation should be focused where there are the greatest concentrations of existing semi-natural habitats (although this is dependant in some degree on the availability of open land and suitable soils), in order to maximise the ability of the various habitats to adapt to the changing climate. There may also be significant potential to alter the management of existing open spaces, such as parks and agricultural land, in order to introduce more semi-natural habitats, aiming for UK/English and Greater Manchester priority habitats wherever possible. In addition, other more innovative approaches (such as green roofs/walls, wildlife friendly landscaping) may be appropriate in urban areas with little existing semi natural habitats and little space.

Mosslands

- 13.17 Guidance both in terms of general biodiversity, and mitigating the impacts of climate change, point towards a need to protect the best habitats within Salford (and those in adjoining areas that could be affected by activity within the city), as described above in terms of the UK/English and Greater Manchester priority habitats, the Sites of Biological Importance, and the Local Nature Reserves.
- 13.18 However, the evidence relating to the potential impacts of climate change on peatlands would suggest that particularly strong protection needs to be given to peat based habitats such as lowland raised bog (known locally as mosslands). Given the increased risks to peatland elsewhere in the country, and the very significant levels of carbon that are locked into such habitats, this would indicate that an extremely high priority should be given to protecting peatlands from further decomposition and, wherever possible, encouraging their restoration to help lock in additional carbon. This includes the establishment of buffer zones around the most important areas in order to protect their hydrology and to reduce the potential for them to dry out.
- 13.19 Research indicates that bogs drying out in summer can be liable to invasion by trees, which can accelerate water loss through transpiration and therefore the drying out of the bog surface (p.22). This has already been seen in parts of Chat Moss with the expansion of birch scrubland. As a result:
- ”The implication for the conservation of such mires is that increasing amounts of winter water may have to be stored to ensure that the water needs of the fen or bog can be met through the summer months” (p.22).
- 13.20 This has important implications for the future agricultural use of parts of Chat Moss:
- “Maintenance of wet peatlands within agricultural landscapes is a goal of agri-environment schemes, justified in terms both of inherent biodiversity and reduction of emissions. Schemes promoting raised water levels in peatlands, mires and bogs are expected to have this benefit, although recent research indicates that current prescriptions are insufficient to completely prevent continued carbon loss” (p.77).
- 13.21 In July 2008, there were indications that funding could be made available to landowners who retain natural carbon storage areas, and peat bogs were specifically given as an example of this¹⁹⁷.

¹⁹⁷ “Audit investigates funding for natural resource preservation” – Domenic Donatantonio (Planning, 25 July 2008), p.5

- 13.22 Policy EN11 of Salford's UDP seeks to protect and restore lowland raised bog within the city, and in particular identifies a Mossland Heartland where restoration activity will be focused.
- 13.23 In February 2007, a study¹⁹⁸ was produced on the wider mosslands area extending into Wigan and Warrington, and this proposed a similar approach to the UDP with the identification of a 'biodiversity zone'. It states that: "The primary purpose of this zone is to enable the long-term protection and enhancement of the remnant mosslands which are designated for their international, national and local biodiversity value" (p.10). It explains that: "The extent of the biodiversity zone [proposed in the report] is loosely based on the areas of land where existing and potential nature reserve, heritage and cultural legacy functions are concentrated and it would deliver these functions in addition to providing opportunities for public enjoyment and recreation" (p.11).
- 13.24 In terms of delivering this proposal, the study states that: "The establishment of a biodiversity zone could be delivered through an integrated area wide Environmental Stewardship Scheme covering the whole of the Mosslands project area. This scheme could link farms/land across the project area enabling the more intensive farming of the proposed agricultural zones to be offset by the creation of new areas of nature conservation, education and passive recreation linking the remaining designated sites within the biodiversity zone. Such a scheme may require the input of additional resources e.g. funding, manpower and local support" (p.11).
- 13.25 The study also proposes a 'hydrological management zone', explaining that: "The primary purpose of this zone is to protect and enhance the biodiversity zone. Within this zone, land management agreements could be sought to ensure that drainage and land are managed in ways which will not harm the biodiversity value of the remnant mosslands and which will facilitate their management. The exact width of the zone will vary around the perimeter of the biodiversity zone according to local conditions e.g. peat characteristics, drainage network and topography" (p.10).
- 13.26 It is therefore considered that the concept of a Mossland Heartland continues to be relevant, and the aforementioned study indicates that a larger area than is currently shown on the UDP Proposals Map should be identified. This would complement the Astley and Bedford Mosses part of the existing Manchester Mosses Special Area of Conservation in Wigan, and would be focused around the main restoration opportunities that are currently being taken forward. Two options are being considered, and they are outlined in the Chat Moss section of the Issues and Options Report and discussed in the previous chapter of this report. In order to ensure that the hydrology of the Mossland

¹⁹⁸ "The Mossland Project – The Vision: Final Draft Vision" – Maslen Environment Ltd (February 2007)

Heartland is protected, it is also considered important to take forward the concept of a 'buffer zone'.

Glaze Brook

- 13.27 The DEFRA guidance on helping biodiversity adapt to climate change¹⁹⁹ advocates making space for the natural development of rivers. The incised topography and significant engineering of the River Irwell within Salford, with significant areas of development around its lower reaches, means that the potential for allowing its natural development in order to promote biodiversity is extremely limited. Future responses to flood risk and climate change in this valley are therefore likely to be focused again on engineered solutions, although this may still provide opportunities for biodiversity enhancement.
- 13.28 However, there may be more potential around some other watercourses within Salford, particularly the Glaze Brook on the city's western boundary, where a greater emphasis on natural development could allow the evolution of additional wetland habitats.
- 13.29 The 'integrated vision' proposed in the mosslands study referred to above includes a proposal to: "Engage the Environment Agency in remodelling Glaze Brook to create a more natural, responsive environment and a linear access/leisure zone. The zone could include seasonal water meadows, reedbeds and willow planting to increase biodiversity and amenity value as part of a Mosslands Integrated Environmental Stewardship Scheme" (p.19). This might also be expected to reduce flood risk associated with the Glaze Brook.
- 13.30 As a result, the Core Strategy Issues and Options Report encourages the natural development of the Glaze Brook, including the establishment of associated wetland habitats.

Biodiversity resources

- 13.31 It will be important for the Core Strategy to identify the other key elements of the city's biodiversity resources, and to support their protection, enhancement, management and expansion. The discussion above identifies the need to maximise linkages between different habitats to promote the movement of species and increase resilience to climate change, and this is part of the concept of developing an integrated network of open spaces across the city as explained in Chapter 11 of this report above.
- 13.32 The important biodiversity resources are not just limited to sites designated at the national or local level, but also include a wide range

¹⁹⁹ "Conserving biodiversity in a changing climate: guidance on building capacity to adapt" – DEFRA on behalf of the UK Biodiversity Partnership (May 2007)

of other habitats and features. Consequently, the Core Strategy Issues and Options lists the following biodiversity resources in this regard:

- The proposed Site of Special Scientific Interest within part of Botany Bay Woods
- Sites of Biological Importance designated against objective criteria at the local level
- Ancient woodland at Clifton Country Park
- Local Nature Reserves
- Open land managed to provide strategic and local semi-natural greenspaces and other priority habitats
- Other sites that support protected and/or priority species
- A series of ‘green streets’, ‘green roofs’ and ‘green walls’ throughout the city
- The city’s waterways

Approach to new development

13.33 If the “step change” in the region’s biodiversity resources is to be achieved in accordance with RSS Policy EM1(B), then every development will need to make a positive contribution. This not only means that individual developments will need to avoid damaging/reducing habitats wherever possible, making appropriate compensatory provision on and/or off site, but also that all opportunities will need to be taken to integrate habitats into those developments for example through green roofs, bat boxes, and soft landscaping.

13.34 In order to provide a good distribution of habitats across the city, that supports adaptation to climate change, the integrated network of open spaces, and public access to nature conservation, it is considered that the presumption should be that the biodiversity enhancements should be on-site wherever practicable. Where this is not possible, any off-site improvements should focus on priority habitats elsewhere in the city in order to maximise the benefits of any interventions and to support agreed biodiversity priorities at various levels (e.g. in the EU Habitats Directive, the UK Biodiversity Action Plan, and the Greater Manchester Biodiversity Action Plan).

13.35 There is potentially significant scope for debate as to whether a proposal increases biodiversity resources overall, particularly where it may involve replacing one on-site habitat with a different type of habitat off-site. As a result, it is important that the Core Strategy identifies the criteria that will be used to judge whether there has been an enhancement or not, and these principles should be used by developers during the design process and when identifying the form of any mitigation. The following criteria are therefore proposed:

- The type of habitat
- The overall area and quality of habitats
- The degree of priority given to those habitats
- The level of integration with the wider habitat network (or ecological framework)

- The adaptability of the habitats to climate change
- The ability of the habitats to support priority/protected species
- The extent to which the biodiversity proposals set out in the Core Strategy would be actively supported

14. FLOOD RISK

Background

- 14.1 Map 1 of Salford's Flood Risk Planning Guidance²⁰⁰ shows the areas of Salford at risk of flooding, as identified on the Environment Agency's indicative flood plain maps. It can be seen that several parts of the city are at risk, particularly around certain stretches of the River Irwell.
- 14.2 The Planning Guidance sets out the history of flooding in the city, and the scale of existing flood risk. In terms of the latter, key points include:
- Approximately 10,200 properties across Salford are subject to a high risk of river flooding
 - Around 6,650 of these properties are located in the floodplain of the River Irwell in Lower Kersal, Charlestown and Lower Broughton
 - The other properties are at risk from Worsley Brook (affecting parts of Walkden, Winton and Worsley), Salteye Brook (affecting parts of Peel Green and Barton), Platt's Brook and the River Irwell Old Course (affecting parts of Irlam), Glaze Brook (affecting parts of Cadishead), and Shaw Brook (affecting the area north of Worsley Moss)
- 14.3 A strategic flood risk assessment (SFRA) for Salford was completed in December 2005, and informed the production of the Planning Guidance. It provides an assessment of flood zones across Salford, and a detailed assessment of flood risk from the River Irwell, the key conclusions of which are set out below. Further flood risk work is currently being undertaken as part of a wider Greater Manchester commission.
- 14.4 The table below, based on the SFRA, indicates the maximum depths of flooding associated with the River Irwell in a severe event.

Area	Depth of flooding	
	1 in 100 year event	1 in 1,000 year event
Lower Kersal	0.5 metres	3 metres
Charlestown	0.5 metres	2 metres
Lower Broughton	2 metres	3.5 metres

- 14.5 This indicates the importance of flood risk as an issue in Salford. In terms of Lower Broughton, the depth of flooding would be greatest in parts of the Cambridge Industrial Estate.
- 14.6 At present, the city council does not have a detailed understanding of the flood risk from other watercourses, and the only information

²⁰⁰ "Salford City Council Planning Guidance: Flood Risk and Development" – Salford City Council (July 2008)

available is the Environment Agency's indicative floodplain maps. It is anticipated that more detailed information will become available through the ongoing Greater Manchester strategic flood risk assessment work and follow-up studies on individual watercourses such as the Manchester Ship Canal, the stretches of the River Irwell below Lower Broughton (Grey Irwell), and Worsley Brook.

- 14.7 It is anticipated that climate change will result in wetter winters and drier summers, with an increased frequency of heavy downfalls. These conditions are likely to increase the risk of flooding, with the water levels in a 1 in 100 year flood event increasing by 0.3m at Adelphi Weir and 0.9 metres upstream of Littleton Road Bridge²⁰¹, and therefore the depth and extent of any flooding would be expected to increase. Higher intensity rainfall events would also increase the risk and frequency of surface water run-off and sewer flooding.
- 14.8 The River Irwell Flood Control Scheme protects Lower Kersal, Charlestown and Lower Broughton from flooding from the River Irwell to a 1:75 year standard (making some allowance for climate change). The scheme consists of floodwalls, embankments, and a flood storage basin operated and maintained by the Environment Agency (which consists of Littleton Road playing fields and has a capacity of 65,000m³). There are no flood defences along the other watercourses in Salford.

River Irwell

- 14.9 Given the scale and severity of flood risk associated with the River Irwell, it is considered essential that Salford's Core Strategy includes a comprehensive range of proposals to minimise the potential impacts on people and property.

Integrated catchment management

- 14.10 In May 2008, the Environment Agency published the River Irwell Catchment Flood Management Plan (consultation draft report). This aims to provide the preferred flood risk management plan for the next 50-100 years (p.10).
- 14.11 The catchment extends beyond simply the River Irwell, and also includes key tributaries such as the Roch, Croal, Medlock and Irk, all of which drain into the Manchester Ship Canal. The largest single risk within the catchment is in Salford (p.63). The plan explains that:

“The lower catchment receives the highest volumes of flows, as most of the various tributaries of the Irwell have merged or are merging together by this point. The topography is the lowest, and is also the

²⁰¹ “River Irwell Catchment Flood Management Plan” – Environment Agency (December 2006)

most extensively urbanised area of the catchment, with the cities of Manchester and Salford located here.

At Salford, the River Irwell has a large floodplain containing densely populated areas. Flooding is caused by widespread heavy rain and/or prolonged periods of wet weather throughout the catchment. The effects of these are twofold: firstly, dangerously fast flowing water and, secondly, large areas of ponded water up to 2 metres deep. Typically, it takes 5.5 hours for the flows in the rivers to reach their peak” (p.71).

- 14.12 This highlights the importance of managing flood risk at the catchment level rather than just looking at Salford in isolation, as developments and land use changes upstream could significantly increase flood risk in Salford for example if they increase the quantity and speed of surface water runoff. Equally, measures to reduce runoff upstream could help to minimise flood risk in Salford. As a result, the need for integrated management of the catchment is highlighted within the Core Strategy Issues and Options Report, and the city council will seek to influence activities outside the city in order to help minimise flood risk within it.

Castle Irwell flood storage basin

- 14.13 UDP Policy EN20 allocates a site at Castle Irwell for a second flood storage basin in order to bring the flood defences in this part of the city up to a 1 in 100 year standard. This is considered important to supporting the successful regeneration of Broughton, Charlestown and Lower Kersal. At present the Government has not committed funding to the implementation of this second basin, but the city council is working with the Environment Agency to deliver this key project and the New Growth Point bid could possibly support it.

Other flood storage

- 14.14 As a minimum, it is important that new development does not result in an increase in flood risk. For some development to be acceptable in terms of the flood risk it would itself be subject to, it may be necessary to raise ground levels to enable floor levels to be set above flood levels. However, the raising of land in one location in the indicative floodplain is likely to require the lowering of land elsewhere within that area in order to maintain its overall flood storage capacity and therefore not result in an increased flood risk.
- 14.15 There would also be benefit in planning for additional flood storage capacity within Salford, not only in terms of the second flood storage basin but also the provision of additional open space that can act as temporary flood water storage in the event of a flood. This may be necessary in order to enable development proposals elsewhere to proceed, where they would require land raising in order to minimise their susceptibility to flood risk, so as to maintain the overall flood storage capacity of the area. The most appropriate location for such open space would appear to be the Cambridge Industrial Estate, given

that flood waters naturally move in this direction, it is the area that would be subject to the deepest water in the event of a flood (therefore acting as a severe constraint on any new development in that location), and its close proximity to the planned open space around Grosvenor Park in Lower Broughton which would have a similar function. This could allow a major corridor of greenspace to be provided through the centre of the Lower Broughton, arcing from the Springfield Lane footbridge in the south-east of the area, through Grosvenor Park and the open space at Heath Avenue/Orion Place, and through to Peel Park, providing broader recreational, environmental and biodiversity benefits and linking in to the proposed Irwell City Park.

- 14.16 It would also seem appropriate to provide other flood storage areas as the opportunity arises. The other main opportunity at present would appear to be part of the vacant site on Kersal Way, which is identified for residential development in the Charlestown and Lower Kersal Development Framework but could be more appropriate as open space that doubles up as a flood storage area, enabling sites elsewhere in the area that would be impacted less by a flood event to be developed.
- 14.17 In order to maximise the benefits of the second flood storage basin at Castle Irwell and the flood storage potential of open space at Kersal Way, it may be appropriate to provide a 'flood flow route' between Kersal Way and the existing flood basin at Littleton Road, ideally utilising the existing roads. This would help to minimise the potential impacts of flood waters on surrounding properties, enabling the waters to reach the storage areas more effectively.

Location of new development

- 14.18 One option would be to take a very strict approach to the location of new development, minimising as far as possible the amount that takes place in areas at risk of flooding. However, in many ways this would be self-defeating. The ongoing regeneration in areas such as Lower Broughton is actually reducing the number of households that would be severely affected by a flood event, by replacing some of the existing dwellings with new homes that are designed to minimise the impacts of flooding, for example because of raised floor levels and the use of flood resilient and flood proofing construction materials.
- 14.19 New development is also key to the regeneration of what are relatively deprived areas, and without such development the future of those communities would be negatively affected. Significant restrictions could also compromise the achievement of the RSS policies and objectives relating to regenerating the inner areas of the Manchester City Region, and would lead to the need for more radical options relating to delivering new housing, for example in terms of the amount of employment land and greenfield land required for residential development. Therefore, a blanket restriction on new development in flood risk areas is not considered to be an appropriate option for consideration.

- 14.20 For similar reasons, it is not considered appropriate for new development to be restricted until the existing flood defences are improved to at least a 1 in 100 year level. Provided new development is designed so that the impacts of a 1 in 100 year flood event and 1 in 1,000 year flood event on it are acceptable then the benefits of any restrictions are very limited. Improved flood defences remain important as flood events would still cause disruption to local communities, but this is particularly the case for older dwellings that have not been 'flood proofed' or made flood resilient, and therefore that could be severely adversely affected by a major flood event.
- 14.21 Consequently, the only reasonable option is considered to be to continue to permit new development in areas at risk of flooding, such as Charlestown, Lower Kersal and Lower Broughton, provided that it meets certain standards in terms of design and passes the Sequential Test in PPS25 where applicable.

Development within flood risk areas

- 14.22 As discussed above, it is considered essential that new development maintains and, where possible, increases the flood risk capacity of the area. This is therefore identified as a key principle in the Core Strategy Issues and Options Report.
- 14.23 Annex D of PPS25 identifies a series of 'highly vulnerable' uses that should not be located within the indicative flood plain. There are some existing such uses in Salford's indicative flood plain, such as the Fairways site for travelling showpeople at Clarence Street in Broughton. It will be important to seek opportunities to relocate such uses to sites outside the flood risk area wherever possible.

Minimising the risk of flooding

Sewer and surface water drainage flooding

- 14.24 United Utilities is responsible for the maintenance and operation of the sewer network in Salford, with the city council responsible for highway drainage. The sewer network typically comprises surface water sewers, foul sewers, combined sewers, trunk sewers, sewerage pumping stations, and sewage treatment works.
- 14.25 It is estimated that there are approximately 1,000 properties across the city that are affected by sewer and surface water drainage flooding, the cause of which is normally rapid runoff after heavy rainfall in the summer months. Parts of Broughton Park, Ellesmere Park, Swinton, Boothstown, Walkden and Little Hulton have the highest risk of this type of flooding. In addition, the sewer system servicing Lower Broughton is dependent upon combined sewer overflows that

discharge into the River Irwell, but which can back up when river water levels are high.

- 14.26 It will therefore be important for the city council and developers to work with United Utilities to improve sewer/drainage infrastructure, although at this time it is unclear as to precisely what measures may be required.

New developments

- 14.27 The scale of flood risk within the city, associated both with watercourses and sewers, means that it is vital that new developments do not increase the risk of flooding and where possible reduce it. The Core Strategy Issues and Options Report therefore highlights a number of measures that should be considered in order to minimise the speed and volume of surface water run-off, such as sustainable drainage schemes, permeable surfaces, and attenuation measures. The most effective mechanism(s) will vary from development to development, but it may be possible to meet other objectives such as increasing biodiversity resources at the same time.
- 14.28 In locations where there is a significant risk of sewer flooding, it will be important to ensure that there is no net increase in the impact on sewers so as to avoid worsening the situation. This may require measures such as holding tanks.

Minimising the impact of flooding

Flood flow routes

- 14.29 Flood flow routes perform the important function of conveying floodwater away from rivers to land at lower elevations in the floodplain, and can help to direct water away from more vulnerable uses thereby minimising the impacts of flood events. Salford's SFRA specifically identifies Lower Broughton Road, Great Clowes Street and Clarence Street in Lower Broughton as flood flow routes. It also identifies more general directions of floodwater flow along the road network in Lower Broughton, Charlestown and Lower Kersal if the flood defences were breached or overtopped. As discussed above, specific reference is made in the Core Strategy Issues and Options Report to the route through Lower Kersal between the existing and proposed flood storage areas.
- 14.30 The SFRA makes a series of recommendations as to how the flood flow routes could be enhanced to reduce flood risk, including reprofiling the road network and adjacent land in Charlestown so that floodwater is diverted away from areas vulnerable to flooding (e.g. housing) towards less vulnerable areas (e.g. David Lewis Recreation Ground). It is anticipated that the Greater Manchester strategic flood risk assessment work will identify flood flow routes for other watercourses in Salford.

- 14.31 The Core Strategy Issues and Options Report therefore highlights the need to identify and protect flood flow routes, and to secure improvements to their functionality, so as to ensure the safe passage of flood water. This process could be coordinated through area-based regeneration strategies and masterplans, the Allocations Development Plan Document, and/or a supplementary planning document on flood risk.
- 14.32 The Flood Risk Planning Guidance includes several policies that seek to ensure, where developments are located within the indicative floodplain, that the impacts of any flood event on such developments are minimised. A key example of this is raising the floor levels of habitable rooms to above the 1 in 100 year flood event level, with that level calculated allowing for the impacts of climate change. This principle is carried forward into the Core Strategy Issues and Options Report.

Warning and evacuation

- 14.33 In the event of a flood, it will be vital that there are clear and safe egress routes for occupants of developments in the areas affected, as well as access routes for the emergency services. This will need to be accompanied by a coordinated approach to warning and evacuation procedures, and new developments in areas at risk will need to contribute to this.

Improving existing homes

- 14.34 The Core Strategy Issues and Options Report also highlights that one of the ways of minimising the impact of flooding is by making existing homes more resilient to flood events. The major investment in council housing as part of the Decent Homes process provides a significant opportunity in this regard. However, the careful design of home improvements by individual households can also support this.

15. WASTE

Sub-regional approach

- 15.1 In July 2005, the ten Greater Manchester local planning authorities agreed to jointly produce a Greater Manchester Joint Waste Development Plan Document (JWDPD). It is anticipated that the JWDPD will provide both an overarching planning strategy for waste management in the conurbation, as well as related development control policies and site-specific allocations, covering all forms of waste (i.e. municipal, commercial and industrial, construction and demolition, agricultural, mines and quarries, hazardous, and radioactive wastes).
- 15.2 Salford's latest Local Development Scheme²⁰² explains that:
- “Work on the JWDPD commenced in September 2006 following the establishment of a Joint Committee to oversee the preparation of the plan. In January 2007, the Joint Committee decided that the Issues and Options stage of plan preparation should be split into two separate stages. This was to allow for further evidence to be developed to support the identification of need for new waste management capacity for Greater Manchester.
- The JWDPD Stage One Issues and Options Report was issued for public consultation from the 14th May to the 22nd June 2007. The responses from this consultation are currently being used to help develop Stage 2” (p.19).
- 15.3 That Stage 2 consultation has now commenced. The timetable for the JWDPD currently included in the Local Development Scheme will need to be updated in light of the extended issues and options stage, and it is anticipated that this will push adoption of the document back to 2011.
- 15.4 This places the production of the JWDPD on a similar timescale to the Core Strategy. Given that the JWDPD will deal with both strategic, site specific and development control issues, it is considered that it would be inappropriate to seek to provide any detailed advice on waste issues in Salford's Core Strategy. This would only serve to confuse people.
- 15.5 However, a reference to the overall approach to locating waste management developments is considered helpful, given the relationship with the employment proposals in the Core Strategy. As a result, the Issues and Options Report explains that the overall approach will be to focus waste uses within existing employment areas, targeting them particularly at areas that are marginal for mainstream employment uses where waste management activity would not create

²⁰² “Salford City Council Local Development Scheme: 2008/9-2010/11” – Salford City Council (September 2008)

amenity issues or reduce investment by others. This would help to ensure that there are sufficient sites within the city for a use that can be difficult to accommodate, but that this is not at the expense of either investment by other businesses or the quality of life or the environment within the city.

16. MINERALS

Background

- 16.1 The approach in government guidance (MPS1²⁰³) is essentially one of securing adequate and steady supplies of minerals to meet the needs of society and the economy, but seeking to minimise the requirement for new primary resource extraction where possible through recycling and the use of secondary resources. The safeguarding of mineral resources as far as possible is also important, given that minerals can only be worked where they naturally occur (paragraphs 1 and 9).

Coal

- 16.2 In July 2006, coal recovery work commenced at Cutacre, which is located primarily in Bolton but is also partly in Salford (to the west of Little Hulton, including part of the Green Belt) and Wigan. The work will last for up to four years and includes the recovery of coal from eight excavation areas and the colliery spoil tip, which would be removed. The site will be restored to open pasture, landscaped amenity woodland, and an industrial estate platform, with additional rights of way provided²⁰⁴. As is discussed elsewhere in this report, there is the potential for employment development on part of the site within Salford.
- 16.3 Salford has a long history of coal mining, which has strongly influenced its development, for example providing the reason for the construction of the Bridgewater Canal and around 69km of underground canals. At the current time there is no evidence of demand for further coal extraction in Salford in the foreseeable future, although the Coal Authority has indicated that the northern parts of the city theoretically have the potential for surface coal extraction. However, attitudes towards coal as an energy source are changing, particularly with cleaner coal technologies and issues of price and security of supply in relation to oil and gas, and therefore the issue needs to be kept under review.

Aggregates

- 16.4 MPS1 states that local development documents should make provision for the sub-regional apportionment for land-won aggregates in the approved RSS, in the form of specific sites, preferred areas and/or areas of search (Annex 1, paragraphs 3.6 and 3.7).

²⁰³ "Minerals Planning Statement 1: Planning and Minerals" – Department for Communities and Local Government (November 2006)

²⁰⁴ <http://www.salford.gov.uk/living/planning/planninglist/cutacre.htm> - visited 22 October 2007

- 16.5 The RSS identifies a sub-regional apportionment for Merseyside, Greater Manchester, Halton and Warrington for the period 2001-2016 of 4.1 million tonnes of sand and gravel and 26 million tonnes of crushed rock (Table 9.2, p.104). The North West Regional Aggregates Working Party Annual Report 2006²⁰⁵ provides the following information for Greater Manchester, Merseyside, Warrington and Halton:

	Reserves permitted @ 31/12/05 (Mt)	Annual average apportionment (Mt/pa)	Landbank @ 31/12/05 (years)
Crushed rock	23.69	1.65	14.36
Sand and gravel	8.91	0.26	34.3

Note: Apportionment figures exclude Warrington and Halton.

- 16.6 The sub-regional situation can therefore be seen to be very positive, with a healthy landbank for both types of aggregate, well above the seven year minimum.
- 16.7 In October 2005, a major proposal for the extraction and processing of sand and gravel (together with the continued extraction of peat) was granted planning permission by Salford City Council and Wigan MBC (known as Astley Moss East, and covering 77.46 hectares of the site is in Salford, and 19.69 hectares in Wigan). The planning application form proposed the extraction of 2.9 million tonnes of saleable sand and gravel over an 18 year period, equating to an average of around 160,000 tonnes per annum (the application form envisaged this taking place over the period 2003-2021, but the time taken for the scheme to be approved means that extraction would continue beyond that period, up to the end of 2022 under condition 36 of the permission).
- 16.8 The RSS sub-regional apportionment for the period 2001-2016 equates to around 270,000 tonnes per annum (identified as 260,000 tonnes in the NWRAP report), and therefore this single permission that falls partly within Salford is able to provide more than half of the sub-regional requirement over a large part of the Core Strategy period. It could be argued that the city is therefore already playing a full role in providing for the sub-region's aggregate needs.
- 16.9 The currently identified sand and gravel within Chat Moss lies under a layer of peat, and therefore can only be worked following the removal of that peat. As explained elsewhere in this report, peat can be a very important carbon sink dependant on its condition, particularly in temperate areas, and its degradation and extraction can result in major releases of carbon dioxide. Therefore, all other things being equal, the environmental implications of sand and gravel extraction in Chat Moss

²⁰⁵ "North West Regional Aggregates Working Party Annual Report 2006" - North West Regional Aggregates Working Party (December 2006)

are likely to be greater than elsewhere, in terms of the contribution to greenhouse gas emissions and future climate change.

Peat

- 16.10 The Astley Moss East planning permission referred to above also approves the continued extraction of peat up to the end of 2016. The planning application form indicated that this would be at a rate of 50,000 tonnes per annum, equating to 50,000 cubic metres over the period of the permission.
- 16.11 In addition to this, there are three other active peat extraction sites in Salford:
- Little Woollen Moss (105.88 hectares), which has planning permission for extraction until the start of 2042 with restoration to agricultural use
 - Cadishead Moss (8.29 hectares, adjoining Little Woollen Moss), which also has permission for extraction until the start of 2042 with restoration to agricultural use
 - Twelve Yards Road (75.94 hectares in Salford, and 22.75 hectares in Wigan), which has permission for extraction until the end of 2010 with restoration to amenity use
- 16.12 The RSS Panel Report concluded that “we do not think it likely that there will be significant pressure to obtain planning permission to exploit additional peat resources during the currency of the RSS. There is clearly time in which to develop substitute materials” (paragraph 8.59). Given the climate change, biodiversity and soil quality issues relating to the loss of peat discussed elsewhere in this report (e.g. with peat acting as a major carbon sink), it would not therefore seem appropriate for the Core Strategy to support any further peat extraction within Salford.

Chat Moss

- 16.13 Given the healthy position of the sub-regional aggregates landbank, the scale of provision already being made towards sand, gravel and peat supply by mineral extraction within Salford, and the environmental implications of any additional contribution particularly in terms of climate change, it is proposed that the Core Strategy should specifically include a presumption against any further sand, gravel or peat extraction within Chat Moss beyond the implementation of the existing planning permissions. This would in particular help to support climate change and biodiversity objectives, directing minerals extraction activity to locations where it would not have the same impacts in terms of affecting a major carbon sink and the restoration potential of an important habitat.

- 16.14 It is therefore considered that further minerals extraction should only be considered at Chat Moss if there are no alternative sources that would have a lesser adverse impact in relation to the achievement of climate change and biodiversity objectives.

General approach on minerals issues

- 16.15 It is considered that most minerals issues are most effectively dealt with at the sub-regional level, and it is anticipated that a joint Minerals Development Plan Document will be produced for Greater Manchester in the future. This is considered to be the appropriate vehicle for addressing other strategic minerals issues such as Minerals Safeguarding Areas.
- 16.16 Policy EM9 of the RSS states that the Regional Planning Body, the Regional Aggregates Working Party, and minerals and waste planning authorities will work with the construction industry to achieve a target of 20% of construction aggregates to be from secondary or recycled sources by 2010 and 25% by 2021, and they will encourage local authorities and developers to incorporate temporary materials-recycling facilities on the sites of major demolition or construction projects.
- 16.17 There are currently eleven processing depots in Salford that handle or manage minerals products, three of which are known to deal with construction and demolition waste. Ten of these are located in Central Salford (the other being in Irlam/Cadishead). It would not be appropriate for the Core Strategy to seek to allocate sites for secondary/recycled aggregate management, but it may be appropriate for this to be done through the proposed Allocations Development Plan Document.

17. STRATEGIC SITES

Background

- 17.1 Government guidance in PPS12²⁰⁶ states that: “Core strategies may allocate strategic sites for development. These should be those sites considered central to achievement of the strategy” (paragraph 4.6).
- 17.2 There are a significant number of proposals discussed above that are considered to be of strategic importance. However, many of them are more appropriate for showing on a Key Diagram in broad terms rather than on the Proposals Map as would need to be the case with strategic sites. Where appropriate, the detailed boundaries of such proposals would be agreed through the Allocations Development Plan Documents.
- 17.3 It is considered that there is sufficient information in terms of boundaries and the detail of proposals to potentially identify four strategic sites in the Core Strategy, although one of these is not included within Option 1. These are discussed in turn below.

Quays Point

- 17.4 In October 2006, outline planning permission (reference 06/53168/OUT) was granted for a major mixed-use development at Quays Point consisting of the following:
- 119,120m² of B1 business space
 - 23,225m² of studios/production space
 - 4,280m² of live/work units
 - 2,249 residential units
 - 2,415m² of retail
 - 3,176m² of leisure
 - 300 bedroom hotel
 - A piazza approximately twice the site of Trafalgar Square
- 17.5 In April 2007, the reserved matters were approved for three buildings consisting of (reference 07/54178/REM):
- Building A – 176 residential units, 14,325m² of offices and 650m² of retail
 - Building B – 195 residential units, 11,770m² of offices and 600m² of retail
 - Building C – 19,130m² of offices and studios

²⁰⁶ “Planning Policy Statement 12: Local Spatial Planning” – Department for Communities and Local Government (2008)

- 17.6 Construction of part of this development is underway, including the offices and production space for the BBC.
- 17.7 In October 2007, full planning permission was granted for an extension to the existing Metrolink line between Harbour City and Broadway to a new stop in the Quays Point plaza (reference 07/55224/FUL).
- 17.8 In February 2008, full planning permission was granted for a 2,116 space multi-storey car park, plant and support facilities for MediaCityUK, and retail, commercial and leisure units (use classes A1, A2, A3, A4, A5 and D2) at ground floor level (reference 07/55626/FUL). The reserved matters for part of the outline site were also granted for the following (07/55650/REM):
- 168 residential units
 - 3,252m² of offices
 - 24,233m² of studios
 - 11,170m² of hotel
- 17.9 In September 2008, a full planning application for the following was submitted (reference 08/56940/FUL):
- 9,365m² of university accommodation
 - 4,159m² of offices
 - 2,194m² of food and drink (use classes A3, A4 and A5)
- 17.10 In October 2008, a full application was submitted for the erection of a new pedestrian footbridge with ancillary works spanning from Dock 9 at Salford Quays across the Manchester Ship Canal to Trafford Wharf Road in Trafford (reference 08/57059/FUL).
- 17.11 These permissions/proposals are broadly carried forward into the proposed strategic site allocation in the Issues and Options Report. The broad design principle that the scale of development should generally be lower and more 'human' around the piazza, agreed through the masterplanning process for the site, is also referred to in the Issues and Options Report.
- 17.12 A slightly higher level of residential accommodation has been indicated as appropriate (2,500 dwellings rather than the 2,249 apartments in the outline permission) to enable some flexibility in terms of implementation. Also, as discussed above in Chapter 6 of this report, it is considered essential that a successful local or district centre is created around the ends of Piers 8 and 9, and the Quays Point site is seen as having a key role to play in this. As a result, approximately double the amount of retail and leisure floorspace approved in the outline permission would be considered acceptable, although further work on retail capacity is required in this regard.

Exchange Greengate

- 17.13 In February 2005, full planning permission was granted on land bounded by Viaduct Street, King Street, Queen Street and Blackfriars Road for 12 blocks consisting of 578 apartments and 2,295m² of retail and office floorspace (use classes A1, A2 and B1) (reference 04/49291/FUL). This development is partly completed.
- 17.14 In September 2006, an outline planning application was submitted on land bounded by Trinity Way, Queen Street, Collier Street and Gravel Lane for four residential buildings of 4-22 storeys (providing approximately 650 apartments), with A1, A2, A3, A4 and B1 retail/office floorspace on the lower three floors of which no more than 2,499m² would be A1 retail (reference 06/53595/OUT). The application is deferred pending a legal agreement.
- 17.15 In October 2006, an outline planning application was submitted on land bounded by the River Irwell, Chapel Street, Blackfriars Road and the railway line (what was formerly Exchange Station) for the following (06/53596/OUT – currently deferred pending a legal agreement):
- Six residential blocks
 - Three B1 office blocks
 - A hotel/residential block
 - A1, A2, A3, A4 and B1 retail/commercial floorspace on the lower two floors, of which no more than 2,499m² would be A1 retail
 - Providing around 650 apartments in total
- 17.16 In June 2007, planning permission was granted for three new public urban spaces and other features (reference 06/53597/FUL) consisting of:
- A water-based square fronting the River Irwell (known as the Urban Cove)
 - An enlarged pedestrian route along Greengate (known as the Greengate Link)
 - A new city square to the north of the railway viaduct (known as the new Greengate Square)
 - A new pedestrian bridge the River Irwell to Victoria Street
 - A new market cross, exchange monument and single storey pavilion building
- 17.17 In December 2007, full planning permission was granted on land bounded by New Bridge Street, Greengate and the River Irwell for the following (reference 07/54018/FUL):
- 403 apartments
 - 230 bedroom hotel
 - 8,019m² of restaurant, offices, retail and ancillary uses
- 17.18 In February 2008, outline planning permission was granted on land between Greengate and Trinity Way for 189 residential units and 814m² of A1, A2, A3 and B1 retail/office uses (reference 06/53244/OUT).

- 17.19 There have also been a number of other small applications and permissions, together with some early completions such as the 256 apartment Abito development on Greengate.
- 17.20 Overall, the Exchange Greengate Planning Guidance²⁰⁷ envisages around 2,600 new homes (paragraph 6.6), 1 million ft² of commercial development (paragraph 6.7) and “a sensitive mix of smaller scale leisure and retail opportunities which is consistent with the role of other similar parts of the city centre” (paragraph 6.8). The guidance also indicates that the northern and eastern edges of the site are appropriate for tall buildings, typically up to around 20 storeys but potentially up to 40 (Plan 10.5, p.31).
- 17.21 It is considered that the broad principles set out in the planning guidance in terms of the scale and form of development remain appropriate, and the above permissions such as the three major urban spaces reflect this. This is therefore carried through into the proposed strategic site allocation.

Barton Strategic Regional Site

- 17.22 UDP Policy E1 allocates 80.9 hectares of land immediately to the east of the M60 motorway between the Manchester Ship Canal and Liverpool Road (A57) for one, or a combination of any two, of the following:
- A mix of light and other general industry, warehouse and distribution, and ancillary offices and other uses
 - A multi-modal freight interchange, incorporating rail and water-based freight-handling facilities, and a rail link to the Manchester-Newton-le-Willows-Liverpool railway line
 - A sports stadium for Salford City Reds with a maximum capacity of 20,000 spectators, and appropriate enabling development
- 17.23 Outline planning permission has since been approved on the eastern part of the site for a 20,000 seat stadium and enabling development including a retail warehouse park.
- 17.24 As discussed in Chapter 5 of this report above, the provision of a multi-modal freight interchange on the rest of the site allocated in the UDP is considered to be the preferred approach, given the benefits this could have in terms of the more sustainable movement of freight as well as supporting the implementation of the proposal in Policy RT8 of the RSS for an inter-modal freight terminal in “South West Greater Manchester (with access to rail and the Manchester Ship Canal)”.

²⁰⁷ “Salford City Council Planning Guidance: The Exchange, Greengate” – Salford City Council (January 2007)

- 17.25 This remaining part of the UDP site forms part of the strategic site identified in the Issues and Options Report. However, it is considered appropriate to extend the strategic site allocation westward so that it includes the remaining land east of the Old River Course of the Irwell. This reflects the economic development opportunities within that area, as well as the fact that part of the land is allocated in the UDP for offices, industry and/or warehousing (Policy E4/9). This additional land could potentially form an extension to the freight uses proposed to the east, or could accommodate general employment development.
- 17.26 As discussed in Chapters 5 and 7 of this Report, and highlighted in the UDP allocations, highway infrastructure investment would be required to deliver this strategic site.

Cutacre, Little Hulton

- 17.27 Chapter 5 of this report explains the proposals related to Cutacre, and the fact that they are only included in Options 2, 3 and 4 for the Core Strategy. Similarly, therefore, the strategic site allocation only appears in those three options.
- 17.28 As part of the wider development proposal for the Cutacre site extending into Bolton, the provision of around 10 hectares of employment land with the remainder being used for a new country park is considered to potentially provide an appropriate balance between competing land use objectives. In order to minimise the amount of traffic passing through Little Hulton and Walkden, and maximise the use of the M61 motorway, the provision of a link road through the site running westwards from Lester Road to the A6 would be required.

18. DEVELOPMENT MANAGEMENT

Overall approach

- 18.1 Government Office for the North West has advised the city council that it should not produce a separate development plan document containing development control/management policies, and that instead such policies should be included in the Core Strategy and supplementary planning documents.
- 18.2 At this stage in the production process of the Core Strategy, the focus is on identifying the key issues and the main options for addressing those issues and realising the proposed vision and strategic objectives. Therefore, little consideration has been given to detailed policy wording at this time, and there are various options for how the final version of the Core Strategy could be written. One approach would be to have integrated spatial and/or thematic policies that deal with both strategic issues and specific development management requirements, or alternatively separate development management policies could be produced.
- 18.3 As a result of the guidance in place at the time, Salford's UDP is written very much as a development control tool, with a large number of criteria-based policies against which planning applications can be judged. There is some duplication of national guidance in the UDP, and also some repetition of criteria across several different policies.
- 18.4 The Government's emphasis on 'spatial planning' suggests that a different approach may be appropriate in the Core Strategy. However, it is still essential that the Core Strategy includes sufficient criteria by which development proposals can be judged, and also provides the appropriate context within which supplementary planning documents can be produced so that they are fully linked back to the Core Strategy. Some of these more detailed development management issues have already been discussed above in relation to particular issues, for example in terms of the options relating to the mix and size of new dwellings in the city (see Chapter 4).
- 18.5 It is considered that it may be appropriate to include one single overarching criteria-based development management policy. There are two main reasons for this:
- To provide a useful checklist for developers and decision-makers, with other parts of the Core Strategy and other documents providing additional information on how the various criteria should be interpreted
 - To provide advice in the development plan that can then be expanded in supplementary planning documents

- 18.6 Government guidance is clear that national and regional policy should not be repeated or restated in development plan documents, as the courts have held that Government statements of planning policy are material considerations and the RSS forms part of the development plan. However, at the present time, it is only possible to produce supplementary planning documents that are linked to policies in local development plan documents. They cannot be produced solely to link back to national guidance or policies in the RSS. Therefore, if the city council wants to produce a supplementary planning document on a particular issue in the future then there needs to be some policy 'hook' in the Core Strategy or another Development Plan Document. Consequently, there is some overlap between the proposed development management policy and national/regional guidance.

Reasoning behind criteria

- 18.7 In terms of neighbourhoods, it is important that all developments contribute to the overall Government objective of delivering sustainable communities. The city council in partnership with local communities and other organisations is seeking to implement major regeneration programmes in many parts of the city, particularly within Central Salford, and it is therefore important that developments are consistent with the overall aim of regeneration rather than potentially compromising it. Where development does take place, the opportunities to benefit the local community should be maximised, to ensure that the development is as sustainable and integrated into the neighbourhood as possible. As discussed in Chapter 3 of this report above, it is important that development activity is coordinated to ensure the best possible outcome, and to avoid one development preventing the successful development of neighbouring sites.
- 18.8 In terms of land use, care needs to be taken to ensure that the balance of uses in individual areas remains appropriate. For example, high concentrations of houses in multiple occupation, hostels, etc, have raised concerns for communities in some parts of the city (see Chapter 4 of this report). Equally, it is important that low-value uses that are required for the successful functioning of an area, such as open space and health facilities, are not forced out by higher value uses such as housing whilst there is still a demand for them. This does not preclude their redevelopment, but rather emphasises the importance of ensuring that alternative facilities are available so that community needs continue to be met.
- 18.9 In terms of accessibility, it will be important to promote social inclusion by ensuring developments can be easily accessed by a range of transport modes and in turn have easy access to other facilities such as shops and community facilities, particularly in the case of housing and employment developments. Reducing travel needs and promoting the use of more sustainable transport modes will help to minimise

greenhouse gas emissions and the business and personal costs associated with congestion. Clustering certain types of uses together, particularly shops and other local facilities, is one important way of helping to minimise the need to travel (see Chapter 6 above). The highway network is fundamental to the successful functioning of the city, and therefore it needs to be ensured that developments do not compromise its various functions.

- 18.10 In terms of design, national guidance is clear that good design is indivisible from good planning, and that good design should contribute positively to making places better for people²⁰⁸. In other words, new development should not just have a neutral impact in design terms, but should actually enhance the local area. There are many aspects to this, such as ensuring that buildings exhibit architectural quality both in terms of their features and materials; securing a positive relationship between public, semi-private and private spaces; minimising any adverse impact of car parking on visual amenity; ensuring that new buildings do not detract from local and strategic views; etc. Design issues are not just important in relation to new buildings, but also alterations to existing buildings, which may for example be in the form of extensions or the addition of other features such as advertisements or telecommunications equipment.
- 18.11 It will be important to control the scale and density of development, not just in terms of protecting the character of existing areas but also to provide a good mix of built forms across the city and to ensure that developments generating the most trips are located in the most accessible locations. It is vital that new buildings are adaptable and durable, reducing the need for major alterations or redevelopment in the future, as this can help to minimise future resource requirements in terms of the expenditure of energy and primary mineral resources associated with major development activity, and in the case of housing reducing the need for people to move out of their existing homes as their circumstances change. Community safety continues to be a very high priority for the city (e.g. ‘a safe city’ is one of the seven themes of the Community Plan, and ‘reducing crime in Salford’ is one of the seven pledges of the city council). Crime-related issues also continue to affect perceptions of the city, despite recent improvements, and therefore it is vital that new developments help to minimise the opportunities for and fear of crime.
- 18.12 In terms of sustainability, it is important that developments minimise their impact on the local and global environments. The city will need to limit its contributions to climate change as much as possible, and new development has an important role to play in this. The scale of development envisaged through the Core Strategy could potentially involve the use of large amounts of primary resources such as

²⁰⁸ “Planning Policy Statement 1: Delivering Sustainable Development” – Office of the Deputy Prime Minister (2005), paragraphs 33-34

minerals, and therefore it will be important to maximise the use of secondary aggregates and other recycled materials wherever possible to reduce the potential impact on the future supply of finite resources and on landscapes associated with their exploitation. It also has to be recognised that renewable resources such as water are finite. Although the overall water requirements of Greater Manchester can be supported with the assistance of the infrastructure proposed in the Core Strategy Issues and Options Report, it will be important to minimise water use as far as possible to ensure that this continues to be the case in the long-term, to minimise the impact on habitats of water abstraction, and to minimise the climate change impacts of water treatment. As discussed in Chapter 13 above, ensuring that all developments actively enhance the city's biodiversity resources is essential to delivering Policy EM1(B) of the RSS.

- 18.13 In terms of amenity, it is vital that new developments are designed to be attractive to their users, and do not detract from the use of existing developments, to ensure that neighbourhoods can function successfully in the long-term. This will mean taking into account issues such as levels of pollution (e.g. air quality, dust, vibration, light, odour) and levels of amenity (e.g. space, sunlight, daylight, privacy, aspect, layout). Some of these impacts may be very localised, such as on privacy, whereas others may be much more dispersed, such as on air quality.
- 18.14 In terms of impact, there is a wide variety of assets within and outside the city that need to be protected from the potential impacts of developments. This includes the quality of agricultural land (particularly the best and most versatile land in grades 1 to 3a), air quality (with some parts of the city already within an Air Quality Management Area), water quality (with parts of the city identified as Groundwater Source Protection Zones, where some types of activity will need to be carefully controlled), wildlife habitats and corridors (ranging from the Special Area of Conservation in nearby Wigan to locally important Sites of Biological Importance), the character of landscapes (such as the tranquillity of parts of Chat Moss), the historic features of Salford that are important to the identity of both the city and the country (such as listed buildings, locally listed buildings, conservation areas, historic parks and gardens, and archaeology), the successful functioning of key infrastructure (such as airports, and the various utilities, including the Thirlmere Aqueduct which is a fundamental part of the sub-region's water supply infrastructure) and land stability. Where development would have a negative impact then it is important that this is satisfactorily mitigated, whether that is in terms of affecting an existing asset or generating a need for additional services, infrastructure, etc. Such mitigation may need to be secured through the use of planning obligations and conditions.
- 18.15 In terms of health, it is vital to Salford's future that the relatively poor average health of residents is improved as far as possible, and this

should be an important objective of all developments, both in terms of promoting healthy opportunities (e.g. ranging from ensuring good access to recreation facilities and cycle routes, to providing healthy eating opportunities within new hot food takeaways) and minimising risk (e.g. in terms of the location of hazardous substances, or ensuring the appropriate mitigation of land contamination before development proceeds).

- 18.16 In terms of flood risk, significant areas of the city already have a high risk of flooding and the extent and severity of flooding could increase further because of climate change and unless there are careful controls as a result of the impact of new development, for example by reducing the permeability of land, reducing the overall flood storage capacity of areas at flood risk, and/or increasing the pressure on the surface water drainage and sewer systems. Where development is proposed in areas at risk of flooding, it is vital that it is sensitively designed so as to ensure that any impacts of a flood event are minimised on the occupiers, for example through avoiding ground floor accommodation, utilising flood resilient materials, raising electrical sockets, etc (see Chapter 14 above).
- 18.17 In terms of equality, it is essential that new developments support social inclusion, enable all sections of the community to benefit from them, and do not lead to discrimination. This is reflected in RSS Policy DP2, which specifically refers to promoting cohesion and equality and diversity. Since December 2006 there has been a legal duty on all public sector organisations to promote equality of opportunity for disabled people, since April 2007 there has been a gender equality duty, and the Race Relations Amendment Act effectively introduced a race equality duty. Principles of equality and fairness should therefore be designed into developments from the start.
- 18.18 In terms of other issues, it is important that the long-term sustainability and success of developments is ensured by making appropriate provision for their management and maintenance. This will include, for example, ensuring that the practicalities of waste collection have been fully taken into account in the design of the development, and any buildings, landscaping and infrastructure can be easily maintained and repaired. The development plan and the wider local development framework need to be read as a whole rather than individual policies being viewed in isolation. There is a risk that the long list of criteria in the proposed development management policy could be read as being completely comprehensive, and therefore it is important to highlight that there are other policies and proposals that also need to be taken into account.
- 18.19 Those criteria that relate to development not having an unacceptable impact would be applied cumulatively taking into account the impacts of other existing and proposed developments.

18.20 The final paragraph of the proposed policy incorporating criteria a-d recognises that the benefits of some developments may outweigh potentially significant negative impacts, and provides a structure for determining such applications. In particular, criterion b is important in terms of ensuring that any such negative impacts are minimised as far as possible, so that the most sustainable solution is delivered. Even where mitigation is possible, the lack of clear benefits of the scheme or the presence of more appropriate alternatives (e.g. in terms of location or design) may still result in the refusal of planning permission.

19. CROSS-CUTTING ISSUES

Overview

- 19.1 Attempts have been made in the Core Strategy Issues and Options Report to integrate the consideration of the various topics, rather than each being viewed in isolation. However, in order to assist in the consultation process and ensure as much clarity as possible, most of the proposals have been structured on a thematic basis. Nevertheless, the discussion in the rest of this report highlights the complex relationships between various issues, and how different options and proposals influence one another.
- 19.2 This background report has been structured in the same way as the Issues and Options Report, to make it easier to understand how the various proposals and options have been derived. However, this means that the cross-cutting issues of climate change and air quality have been discussed in several different places as they pertain to various issues, rather than in a single place, and the purpose of this chapter is to provide a brief overview of each of them to enable a better understanding of some of the related proposals.

Climate change

Salford's greenhouse gas emissions

- 19.3 Research conducted by AEA on behalf of the NWRA provides estimates of greenhouse gas emissions for 1990 and 2004, and for 2010 and 2020 in a “business as usual” scenario, at the regional, sub-regional and local levels²⁰⁹. Six different gases are quantified (carbon dioxide, methane, nitrous oxide, hydrofluorocarbons, perfluorocarbons and sulphur hexafluorides), and their “Global Warming Potential” (GWP) compared to carbon dioxide is calculated. These estimates are broken down by the following sectors: industrial; residential; road transport; and other (includes shipping, aviation (only emissions from planes on the ground), rail, off-road, public sector combustion, agriculture, waste, nature, and non-industrial fluorine gases) (ibid, p.vii).
- 19.4 For the North West, the total GWP for all six greenhouse gases was just under 63.5 million tonnes in 1990, reducing to nearly 59.5 million tonnes in 2004. The forecasts indicate a further reduction to almost 59 million tonnes in 2010 as a result of cleaner technologies, but then an increase to nearly 63 million tonnes by 2020 as a result of population growth, more vehicles and continued rises in the aviation and residential sectors (ibid). Meeting the national target of a 20% reduction

²⁰⁹ “NWRA Energy and Greenhouse Gas Emissions study” – H. Peace and I. McCubbin, AEA Energy & Environment (NWRA, August 2007)

from 1990 levels by 2010 and a 30% reduction by 2020 is therefore extremely challenging.

- 19.5 For Salford, the total GWP was 1.42 million tonnes in 1990, equating to 6 tonnes per person. This had increased to 1.91 million tonnes in 2004, or 9 tonnes per person. There were particularly notable increases in residential emissions (from 0.22 million tonnes to 0.58 million tonnes) and road transport emissions (from 0.21 million tonnes to 0.57 million tonnes). Mirroring the regional picture, a small drop is anticipated by 2010, to 1.80 million tonnes or 8 tonnes per person, although this masks a further increase in road transport emissions to 0.61 million tonnes. By 2020, emissions are expected to have increased again to 2.15 million tonnes or 10 tonnes per person, with road transport emissions now equating to 0.81 million tonnes (or 38% of all emissions, up from 14% in 1990).
- 19.6 The AEA research makes a number of recommendations including targets for a significant increase in uptake of renewable heat sources (e.g. residential solar water heating, wood heating, and ground source heat pumps) and combined heat and power generation.

Climate change scenarios

- 19.7 Predicting future changes in the climate is inevitably subject to problems, and there can be no certainty as to exactly what will happen given the difficulties in modelling. However, climate change scenarios broadly predict the following for the North West climate²¹⁰:
- Increase in average annual temperatures
 - Increase in average maximum summer temperatures
 - Increase in average minimum winter temperatures
 - Decrease in summer rainfall (but an increase in rain intensity)
 - Increase in winter rainfall
 - Decrease in snowfall amounts
 - Increase in extreme events (e.g. winter storms/intense rainfall)
- 19.8 The table below summarises the likely impacts for key climate change indicators in the North West²¹¹.

Indicator	Current GM Average (1961-1991) ²¹²	2020s (2011-2040)	2050s (2041-2070)	2080s (2071-2100)
Changes in average annual temperature	9.5°C	0 to 1°C increase	1 to 3°C increase	1 to 5°C increase
Change in maximum summer temperature	19.6°C	0 to 1°C increase	1 to 4°C increase	2 to 6°C increase
Change in summer rainfall	210mm	0 to 20% decrease	10 to 30% decrease	10 to 60% decrease

²¹⁰ "Climate Change Scenarios for the United Kingdom: The UKCIP02 Scientific Report" – UK Climate Impacts Programme (2002)

²¹¹ "Climate Change in the Northwest and its impacts: a summary document" – Northwest Climate Group (2005)

²¹² Manchester Airport 1961-1991 averages – www.metoffice.gov.uk

Change in winter rainfall	225mm	0 to 10% increase	0 to 20% increase	0 to 30% increase
Change in annual snowfall		10 to 30% decrease	30 to 60% decrease	40 to 100% decrease

- 19.9 The average annual temperature changes mask an expected increase in the variability of summer temperatures of 25% or more, with more extremely warm days, but a decrease in the variability of winter and spring temperatures of up to 20%²¹³. It is also expected that spring will start earlier, and winter will start later, resulting in a longer thermal growing season of 40-100 days by 2080. Days with minimum temperatures below freezing are likely to reduce by up to 65% by the 2050s. The increase in winter rainfall will partly be the result of more wet days, but also an increase in the intensity of wet events. The combination of drier soils and more intense downpours is expected to increase severe flooding. An increase in average wind speeds is also predicted for the North West, particularly during winter months²¹⁴.
- 19.10 The UKCIP02 report states that summer soil moisture may be reduced by over large parts of England by about 30% by the 2050s and by 40% or more by the 2080s, and this could have significant implications for mossland habitats that rely on moisture.

Living conditions

- 19.11 Urban areas can be up to 12°C warmer than more rural surroundings, due to the heat absorption characteristics of buildings and hard surfaces, and reduced evaporative cooling. This is known as the “urban heat island” effect. However, research conducted on behalf of the NWRA²¹⁵ suggests that although there will be some such effect in North West cities, this will not be overly significant, for example because of the relatively limited size of the conurbations, reasonably high wind speeds, greenspace stretching into the centre of the urban areas, limited high rise buildings, etc, although the design and height of buildings will have a local impact. There is ongoing research into these issues at a range of scales, locally through the SCORCHIO project based at Manchester University, and nationally through the UK Climate Impacts Programme, from which new climate change scenarios are expected at the end of 2008.
- 19.12 Even without a significant urban heat island effect, the scenarios indicate that the temperatures within Salford are likely to increase noticeably over this century. This could lead to greater energy demands, for example for air conditioning (potentially further increasing emissions), and as has been seen recently in France could result in significant increases in illness and mortality in the most extreme

²¹³ “Climate Change Scenarios for the United Kingdom: The UKCIP02 Scientific Report” – UK Climate Impacts Programme (2002)

²¹⁴ “Everybody has an Impact: Climate Change Impacts in the North West of England” – North West Climate Group (1998)

²¹⁵ “Spatial Implications of Climate Change” – NWRA/CURE/Tyndall Centre (2003)

events. Consideration therefore needs to be given to living conditions both within buildings and outside.

19.13 There are a number of ways in which such problems could potentially be mitigated:

- Increased area of green space – research indicates that a 10% increase in green space can reduce urban surface (rather than air) temperatures by as much as 4°C²¹⁶, and therefore protecting existing open space and introducing new spaces could be an important way of mitigating the impacts of climate change. However, in the context of ever-increasing urban densities, and objectives relating to focusing development within the centre of the conurbation, this could be challenging to achieve. Warmer, drier summers mean that irrigation may present difficulties, and water storage may therefore need to be considered (given it is the evaporation of water that leads to the cooling effect, more drought-resistant species may not be as effective).
- Increased number of street trees – in addition to cooling the air as a result of transpiration, mature trees can also provide shade, which will be increasingly important in warmer summers. Again, both space and water availability may be a challenge.
- Design of buildings – the siting, orientation and detailed design of buildings can help to minimise overheating in summer whilst maximising thermal performance in winter. For example, increasing use of solar shading and materials with high reflectiveness could assist, and the use of natural rather than mechanical ventilation could reduce the need for electricity use.
- Limit the scale and density of building – taller, denser developments make a greater contribution to the urban heat island effect. However, lower density development would result in the urban area needing to expand in order to accommodate the same amount of development, and therefore the urban heat island effect could still increase as a result of a large urban area with lower levels of surrounding open space. The key issue may therefore be to ensure that the pattern of built development and open spaces minimises the potential heat island effect, rather than limiting the scale of development within the city.

19.14 At the same time, higher temperatures and drier summers potentially provide an opportunity for Salford residents to lead a healthier, more “outdoor” lifestyle. In this regard, opportunities to provide attractive and useable open spaces, new pedestrian and cycling routes, etc, could be important.

Proposals

19.15 Climate change can therefore be seen to influence a significant number of the proposals within the Core Strategy, for example relating to design, open space, biodiversity, agriculture, and flood risk.

²¹⁶ “ASCCUE WP 5 (Urban Greenspace) Summary” – S Gill (2007)

Air quality

Nitrogen dioxide

- 19.16 Significant parts of Salford are covered by an Air Quality Management Area, which has been designated because of the likely exceeding of national targets relating to nitrogen dioxide (NO₂) (see Figure 10.1 of Salford's LDF Annual Monitoring Report 2006/7, p.105). This includes approximately 40,270 homes and 4,200 businesses.
- 19.17 It is thought that the main source of nitrogen dioxide is road traffic, although other uses involving the burning of fossil fuels can also make a contribution. This is reflected by the Air Quality Management Area, which is focused primarily along the key highways, particularly the motorways, and within the core of the conurbation.
- 19.18 Nationally, there is a downward trend in nitrogen dioxide levels, related primarily to technological improvements, which should help to enhance air quality overall. However, it is likely that improvements in Salford will be slower than they are nationally because of the additional traffic expected as a result of large levels of development being planned for both within and outside the city (the latter resulting in commuting through Salford). As a result, nitrogen dioxide levels may still exceed national targets after 2010.
- 19.19 Common health effects of nitrogen dioxide include irritation to airways and increased asthma symptoms. It is not possible to directly associate mortality rates with air pollution, but it is notable that Salford has a significantly higher rate of incidence of death resulting from asthma than the national average (index of 151 compared to the North West average of 103 and the national average of 100). As of March 2006, 6.2% of patients registered with practices in the Salford Primary Care Trust area had asthma, compared to the national rate of 5.8%²¹⁷. Therefore, on average, poor air quality may have a greater impact on Salford residents than those in other locations.

Particulate matter

- 19.20 Parts of the city have previously exceeded targets for particulate matter (PM₁₀), but this is no longer the case. However, it is important to continue to consider the potential impacts of particulates on health, which can include exacerbating existing heart and lung diseases. In the future it may be isolated activities, such as work on construction sites or individual land uses, which create particulate problems rather than the cumulative impact of activities that is the cause of the nitrogen dioxide problems.

²¹⁷ http://www.salford-pct.nhs.uk/board_reports/board_reports_180107/AgendaltemNo13Appendix3.pdf

Climate change

- 19.21 The exact consequences of climate change on air quality are not yet understood. However, it would seem likely that it could affect the distribution and concentration of local air pollutants, and alter the impacts on human health.
- 19.22 The Air Quality Expert Group²¹⁸ predicts that increases in summer temperatures resulting from climate change are likely to lead to increased summer-time ozone concentrations in the UK and Europe (p.18). In August 2003, high concentrations of ozone were experienced (more than twice the Government's air quality objective of 100 µg m⁻³) in the South East as a result of high temperatures and slow air flow. UK Meteorological Office calculations indicate that such summers are likely to occur regularly by 2040. In contrast, conditions in winter that lead to poor air quality, namely low temperatures with stagnant and dry air, are likely to reduce with climate change, with increased winter rainfall washing away contributory aerosols and gases (p.19-20). It is anticipated that areas with higher concentrations of nitrogen oxides will suffer an increased rate of ozone formation as a result of climate change, particularly in the summer (due to higher temperatures and increased concentration of water vapour) (p.14 and 18). However, many air quality and climate change pollutants have the same sources, and efforts to reduce greenhouse gases should also assist in improving air quality (p.17).

Policy response

- 19.23 There need to be two elements to the policy response to air quality issues:
- Mitigation – attempts to improve air quality
 - Adaptation – ensuring that the impacts of poor air quality are minimised

Mitigation

- 19.24 Four main forms of mitigation can be identified, and these are integrated into various parts of the options for the Core Strategy including the overall spatial approach to development:
- Minimise the volume and length of vehicular traffic journeys. This would be achieved through the Core Strategy in a number of ways:
 - Locating development so as to minimise the need to travel and, where travel is necessary, the distance travelled; and
 - Making alternatives to vehicular traffic more attractive, for example by supporting improvements to public transport infrastructure and services, and to the pedestrian and cycling networks.
 - Controlling activities that may generate dust, including industrial uses, waste transfer stations, and construction/demolition work,

²¹⁸ "Air Quality and Climate Change: A UK Perspective – Summary" – Air Quality Expert Group (DEFRA, March 2007)

for example through the use of conditions on planning permissions.

- Supporting increased tree cover, both through tree-planting and the protection of existing trees, which would also support biodiversity and climate change objectives. Research has shown that the ash, common alder, field maple, larch, Norway maple, Scots pine and silver birch are particularly effective at removing pollution, whilst some other trees (including some native species such as English oak) can worsen pollution through the emission of volatile organic compounds²¹⁹.
- Ensuring that large development proposals are fully assessed for their air quality impacts, including the Core Strategy through its sustainability appraisal and strategic environmental assessment, and planning applications through the submission of an Air Quality Assessment.

Adaptation

19.25 Two main forms of adaptation can be identified, and these are integrated into the proposed development management policy:

- Controlling the location of new development that could be sensitive to poor air quality, such as schools and housing, to avoid sites where air pollution is particularly problematic
- Where sites with poor air quality cannot be avoided, designing new developments to minimise the impacts of air pollution for example in terms of the orientation of the building in relation to the pollution source and the use of mechanical ventilation

²¹⁹ "Trees and Sustainable Urban Air Quality: Using Trees to Improve Air Quality in Cities" – Centre of Ecology & Hydrology, Lancaster University (2002) (<http://www.es.lancs.ac.uk/people/cnh/UrbanTreesBrochure.pdf>)

20. PREVIOUS CONSULTATIONS

Background

- 20.1 The city council and its partners undertake a significant amount of consultation and participation work on a variety of plans, strategies and projects. It is important that the results of these consultations are taken into account in the development of the Core Strategy, as this can reduce the need to ask the same questions twice which can result in 'consultation fatigue'.
- 20.2 The Gold Standards for consultation were developed by Partners in Salford and endorsed by the Local Strategic Partnership in 2004. These standards are used as a template around which all consultation activity in the city council is planned, undertaken and delivered. The standards direct those engaging in consultation to check whether anyone else has undertaken any consultation with results that can be shared. This section of the Background Report provides a brief summary of the results of some of the recent consultations, and these have informed the identification of the issues and the development of the options set out in the Issues and Options Report.

Budget consultation 2008/9

- 20.3 The top five services that residents felt more money should be spent on (each supported by more than 50% of respondents) were as follows:
- Crime and community safety
 - Health and social care
 - Maintenance of roads and pavements
 - Education
 - Youth services and facilities
- 20.4 The top five services that residents felt less money should be spent on (each supported by around 14-15% of respondents, except in the case of community committees which was around 33%):
- Community committees
 - Sport centres and swimming pools
 - Libraries, museums and art galleries
 - Housing services
 - Economic development and regeneration
- 20.5 The two main areas of dissatisfaction were as follows:
- Environmental services:
 - Issues with recycling services
 - Bins not emptied or waste left
 - Dirty streets, fly tipping and litter

- Transport services:
 - Poor state of roads and pavements
 - Quality of street lighting

20.6 Comments were also received on a wide range of other issues, including:

- Closing high achieving schools
- Lack of funding for social services
- Walkden Town Centre is run down
- Lack of youth services and facilities
- Level of rent arrears
- Parking in Swinton Town Centre
- Call Centre is difficult to contact
- Lack of police presence

Big Listening Surveys

20.7 The Big Listening is a survey conducted by Ipsos MORI North on behalf of Salford City Council and the Primary Care Trust, which seeks views from residents on the city, council services, health issues and health services. 7,000 surveys are sent to randomly selected households, two or three times each year. The results of these surveys are summarised below.

June 2005

20.8 In terms of the profile of respondents:

- 44% of respondents were born in Salford
- 62% have lived in Salford for over 20 years
- 60% of respondents felt they would be living in the same area in 5 years time
- Most stable populations : Irlam & Cadishead, Swinton
- Least stable populations : Ordsall, Langworthy, North Salford

20.9 Respondents were asked what they thought made a good city, with the top three answers being:

- Good cultural facilities (94% of respondents)
- Good range of shops (94%)
- Good parks and green spaces (91%)

20.10 In terms of how Salford performed on the factors that make a good city, it performed best on the following:

- Having a university (92% of respondents)
- Being near an airport (85%)
- Having a cathedral (74%)

20.11 Salford was considered to perform worst on the following factors:

- Having a high profile image (25% of respondents)
- Having grand squares and public buildings (27%)

- Having an obvious city centre or square (27%)
- 20.12 Respondents were also asked what they thought makes a city a good place to live, and the top five answers were as follows:
- Having good health care facilities (95% of respondents)
 - Having nice residential areas (95%)
 - Having a healthy environment (92%)
 - Having efficient public transport 24 hours a day (91%)
 - Having easy access to the countryside (91%)
- 20.13 In terms of how Salford performed on the factors that make a city a good place to live, the top three answers were as follows (all other responses supported by 41% or less of respondents):
- Have a top rugby league club (67% of respondents)
 - Having access to the countryside (58%)
 - Having good health care facilities (58%)
- 20.14 Salford was considered to perform worst on the following factors:
- Being a 24/7 place (28% of respondents)
 - Having efficient public transport 24 hours a day (29%)
 - Having a dynamic council (31%)
- 20.15 Respondents were asked how they viewed Salford:
- 38% said as a city in its own right
 - 30% as a suburb of Manchester
 - 26% as a major part of Manchester
 - 6% as a large town in the North West
- 20.16 When asked to choose one word to describe Salford, the following were the most commonly used marking a contrast between positive and negative:
- Run down / degenerating / downtrodden / dump (15% of respondents)
 - Potential / trying / developing / up and coming (14%)

February 2006

- 20.17 Respondents were asked what problems there were in their area, with the top three answers being:
- Teenagers hanging around the streets (63% of respondents)
 - Vandalism, graffiti or damage to cars (59%)
 - Riding motorbikes late at night or in public areas was a problem (54%)
- 20.18 Respondents were asked how important it was that the council deals with a range of different issues in their neighbourhood. All responses scored highly, but the top four were as follows:
- Cleaning the pavements and streets (96% of respondents)
 - Improving the health and general well being of residents (92%)
 - Providing facilities for teenagers/young people (91%)

- Providing sheltered accommodation for older people (90%)

September/October 2006

20.19 In terms of parks and open spaces:

- 67% of respondents visit Salford's parks and open spaces
- 57% go at least once a week
- 61% of visitors feel safe there
- Visitors go there to exercise, children playing and general leisure
- They are rated best for accessibility, grass maintenance and general appearance
- They are rated worst for food and refreshments and toilets

20.20 In terms of sports and leisure:

- 33% of respondents use a swimming pool
- 25% use a sports centre
- 81% found out about local events from the Advertiser

20.21 In terms of health:

- 84% of respondents thought that there were enough chemists in their area

January/February 2007

20.22 This survey repeated questions from 2005 relating to what makes a good city. In most cases there was little difference in the responses between the two surveys, for example:

- Range of good shops – 2005 = 95%; 2007 = 94%
- Good cultural facilities – 2005 = 94%; 2007 = 93%

20.23 The biggest changes in response were for the following, all of which saw a slight decline:

- Being multi cultural – 2005 = 71%; 2007 = 64%
- Having a high profile image – 2005 = 79%; 2007 = 72%
- Being near an international airport – 2005 = 77%; 2007 = 73%

20.24 In terms of how Salford performs on factors that make a good city, the most notable changes between 2005 and 2007 were as follows, with all other subjects rating around the same between the two years:

- Good range of shops – 2005 = 43%; 2007 = 36%
- Fine parks and open spaces – 2005 = 38%; 2007 = 45%
- Having an obvious centre / square – 2005 = 27%; 2007 = 22%

20.25 There was also little difference between the two surveys in the answers to the question as to what makes a city a good place to live. For example the top two answers in 2007 were:

- Good health care facilities – 2007 = 96% (2005 = 95%)
- Nice residential areas – 2007 = 96% (2005 = 95%)

20.26 The biggest changes in response were for the following:

- Having own daily newspaper – 2005 = 67%; 2007 = 60%
- Having own local radio station – 2005 = 64%; 2007 = 60%
- Having a top league rugby club – 2005 = 55%; 2007 = 50%

20.27 In terms of how Salford performs on factors that make a city a good place to live, the most notable changes between 2005 and 2007 were as follows:

- Having own radio station – 2005 = 32%; 2007 = 21%
- Being in the news a lot – 2005 = 35%; 2007 = 40%
- Having easy access to countryside – 2005 = 58%; 2007 = 64%

20.28 The proportion of people who had lived in their area for over 5 years was identified, which helps to indicate comparative stability:

- Walkden and Little Hulton = 45%
- Ordsall and Langworthy = 40%
- East Salford = 37%
- Claremont & Weaste = 34%
- Eccles = 33%
- Swinton = 27%
- Worsley and Boothstown = 27%
- Irlam and Cadishead = 25%

20.29 People were asked whether their area was better or worse than other parts of Salford, and all areas returned a net response of better (i.e. more saying better than worse). Responses varied considerably between the 2005 and 2007 surveys as set out below:

Area	Net better (% better minus % worse)	
	2005	2007
Worsley and Boothstown	89%	89%
Claremont and Weaste	56%	48%
Swinton	44%	48%
Irlam and Cadishead	41%	32%
East Salford	11%	24%
Eccles	34%	22%
Walkden and Little Hulton	29%	22%
Ordsall and Langworthy	26%	11%
City average	38%	35%

20.30 The table below compares how Salford is perceived, and the differences between the 2005 and 2007 surveys:

Perception of Salford	2005	2007
Salford is a city in its own right	38%	45%
Salford is a suburb of Manchester	30%	25%
Salford is a major part of Manchester	26%	21%
Salford is a large town in the North West	6%	6%
Not stated	1%	2%

June/July 2007 and October/November 2007

20.31 The top two issues for residents were as follows (with all other issues scoring 37% or less):

- Dealing with anti-social behaviour (59% of respondents)
- Road and pavement issues (52%)

20.32 In terms of the use of council facilities:

- 33% had used Salford library services in the previous 12 months
- 26% had used Fit City leisure centres in the previous 12 months

February/March 2008

20.33 47% of respondents were born in Salford. The proportion was highest in Claremont and Weaste (62%) and Swinton (57%), and lowest in East Salford (34%) and Ordsall and Langworthy (37%).

20.34 People were asked how strongly they felt they belonged to different areas, and the table below sets out the differing responses between January/February 2007 and February/March 2008. The increase in the Salford score is notable.

Belong to the following area	2007	2008
Your neighbourhood	64%	64%
Salford	44%	53%
Manchester	55%	50%
Greater Manchester	50%	39%
The North West of England	71%	60%

20.35 Respondents in Central Salford had the greatest sense of belonging to Salford (Claremont and Weaste = 76%; East Salford = 64%; Ordsall and Langworthy = 61%), with all parts of Salford West at 50% or below (Irlam and Cadishead being the lowest at 31%).

20.36 In terms of how satisfied people were with their area as a place to live, the following results were found:

- Worsley and Boothstown = 82%
- Claremont and Weaste = 74%
- Swinton = 67%
- Ordsall and Langworthy = 61%
- East Salford = 61%
- Irlam and Cadishead = 58%
- Eccles = 58%
- Walkden and Little Hulton = 52%
- City average = 63%

Consultation on Supplementary Planning Documents (SPDs)

Salford City Council Design Supplementary Planning Document consultation

- 20.37 As part of the consultation to inform this SPD, street stalls were held at eight venues across the City from the 12th February to the 15th February 2007 (Walkden Library, Broughton Library, Cadishead Library, Eccles Library, Langworthy Corner stone, Boothstown Community Centre, Swinton Library and Hope Hospital).
- 20.38 Attendees were asked 8 questions and their results were recorded on postcards. A number of key messages were identified many of which are relevant to the Core Strategy. These are summarised below.
- 20.39 Where do you live? Where is the boundary of your town? – Areas identified were largely in line with historic neighbourhood boundaries. Salford West seemed to provide the strongest sense of place and character but saw a distancing from a sense of Salford and an organisation along the lines of the pre-1974 boundaries. Central Salford witnessed more individuals who saw themselves as part of a Salford identity.
- 20.40 Where is the centre? – People largely identified the nearest neighbourhood shopping centre or the answers given for *Where do you live?* The main exception was Broughton which placed Manchester City Centre as their centre.
- 20.41 What is your favourite building, space or feature? – It is clear that many people value the city's historic legacy, with civic and church buildings consistently named as favourite buildings (the Civic Centre and St Peter's Swinton feature highly). Community buildings were also highly valued, but through use rather than design. There was also a high value placed on greenspace, which were often quoted as residents' favourite feature and placed this higher than built form.
- 20.42 What is your least favourite building, space or feature? – The consistent theme was unsympathetic post-war development, with high rise buildings and Civic Centre Phase II both criticised for their negative impact. 1960s and 1970s shopping centres also came in for considerable criticism, as did the Lancastrian Hall in Swinton. Primarily people were most annoyed about the poor maintenance of public spaces and buildings.
- 20.43 What is your favourite park, gardens or green open space? – A clear message emerging was that the people of Salford value variety, in both form and function. Local provision of greenspace was important, with most people identifying spaces local to where they lived as their favourite (usually within a 10 minute walking distance). Maintenance was a key issue. Buile Hill was identified as having an important role for a number of surrounding neighbourhoods.
- 20.44 What is special about your town? Any other comments? – A consistent theme was the impression of Salford people and the sense of a strong community, despite the built environment. Eccles was a focus for many

comments and a feeling expressed that it does not work well, does not provide a pleasant environment and has been irreversibly damaged by interventions.

Other supplementary planning documents

20.45 The table below summarises some of the main issues raised during consultation on other supplementary planning documents produced by the city council.

Supplementary planning document (SPD)	Key issues raised
Design and Crime	<ul style="list-style-type: none"> • More CCTV wanted. • GM police architectural liaison unit providing guidance on crime reduction. • Broughton Parks seen as a 'low priority' for police by local people. • More advice wanted on what security measures can be installed.
Greenspace Strategy	<ul style="list-style-type: none"> • Issues raised about dog fouling, litter, anti-social behaviour, fear of crime, lack of toilets and refreshment facilities • Would like to see more facilities, water features, cycle ways, picnic areas, organised events, park wardens and police presence, security measures, toilets and seating, increased maintenance.
Housing	<ul style="list-style-type: none"> • The need for new affordable housing in the city. • Mixed and sustainable communities should be at the heart of the plans. • Accessible homes. • Linking the SPD to the UDP. • Document too prescriptive and doesn't take into account how the market works. • No account of financial viability and it's affect on regeneration.
Trees and Development	<ul style="list-style-type: none"> • Tree surveys should not be requested for every application. • Trees are views as an irritant, causing damage to property and gardens. • Applicants should not have to pay for replacement trees. • Greater flexibility of distance from tree to habitable room. • Roots protected from development by fencing. • Advice from British Standards should be updated.
House	<ul style="list-style-type: none"> • Issues about aspect distances, heights and

Supplementary planning document (SPD)	Key issues raised
Extensions	<p>widths of various extensions.</p> <ul style="list-style-type: none"> • Definition of habitable room needs to be clearer. • Side and rear extensions need to be considered differently with regard to neighbours. • Terracing reviews to allow more useable room space. • Dormer guidance altered to allow well designed flat room dormer. • Larger families be views with special circumstances. • Parking issues should be considered. • Planning permission needs more guidance. • Special consultation took place in Broughton park which raised issues about larger families and special requirements for housing in the area.
Nature conservation and biodiversity	<ul style="list-style-type: none"> • Lowland raised bog areas should have status of UK Priority Habitat. • That sites supporting priority habitats and species should be included in SPD. • That protected nature conservation sites be included in SPD. • Issues about the protection of key biodiversity features in Salford. • Recognition of difference biodiversity makes to a healthy society. • That hedgerows and woodlands be seen as landscape features.

Consultation with schools

20.46 In Spring 2007, the city council worked with St. Ambrose Barlow Roman Catholic High School to develop a series of six lesson plans, which were trialled with two Year 7 classes at the school. The course of lessons covered the history of Salford, how the city has changed over the past 20 years, current developments, and potential future changes. Students were asked as part of their homework to prepare presentations in small groups, focusing on their thoughts regarding the future of the city. Following this trial, the lesson plans have also been used by Walkden High School, The Albion High, and Hope High School.

20.47 Issues relating to litter, crime and vandalism, and the lack of facilities and recreation opportunities for young people, were common themes of many of the presentations. Students were generally supportive of

proposed major developments in the city, such as the Salford Reds stadium and MediaCityUK, as they were seen as a positive improvement. Improving the image of the city was also a popular theme, in order to make it a more attractive place to live, work and invest, and students recommended that the city council should put more effort into this. The relocation of the BBC to Salford and the proposed increase in job opportunities were viewed favourably.

- 20.48 In the main, students considered that children and young adults required greater access to recreational facilities such as football pitches and tennis courts. One of the issues preventing them from participating in sport was identified as being the lack of opportunities in their local neighbourhoods. Park maintenance and the availability of equipment hire were also raised as problems.
- 20.49 Some students suggested that too many apartment blocks were being built in the city, and that family housing would be a better use of previously-developed land. However, a small number considered that apartments in Central Salford would allow them to remain in Salford after leaving home, providing an affordable option close to amenities and transport networks. The cost of housing was identified as a factor that could cause them to leave the city. Some students considered that too many green spaces were being lost to development, and thought that the Green Belt needed to be protected.
- 20.50 Many students welcomed the possibility of expanding the Metrolink system in Salford. There was enthusiasm for more cycle lanes, but safety issues associated with busy roads were identified. Some of the students were concerned at the congestion charge proposal, whereas others supported it as a way of making town centres safer for pedestrians and creating a more attractive environment. It was also suggested that the cleanliness and safety of public transport needed to be improved if it was to be used more. Transport costs were considered to be too high, especially for buses.
- 20.51 Students from Hope High School and Walkden High School identified the main reasons why they would stay in Salford, and the main reasons why they would leave (up to three reasons for each student, although not all consistently identified three). The results of this are set out in the table below.

Reason	Number of responses	
	Reason to stay in Salford	Reason to leave Salford
Housing	15	19
Employment and tourism	18	5
Retail and town centres	31	3
Education	45	6
Access and transport	10	28

Reason	Number of responses	
	Reason to stay in Salford	Reason to leave Salford
Landscape and recreation	22	20
Air quality	4	7
Heritage	9	7
Design and regeneration	27	5
Waste, litter and vandalism	0	58
Neighbourhoods, safety and family	14	48
Health	13	11
Climate change, energy and flood risk	6	2
Other	3	3

- 20.52 It can be seen that the students rated Salford positively overall in terms of employment and tourism, retail and town centres, education, and design and regeneration. There was a more equivocal response on issues such as housing, landscape and recreation, heritage, and health. Issues where the balance was negative overall included access and transport, waste/litter/vandalism, and neighbourhoods/safety/family.
- 20.53 The majority of these students identified Central Salford, the Trafford Centre, Bolton and Manchester as the main retail centres that they used. Interestingly, a number of students thought that the Trafford Centre was within the boundaries of the city of Salford, and it was viewed very positively in terms of their social lives. Students appeared to be impressed by the number of good primary and secondary schools within the city, and identified Salford's colleges and university as a major positive aspect of the city.

Recent housing-related consultations

Consultation with people with Learning Disabilities (2007)

- 20.54 The importance of the links between housing and the local infrastructure (shops and transport) were seen as important for enabling independence.

Consultation with BME Women's group discussion group and focus group with Muslims at Eccles Islamic Centre (2005)

- 20.55 High house prices were considered to be preventing some people buying their own homes, leading to overcrowding for some families. Overcrowding was identified as a big issue, with long waiting lists for houses with 4 or more bedrooms.
- 20.56 It was suggested that homes need to have two bathrooms, one upstairs and one downstairs. This would help when performing ablution and also benefit older members of the family. An Arabic or Asian style toilet fitted upstairs along with an outlet for clean water in

the form of a water pipe near the toilet would be an important addition to any home.

20.57 Other issues raised included the need for new houses to have adequate car parking facilities, rooms to have their own doors for privacy, and ideally for there to be one hallway with doors off to each side, which would help when Muslim women have visitors or workmen in the home. It was considered that kitchens need to have adequate storage as families often buy in bulk. Gardens to the front and rear were considered more private than homes without gardens.

Consultation with people from Asylum Seeker and Refugees (2005)

20.58 There is a general appreciation of the accommodation lived in which is described as good. Newly arrived people may have culturally different ways of running and maintaining a household and may benefit from explanations about how things work or are done in the UK.

Consultation with the Orthodox Jewish Community (2005)

20.59 It was suggested that most people live in large family units so there is a need for bigger homes. The new building of larger homes would therefore be welcomed.

20.60 The community has a perception that the council reject planning permission for schemes such as attic conversions out of hand and they do not understand the reasons behind this. This issue is seen as a big problem, causing barriers between the community and the council.

20.61 The following housing needs were identified for this community:

- 2 bathrooms and 2 toilets
- Kitchens need to be 'double', e.g. with 2 sinks and 2 dishwashers
- High ceilings are preferable
- A Perspex, sliding roof area aids the compliance to the need to live in basic accommodation, with direct contact with the elements during 8 days in October in compliance with Jewish tradition
- Some houses exist with heating and lighting systems that 'recognise' the times of the Sabbath. People currently use timer switches but these systems could be addressed when developing new homes

Consultation with Gypsy and Traveller community (2005)

20.62 It was suggested that travelling sites need access to a toilet block as toilets inside caravans are viewed as 'dirty'. Traditional housing was not seen as an option for people in this community. Houses are seen as isolated from the community and the inability to keep livestock and chickens is unacceptable.

Consultation with people with physical disabilities (about the development of an older person's housing strategy) (2006)

20.63 The following general accommodation-related issues were highlighted:

- Allowance for older people to have pets
- Bungalows adapted for wheelchair use
- Close to the synagogue, where relevant
- Choice of service providers
- Support to enable people to make informed choices
- Easier access to hand-rails on outsides of properties, also having ramps on properties
- Near doctors and chemists or health centres

20.64 Discussion on housing design included the following issues:

- Choice to live in ground floor accommodation
- Easy access in and out of all accommodation
- New house build should have wiring to accommodate new technologies
- Patio doors and balconies would help people see views outside
- Windows need to be located appropriately and secure
- Inbuilt security to make people feel safer
- Lever taps in new build houses
- More storage areas for scooters, wheelchairs
- Wheelchair accessible entrances to houses
- Plugs and light switches half way up wall not high up
- Cooker controls located at better height
- Push button mechanisms for opening doors etc.

20.65 Discussion on the location of supported housing highlighted the following:

- Should be near a decent bus service to avoid social isolation
- Need a minibus to take people to the shops, but the current ring and ride is not such a good service
- Need better infrastructure for transport across the whole city, then supported housing could be located anywhere

Consultation with children and young people about the Pendleton PFI plans (2005-2007)

20.66 Primary school age children were asked about where they live, and gave the following responses:

Image/Sense of Place:

- Awareness of important landmarks and community focal points
- Awareness of no-go areas and expression of frustration at limitations on their personal space
- Arguably negative perception of external forces impacting on community through public spaces having limited accessibility

Housing:

- Connection made between housing and status e.g. large houses/gardens

- Dislike of high-rise flats
- Interest in being able to access and connect with nature

20.67 Children and young people attending The Den exhibition at Salford Museum and Art Gallery from across Salford (and other areas in Greater Manchester) identified the following:

- They dislike living close to busy traffic, places looking dirty and people not being nice
- They also dislike not having enough for children and young people to do near where they live
- There was little difference in likes and dislikes between children and young people living in the Central Salford area of the city and those living in outlying areas of the city. There were also similarities between the Salford views and those from children and young people from other areas of the North West
- Children and young people describe their homes in many different ways, by number of bedrooms, by the gardens or lack of them, their proximity to facilities and whether they think of their house as 'nice' or not
- When describing what would be important to children and young people in the future both groups wanted to see more garden space and playrooms and play areas
- Children from the Central Salford area had a good understanding of the word 'demolition' – using phrases such as "knocking stuff down" and "destroying". There was also a good understanding by those from other areas of Salford
- There was also a good understanding of the word 'regeneration' – children from Central Salford described "improving areas, modernising old houses to new and building back up". There were similar responses from children from other areas of Salford

Consultation with young people (aged 16-24) for the development of a young person's housing plan (2007/8)

20.68 Over 170 questionnaires were completed by two 'groups' of young people, one from Pendleton College, and one of young people involved with services or voluntary groups. The key results were as follows:

- The majority of respondents thought that they would live in accommodation owned by themselves, closely followed by those who thought they would live in accommodation owned by the council. The Pendleton students favoured home ownership with privately rented a second choice.
- They felt that the main barriers to getting their own place were financial and lack of support, closely followed by there being no suitable housing for young people.
- There was little worry about where they would be living in 2 to 3 years time but a third of those already living in supported accommodation answered that they were worried.
- Most respondents felt that it was hard for young people to get their own home. There was a range of reasons for this, lack of

accommodation available to young people due to age banding, long waiting lists, not enough houses in general, lack of money, lack of information etc. Age banding was seen as the biggest barrier.

Consultation with older people (2006)

20.69 The following key messages arose from the consultation:

- Accommodation for older people needs to be designed for their needs, but this in itself will not be sufficient if it is not in a safe, secure area; near to amenities, services and good transport; and where there are opportunities for social interaction
- Poor maintenance of external areas, lack of public transport and small kitchens and bathrooms are among the main reasons why people are dissatisfied with aspects of their current home
- Downstairs toilets, walk-in showers, stair lifts, wide doors, rails and ramps were all seen as necessary for enabling people to maintain independence as they grow older
- People want housing to be provided for older people, and in particular feel there should be a greater provision of bungalows and sheltered accommodation in Salford