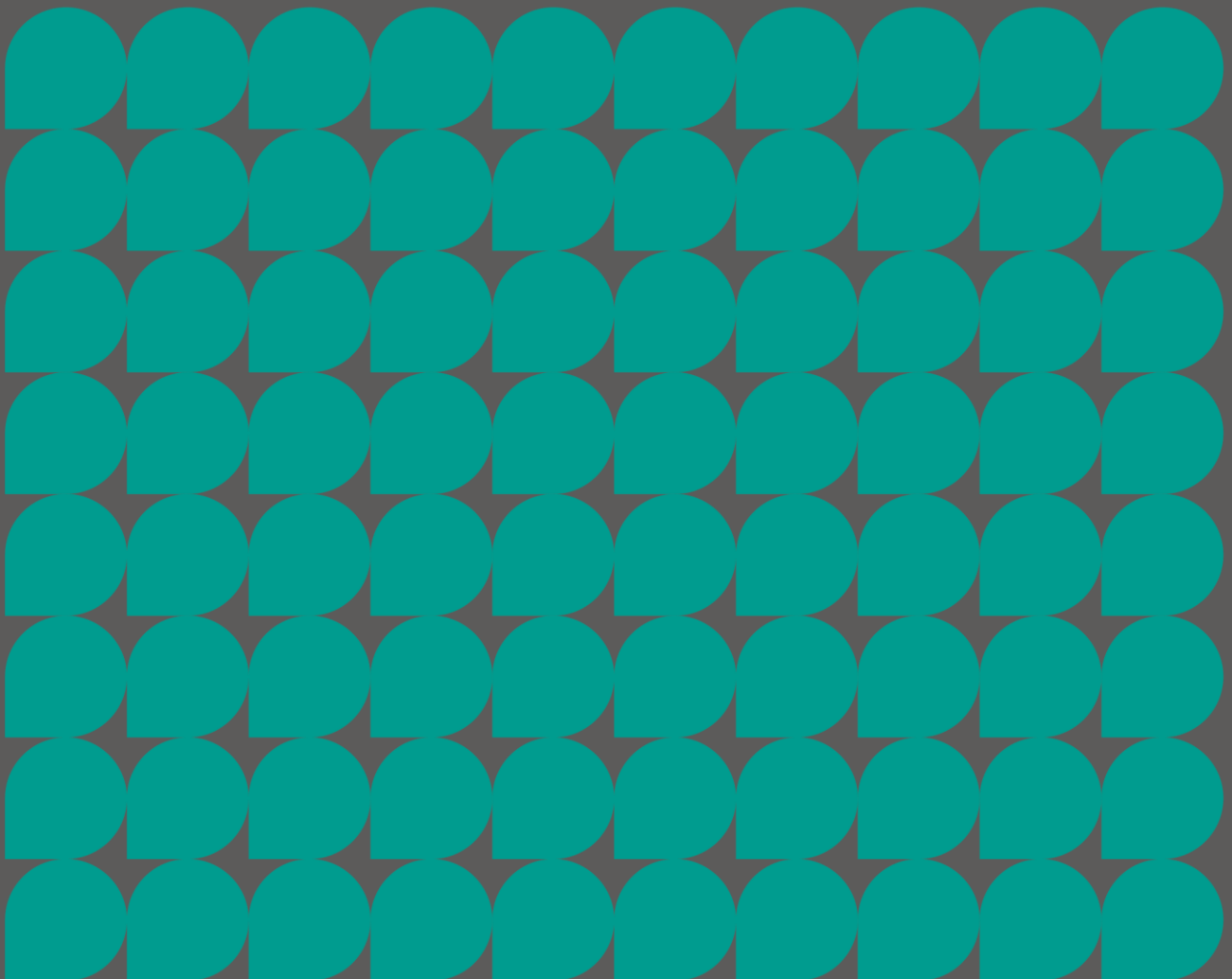


Places for Everyone

JPA26 Land at Hazelhurst Farm Allocation Topic Paper

July 2021



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Section A – Background

This topic paper takes into account a wide-range of evidence published in support of Places for Everyone, including work commissioned by the Greater Manchester Combined Authority (GMCA) / districts such as: an integrated assessment which incorporates the requirements to undertake a Sustainability Appraisal / Strategic Environmental Assessment; financial viability assessments of the allocations; flood risk assessments; transport locality assessments; and various assessments relating to the Green Belt. A number of other documents have also been produced in support of the allocation by the city council, whilst regard has further been had to representations received to previous versions of the Plan and also discussions with statutory consultees. The findings of these documents, representations and discussion are taken into account in this topic paper.

In addition to the above, the following technical assessments have been produced on behalf of the majority landowner in support of the site allocation which they are promoting:

- Agricultural Land Classification (RAC – November 2019)
- Baseline Air Quality Assessment (Air Quality Consultants – March 2019)
- Ecological Assessment (ESL – July 2017)
- Education Briefing Note (EFM - March 2019)
- High level Archaeological Assessment (Peel - no specified date)
- Initial Heritage Appraisal (Turley – April 2020)
- Noise Review (Cundall – March 2019)
- Site Appraisal – Drainage and Flood Risk (WSP – March 2019)
- Transport Statement (TTHC – March 2019)
- Walkover Habitat Survey (TEP – March 2020)

These documents are not formally endorsed by Salford City Council or the GMCA at this stage, but rather published for information as key pieces of technical work undertaken on behalf of the majority landowner of the site. It is considered helpful to publish these documents at this stage, so that people have as much information as possible in making their comments on Places for Everyone 2021 (Pfe 2021). The conclusions drawn in these

reports are outlined for information, where relevant, in this topic paper, and have informed the allocation policy where appropriate.

All documents associated with Places for Everyone are available on the [GMCA website](#)

1.0 Introduction

- 1.1 In November 2014, the AGMA Executive Board recommended to the 10 Greater Manchester local authorities that they agree to prepare a joint Development Plan Document (“Joint DPD”), called the Greater Manchester Spatial Framework (“GMSF”) and that AGMA be appointed by the 10 authorities to prepare the GMSF on their behalf.
- 1.2 The first draft of the GMSF DPD was published for consultation on 31 October 2016, ending on 16 January 2017. Following substantial re-drafting, a further consultation on the Revised Draft GMSF took place between January and March 2019.
- 1.3 On 30 October 2020, the AGMA Executive Board unanimously agreed to recommend GMSF 2020 to the 10 Greater Manchester Councils for approval for consultation at their Executives/Cabinets, and approval for submission to the Secretary of State following the period for representations at their Council meetings.
- 1.4 At its Council meeting on 3 December 2020, Stockport Council resolved not to submit the GMSF 2020 following the consultation period and at its Cabinet meeting on 4 December, it resolved not to publish the GMSF 2020 for consultation.
- 1.5 As a joint DPD of the 10 Greater Manchester authorities, the GMSF 2020 required the approval of all 10 local authorities to proceed. The decisions of Stockport Council/Cabinet therefore signalled the end of the GMSF as a joint plan of the 10.
- 1.6 Notwithstanding the decision of Stockport Council, the nine remaining districts considered that the rationale for the preparation of a Joint DPD remained. Consequently, at its meeting on 11 December 2020, Members of the AGMA

Executive Committee agreed in principle to producing a joint DPD of the nine remaining Greater Manchester (GM) districts. Subsequent to this meeting, each district formally approved the establishment of a Joint Committee for the preparation of a joint Development Plan Document of the nine districts.

- 1.7 Section 28 of the Planning and Compulsory Purchase Act 2004 and Regulation 32 of the Town and Country Planning (Local Planning) (England) Regulations 2012 enable a joint plan to continue to progress in the event of one of the local authorities withdrawing, provided that the plan has ‘substantially the same effect’ on the remaining authorities as the original joint plan. The joint plan of the nine GM districts has been prepared on this basis.
- 1.8 In view of this, it follows that PfE should be considered as, in effect, the same Plan as the GMSF, albeit without one of the districts (Stockport). Therefore “the plan” and its proposals are in effect one and the same. Its content has changed over time through the iterative process of plan making, but its purpose has not. Consequently, the Plan is proceeding directly to Publication stage under Regulation 19 of the Town and Country Planning (Local Planning) England Regulations 2012.
- 1.9 Four consultations took place in relation to the GMSF. The first, in November 2014 was on the scope of the plan and the initial evidence base, the second in November 2015, was on the vision, strategy and strategic growth options, and the third, on a Draft Plan in October 2016.
- 1.10 The fourth and most recent consultation on The Greater Manchester Plan for Homes, Jobs and the Environment: the Greater Manchester Spatial Framework Revised Draft 2019 (GMSF 2019) took place in 2019. It received over 17,000 responses. The responses received informed the production of GMSF 2020. The withdrawal of Stockport Council in December 2020 prevented GMSF 2020 proceeding to Regulation 19 Publication stage and instead work was undertaken to prepare PfE 2021.
- 1.11 Where a local planning authority withdraws from a joint plan and that plan continues to have substantially the same effect as the original joint plan on the remaining

authorities, s28(7) of the Planning and Compulsory Purchase Act 2004 provides that any step taken in relation to the plan must be treated as a step taken by the remaining authorities for the purposes of the joint plan. On this basis, it is proposed to proceed directly to Publication stage under Regulation 19 of the Town and Country Planning (Local Planning) England Regulations 2012.

- 1.12 A comprehensive evidence base was assembled to support the policies and proposals in the GMSF 2020. Given the basis on which the Plan has been prepared, this evidence base remains the fundamental basis for the PfE 2021 and has remained available on the GMCA's website since October 2020. That said, this evidence base has been reviewed and updated in the light of the change from GMSF 2020 to the PfE 2021 and, where appropriate, addendum reports have been produced and should be read in conjunction with evidence base made available in October 2020. The evidence documents which have informed the plan are available via the GMCA's website.

2.0 Allocation JP26 [Hazelhurst] Overview

- 2.1 The site is located to the immediate south of the A580 East Lancashire Road and benefits from close proximity to the Leigh Salford Manchester (LSM) Busway, which provides good public transport access to the employment and leisure opportunities in the city centre. It is allocated for new housing development in PfE 2021.

3.0 Site Details

- 3.1 The site is located in the ward of Worsley and Westwood Park and is 17 hectares in size. It is greenfield land that is currently in the Green Belt and used for agricultural purposes. As well as being designated as Green Belt, the site is also identified as being a wildlife corridor area of search, and within a Manchester Airport safeguarding area (relating to wind turbines) in Salford's saved Unitary Development Plan. The site is identified as a minerals safeguarding area in the Greater Manchester Joint Minerals Development Plan Document (2013). Worsley Woods Site of Biological Importance is located to the west of the site.

4.0 Proposed Development

- 4.1 The proposed allocation is for 400 houses, with a range of sizes expected. The precise housing mix will be informed by a masterplan/framework or Supplementary Planning Document (as required by criterion 1 of the policy), and the planning application process.
- 4.2 Criterion 2 of the policy requires that development of the site will be required to provide an affordable housing scheme equivalent to at least 50% of the dwellings on the site (with an indicative affordable housing tenure split of 37.5% social rented, 37.5% affordable rented and 25% shared ownership), with some of this directed towards off-site provision. The proportions of affordable housing that will be on and off-site will be established through the masterplanning and planning application process, and have regard to the latest evidence of need, discussions with registered providers and the availability of land. Viability work by Three Dragons has confirmed that 50% affordable housing provision is financially viable (see below for further details).
- 4.3 Appendix 1 sets out the policy wording and boundary for the Hazelhurst allocation as set out in PfE 2021.
- 4.4 There were a number of changes to the wording of the allocation policy between the 2019 Revised Draft GMSF and GMSF 2020 stages. These changes were in response to comments received to the 2019 allocation policy, and updates to the evidence base (such as a transport locality assessment¹ prepared for the site). Key changes between GMSF 2019 and 2020 are set out below:

¹ Systra (November 2020) Transport Locality Assessments. Introductory note and assessments – Salford Allocations

- New criterion which requires development to respond to the site's location, characteristics and surroundings to take opportunities to incorporate green infrastructure that can most effectively benefit the site and the wider area
- Added additional text to require that surface water flood mitigation does not have an adverse impact on the potential for flooding off-site
- Added reference to public rights of way through the site connecting to the wider pedestrian and cycling network and providing access to local facilities.

4.5 There have been no changes to the wording of the allocation or its boundary between the 2020 GMSF and 2021 PfE stages.

5.0 Site Selection

5.1 The site selection process undertaken to determine the priority allocations to be taken forward through Places for Everyone is detailed in the associated Site Selection a Background Paper². Land at Hazelhurst Farm has been selected on the basis of criterion 1 (Land which has been previously developed and/or land which is well served by public transport) of the assessment criteria. In particular, the site is in close proximity to stops on the Leigh Salford Manchester (LSM) Busway which runs, at this point, along the A580 East Lancashire Road to the north of the proposed allocation.

6.0 Planning History

6.1 There have been no recent planning applications within the allocation boundary. There have however been a number of planning permissions granted around its periphery, primarily relating to relatively minor changes / extensions to residential properties, and the construction of 9 residential dwellings on land to the immediate south of Hazelhall Close (reference 17/70889/REM). These 9 residential dwellings have recently been completed.

² GMCA (2021) Places for Everyone Site Selection Background Paper

7.0 GMSF 2019 Consultation Responses

- 7.1 The landowner supports the allocation with amendments sought to the approach to affordable housing, the site boundary, school provision, quantum of development, and the removal of requirements relating to masterplanning and allotments.
- 7.2 A large number of objections to the allocation were received with the most significant numbers relating to the exacerbation of existing issues of congestion, particularly in peak times, on a number of local roads (with the impact on Leigh Road and Worsley Road most commonly mentioned). The cumulative impact of development with other housing developments and RHS Bridgewater was raised, alongside the lack of community infrastructure (particularly schools and doctors / medical facilities).
- 7.3 The issue of air pollution given the proximity of the site to the East Lancashire Road and motorway was a concern for many. Related to this, it was identified that buses (including the Vantage service) are full and overcrowded when reaching the local area and so do not provide a realistic alternative to driving.
- 7.4 A large number of representations objected to the loss of Green Belt / green infrastructure. A number of other negative impacts on the area were identified, including the area already being overcrowded from recent developments, the disruption during the building of the dwellings, a potential drop in property values, and increased crime.

8.0 GMSF 2019 Integrated Assessment

- 8.1 A summary of the 2019 Integrated Assessment (IA) conclusions for the proposed Hazelhurst Farm allocation are set out in section 9 below (alongside the 2020 IA conclusions).

9.0 GMSF 2020 Integrated Assessment

- 9.1 A summary of the GMSF 2019 and 2020 integrated assessment³ conclusions relating to the allocation are provided in the table below. Other than in respect of impacts relating to the development of greenfield land in agricultural use, the impacts identified were largely positive. Possible actions in respect of mitigation identified were considered to have been adequately addressed through the GMSF 2020 allocation policy itself, thematic policies within the GMSF and/or local policy proposed through the Publication Salford Development Management Policies and Designations Document (January 2020). These mitigation actions are equally addressed through Places for Everyone in place of the GMSF.
- 9.2 A 2021 PfE Integrated Appraisal Addendum⁴ has been produced and has reviewed the changes made between GMSF 2020 and PfE 2021. As there have been no changes to the policy no change to its performance against the IA Framework is identified.

Objective	Summary of assessment and mitigation identified	Action on mitigation
1. Provide a sustainable supply of housing land including for an appropriate mix of sizes, types, tenures in locations to meet housing need,	Positive impacts arising from provision of housing and the site’s proximity to Worsley Woods and the Leigh Manchester Guided Busway. No negative impacts identified. Despite this the 2019 integrated assessment identified as mitigation that	Subsequent to this recommendation details of the total number of dwellings and detailed requirements in relation to affordable housing were added to the policy (and have been carried forward into PfE).

³ Arup (January 2019, and October 2020) Integrated Assessment of the Greater Manchester Spatial Framework

⁴ Arup (July 2021) Places for Everyone Integrated Appraisal Addendum

Objective	Summary of assessment and mitigation identified	Action on mitigation
and to support economic growth	reference could be made to the number of dwellings to be provided and details regarding the mix.	The mix on site can be determined through master-planning in line with criterion 1 of the allocation policy, and having regard to national, GMSF (now PfE 2021) and Local Plan policies relating to the efficient use of land.
2 Provide a sustainable supply of employment land to ensure sustainable economic growth and job creation	<p>Positive impacts relating to policy requirements on school provision. No negative impacts identified.</p> <p>Identified as mitigation giving consideration as to how housing land can enhance work force skills and training, such as through construction jobs.</p>	<p>The issue identified is considered to be a detailed issue relevant to a range of sites and more appropriately addressed through thematic policies at the sub-regional and/or local level.</p> <p>The Publication Salford Local Plan (January 2020) proposes policy requirements in relation to this issue, and GMSF policies GM-P 1, GM-E 4 and GM-E 5 are also considered to address this issue (in PfE 2021</p>

Objective	Summary of assessment and mitigation identified	Action on mitigation
		these are policies JP-J 1, JP-P 4 and JP-P 5).
3.Ensure that there is sufficient coverage and capacity of transport and utilities to support growth and development	<p>Positive impacts relating to policy requirements including access to public transport services and high quality pedestrian routes.</p> <p>Identified as mitigation to consider a feasibility study into utilities/ digital infrastructure requirements and ability of local network to support development.</p>	The recommended mitigation is addressed by GMSF thematic policies GM-E 1 and GM-N 2 (in PfE 2021 these are policies JP-P 1 and JP-C 1), and a masterplan for the site as required by the allocations policy would also address the issue.
4.Reduce levels of deprivation and disparity	<p>Identified impacts as uncertain as it was considered uncertain that development would affect deprived areas.</p> <p>Mitigation identified in respect of considering deprived areas in relation to benefits such as creation of construction and operational employment, or improved transport links or increases in the range of community facilities.</p>	<p>The importance of social value as part of new development in the city is clearly set out in the Publication Salford Local Plan (January 2020), along with associated policy requirements.</p> <p>It is also addressed by GMSF thematic policies GM-E 1, GM-E 4, GM-E 5 and GM-P 1 (in PfE 2021 these are policies</p>

Objective	Summary of assessment and mitigation identified	Action on mitigation
		JP-P 1, JP-P 4, JP-P 5 and JP-J 1).
5.Promote equality of opportunity and the elimination of discrimination	<p>Identified a neutral impact in relation to this objective.</p> <p>As mitigation it was identified that the policy could reference integration with existing communities and also encourage the provision of varied tenures within the development.</p>	<p>Subsequent to this recommendation detailed requirements in relation to affordable housing were added to the policy in GMSF (and these are carried forward into PfE).</p> <p>In respect of the other issues raised, the policy requirement for masterplanning (criterion 1) to be developed with the local community and other stakeholders could be significant in this regard. Other issues of equality and opportunity are addressed in thematic policies of the GMSF (and now PfE 2021) and the Publication Salford Local Plan. In terms of the latter, this includes policy requirements relating to fairness,</p>

Objective	Summary of assessment and mitigation identified	Action on mitigation
		equality of access and design.
6. Support improved health and wellbeing of the population and reduce health inequalities	A largely positive impact was identified citing policy requirements relating to pedestrian routes, protection of natural features, including the neighbouring SBI, and the provision of allotment plots.	No mitigation identified.
7. Ensure access to and provision of appropriate social infrastructure	<p>A lack of reference to healthcare facilities resulted in a negative/uncertain impact in this regard. Positive impacts resulting from requirements in relation to school provision and allotments.</p> <p>As mitigation it was identified that ensuring healthcare provision is accessible to all is considered through masterplanning.</p>	<p>Mitigation to be addressed through masterplanning and is also addressed in thematic policies GM-E 5, GM-E 6 and GM-E 7 (in PfE 2021 these are policies JP-J 5, JP-J 6 and JP-J 7).</p> <p>The Publication Local Plan includes additional requirements in relation to health provision.</p>
8. Support improved educational attainment and skill levels for all	Policy requirement relating to school provision is identified as a major positive. A neutral impact is identified in relation to the education and skill	No mitigation identified.

Objective	Summary of assessment and mitigation identified	Action on mitigation
	levels in the working age population as it is not covered in the policy.	
9. Promote sustainable modes of transport	Positive impact identified with references to encouraging use of nearby public transport and high quality pedestrian routes.	No mitigation identified.
10. Improve air quality within Greater Manchester, particularly in the 10 Air Quality Management Areas (AQMAs)	<p>A positive/negative impact is identified, the assessment referencing proximity to the AQMA and also that the policy supports the use of active modes and public transport.</p> <p>Seeking to minimise private car use and considering mitigation solutions including green infrastructure, incentivising electric car use and/or masterplan layout which reduces emissions near sensitive receptors are all identified as mitigation.</p>	<p>The issues identified can be addressed through masterplanning and are also addressed through thematic policies in PfE 2021.</p> <p>The allocation policy was amended in GMSF 2020, including a requirement to incorporate green infrastructure that can most effectively benefit the site and the wider area. The policy also includes requirements which seek to encourage public transport use, and this is supplemented by policy requirements in the Publication Salford</p>

Objective	Summary of assessment and mitigation identified	Action on mitigation
		Local Plan. The Local Plan also includes requirements relating to electric vehicle charging and the incorporation of green infrastructure within development.
11. Conserve and enhance biodiversity, green infrastructure and geodiversity assets	The assessment identifies both positive and negative impacts in relation to this objective citing the site's location within a wildlife corridor, proximity to a protected habitat and adjacency to Worsley Woods (an SBI). Also referenced are policy requirements relating to the protection of the SBI and other natural features. The requirement for allotment plots is also identified.	No mitigation identified.
12. Ensure communities, developments and infrastructure are resilient to the effects of expected climate change	A neutral impact was identified in 2019 as the site is relatively low flood risk and policy requires incorporation of sustainable drainage systems to mitigate surface water flooding. This has improved to a positive score in the 2020 assessment due to the	No action required

Objective	Summary of assessment and mitigation identified	Action on mitigation
	<p>requirement that there is no adverse impact on the potential for flooding off site.</p> <p>Issue is also addressed in thematic policies of the GMSF and Publication Salford Local Plan.</p>	
<p>13. Reduce the risk of flooding to people and property</p>	<p>A neutral impact identified, the site is relatively low flood risk and policy requires incorporation of sustainable drainage systems to mitigate surface water flooding.</p> <p>Issue is also addressed in thematic policies of the GMSF and Publication Salford Local Plan.</p>	<p>No action required</p>
<p>14. Protect and improve the quality and availability of water resources</p>	<p>Positive impact identified in 2019 which was increased to very positive for one element in 2020. The policy requires development to protect the quality of watercourses through and around the site.</p> <p>Issue is also addressed in thematic policies of the GMSF and Publication Salford Local Plan.</p>	<p>No action required</p>

Objective	Summary of assessment and mitigation identified	Action on mitigation
<p>15. Increase energy efficiency, encourage low carbon generation and reduce greenhouse gas emissions</p>	<p>A positive impact identified in relation to the promotion of cycling and walking, but negative/uncertain impacts given a lack of reference to low carbon and renewable energy facilities and a proactive reduction in direct and indirect greenhouse gases.</p> <p>The assessment recommended making reference to energy efficiency directly and ways that it can be increased, such as highlighting the benefits of sustainable modes of transport.</p>	<p>Issues are addressed in thematic policies in the GMSF (and now PfE 2021) and a number of policies within the Publication Salford Local Plan, including in relation to climate change, design, access and energy.</p>
<p>16. Conserve and/or enhance landscape, townscape, heritage assets and their setting and the character of GM</p>	<p>Positive impacts identified in relation to retention of landscape features and ensuring that vehicular access does not compromise the quality of existing residential areas.</p> <p>In respect of mitigation, the assessment identifies a need to consider heritage assets</p>	<p>Mitigation issues identified are addressed by separate thematic policies in the GMSF (and now PfE 2021) and policies within the Publication Local Plan in respect of heritage, design and green infrastructure.</p> <p>Masterplanning</p>

Objective	Summary of assessment and mitigation identified	Action on mitigation
	<p>outside of the site throughout the detailed design to reduce risk throughout construction and operational phases.</p> <p>Mitigation also includes a need to ensure that the policy is designed to take advantage of the natural landscape assets and connections to these both on and off site and also townscape assets that are present.</p>	<p>requirements provide an opportunity to consider the issues raised further.</p> <p>A heritage impact assessment of the allocation has been undertaken.</p>
<p>17. Ensure that land resources are allocated and used in an efficient and sustainable manner to meet the housing and employment needs of GM, whilst reducing land contamination</p>	<p>Major negative impacts identified resulting from the development of greenfield land in agricultural use.</p> <p>Mitigation included:</p> <ul style="list-style-type: none"> • Consider how PDL development and the development of derelict land, properties and infrastructure could be encouraged as a result of development • Further research into agricultural land quality 	<p>PDL (previously developed land) opportunities within the city are identified through Salford's Housing and Economic Land Availability Assessment (and Brownfield Register). No particular opportunities relating specifically to the site are apparent.</p> <p>Mitigation is included within chapters 4 and 9 of the GMSF (and now</p>

Objective	Summary of assessment and mitigation identified	Action on mitigation
	<p>In the 2020 assessment, most of the impacts identified are still major negatives but a positive score was recorded against protecting the best and most versatile agricultural land.</p>	<p>in these chapters in PfE 2021).</p>
<p>18. Promote sustainable consumption of resources and support the implementation of the waste hierarchy</p>	<p>A neutral impact is identified due to a lack of specific reference within the policy.</p> <p>Mitigation included the promotion of sustainable construction methods and giving consideration to waste and recycling facilities in design.</p>	<p>These issues are specifically addressed in the Publication Salford Local Plan including policy requirements relating to efficient and coordinated use of land, energy, design and waste.</p> <p>GMSF thematic policy GM-S 7 also addresses the issues (in PfE 2021 this is policy JP-S 7).</p>

Section B – Physical

10.0 Transport

- 10.1 The allocation has good access to public transport services and was selected for inclusion within the GMSF for this reason. The Leigh Salford Manchester (LSM) Busway, which runs services adjacent to the allocation provides fast, high frequency services which operate along the LSM Guided Busway and A580 bus priority lanes. Since its implementation, the LSM service has become a highly successful and significant public transport service for this area of Greater Manchester. Improvements to the frequency of services are being considered along this corridor as well as enhancements to Park and Ride services along the A580.
- 10.2 A Locality Assessment⁵ was prepared for the site allocation in order to confirm the potential transport impacts and identify appropriate mitigation to support its inclusion in GMSF 2020. The assessment identifies that the traffic impacts of the site are ‘less than severe’ in the context of the National Planning Policy Framework (paragraph 109), and it is considered that the site is deliverable from a transport perspective. At this stage, the modelling work is considered to be a ‘worst case’ scenario as it does not take full account of the extensive opportunities for active travel and public transport improvements associated with the significant continued investment proposals within the Greater Manchester 2040 Transport Strategy. It is considered that the LSM Guided Busway offers the opportunity to significantly reduce the trip generation associated with the site, particularly during the peak hours.
- 10.3 Whilst the modelling work indicates that the local area is congested and some junctions will experience capacity issues, they are not significantly worse than those experienced in the reference case situation (i.e. without this site being allocated) and are not directly attributable to the Hazelhurst Farm site allocation. For some local junctions which are identified as operating above capacity, the assessment has identified that there is limited scope for improvement.

⁵ Systra (November 2020) Transport Locality Assessments. Introductory note and assessments – Salford Allocations

10.4 With regards to walking and cycling infrastructure, national cycle route 55 runs to the south of the allocation offering traffic free connections. There is also a shared use cycle way along the A580. The 'Bee Network' includes various proposals for improvements to the cycle networks and new links in the surrounding area. It is important to the sustainable development of the site, that it is designed to maximise the use of public transport services. The following improvements have been identified in the assessment which would further improve the site's accessibility by sustainable modes and are reflected in the site allocation policy requirements, namely criteria 3 and 4:

- A580 East Lancashire Road/ Moorside Rd crossing facilities
- A572 Worsley Road crossing
- Ramped cycle and disabled access to NCN55 at Greenleach Lane (at Broad Oak Road)
- The allocation should have a permeable network for pedestrian and cyclist priority within the development.

10.5 Vehicular access to the site would be provided from existing residential streets off Hazelhurst Road through the form of priority junctions and a minimum of two access points will be required. The site allocation policy explains that vehicular access to the site shall not have an unacceptable impact on the quality of existing residential areas.

10.6 In order to ensure that the findings of the 2020 Locality Assessments remain robust with the change from GMSF 2020 to PfE 2021 a review of their conclusions has been undertaken. The Salford City Council Locality Assessment Update Note⁶ (July 2021) identifies whether any of the changes (which include the removal of some allocations from the plan, changes to the quantum of development within some allocations and the withdrawal of Stockport Council and their associated allocations from the plan) are likely to significantly impact on the conclusions in relation to

⁶ SYSTRA (July 2021) Salford City Council Locality Assessment Update

proposed site allocations in Salford. A further round of modelling has also been undertaken as part of this update.

- 10.7 With regards to the Hazelhurst Farm allocation, whilst the updated modelling indicates some flow differences when compared to the previous assessment, these are largely due to wider network updates in the model since the previous work was undertaken. The Update Note concludes that the previous locality assessment gave an indication that the traffic impacts of the allocation are less than severe, and that with no changes to the development quantum and subsequent vehicular trip generation, these conclusions remain robust. It also considers that the wider network changes do not affect the requirement for the interventions as identified in paragraph 10.4 of this topic paper.

11.0 Flood Risk and Drainage

- 11.1 The site is entirely within Flood Zone 1 (low risk), according to the Environment Agency Flood Map for Planning, and the Level 1 Strategic Flood Risk Assessment (SFRA)⁷. A small proportion of the site (less than 5% of the total area) is considered to be at risk of surface water flooding, generally low to medium risk. Flooding is not considered to be a significant constraint on this site, but a site-specific flood risk assessment would be required in advance of development, and appropriate measures such as sustainable drainage would be required to mitigate the surface water flood risk (in line with criterion 11 of the allocation policy).
- 11.2 Work commissioned by the landowner⁸ notes that the presence of sandstone within the site should enable the use of infiltration-based sustainable urban drainage systems (SUDS) to be used on site, subject to further site investigations. The work further notes the presence of a minor watercourse/drain along part of the western boundary of the site and another on the part of the eastern boundary, alongside the right of way next to the recreation ground.

⁷ JBA consulting (March 2019) Level 1 Strategic Flood Risk Assessment for Greater Manchester - Update

⁸ WSP / Parsons Brinckerhoff (April 2017) OA19-Hazelhurst Farm: Site Appraisal – Drainage and Flood Risk

12.0 Ground Conditions

- 12.1 Agricultural land data suggests that the entire site comprises grade 3 agricultural land (grades 1, 2 and 3a are defined as the best and most versatile). Grade 3 land is subdivided into sub grade 3a (good quality land) and sub grade 3b (moderate quality land). There is however no detailed Agricultural Land Classification data available for the site.
- 12.2 The majority landowner has undertaken an assessment of the agricultural land classification of the site allocation⁹ which is published alongside PfE 2021 for information. The assessment of the agro-climatic conditions indicates that the field capacity day regime (i.e. the period from autumn to spring where soil moisture deficit is zero) is longer than typical for lowland England and is therefore unfavourable. The soil survey mapping shows the 'Brickfield 3 association' to be present across the site. This is characterised by predominantly loamy and clayey surface-water gley soils that are waterlogged for much of the year and can make cultivation difficult.
- 12.3 The assessment concludes that the main factor affecting the classification of the land is limited workability due to the combination of poor soil drainage, the long field capacity day regime and the clayey topsoil textures. The assessment suggests that the agricultural land classification for most of the site is grade 3b or below and identifies around 4.5 hectares of the land in the southern part of the site as being grade 3a (good quality). Given the overall scale of development that needs to be accommodated across the 9 districts involved in the production of PfE up to 2037, a limited amount of development on high grade agricultural land is proposed in it and considered necessary to meet development needs.

13.0 Utilities

- 13.1 Correspondence has been undertaken with United Utilities who has indicated that a pressurised sewer runs along the north western edge of the site, which would need

⁹ Reading Agricultural (November 2019) Agricultural Land Classification and Soil Resources

to be planned around. Three gravity sewers are located adjacent to the site's southern boundary.

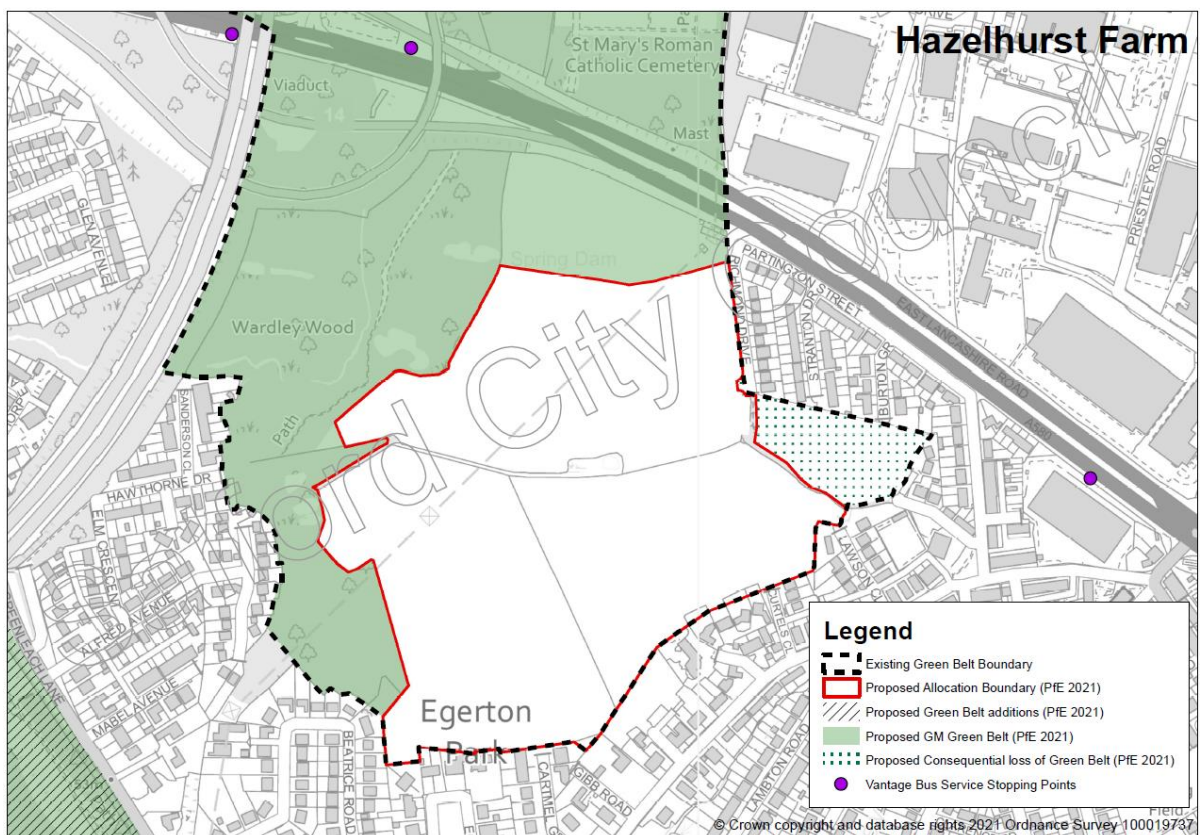
- 13.2 Cadent has confirmed that the site is served by gas mains with capacity and no reinforcement would be required as a result of this development. The site would need to connect to an existing gas main on Hazelhurst Road via Cartmel Grove. Alternatively, there is a gas main with capacity to the north of the site on the A580.
- 13.3 Overhead power lines run south west to north east through the site. A buffer to these would need be provided in accordance with the National Grid requirements. This constraint is referred to in the site allocation policy (criterion 12).
- 13.4 Electricity North West (ENWL) estimates that the total electrical demand (i.e. the peak demands used to determine the size of the connections required) associated with this site would be 0.56MW. The demands associated with the city's baseline supply of housing and employment sites and the four PfE 2021 allocations in Salford totals 240.3 MW. To inform their plans for the network, ENWL forecast how customers would use and generate electricity in their annual Distribution Future Electricity Scenarios (DFES) and information on developments are an important input to this. In assessing the impact of all proposed development across Salford on the network up to 2037, ENWL assumes each house would be heated by gas and half of the apartments would have electrical heating and the other half would have heat pumps which significantly increase the electrical requirements of the property. Assumptions are also made about the electrical consumption of the industrial and commercial spaces. The assessment is therefore an approximation, recognising that customers would change their needs over the same timescale.
- 13.5 ENWL has indicated that there is approximately 21.7MW space capacity within Salford's 11 primary substations. ENWL concludes that by 2037, additional electrical demands would exceed spare capacity if all of the developments are realised. ENWL would therefore need to expand their network, and although they would first consider using the existing network more flexibly, the size of the estimated new capacity is likely to mean that new Primary substations would be needed. These are issues associated with accommodating the wider development requirements within Salford

rather than being specific to this site. ENW has indicated that requirements would depend on the precise timing and extent of developments, interacting with the altered needs of other customers. Ongoing dialogue between the city council and ENWL will therefore be important and the masterplanning process provides an opportunity to consider further any site-specific requirements.

Section C – Environmental

14.0 Green Belt Assessment

14.1 The allocation would result in the removal of 16.7 hectares of existing Green Belt. 15.6 hectares of the land would be within the development allocation itself and a further 1.1 hectares as a result of the removal of an area of open space (which would remain in that use) due to it becoming detached from the wider Green Belt.



Exceptional Circumstances

14.2 The strategic level exceptional circumstances that have required the identification of site allocations within the Green Belt are set out in detail in the Green Belt Topic Paper¹⁰, with the key driver being the need to deliver the ambitions set out in the

¹⁰ GMCA (July 2021) Green Belt Topic Paper

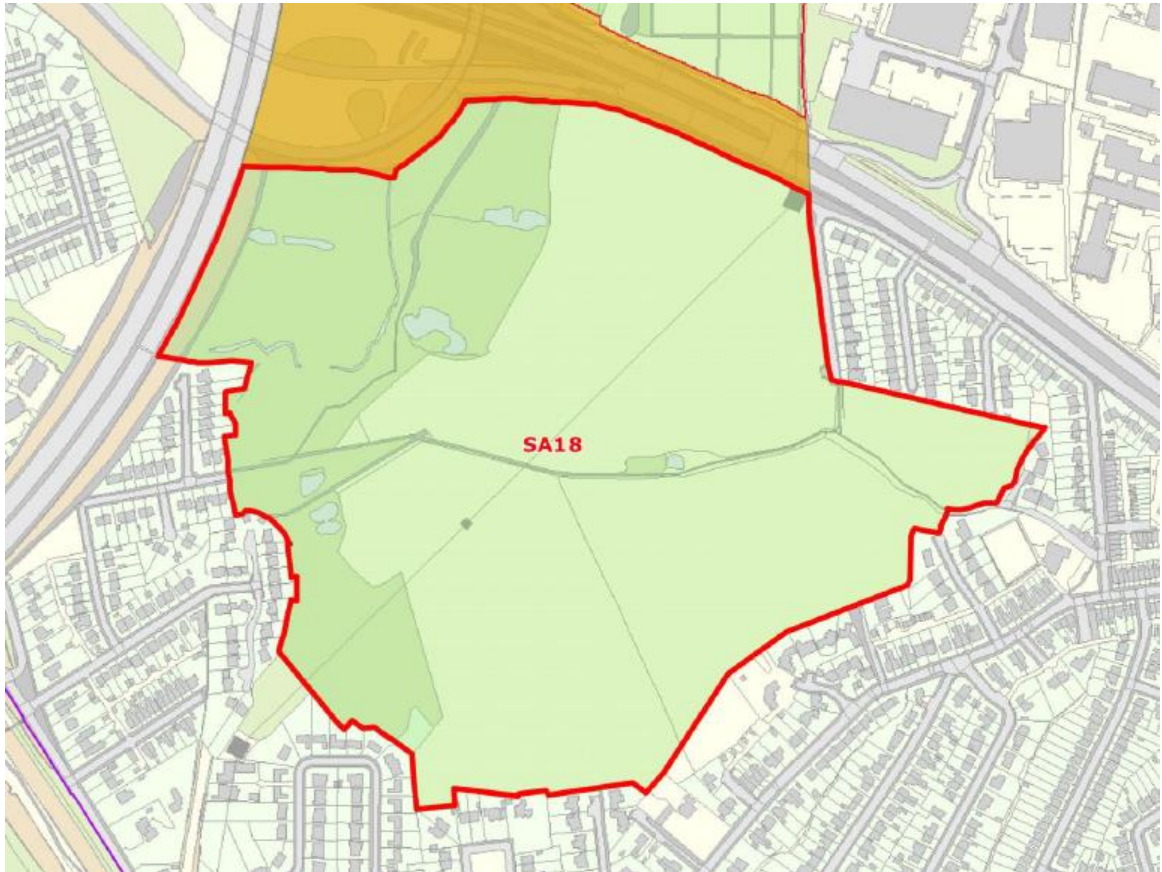
Greater Manchester Strategy and the objectively assessed need for both employment and housing.

- 14.3 Hazelhurst Farm has been selected to deliver part of the identified dwelling requirement given its proximity to high quality public transport infrastructure, namely the Vantage Rapid Bus Transit route between Bolton and Manchester which, at this point, runs along the A580 to the north of the allocation.¹¹ This is consistent with paragraph 138 of the NPPF which states that “where it has been concluded that it is necessary to release Green Belt land for development, plans should give first consideration to land which has been previously developed and/or is well-served by public transport.”
- 14.4 At the local level the site would contribute to a wider mix of dwellings coming forward in the city (particularly in Salford West) with the existing pipeline heavily weighted towards apartment development reflecting the city’s location at the heart of the GM conurbation and forming part of the City Centre. The allocation would also deliver a significant number of affordable dwellings, with the allocation policy requiring the provision of an affordable housing scheme equivalent to at least 50% of the 400 dwellings to be provided as part of the allocation (with some of this directed towards off-site provision).
- 14.5 The allocation policy identifies a number of requirements for the development of the site some of which have the potential to bring wider benefits. These are discussed in greater detail elsewhere in this topic paper but include the enhancement of the Worsley Woods SBI, a 10% biodiversity net gain, a primary school if there is no capacity within existing schools at the time the development comes forward, and the provision of off-site road crossings.

¹¹ GMCA (July 2021) Places for Everyone Site Selection Background Paper – Criterion 1

Contribution to Green Belt purposes

- 14.6 An assessment of the contribution that parts of the Greater Manchester Green Belt make to the Green Belt purposes defined in national policy was published in 2016¹². The allocation was assessed as part of parcel SA18 in that document, which also included land immediately around it.



¹² LUC / GMCA (2016) Greater Manchester Green Belt Assessment

14.7 A summary of this assessment is shown in the table below:

Green Belt Purpose	Assessment	Conclusion on contribution
Purpose 1 - Check the unrestricted sprawl of large built up areas		
1a - Does the parcel exhibit evidence of existing urban sprawl and consequent loss of openness?	No urbanising features within the parcel and a strong sense of openness	Strong
1b - Does the parcel protect open land from the potential for urban sprawl to occur?	The parcel plays some role in inhibiting ribbon development from Richmond Drive to the east and a number of minor roads to the south.	Moderate
Purpose 2 – To prevent neighbouring towns merging into one another		
Does the parcel prevent the merging or erosion of the visual or physical gap between neighbouring settlements?	Whilst already merged, the parcel plays some role in preventing further coalescence of Worsley and Swinton.	Moderate
Purpose 3 – To assist in safeguarding the countryside from encroachment		
Does the parcel have the characteristics of countryside and/or connect to land with the characteristics of countryside?	The parcel has some characteristics of the countryside but is relatively small, enclosed by extensive	Weak

Has the parcel already been affected by encroachment of urbanised built development?	urban development and lacks a strong rural character.	
Purpose 4 - To preserve the setting and special character of historic towns		
Does the parcel contribute to the setting and 'special character' of a historic town(s)?	Limited visual or physical relationship with any historic settlements	Weak
Purpose 5 - Assist in urban regeneration by encouraging the recycling of derelict and other urban land	The assessment does not provide a parcel by parcel assessment in relation to this purpose given difficulties in distinguishing the extent to	n/a

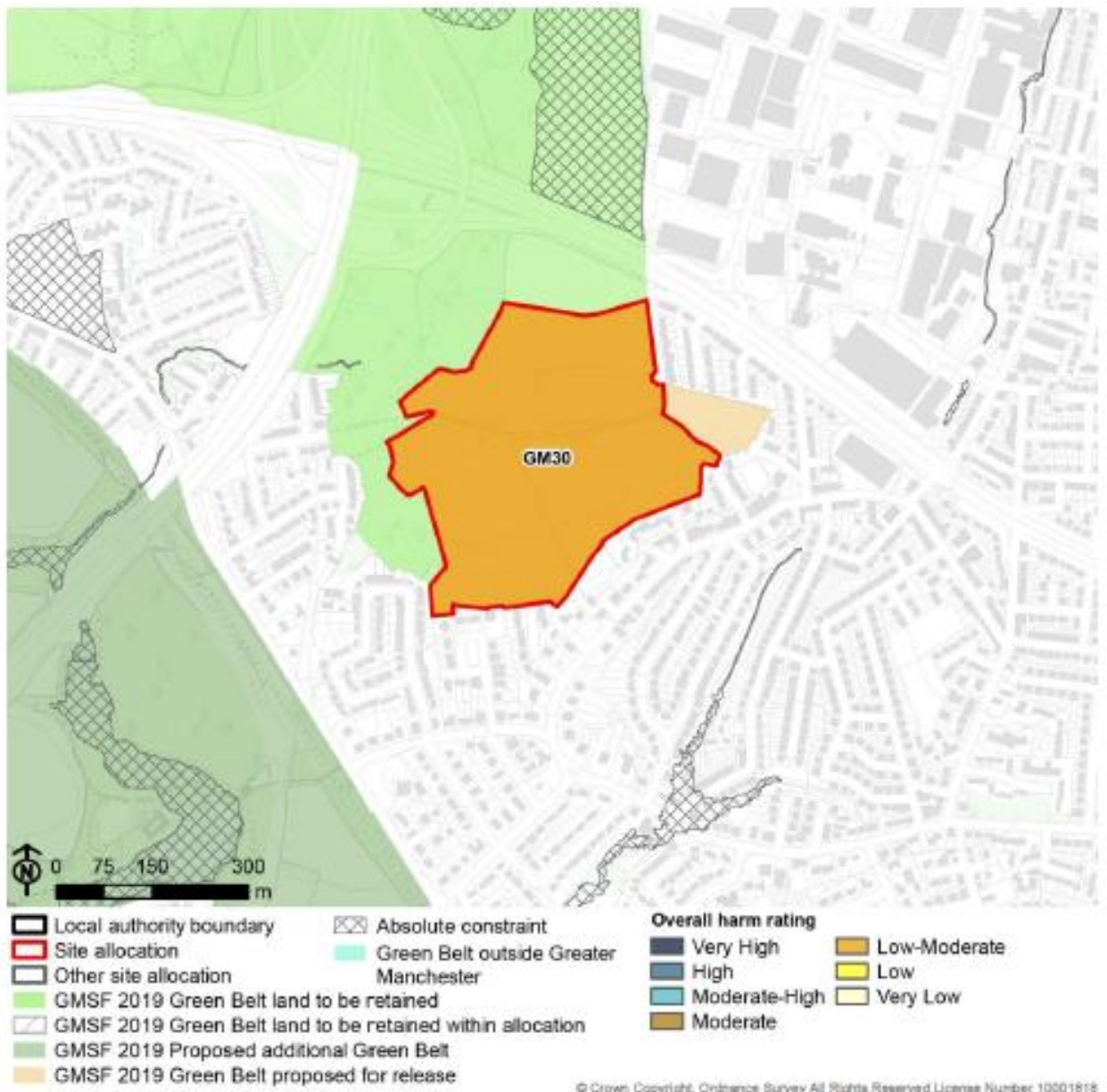
Potential Impact on the Green Belt

14.8 Further to the above, an assessment of the potential harm to the Green Belt arising from the allocation's release has been undertaken¹³. This focuses on the allocation boundary as proposed in the Revised Draft GMSF published in 2019¹⁴ and as shown in the image below¹⁵. The same boundary was retained in the 2020 version of the GMSF and subsequently PfE 2021.

¹³ LUC (September 2020) Stage 2 Greater Manchester Green Belt Study, Assessment of Proposed 2019 GMSF Allocations

¹⁴ GMCA (January 2019) Revised Draft Greater Manchester Spatial Framework

¹⁵ LUC (September 2020) Stage 2 Greater Manchester Green Belt Study, Assessment of Proposed 2019 GMSF Allocations, Appendix B, page 180



14.9 The new Green Belt boundary to the west of the allocation would be formed by the dense tree cover of Worsley Woods Site of Biological Importance. To the north the boundary on the ground is less clear but reflects the existence of a priority habitat identified by Defra. An appropriate boundary treatment to the north could be determined through masterplanning (which is a requirement of the allocation policy).

14.10 The potential harm to the Green Belt as a result of the allocation has been assessed as “low-moderate”¹⁶ due to the release constituting “moderate sprawl and encroachment on the countryside, and a negligible weakening of retained Green Belt land.” A more detailed summary of the allocation’s potential impact on Green Belt purposes and on adjacent Green Belt, as identified in the Greater Manchester Assessment of Proposed Allocations¹⁷, is provided in the table below.

Impact on Green Belt purposes

Green Belt Purpose	Impact	Comments
Purpose 1 – Check the unrestricted sprawl of large built-up areas	Moderate	The release would constitute sprawl. However, while free of urbanising uses, the sense of containment by the surrounding urban development and the lack of significant boundary features between the urban development and the Allocation limits to an extent the role of this land in preventing sprawl.
Purpose 2 – Prevent neighbouring towns merging into one another	Limited/No	The Allocation lies between the towns of Worsley and Swinton, but the towns are already linked to a significant degree. This limits the role of the land in preventing the merger of towns.
Purpose 3 – Assist in safeguarding the countryside from encroachment	Moderate	Its release would encroach on land which is free of urbanising uses. However, the extent of containment by the urban edge and the lack of distinction from urbanising uses limit the land's relationship with open countryside.

¹⁶ LUC (September 2020) Stage 2 Greater Manchester Green Belt Study, Assessment of Proposed 2019 GMSF Allocations

¹⁷ LUC (September 2020) Stage 2 Greater Manchester Green Belt Study, Assessment of Proposed 2019 GMSF Allocations, Appendix B page 181

Purpose 4 – Preserve the setting and special character of historic towns	Limited/No	Worsley is a historic settlement, but land within the Allocation does not make a significant contribution to the setting of this town.
Purpose 5 – To assist in urban regeneration by encouraging the recycling of derelict and other urban land	Equal contribution	All Green Belt land is considered to make an equal contribution to this purpose.

Impact on adjacent Green Belt

Green Belt Purpose	Impact
No/negligible	Releasing this Allocation would increase the containment of retained open woodland to the west, but the wooded nature of this area means that its distinction from the urban area would not be significantly weakened. The release would result in a relatively distinct boundary between the inset settlement and retained Green Belt land, marked by dense tree cover.

14.11 The cumulative impact of all changes to the Green Belt proposed through GMSF 2020 was also assessed¹⁸. In this context it was similarly identified that the allocation’s release would constitute “sprawl” and “encroachment into the countryside”; however the site’s containment limits any wider impacts for the strategic area within which it falls (Strategic Area 14). The allocation was identified as falling between Worsley and Swinton however “the towns are already linked to a significant degree limiting its role in preventing their merger.”¹⁹ These conclusions remain relevant to the allocation as proposed in PfE 2021.

¹⁸ LUC (September 2020) Stage 2 Greater Manchester Green Belt Study, Cumulative Assessment of Proposed 2020 GMSF Allocations and Additions

¹⁹ LUC (September 2020) Stage 2 Greater Manchester Green Belt Study, Cumulative Assessment of Proposed 2020 GMSF Allocations and Additions - Strategic Area 14, page 42

Mitigation to address Green Belt harm

14.12 The principal cause of harm to the Green Belt is from the loss of Green Belt land within the Allocation itself and therefore “mitigation measures would not reduce the harm of release of this Allocation”²⁰.

14.13 Nevertheless, NPPF paragraph 138 of the NPPF states that, when drawing up or reviewing Green Belt boundaries, strategic policy making authorities should “set out ways in which the impact of removing land from the Green Belt can be offset through compensatory improvements to the environmental quality and accessibility of remaining Green Belt land”. To this end an assessment of the potential to enhance the beneficial use of the Green Belt around GMSF allocations was undertaken²¹.

14.14 The assessment identifies a number of potential projects as listed below which remain relevant to the allocation as identified in PfE 2021²²:

²⁰ LUC (September 2020) Stage 2 Greater Manchester Green Belt Study, Assessment of Proposed 2019 GMSF Allocations, Appendix B page 179

²¹ LUC (September 2020) Stage 2 Greater Manchester Green Belt Study: Identification of Opportunities to Enhance the Beneficial Use of the Green Belt in the vicinity of Proposed 2019 Green Belt Allocations

²² LUC (September 2020) Stage 2 Greater Manchester Green Belt Study: Identification of Opportunities to Enhance the Beneficial Use of the Green Belt in the vicinity of Proposed 2019 Green Belt Allocations, Appendix F

Potential enhancement projects	
Access	
1.	Consideration of multi-user access improvements to Roe Green Loopline.
2.	Potential new cycleway infrastructure.
3.	Footpath upgrading and extension, including access control and vegetation management.
4.	Accessibility upgrading, including Bridgewater Canal access path improvements and reinforcement of strategic links to Roe Green Loopline.
Sport and recreation	
5.	Potential spectator and access upgrades at Roe Green Cricket Club and Roe Green Tennis Club.
6.	Establishment of woodland play areas.
7.	Potential new allotment facilities.
Biodiversity and wildlife corridors	
8.	Potential species rich hedgerow reinstatement.
9.	Buffer planting reinforcing the M60 green corridor, incorporating a rich diversity of native species.
10.	The conservation and restoration of pond features within Worsley Woods SBI, including tree works within the SBI and LNR to open up marginal areas. Management of invasive species should also be considered.
Landscape and visual	
11.	Potential reinstatement of hedgerows and woodland blocks to help the restoration of historic landscape character.
12.	Enhance the ecological and hydrological beneficial features within the area of retained Green Belt by combining flood risk reduction with green infrastructure improvements.

14.15 Opportunities in this regard can be considered further through the masterplanning process required by the allocation policy (criterion 1) and any subsequent planning application. However, relevant to the above, the allocation policy includes the following key requirements.

- Criterion 3 - Be designed to encourage the use of nearby public transport services, in particular the Leigh-Salford-Manchester bus rapid transit service, with high quality pedestrian and cycling routes and off-site pedestrian crossings that connect all parts of the site to nearby bus stops
- Criterion 4 - Incorporate attractive public rights of way through the site which connect into the wider pedestrian and cycling network providing access to local facilities
- Criterion 7 - Respond to the site's location, characteristics and surroundings to take opportunities to incorporate green infrastructure that can most effectively benefit the site and the wider area
- Criterion 8 - Protect and enhance the Worsley Woods Site of Biological

Importance to the west of the site

- Criterion 9 - Retain mature woodland, hedgerows, swamp and water bodies as important landscape features within the site, supporting an overall increase in its nature conservation value
- Criterion 10 - Support the objectives for the Great Manchester Wetlands Nature Improvement Area and avoid harm to protected species
- Criterion 14 - Include new allotment plots to meet the local standard unless suitable alternative provision can be made in the local area

Summary

14.16 Exceptional circumstances have been identified to justify the allocation of Green Belt land for development. A “low-moderate” level of harm to the Green Belt has been identified resulting from the release of the Hazelhurst Farm allocation with “no/negligible” impact on adjacent Green Belt. The site would contribute both to dwelling requirements for the 9 districts involved in the production of Places for Everyone, and has been selected on the basis of the availability of public transport connections (see section 5 of this topic paper for further details). At the local level the development of the site would contribute to the mix of dwellings (particularly increasing the supply of houses) within the city and deliver a significant number of affordable dwellings.

15.0 Green Infrastructure

15.1 Local residents have made clear in their representations that they value land at Hazelhurst Farm as an open space and for the informal recreation opportunities it provides, with benefits for their physical and mental wellbeing. There is a public right of way across the centre of the site which connects residential areas to the east with Wardley Woods and (via Greenleach Lane) to the wider network of rights of way and open spaces within the West Salford Greenway. The allocation policy requires any development to incorporate attractive public rights of way through the site which connect into the wider pedestrian and cycling network (criterion 4).

- 15.2 A number of potential enhancements to green infrastructure on the site and in surrounding areas are suggested in the Green Belt Opportunities work²³. These opportunities and the potential deliverability of them would be considered through the masterplanning and planning application stages. The allocation policy requires development to respond to the site's location, characteristics and surroundings to take opportunities to incorporate green infrastructure that can most effectively benefit the site and the wider area (criterion 7).
- 15.3 Work by Greater Manchester Ecology Unit²⁴ identified that the western part of the site was part of the Greater Manchester Priority Green Infrastructure network, and most of the site as part of the Greater Manchester woodland green infrastructure network. This is thought to be due to the presence of the adjacent Site of Biological Importance at Worsley Woods and there is considered to be adequate mitigation within the policy to reflect the role the site currently plays as part of the city's green infrastructure.

16.0 Recreation

- 16.1 The allocation policy requires that new allotment plots are provided to meet the local standard unless suitable alternative provision can be made in the local area (criterion 14). In addition, the site would be required to contribute to the achievement of Salford City Council's recreation standards in accordance with the Salford Greenspace Strategy (2019) and the relevant existing policies in the Unitary Development Plan (2009). New recreation standards are proposed in the Salford Local Plan: Development Management Policies and Designations which was published in January 2020 (with modifications to it set out in a February 2021 Addendum) and is due to be adopted in 2022.

²³ LUC (September 2020) Stage 2 Greater Manchester Green Belt Study: Identification of Opportunities to Enhance the Beneficial Use of the Green Belt in the vicinity of Proposed 2019 Green Belt Allocations, Appendix F

²⁴ GMEU (May 2018) GMSF Background Paper: The Natural Environment – Priority Green and Blue Infrastructure

17.0 Landscape

- 17.1 The site is identified in the Greater Manchester Urban Historic Landscape Characterisation (HLC) Salford District Report²⁵ as ‘Enclosed land – agglomerated fields.’ Such fields were generally created in the late 19th and 20th centuries and formed by the removal of a proportion of the existing boundaries. They are likely to retain some historic boundaries and the lines of relict boundaries may still be visible. Key characteristics include remains associated with earlier farming activity including farm buildings, relict field boundaries and earthworks. According to this report, management recommendations include enhancement and restoration of historic character; the development of links between the HLC and green infrastructure strategies, respecting the continuity of historic enclosure boundaries in a modern street scene; memories of historic identity reflected in street naming, and development conditioned to ensure investigation into the site’s archaeological potential.
- 17.2 The archaeological assessment for the site identifies that much of the site was in use of an agriculture nature throughout the industrial period of the 18th and 19th centuries. Of the established pre-Ordnance Survey field boundaries, a main east/west hedgerow survives across the centre of the Site, with a public footpath running parallel. Likewise, a hedgerow can be seen orientated northwest/south-east running from the centre of the Site to the south-east boundary which matches the line of the field boundary on the Ordnance Survey map of 1848²⁶. The proposed site allocation policy requires that woodland, hedgerows and other important landscape features within this site are protected. The landowner submitted a development framework for the site as part of their representations to the 2019 GMSF²⁷, which identifies a series of masterplanning principles including ‘retain and enhance existing

²⁵ The Greater Manchester Archaeological Unit (November 2010) Greater Manchester Urban Historic Landscape Characterisation (HLC) Salford District Report

²⁶ University of Salford (2018) Archaeological Assessment – H3/15 Hazelhurst. Page 12, 4.3.1

²⁷ Peel Land and Property (March 2019). Hazelhurst Farm Development Framework. Page 38, paragraph 6.8

landscape assets.’ It proposes that a green corridor would be created alongside the existing hedgerow which runs east to west through the site.

- 17.3 The Greater Manchester Landscape Character and Sensitivity Assessment 2018²⁸ identified the site to fall within the landscape character area “Historic Parks and Wooded Estates Farmland – Worsley and Egerton”. This 2018 assessment was informed by the Landscape Character Assessment published by Salford City Council in 2007²⁹. This identified the area as “Urban lowland fringe Sub area 3: Wardley Wood Wedge”, which is described as comprising a small area of woodland, 3 fields and a small recreation ground bordered to the west by the motorway and housing to the east and south. An informal network of paths extends into the woodland and between the fields.
- 17.4 As part of the 2018 GM Landscape Character and Sensitivity Assessment a number of potential mitigation measures and opportunities to consider for any new development were identified. These included opportunities broadly relating to the following: maintaining the open and long ranging views, avoiding development on elevated areas and preventing of further fragmentation of the landscape; protecting and enhancing the sense of tranquillity and naturalness; the retention and conservation of existing woodlands and hedgerows with additional planting of both; the designing-in of sustainable urban drainage systems and addressing any changes to hydrology; the conservation of the setting of heritage assets; and the improvement of public access and provision of informal recreation provision. The site allocation policy now reflects most of these identified mitigation measures and opportunities.

18.0 Ecological/Biodiversity Assessment

- 18.1 The Worsley Woods Site of Biological Importance (SBI) borders the site on the western boundary and may therefore come under increased pressure from the proposed development. However, this is mitigated against through the policy

²⁸ LUC (August 2018) Greater Manchester Landscape Character and Sensitivity Assessment

²⁹ Salford City Council (September 2007) Landscape Character Assessment

requirement for any development to protect and enhance the Worsley Woods SBI (criterion 8).

- 18.2 The site is also located within the Great Manchester Wetlands Nature Improvement Area that extends across Salford, Wigan and Warrington. The site would be required to support its objectives as outlined in the site allocation policy (criterion 10), and be in accordance with policy BG1 (Nature Improvement Areas) of the Publication Salford Local Plan: Development Management Policies and Designations (January 2020) upon its adoption.
- 18.3 In terms of habitats, the surveys provided by the landowner³⁰ are more up to date than the city council's habitat survey³¹. Two hedgerows run through the site, dividing it into three fields. There are also a number of hedgerows around the edge of the site. There is an area in the northwest of the site which has been described as "marshy grassland" in the ESL study³² and "swamp" in the more recent study by TEP³³. The TEP survey concluded that this area did not qualify as priority habitat but given the time of year that the survey took place, a further survey of this area during the recommended survey season would be required prior to development. There are a number of ponds within the site which may be a priority habitat and would require further survey prior to development. The allocation policy requires these features to be retained, supporting an overall increase in the site's nature conservation value (criterion 9).
- 18.4 There are records of protected species on this site, and appropriate detailed ecological surveys would be required to accompany any planning application.

³⁰ ESL (July 2017) Ecological Assessment of land at Hazelhurst Farm and TEP March 2020, Hazelhurst Farm, Worsley – Walkover Habitat Survey

³¹ Penny Anderson Associates (2008) Salford Extended Phase 1 Habitat Survey

³² ESL (July 2017) Ecological Assessment of land at Hazelhurst Farm, Paragraph 3.2.4

³³ TEP (March 2020) Hazelhurst Farm, Worsley – Walkover Habitat Survey, Target Note 2

19.0 Habitat Regulation Assessment

19.1 The 2020 Habitats Regulations Assessment³⁴ initially screened in this allocation for further assessment (alongside all the other allocations), stating that there was a “likely significant effect arising from cumulative road traffic increases in turn leading to air pollution impacts.” However, at the more detailed “Appropriate Assessment” stage, it was identified that no further consideration of air pollution impacts from road traffic increases was needed for this site, beyond the generic mitigation contained within the thematic policies of the plan. These conclusions remain valid for the proposed allocation of the site through PfE 2021.

20.0 Historic Environment Assessment

20.1 A heritage screening exercise was undertaken by Salford City Council and GMAAS in September 2017³⁵. The site allocation does not contain any built heritage assets and there is limited visibility between the site and the identified heritage assets within its vicinity. It was therefore screened out from requiring further assessment in respect of built heritage.

20.2 The site was screened in for a further assessment of its archaeological value³⁶, and the assessment identified that it does not contain any known remains of national importance that would merit preservation in situ. It noted that there is the potential for the survival of archaeological remains in the west of the site associated with early coal mining dating to the early 19th Century and the potential for linear earthwork features to be present in the northern part of the site. It concluded that further investigation could be undertaken in advance of submitting a planning application or as a condition attached to a planning consent.

³⁴ Greater Manchester Ecology Unit (September 2020) Habitats Regulations Assessment of the Greater Manchester Spatial Framework

³⁵ This screening exercise was published in the following document: Salford City Council (February 2019) Heritage Assessment of site allocations

³⁶ GMAAS (November 2018) Greater Manchester Spatial Framework and Salford Local Plan. Archaeological Assessment: H3/15 Hazelhurst

21.0 Air Quality

- 21.1 It is recognised that there are some existing air pollution challenges in Salford and Greater Manchester more widely, primarily associated with road transport and the Greater Manchester local authorities are working jointly to tackle these issues.
- 21.2 In Salford, the current Air Quality Management Area (AQMA) was defined in 2016 and was declared for potential exceedances of the annual mean Nitrogen Dioxide (NO₂) air quality objective. The AQMA associated with the A580 East Lancashire Road and M60 is located to the immediate north and west of the site. The landowner of this site has completed a Baseline Air Quality Assessment, which is published alongside PfE 2021 for information. This highlights the constraints associated with the site and notes that it would be subject to the impact of traffic emissions from the adjacent road network (namely the A580 and M60), explaining that the masterplan would need to consider the location of new properties with respect to these roads. A detailed air quality impact assessment would be required at the planning application stage.
- 21.3 The site benefits from its location adjacent to the Leigh-Salford-Manchester bus rapid transit service, with the potential to maximise trips by sustainable modes of travel. In this regard, the site allocation policy includes a requirement for the site to be designed to encourage the use of the nearby public transport services and accommodate pedestrian and cycle routes to connect the existing cycle and walking network, local services and public transport facilities (criteria 3 and 4). Encouraging a shift to the use of more sustainable modes of travel would assist in reducing emissions, alongside other measures as part of a coordinated effort.
- 21.4 A Strategic Modelling Technical Note has been published alongside Places for Everyone 2021. This provides an estimate of the carbon dioxide and nitrous oxide emissions for each modelled scenario (2025 and 2040). The assumptions include a change in vehicle mix. Across Greater Manchester there is a forecast reduction in

both carbon dioxide (CO₂) and nitrogen oxides (NOX) emissions, although this is not appropriate for identifying specific air quality changes at an individual highway level.

- 21.5 The Government has directed Greater Manchester to introduce a Category C Clean Air Zone (CAZ) to bring about compliance with the annual mean legal limit value for NO₂ of 40 µgm-3. The CAZ is anticipated to launch on 30 May 2022 and will be introduced in phases:
- Monday 30 May 2022 for HGVs, buses, hackney carriages and private hire vehicles not licensed in GM.
 - Thursday 1 June 2023 for LGVs, minibuses, coaches and GM-licensed hackney carriages and private hire vehicles.
- 21.6 Vehicles that do not meet emission standards will pay a daily charge to travel in the Zone. Private cars, motorbikes and mopeds are not included. The CAZ is designed to improve air quality by encouraging upgrades to cleaner vehicles. It is not the same as a Congestion Charge Zone, where all or most vehicles are charged to drive.
- 21.7 The CAZ will remain in place until there is confidence that the monitored improvement in air quality is sustainable. The outcome of the Greater Manchester Clean Air Plan is that roadside NO₂ levels, in Greater Manchester, will be below the legal limit of 40 µgm-3 in the shortest possible time and by 2024 at the latest as required by the Government Direction. Further details on the Clean Air Plan can be found at <https://cleanairgm.com/>.
- 21.8 Various policies within Greater Manchester's Transport Strategy 2040, and also within PfE itself, are also aimed at reducing emissions and improving air quality across the sub-region.
- 21.9 Policy PH1 (Pollution control) of the Publication Salford Local Plan: Development Management Policies and Designations (January 2020), requires that development in Salford shall be consistent with achieving a substantial improvement in Salford's air quality and meeting statutory air quality targets. The development of this site

allocation would need to comply with this policy once the plan is adopted in 2022 and an air quality impact assessment would be required at the planning application stage.

22.0 Noise

- 22.1 The site is located to the immediate east of the M60 and south of the A580 such that it would be subject to some traffic noise.
- 22.2 The landowner has undertaken an initial noise review of the site.³⁷ Their assessment is based on the wider site boundary as proposed in the 2016 Draft GMSF (rather than the boundary in subsequent versions of the GMSF and now in PfE 2021). It identifies that the key noise sources affecting the development is road traffic noise from the A580 and M60, with the north-west part of the site experiencing the highest road traffic noise levels. It considers that noise impacts could be controlled by considering the acoustic impacts in the masterplanning process and through the use of appropriate mitigation measures. Various measures are identified including incorporating a buffer zone to protect future residents from noise impacts.
- 22.3 The site allocation policy includes a requirement to provide mitigation to address noise pollution from nearby roads (criterion 13). The noise impacts would need to be considered at an early stage in the masterplanning process and detailed noise assessments would need to be submitted alongside any planning application.

³⁷ Cundall (March 2019) Strategic Environmental Noise Review.

Section D – Social

23.0 Education

23.1 Criterion 15 of the allocation policy requires that land is set aside to accommodate additional primary school provision, unless it can be demonstrated that sufficient additional school places will be provided off-site within the local area to meet the likely demand generated by the new housing.

23.2 Education Facilities Management (EFM) on behalf of the landowner has prepared an Education Briefing note for the allocation³⁸. It is acknowledged by EFM in their conclusions at paragraphs 14.2 and 14.3 that:

“14.2 With regards primary, this development at 400 dwellings will give rise to approximately 95 pupils. While there are likely to remain a number of places in local primary schools for a period of time, this cannot be guaranteed and it is almost undoubted that the school site earmarked for the development will be requested. The cost of that portion of the school site that is not required for this development should be reserved as an option for SCC to purchase in order to meet the needs arising from other developments.

14.3 It is recommended therefore, that as this development is brought forward the position with regard existing places and the need for the site be reviewed. Engagement with SCC will be important to better understand the options at the time.”

23.3 The city council will work with the landowner / developer to secure an appropriate solution for primary school provision at the time the development comes forward, having regard to actual and forecast capacity, pupil yields from housing developments and the cost of making provision for primary school places.

³⁸ Education Facilities Management (March 2019) Education Briefing Note – Land at Hazelhurst Farm (GM Allocation 30)

24.0 Health

- 24.1 There is no site-specific health provision identified as a result of the proposed development. The landowner has however produced a development framework for the site which identifies that the provision of 450 dwellings at the site (which they are promoting rather than the 400 dwellings within PfE 2021), could accommodate an estimated 992 residents, based on the average household size in Salford at the 2011 Census. Based on the national benchmark of 1,800 patients per GP and 1,400 per dentist the site might generate demand equivalent to 0.5-0.75 GPs and dental practitioners³⁹.
- 24.2 The identification of the specific needs of the city's growing population and the best way to serve them is a continually evolving process which is being considered by Salford Together through updates to their Strategic Estates Strategy and Locality Plan. This work will inform the production of the required masterplan / framework that is to be developed in consultation with the local community, as required by criterion 1 of the policy.
- 24.3 Policy HH2 of the Salford Publication Local Plan: Development Management Policies and Designations (January 2020) requires that sites subject to masterplanning requirements (which includes all GMSF allocations in Salford) would need to ensure that appropriate provision is made for primary health care facilities. It is proposed that the reference to GMSF allocations in the policy HH2 of the Local Plan is amended to refer instead to Places for Everyone as part of the examination process. The developer should engage with the Clinical Commissioning Group at the earliest opportunity in order to determine health care requirements associated with the development. Where satisfactory provision cannot otherwise be made in the local area, individual developments that would generate additional demand for primary health care would be required to incorporate primary health care facilities.

³⁹ Peel (March 2019). Hazelhurst Farm Development Framework. Page 41, paragraph 7.10

Section E – Deliverability

25.0 Viability

- 25.1 Three Dragons assessed the financial viability of all of the GMSF 2020 allocations on behalf of the GMCA and districts⁴⁰. The proposed development of 400 houses on the Hazelhurst Farm site was assessed as being clearly viable, with this taking into account local transport mitigation measures and the requirements of the allocation policy, including the provision of a one form entry primary school on the site, and also 50% of the total dwellings being affordable housing (with the affordable housing comprised of 37.5% social rented, 37.5% affordable rented and 25% shared ownership).
- 25.2 Full details of the methodology used by Three Dragons and also the base assumptions and testing summary are set out within the Stage 2 allocations viability report that was published as part of the evidence base for the 2020 GMSF. The findings of the Three Dragons GMSF viability assessment for the Hazelhurst site remain valid for PfE 2021.

26.0 Phasing

- 26.1 The detailed phasing of development on the site would respond to, and form part of, the masterplan / framework or Supplementary Planning Document (SPD) that has to be developed in consultation with the local community and other stakeholders, and be considered acceptable by the city council (in line with criterion 1 of the allocation policy).
- 26.2 In advance of the masterplan plan process, it has been indicatively assumed by the city council that initial completions on the site could be delivered from 2025/26 at an average annual rate of 50 per annum. If delivered at this rate throughout the build

⁴⁰ Three Dragons et al (October 2020) Greater Manchester Spatial Framework. Stage 2 Allocated sites viability report

programme, all 400 dwellings could be completed by 2032/2033. Given the size of the site, it has been assumed that there would only be one developer.

27.0 Indicative Masterplanning

27.1 Criterion 1 of the allocation policy requires that development of the site will:

“Be in accordance with a masterplan/framework or Supplementary Planning Document (SPD) that has been developed in consultation with the local community and other stakeholders, and is considered acceptable by the city council, or in the case of an SPD adopted by the city council;”

27.2 It is clear therefore that any masterplan of this site would have to have been developed with the local community and other stakeholders. The layout of the development would need to clearly respond to the requirements of the allocation policy, including:

- Incorporating attractive public rights of way through the site (criterion 4)
- Protecting watercourses that run through and around the site (criterion 6)
- Protecting and enhancing the Worsley Woods Site of Biological Importance (criterion 8)
- Retaining features that support an overall increase in nature conservation (criterion 9)
- Incorporating sustainable drainage systems (criterion 11)
- Providing a buffer for the overhead power lines that run across the site (criterion 12)
- Providing mitigation to address noise pollution from nearby roads (criterion 13)
- The potential provision of allotments (criterion 14) and a primary school on-site (criterion 15)

27.3 An illustrative masterplan has been prepared by the landowner as part of a development framework that was submitted in their representations to the Revised Draft 2019 GMSF. This is set out below:



27.4 As can be seen above, the illustrative masterplan provides an indicative layout of the development, including:

- The location of the housing, primary and secondary roads
- Green space and infrastructure
- Proposed water bodies and wetlands
- Proposed pedestrian routes and linkages
- The existing overhead power line which is to be retained as part of the proposed development.

27.5 The illustrative masterplan appears to respond to many of the allocation policy requirements and shows that at a high-level the site is deliverable for new housing⁴¹. Notwithstanding this, the above masterplan should be treated as purely indicative as to how the site may be developed at this stage; it is not endorsed by the city council .

⁴¹ It is however noted by the city council that the landowner’s masterplan does not make provision for a school or allotments which could potentially be required on-site unless other provision could be made off-site within the local area.

In addition, the masterplan proposes a different boundary to that put forward by the city council through PfE 2021 (see below for more details).

Allocation boundary

27.6 PfE 2021 identifies the same boundary for the Hazelhurst Farm allocation as that identified in the 2019 Revised Draft GMSF and GMSF 2020; the landowner suggested through their representation to the Revised Draft GMSF that additional land immediately to the south of the A580 should form part of the allocation boundary. This is not considered to be appropriate given that the land in question may potentially be affected by proposals that may be forthcoming as part of the North West Quadrant study and given DEFRA information identifies that part of the land is a priority habitat (lowland fen).

Development yield

27.7 The landowner in their representations to the 2019 Revised Draft GMSF proposed 450 dwellings on the site, whereas the allocation was for 400 dwellings. 400 dwellings was retained in GMSF 2020 and is also proposed in PfE 2021. This is on the basis that the boundary of the allocation is smaller than that proposed by the landowner (for reasons set out above), and given that the illustrative masterplan prepared by the landowner for 450 dwellings does not take into account the possible on-site requirement for allotment provision and a new primary school.

Section F – Conclusion

28.0 The Sustainability Appraisal

28.1 Other than in respect of impacts relating to the development of greenfield land in agricultural use, the impacts identified through the Integrated Appraisal are largely positive. Possible actions in respect of mitigation identified are considered to have been adequately addressed through the allocation policy itself, thematic policies within PfE 2021 and/or local policy proposed through the Publication Salford Development Management Policies and Designations Document (January 2020).

29.0 The main changes to the Proposed Allocation

29.1 As part of the production of GMSF 2020 the site allocation boundary was not subject to any amendments after the Revised Draft GMSF was published in 2019, and only minor amendments were made to the policy wording. These include some additions to the policy to reflect the transport locality assessment recommendations⁴², to ensure the provision of cycling routes that to connect the site to nearby bus stops and that rights of way within the site connect into the wider pedestrian and cycling network.

29.2 An addition was also made to the policy regarding off-site flooding impacts, in response to comments received from the landowner of the site allocation. Furthermore, the allocation policy was amended to explain that the development of the site would be required to respond to its location, characteristics, and surroundings to take opportunities to incorporate green infrastructure that can most effectively benefit the site and the wider area.

⁴² Systra (November 2020) Transport Locality Assessments. Introductory note and assessments – Salford Allocations

29.3 There have been no changes to the allocation boundary or policy wording between GMSF 2020 and PfE 2021. Given this, GMSF 2020 and PfE 2021 have substantially the same effect on districts with regards to the allocation of land at Hazelhurst Farm.

30.0 Conclusion

30.1 The 15.7 hectare site is located within an existing residential area and benefits from its close proximity to the Leigh Salford Manchester (LSM) Busway, which provides good public transport access to the employment and leisure opportunities in the City Centre. The impacts of development identified in the Integrated Assessment were largely positive. The site is considered to represent a sustainable development opportunity in a highly accessible location within the urban area.

30.2 It is proposed that the site could accommodate 400 houses and would provide an affordable housing scheme equivalent to at least 50% of the dwellings (with some provision off-site). Evidence indicates that the site can be viably developed taking into account the requirements of the site allocation policy. Various technical assessments have been undertaken in support of the site, which indicate that whilst there are some constraints that would need to be considered in the site's development, these can be overcome and are reflected in the site allocation policy requirements.

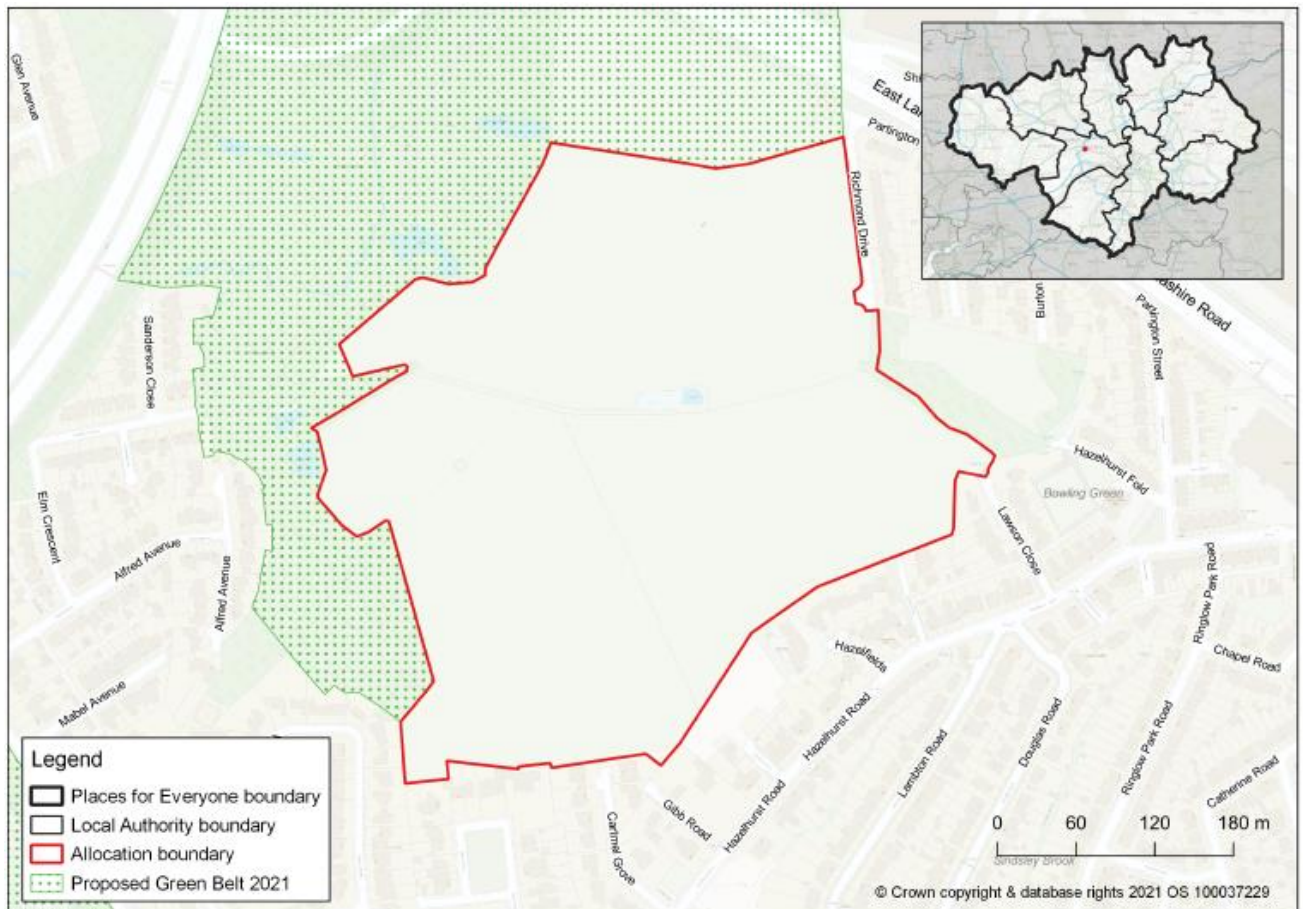
30.3 The PfE 2021 allocation policy for Hazelhurst Farm is included as appendix 1 to this topic paper.

Section G – Appendices

Appendix 1 – Policy wording for Hazelhurst allocation (in PfE 2021)

Policy JP Allocation 26

Land Hazelhurst Farm



Picture 11.39 JPA 26 Land at Hazelhurst Farm

Land at Hazelhurst to the east of the M60 and south of the A580 East Lancashire Road will be developed for around 400 dwellings.

Development of this site will be required to:

- 1. Be in accordance with a masterplan/framework or Supplementary Planning Document (SPD) that has been developed in consultation with the local community and other stakeholders, and is considered acceptable by the city council, or in the case of an SPD adopted by the city council;**

2. **Provide an affordable housing scheme equivalent to at least 50% of the dwellings on the site (with an indicative affordable housing tenure split of 37.5% social rented, 37.5% affordable rented and 25% shared ownership), with some of this directed towards off-site provision;**
3. **Be designed to encourage the use of nearby public transport services, in particular the Leigh-Salford-Manchester bus rapid transit service, with high quality pedestrian and cycling routes and off-site pedestrian crossings that connect all parts of the site to nearby bus stops;**
4. **Incorporate attractive public rights of way through the site which connect into the wider pedestrian and cycling network providing access to local facilities;**
5. **Ensure that vehicular access to the site does not have an unacceptable impact on the quality of existing residential areas;**
6. **Protect the quality of watercourses through and around the site;**
7. **Respond to the site's location, characteristics and surroundings to take opportunities to incorporate green infrastructure that can most effectively benefit the site and the wider area;**
8. **Protect and enhance the Worsley Woods Site of Biological Importance to the west of the site;**
9. **Retain mature woodland, hedgerows, swamp and water bodies as important landscape features within the site, supporting an overall increase in its nature conservation value;**
10. **Support the objectives for the Great Manchester Wetlands Nature Improvement Area and avoid harm to protected species;**
11. **Incorporate sustainable drainage systems to mitigate the surface water flooding on the site, while ensuring that there is no adverse impact on the potential for flooding off-site;**
12. **Provide a buffer for the overhead power lines that run across the site, in accordance with National Grid requirements;**
13. **Provide mitigation to address noise pollution from nearby roads;**
14. **Include new allotment plots to meet the local standard unless suitable alternative provision can be made in the local area; and**
15. **Set aside land to accommodate additional primary school provision, unless it can be demonstrated that sufficient additional school places will be provided off-site within the local area to meet the likely demand generated by the new housing.**

11.255 The site benefits from close proximity to stops for the Leigh-Salford-Manchester bus rapid transit service, providing good public transport access to the employment and leisure opportunities in the City Centre. It is important to the sustainable development of the site that it is designed to maximise the use of those services, and this is likely to require some off-site improvements to pedestrian routes to the stops as well as influencing the on-site layout. The landscape features within and around the site are important to the character of the wider area, and their retention would help to differentiate its development and ensure a high quality residential environment. The woods to the west of the site are already designated for their nature conservation importance, and the development should secure further improvements. A desk-based assessment of the site's archaeological interest would be required.

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